

# Vermont State Emergency Management Plan

BASE PLAN

**STATE OF VERMONT  
EMERGENCY MANAGEMENT PLAN: BASE PLAN**

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## Section I: General Considerations

### 1.1. Introduction

The Vermont State Emergency Management Plan (SEMP) is an all-hazards plan addressing Vermont’s hazard and threat environment, including natural, technological, and human-caused emergencies or disasters. The SEMP forms the basis of the State of Vermont emergency management system, which includes the collaboration of all state agencies and departments that have operational responsibilities and capabilities across the all five mission areas—Prevention, Protection, Mitigation, Response, and Recovery. The SEMP integrates, supports, and is consistent with all applicable federal and state guidance, as listed in the Authorities and References Section, and utilizes the National Incident Management System (NIMS) as a basis for the structure.

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

The plan is intended to be “all hazards,” covering the entire range of incidents from natural disasters and technological hazards to the impact of terrorism. Although it is called a “State Emergency Management Plan,” the scope extends from preventive measures and preparations through local and state response actions, to recovery, post-disaster programs, and federal disaster assistance. The SEMP also serves as the State Comprehensive Emergency Management Plan<sup>1</sup> and fully addresses the efforts of the state in mitigation through the State Hazard Mitigation Plan (SHMP), which is an incorporated component of the SEMP (see below for further information).

Vermont Emergency Management (VEM) and its many partners assisted in the development of this plan. The 2018 SEMP replaces the 2013 State Emergency Operations Plan.

### 1.2. SEMP Structure and Purpose

The SEMP is based on the Federal Emergency Management Agency’s (FEMA) National Preparedness Goal, which describes the nation’s approach to preparing for threats and hazards that pose the greatest risk to the country. The National Preparedness Goal identifies 32 activities, called core capabilities, necessary to achieve the goal across five mission areas—Prevention, Protection, Mitigation, Response, and Recovery. These core capabilities serve as both preparedness tools and provide a common language for preparedness activities.<sup>2</sup> Using the core capabilities, the National Preparedness Goal is achieved by:

- **Prevention:** Prevent, avoid, or stop an imminent, threatened, or actual act of terrorism.
- **Protection:** Protect our citizens, residents, visitors, and assets against the greatest threats and hazards in a manner that allows our interests, aspirations, and way of life to thrive.
- **Mitigation:** Reduce loss of life and property by lessening the impact of future disasters.
- **Response:** Respond quickly to save lives, protect property and the environment, and meet basic human needs in the aftermath of a catastrophic incident.

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<sup>1</sup> Per 20 V.S.A. § 3a, VEM shall prepare and maintain a comprehensive state emergency management strategy.

<sup>2</sup> Additional information on core capabilities can be found at: <https://www.fema.gov/core-capabilities>

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- **Recovery:** Recover through a focus on the timely restoration, strengthening and revitalization of infrastructure, housing and a sustainable economy, as well as the health, social, cultural, historic, and environmental fabric of communities affected by a catastrophic incident.

Utilizing the National Preparedness Goal as an overall guiding framework, the SEMP is a collection of documents that includes: the Base Plan, Mission Area Plans, Partner Annexes, and Supporting Documents. Together, these documents form a reference of emergency disaster information and the basic source of data considered necessary to accomplish the various types of emergency missions that could confront Vermont. The SEMP is designed to enable the user to know what is to be done and who is to do it, and may include information relative to when and where response or recovery activities will be concentrated.

Key documents comprising the SEMP include:

- **The Base Plan:** This Base Plan serves as the foundation for all annexes and appendices of the SEMP. It describes the overall state structure, concept of operations, and roles and responsibilities comprising the statewide approach to emergency management. The Base Plan is designed to integrate the efforts and resources of local, state, private sector, non-governmental organizations (NGOs), and, if necessary, the federal government. The Base Plan is intended for all stakeholders that are or could potentially be involved in emergency management in Vermont.
- **Mission Area Plans:** In line with the National Preparedness Goal, the SEMP includes Mission Area Plans focused on: Prevention and Protection, Hazard Mitigation, Response, and Recovery.<sup>3</sup> These plans provide more detailed information and specific guidance to enable state and local jurisdiction personnel to ensure that all core capabilities across all mission areas are achieved. These mission areas are interrelated and require collaboration to be effective and ensure a seamless transition from one phase to the next.
  - The Prevention and Protection Mission Area Plan and SHMP outline the technological and human-caused hazards and natural hazards most likely to affect Vermont, respectively. These plans identify and assess hazards, as well as outline strategies to reduce or eliminate the most significant vulnerabilities.
  - The Response and Recovery Mission Area Plans provide state and local jurisdiction emergency management personnel with guidance to effectively manage responses and immediate and long-term recovery activities, respectively. These plans provide an overview of relevant coordination structures and detail processes and mechanisms for requesting response and recovery resources.
- **Partner Annexes:** These annexes establish general guidance for state agencies or other partners with a primary responsibility during response and/or recovery. The Partner Annexes contain the overarching authorities, responsibilities, policies, and procedures that define the role of each respective organization within the State Emergency Operations Center (SEOC), organized by the overarching mission areas. The annexes serve to inform staff, as well as new state leadership, of the roles, responsibilities, and relationships of each partner in emergency situations.

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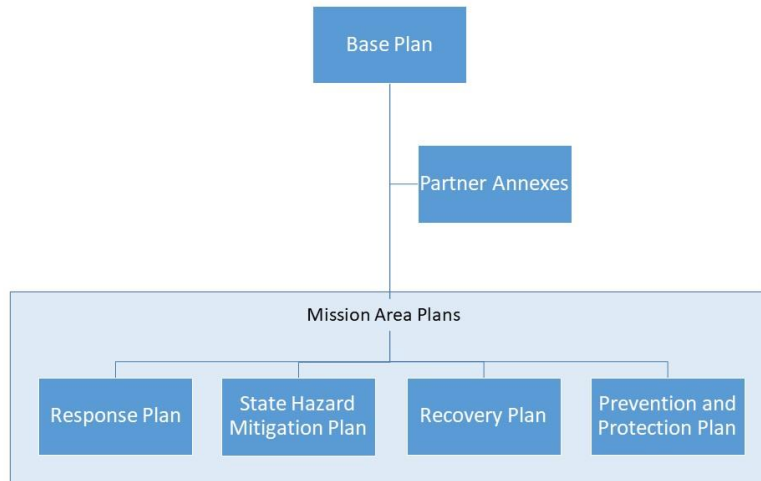
<sup>3</sup> In the Vermont SEMP, Prevention and Protection are included in the same Mission Area Plan.

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- **Supporting Documents:** The broader range of SEMP-supporting documents includes strategic, operational, tactical, and incident specific or hazard-specific contingency plans and procedures. More detailed information on supporting documents is located in Section 8 of this Base Plan.

**Figure 1: Main Components of the SEMP**



## 1.3. Scope and Applicability

### Scope

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

The SEMP establishes interagency and multi-jurisdictional relationships and mechanisms for state government involvement in incident support activities.

This includes coordinating structures and processes for incidents requiring:

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

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In addition, the SEMP:

- Recognizes and incorporates the various jurisdictional and functional authorities of state departments and agencies, local governments, private-sector entities, and NGOs in incident management; and
- Recognizes supporting statutory obligations for continuity of government operations for local and state levels, as well as judicial, legislative, and executive branches in response.

### **Applicability**

The SEMP applies to all local municipalities that require state assistance and state agencies and departments that are requested to provide assistance or conduct operations in actual or potential incidents. Obligations of state agencies and departments can be found in the respective Partner Annexes included in the SEMP.

The SEMP is in effect at all times and applies throughout all five mission areas, as well as for planned events in which the SEOC might be utilized. VEM continuously monitors incidents and events in the state and can activate the SEOC to support local and/or regional emergency operations. These incidents and events require a coordinated response by an appropriate combination of federal, state, local, private-sector, and non-governmental entities. The SEMP provides the framework by which incident management activities should be conducted on a statewide basis, including on a local level.

### 1.4. Planning Assumptions

The following assumptions were made during the development of this plan and are applicable to all derivative components of this plan, including, but not limited to, all Mission Area Plans and Partner Annexes.

1. Achieving and maintaining effective individual and community preparedness and resilience will reduce the immediate demands placed on response organizations. Effective individual and community preparedness and resilience requires continual public awareness and education to ensure that residents and businesses take precautions to reduce their vulnerability, especially during and immediately after a disaster.
2. Emergency and incident planning at the regional and state levels is based on the pre-incident identification of at-risk populations and facilities, the determination of possible resource needs being unmet, and contingencies for such possibilities.
3. Local officials involved in emergency management initiate decisions and actions across the whole community to prevent, protect against, mitigate, respond to, and recover from the threats and hazards that pose the greatest risk, while maintaining command and operational control of resources within their jurisdictions based on applicable emergency management documents, such as a jurisdiction's Local Emergency Management Plan (LEMP).
4. Although the majority of disasters in Vermont are managed locally, a disaster may occur with little or no warning and may exceed the response capability of any responding organization. Therefore, the state may provide support in anticipation of an actual or potential request.
5. Local governments utilize available resources and access local and regional mutual aid before requesting state assistance.

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6. State government and volunteer organizations respond or support response efforts with life safety and incident stabilization as the main priority. State government and volunteer organizations will document and seek reimbursement, as appropriate, for expenses incurred during response operations.
7. Government actions at local and state levels are executed according to statute and to ensure stability of decision-making across all mission areas.
8. The State of Vermont has adopted and utilizes the concepts and principles of NIMS when coordinating state-level activity in all mission areas.
9. The greater the complexity, impact, and geographic scope of an emergency, the more multiagency coordination will be required. The SEOC acts as a Multi-Agency Coordination Center (MACC) when activated and is a component of the state Multi-Agency Coordination System (MACS).
10. Evacuation and sheltering may rely upon regional coordination, to possibly include out-of-state coordination.
11. When state resources and capabilities are exhausted, additional resources are available through the Emergency Management Assistance Compact (EMAC), the International Emergency Management Assistance Compact (IEMAC), other regional compacts, and the federal government. Once deployed, these resources come under state or local operational direction, while always remaining under the command and control of the assisting state or other entity.

## Section II: Background and Situation

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

### 2.1. Geography, Climate, and Demographics

#### Geography

Vermont occupies a geographical location astride the Green Mountains and in the center of three ranges of the Appalachians, with the Adirondacks to the west and the White Mountains to the east. In comparison with most states, Vermont is small in total area. However, it is the second largest state in New England after Maine. Vermont, the Green Mountain State, is bordered by Canada, New York, Massachusetts, and New Hampshire. The Connecticut River forms the eastern boundary, while the western boundary runs down the middle of Lake Champlain for more than half of its length.

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

Major Mountains	Major Rivers	Major Lakes
Mt. Mansfield, 4393 ft.	Missisquoi River	Memphremagog
Killington, 4229 ft.	Lamoille River	Willoughby
Mt. Ellen, 4083 ft.	Winooski River	Bomoseen
Camel's Hump, 4083 ft.	White River	St. Catherine
Mt. Abraham, 4017 ft.	Otter Creek	Lake Champlain
	West River	
	Battenkill River	
	Connecticut River	



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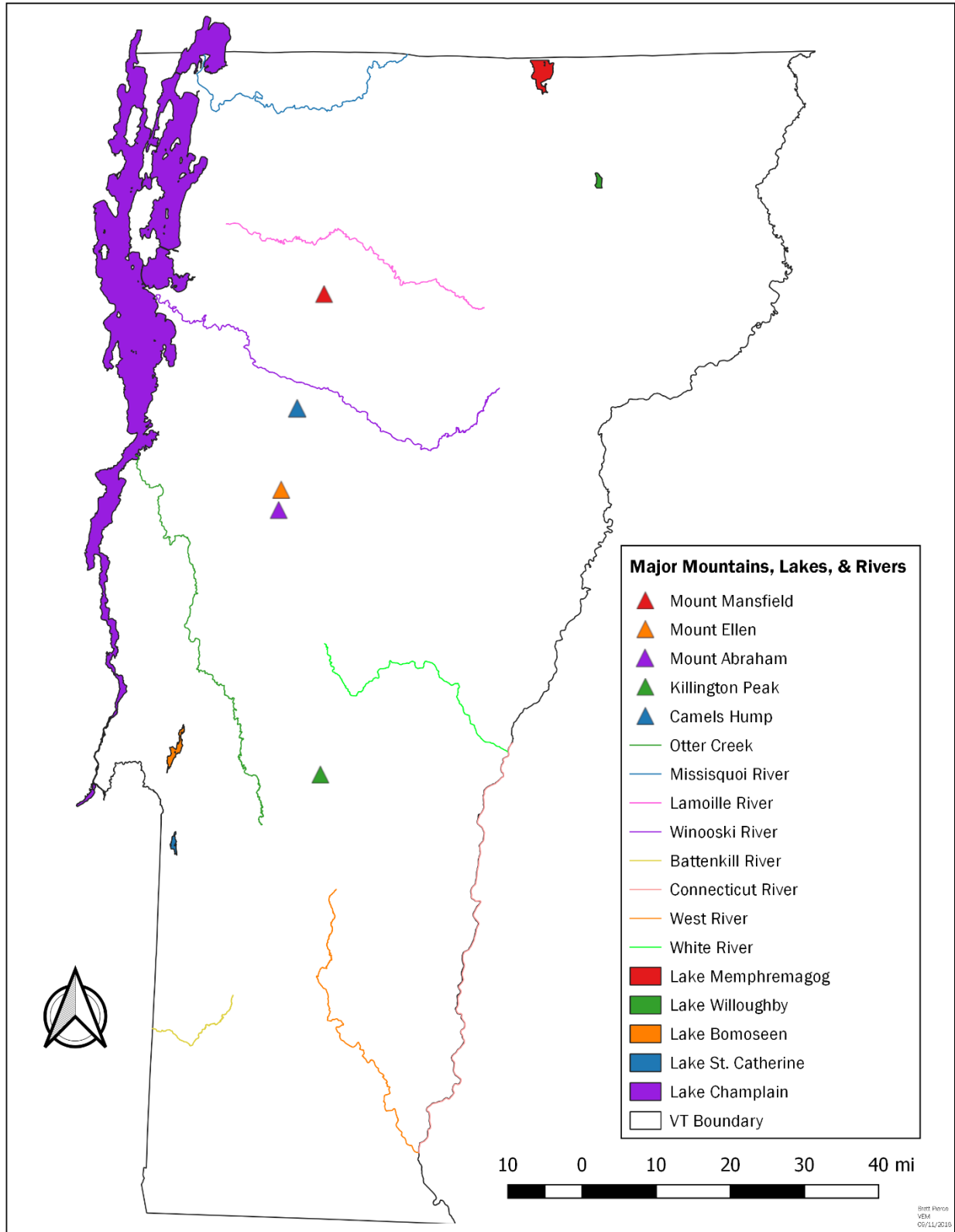
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The state is divided north to south by the Green Mountains, with few direct east-west transportation corridors. Montreal, Canada, with a population of 3.4 million, is the closest large city. Montreal is located 72 miles north of the international border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

Vermont's northern border is comprised of land area and two large bodies of water: Lake Champlain and Lake Memphremagog. Both lakes define a portion of the Vermont/Canadian border. Lake Champlain, the nation's sixth largest lake, is part of the Intracoastal Waterway.

The terrain along the border varies from gently rolling hills, farm and pasturelands, and rivers and swamps to densely wooded forests and steep mountains. During the winter months, heavy snowfall can make a portion of the border region inaccessible. The two major lakes can freeze during winter months, making them only accessible by foot, all-terrain vehicle, snowmobile, or other means. The resident population along the international border is sparse.

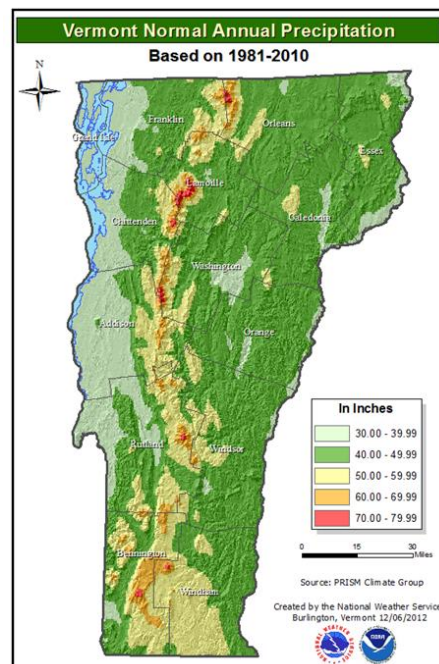
Figure 2: Geography of Vermont



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## Climate

Similar to other New England states, the climate of Vermont is characterized as being changeable and having large ranges of both daily and annual temperatures, significant differences between the same seasons in different years, even distribution of precipitation, and considerable variability from place to place, according to the National Oceanic and Atmospheric Agency (NOAA).<sup>4</sup> Variables including differences in elevation, terrain variations, and distance from major bodies of water, such as Lake Champlain and the Atlantic Ocean, have led to three climatological divisions across the state: Western, Northeastern, and Southeastern. The Western division is a relatively narrow band running the full length of the state west of the Green Mountains and is the least affected by Atlantic Ocean influences. The Northeast division is the largest of the three and includes the northeastern, north-central, and east-central parts of Vermont, with the exception of a narrow segment along the Connecticut River Valley.

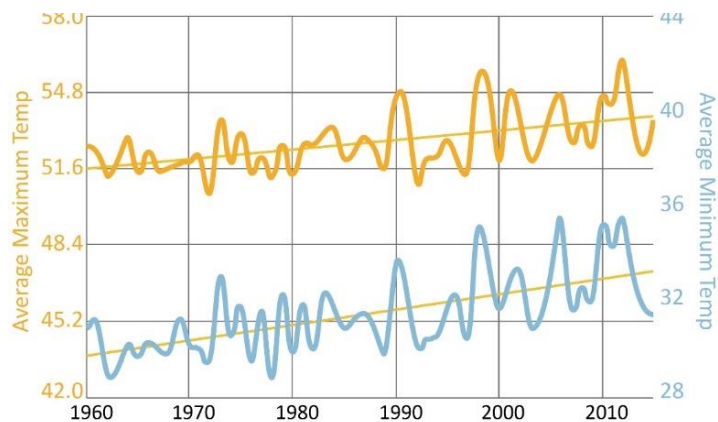


Average temperatures vary according to factors like elevation, slope, and local features, such as urbanization. Temperatures between locations vary more in the winter than in summer, with summer temperatures tending to be more uniform across the state. Thirty-year averages for July were approximately 66° F in the Northeastern division, 69° in the Western division, and 67° to 68° in the Southeast. The Northeastern Division average temperature in January is approximately 15° F, while for the Southeastern and Western Divisions it is approximately 19° and 18°, respectively.

Vermont's precipitation is well-distributed throughout the year. However, winter precipitation is noticeably less than summer rainfall in the northern and western parts of the state. Very severe droughts do not regularly occur in Vermont, but when they do, the entire state is typically affected for a number of years.

As noted in the SHMP, Vermont has also been affected by climate change. Since 1960, the average annual maximum temperature in Vermont increased approximately 0.4°F per decade, while the average minimum temperature rose at 0.6°F per decade. The average annual precipitation has also increased—

**Figure 3: Vermont's Annual Temperatures (1960-2015)**



Data source: [climatechange.vermont.gov](http://climatechange.vermont.gov)

<sup>4</sup> The information in the following three paragraphs comes from NOAA's 2013 report: The Climate of Vermont. Additional information can be found at: [www.ncdc.noaa.gov/climate\\_normals/clim60/states/Clim\\_VT\\_01.pdf](http://www.ncdc.noaa.gov/climate_normals/clim60/states/Clim_VT_01.pdf)

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0.7 inches per decade since 1895 and 1.5 inches per decade since 1960. According to the 2014 National Climate Assessment, the northern U.S. is expected to experience above average precipitation in the winter and spring, as well as more frequent heavy rainfall events.<sup>5</sup>

**Demographics**

Vermont is one of the least populated states, with a total population of 625,741 residents as of the 2010 Census. However, the population is estimated to have decreased to 623,657 in 2017—a decline of approximately 0.3 percent—according to the American Community Survey of the American Census Bureau. This population is divided among 14 counties, with one major population center in the Greater Chittenden County area.

Most people in Vermont live in small, rural communities with populations of several hundred to several thousand people. In addition to the resident population, tourism adds thousands to the state’s population. In 2015, visitors made an estimated 13.4 million trips to Vermont for leisure, business, and personal travel.

Vermont’s Top 10 Population Centers	
-	Burlington: 42,260
-	Essex: 21,199
-	South Burlington: 18,971
-	Colchester: 17,319
-	Rutland City: 15,601
-	Bennington: 15,290
-	Brattleboro: 11,607
-	Milton: 10,759
-	Hartford: 9,671
-	Williston: 9,578
<p><i>Source: Vermont Department of Health Population Estimates for 2016</i></p>	

**Vermont Statistics**

<b>Total Area</b>	9,615 square miles		
<b>Total Land Area</b>	9,249 square miles		
<b>Total Water Area</b>	366 square miles		
<b>Length</b>	160 miles		
<b>Width</b>	80 miles	<b>Rank</b>	45th
<b>Highest Point</b>	4,393 feet (Mount Mansfield)	<b>Rank</b>	43rd
<b>Lowest Point</b>	95 feet (Lake Champlain)	<b>Rank</b>	47th
<b>Highest Temp</b>	105 degrees on July 4, 1911 at Vernon		
<b>Lowest Temp</b>	-50 degrees on December 30, 1933 at Bloomfield		
<b>Population (U.S. Census, 2010)</b>	625,741		
<b>Population per square mile (Pop./Land)</b>	67.65		
<b>Median Age (2010)</b>	41.5		
<b>Per capita income (2010)</b>	\$28,089		
<b>Median income of households (2010)</b>	\$52,776	<b>Rank</b>	42nd

<sup>5</sup> Please see the Vermont Profile and Hazard Assessment section of the SHMP for additional information.

## 2.2 Critical Infrastructure and Industry

Vermont's leading industries include manufacturing, software development and information technology (IT), financial services and insurance, renewable energy and green businesses, tourism and outdoor recreation, education, health care, professional and creative services, and food, beverage, and consumer goods, among others. According to the Bureau of Economic Analysis, as of 2016, the top five largest contributors to Vermont's Gross Domestic Product included real estate at 13 percent, government at 12 percent, manufacturing at 11 percent, professional and technical services at 7 percent, and health care and social services at 7 percent. As of April 2018, the percentage of the working population employed in major industries in Vermont included the following: 21 percent in education and health services; 18 percent in trade, transportation, and utilities; 12 percent in leisure and hospitality; 9 percent in professional and business services; 9 percent in manufacturing; and 1 percent in farming, fishing, and forestry.<sup>6</sup>

Industry is invited and encouraged to participate in all exercises that VEM and its partners coordinate, participate in local and regional all-hazards planning through Local Emergency Planning Committees (LEPCs), and partner with Vermont in the development of Critical Infrastructure and Key Resources (CIKR) emergency response plans. State and local transportation authorities participate in various aspects of all-hazards planning in Vermont to support safe travel for the tourism industry, as well as the inhabitants of the state. VEM relies on its state partners for information and data relating to industry and critical infrastructure sectors that may have significant roles in emergency management. The Department of Homeland Security (DHS) defines 16 Critical Infrastructure sectors as: chemical, commercial facilities, communications, critical manufacturing, dams, defense industrial base, emergency services, energy, financial services, food and agriculture, government facilities, healthcare and public health, information technology, nuclear reactors, materials and waste, transportation systems, and water and wastewater systems. Of these sectors, five are considered lifeline sectors. The lifeline sectors are detailed below.<sup>7</sup>

### **Energy Sector**

Vermont's electricity sector remains vertically integrated, and there are a large number of merchant generation units with the state. Vermont electric customers are served by 17 electrical distribution utilities, including one investor-owned utility, two electric cooperatives, and 14 municipal electric utilities. The distribution utilities own and operate the sub transmission system (34.5 kV and 46 kV) and the distribution system. The bulk power system (115 kV and up) in Vermont is owned and operated by the transmission-only company, Vermont Electric Power Company (VELCO), which is in turn owned by the Vermont distribution utilities.

### **Transportation Sector**

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<sup>6</sup> Percentage of the working population employed in major industries in Vermont below 1 percent are not included in this list.

<sup>7</sup> Additional detail on Critical Infrastructure sectors is located in the Vermont Infrastructure Protection and Resilience (VIPR) plan.

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As of 2016, Vermont had approximately 14,200 miles of roadway, 320 miles of Interstate, over 2,700 miles of toll-free state highways, and over 11,000 miles of municipal roads. There are also 748 miles of railroad, 453 of which are owned by the State of Vermont. There are 16 public use airports and 10 state-owned airports. Burlington International Airport was the sixth busiest airport in New England in 2015, with six carriers handling approximately 1.2 million passengers.

### **Water and Waste Water Systems Sector**

Vermont regulates approximately 1,400 public drinking water systems ranging from seasonal to municipal systems—31 of which serve populations greater than 3,300. Municipal wastewater, originating from a combination of domestic, commercial, and industrial activities, is conveyed to a centralized wastewater treatment facility via a combined (sewage and storm water) or separate sanitary sewer, treated to established standards, and discharged to receiving water. Vermont's 92 municipal wastewater treatment facilities process more than 15 billion gallons of wastewater per year.

### **Communications Sector**

The Communications Sector includes not only physical properties such as wireline, wireless, satellite, cable, and broadcasting, but also services such as Internet routing, information services, and cable television networks. Publicly and privately owned cyber assets are inextricably linked with these physical communications structures. The Internet has become essential to participating in the modern economy. Small and large businesses rely on the Internet to sell goods and services. As more Vermonters continue to adopt and use the Internet, broadband Internet access will play an increasing role in the economic success of Vermont. As of 2016, service is available at 99 percent of locations within the state, with the remaining 1 percent having a funded solution in place.

### **Emergency Services Sector**

Vermont has emergency responders in communications, law enforcement, fire, rescue, emergency medical services, and emergency management that are vital to ensuring the State's most critical homeland security capabilities. For instance, Vermont has 233 fire departments, a State Fire and Police Academy, a State Hazardous Materials (HAZMAT) Response Team, an SEOC and alternate SEOC, a Type II Urban Search and Rescue (USAR) team, 45 police departments, 10 State Police Barracks, 14 Sheriff's departments, 82 transporting ambulance services, 92 Emergency Medical Services (EMS) first responder services, and 1 licensed rotary wing air ambulance. Within Vermont is the Swanton Sector of the U.S. Customs and Border Protection, which includes four stations located in Vermont. Vermont has one Level I Adult/Level II Pediatric Trauma Center (University of Vermont Medical Center) and access to Dartmouth-Hitchcock Medical Center (Level I Trauma Center) and six others in Boston, Massachusetts.<sup>8</sup>

## **Section III: Hazard Identification and Risk Assessment**

The impact of expected, but unpredictable, natural, technological, and human-caused events can be reduced through emergency management planning. That planning must be grounded in the rational

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<sup>8</sup> This is not a comprehensive list of all entities that may be involved in the emergency services sector.

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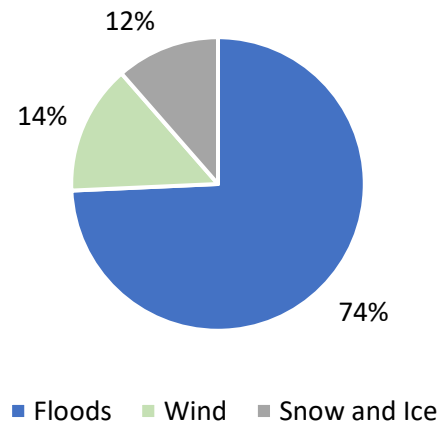
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evaluation of the hazards and the risks they pose to prioritize actions designed to mitigate their effects. This Hazards Identification and Risk Assessment (HIRA) asks and answers three basic questions:

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

Disasters that have previously occurred within the state provide information about what Vermont can reasonably expect and the damages that may result. Between January 1990 and January 2018, 35 major disaster declarations were made for Vermont.<sup>9</sup> Of the total, 74 percent were due to flooding, including floods associated with Tropical Storms Irene and Floyd, with the remaining events resulting from wind and snow and ice. Additional information on past events and major disaster declarations can be found in the SHMP.

**Figure 4: Vermont Major Disaster Declarations by Type (01/1990 - 01/2018)**



Human-caused and technological hazards are also threats that the state must plan and prepare for. These incidents include but are not limited to train derailments, hazmat releases, cyber-attacks, and terrorism/mass violence. Additional assessments of threats and hazards maintained by other agencies are referenced in the relevant Partner Annexes.

### 3.1. Discussion by Hazard Type

This section contains excerpts from the SHMP, which discusses natural hazards, and the Prevention and Protection Mission Area Plan, which focuses on technological and human-caused threats and hazards.

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<sup>9</sup> The President can declare a major disaster for any natural event, including any hurricane, tornado, storm, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought, or, regardless of cause, fire, flood, or explosion, that the President determines has caused damage of such severity that it is beyond the combined capabilities of state and local governments to respond.

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Both documents are adopted elements of the SEMP. A risk assessment and consequence analysis was performed for all hazards and threats, with input from relevant stakeholder groups.<sup>10</sup>

The below chart includes 24 natural, technological, and human-caused hazards of concern for Vermont. These hazards were identified following an extensive stakeholder engagement process, which involved evaluation of historical data, consideration of changing climate trends (in the case of natural hazards), input from subject matter experts, and feedback from stakeholders across the state. Additional information on natural hazards can be found in the 2018 SHMP and further detail on technological and human-caused hazards can be found in the Prevention and Protection Mission Area Plan.

**Figure 5: State Hazards of Concern**

Natural Hazards	Technological & Human-Caused Hazards
<ul style="list-style-type: none"><li>- Fluvial Erosion</li><li>- Inundation Flooding</li><li>- Ice</li><li>- Snow</li><li>- Wind</li><li>- Heat</li><li>- Cold</li><li>- Drought</li><li>- Landslides</li><li>- Wildfire</li><li>- Earthquake</li><li>- Invasive Species</li><li>- Infectious Disease Outbreak</li><li>- Hail</li></ul>	<ul style="list-style-type: none"><li>- Cyber-Based Incident</li><li>- Hazardous Materials</li><li>- Known and Emerging Contaminants</li><li>- Incursion of a High Consequence Livestock Disease</li><li>- Aging Infrastructure</li><li>- Transportation-Based Accident</li><li>- Civil Disturbance</li><li>- Terrorism/Mass Violence</li><li>- Long-Term Utility Outage</li><li>- Conflagration</li></ul>

## Section IV: Roles and Responsibilities

Disaster preparedness, response, and recovery is a whole-of-government responsibility. The capability to fulfill the following roles and responsibilities is an expected task to be undertaken by all emergency management partners at all levels of government and in both the private and public sectors, including individuals and households.

Participation in mutual aid agreements and interstate compacts are preparations for cooperative emergency response. Vermont participates in several interstate compacts, and there are many mutual aid agreements, written and oral, between communities in Vermont and bordering states. EMAC and IEMAC detail further information relative to mutual assistance and existing agreements.<sup>11</sup>

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<sup>10</sup> For additional information, please see the Consequence Analysis.

<sup>11</sup> For more information on EMAC, please see: <https://www.emacweb.org>. For additional information on IEMAC, please see: <http://www.iemg-gigu-web.org/index-e.asp>



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

### **4.1. Emergency Support Functions and Recovery Support Functions**

In accordance with NIMS, a variety of direction and control structures may be utilized to manage and coordinate the state's resources in an efficient and effective manner and to ensure the interoperability between local and federal partners. Federal partners, such as FEMA, provide or coordinate support based on the magnitude of the incident and the capability necessary.

Areas of responsibility of public and private partners are listed in the Emergency Support Functions (ESFs) and the Recovery Support Functions (RSFs) crosswalks on pages 42 to 43. ESFs provide the structure for coordinating federal interagency support for a federal response to an incident. They are mechanisms for grouping functions most frequently used to provide federal support to states and federal-to-federal support, both for declared disasters and emergencies under the Stafford Act and for non-Stafford Act incidents. The ESFs crosswalk (located on page 42) should be used as a guide for determining statewide responsibilities.

RSFs comprise the coordinating structure for key functional areas of assistance in the National Disaster Recovery Framework (NDRF). Their purpose is to support local governments by facilitating problem solving, improving access to resources, and fostering coordination among state, federal, and non-governmental partners. RSF terminology is consistent with that found in the NDRF except that the NDRF has six RSFs and Vermont uses eight RSFs to include Agricultural Restoration and Individual and Family Needs. The Partner Annexes outline each partner's background, purpose, operational overview, and responsibilities across all five mission areas.

### **4.2. Governor**

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

- Is responsible for coordinating state resources across all five mission areas (Prevention, Protection, Mitigation, Response, and Recovery) in an all-hazards context.
- In accordance with state law, may make, amend, or suspend certain orders or regulations associated with response.
- Provides leadership and plays a key role in communicating to the public and in helping people, businesses, and organizations cope with the consequences of any type of declared emergency within state jurisdiction.
- Encourages participation in mutual aid and implements authorities for the state to enter into mutual aid agreements with other states and Canadian provinces to facilitate resource-sharing.

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- Is the Commander-in-Chief of state military forces (the National Guard when in State Active Duty or Title 32 Status and the Vermont State Guard).
- Requests federal assistance when it becomes clear that state capabilities will be insufficient or have been exceeded or exhausted.

### 4.3. Director, Vermont Emergency Management

The Director of VEM ensures that the state is prepared to respond to and recover from emergencies and incidents beyond the capability of local jurisdictions across all mission areas. He or she will:

- Coordinate the activities of all emergency management organizations operating within the state.
- Liaise and cooperate with emergency management agencies and organizations of the federal government, other states, and Canada.
- Activate the SEOC.

The Deputy Director of VEM works to support the VEM Director and may fulfill all responsibilities of the Director during his or her absence.

### 4.4. Regional Planning Commissions

Vermont has 11 Regional Planning Commissions (RPCs) serving its municipalities. RPCs implement a variety of projects and programs tailored to local and regional needs and of statewide importance and interest, including working with VEM to coordinate local and regional emergency management planning. RPCs have a unique strength due to their connections to local government and their ability to bridge local and state government, particularly in transportation planning, flood regulations, emergency planning, and public communications.

The assistance that RPCs provide includes directly augmenting state resources or serving as a liaison between the state and local governments and coordinating information flow with local officials during disasters.

### 4.5. State Emergency Response Commission and Local Emergency Planning Committees

The Governor of each state designates a State Emergency Response Commission (SERC) that is responsible for implementing Emergency Planning and Community Right-To-Know Act (EPCRA) provisions within its state.<sup>12</sup>

The SERC is authorized to adopt rules necessary for the implementation of EPCRA and for the reporting of hazardous chemicals or substances, including setting minimum limits on the level of hazardous chemicals to be reported. The SERC designates and appoints LEPCs, reviews and comments on the development and implementation of LEPC local emergency response plans, and provides guidance to LEPCs in executing their duties.

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<sup>12</sup> EPCRA was created to help communities plan for chemical emergencies. It also requires industry to report on the storage, use, and releases of hazardous substances to federal, state, and local governments.

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The SERC also meets with relevant parties, which may include representatives of the carrier industry shippers and state and local agencies with an interest, responsibility, or expertise on hazardous materials, and ensures that a state plan will go into effect when an accident occurs involving the transportation of hazardous materials, among other duties.

### 4.6. State Agencies, Departments, and Partners

State agency and department heads and their staff develop, plan, and train to internal policies and procedures to meet Prevention, Protection, Mitigation, Response, and Recovery needs as identified in this plan, including Partner Annexes and other supporting documents. Training includes not only what may be accomplished within the agency or department but multi-level, interagency training and exercises to develop and maintain necessary capabilities. It is the responsibility of partners to maintain staffing directories.

### 4.7. Local Jurisdictions

Per 20 V.S.A. § 6, each town and city is required to establish a local organization for emergency management in accordance with the state emergency management plan and program.<sup>13</sup> An integral part of such a local organization for emergency management is the LEMP. All municipal jurisdictions are expected to review and update their LEMP annually and to formally readopt them between Town Meeting Day—on the first Tuesday in March—and May 1st. During an emergency, local Incident Commanders and/or Emergency Operations Centers (EOCs) coordinate support requirements directly with state agencies or through VEM as required.

#### 4.7.1. Emergency Management Director/Coordinator

The local emergency management director/coordinator (EMD/EMC) works with elected officials, first responders, and local department supervisors and administrators to ensure that there are unified objectives for emergency response planning and operations of the jurisdiction. RPCs play an important role in assisting EMDs across all mission areas and serving as a link with VEM or the SEOC, if activated, for sharing information. For instance, during responses, RPCs can streamline information flow, including situational awareness information, to and from local EMDs and VEM or the SEOC, if activated.

#### 4.7.2. Local Department Heads and Local Non-Governmental Agencies

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

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<sup>13</sup> Per 20 V.S.A. § 6, except in a town that has a town manager in accordance with chapter 37 of Title 24, the executive officer or legislative branch of the town or city is authorized to appoint a town or city emergency management director who shall have direct responsibility for the organization, administration, and coordination of the local organization for emergency management, subject to the direction and control of the executive officer or legislative branch. If the town or city that has not adopted the town manager form of government and the executive officer or legislative branch of the town or city has not appointed an emergency management director, the executive officer or legislative branch shall be the town or city emergency management director. The town or city emergency management director may appoint an emergency management coordinator and other staff as necessary to accomplish the purposes of this chapter.

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### 4.7.3. Individuals and Households

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

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

Strong partnerships with citizen groups and organizations provide support across all five mission areas. The U.S. Citizen Corps brings these groups together and focuses the efforts of individuals through education, training, and volunteer service to help make communities safer, stronger, and better prepared to address the threats of terrorism, crime, public health issues, and disasters of all kinds.

Citizen Corps has five partners: Community Emergency Response Teams (CERT), Fire Corps, the National Neighborhood Watch Program, Medical Reserve Corps (MRC), and Volunteers in Police Service. MRC units comprising volunteers from medical and public health backgrounds, as well as other community members, play an important role in strengthening public health, improving emergency response capabilities, and building community resilience. The CERT program works in partnership with state and local public safety partners and the community to produce a pool of citizens trained in disaster preparedness and response, to assist with non-emergency projects, and to provide information and a safe environment for communities throughout the state.<sup>14</sup>

### 4.8. Federal Government

The federal government becomes a source for resources when a disaster stresses the availability of a state government's resources. The Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended (Public Law 100-707), constitutes the statutory authority for most federal disaster response activities, especially as they pertain to FEMA and FEMA programs. Other sources of federal assistance for disasters include the U.S. Department of Agriculture (USDA), the U.S. Environmental Protection Agency (EPA), the Small Business Administration (SBA), the U.S. Department of Housing and Urban Development (HUD), and the Federal Highway Administration (FHWA). Please see the Recovery Mission Area Plan for additional information.

The Code of Federal Regulations (CFR) is the codification of the general and permanent rules and regulations published in the Federal Register by the executive departments and agencies of the federal government of the United States. The CFR is divided into 50 titles that represent broad areas subject to federal regulation, including emergency management and assistance (CFR Title 44).

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<sup>14</sup> Please see <https://www.ready.gov/citizen-corps-partner-programs> for additional information on Citizen Corps partners.

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### 4.8.1. Department of Homeland Security<sup>15</sup>

The Homeland Security Act of 2002 established DHS. The five missions of DHS are:

- Prevent terrorism and enhance security
- Secure and manage our borders
- Enforce and administer our immigration laws
- Safeguard and secure cyberspace
- Ensure resilience to disasters

In addition to these five missions, DHS focuses on maturing and strengthening the homeland security enterprise.

The establishment of DHS and the emphasis on the development and implementation of common incident management and response principles led to the development of the National Response Framework (NRF)—one of the National Planning Frameworks. The National Planning Frameworks describe how the whole community works together to achieve the National Preparedness Goal. There is a framework for each of the five mission areas:

- The National Prevention Framework describes what the whole community should do upon the discovery of an imminent threat—intelligence or operational information that warns of a credible, specific, and impending terrorist threat or ongoing attack against the United States—to the homeland.
- The National Protection Framework describes the way in which the whole community safeguards against acts of terrorism, natural disasters, and other threats or hazards.
- The National Mitigation Framework sets the strategy and doctrine for how the whole community builds, sustains, and delivers the mitigation core capabilities identified in the National Preparedness Goal in an integrated manner with the other mission areas.
- The NRF is a guide to how the Nation responds to all types of disasters and emergencies. It is built on scalable, flexible, and adaptable concepts identified in NIMS to align key roles and responsibilities across the Nation.
- The NDRF establishes a common platform and forum for how the whole community builds, sustains, and coordinates delivery of recovery capabilities.

### FEDERAL EMERGENCY MANAGEMENT AGENCY

FEMA is a component within DHS. FEMA's primary purpose is to coordinate the response to a disaster that has occurred in the U.S. and that is of such severity and magnitude that effective response is beyond the capabilities of local and state resources and that supplemental federal assistance is necessary. While on-the-ground support of disaster recovery efforts is a major part of FEMA's charter, the agency also provides state and local governments with experts in specialized fields, funding for rebuilding efforts, and can help direct those affected to additional available federal resources, if appropriate. For instance, SBA may provide low-interest recovery loans to businesses and residences. By registering with FEMA, most survivors are automatically referred to the SBA. In addition to this, FEMA

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<sup>15</sup> Vermont also has a Homeland Security Unit separate from VEM within the Department of Public Safety. For more information, please see the Prevention and Protection Mission Area Plan.

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provides funds for training of response personnel throughout the U.S. as part of the agency's preparedness effort.

### **4.8.2. FEMA Regional Administrator**

The Regional Administrator is an individual within FEMA that is responsible for the direction and leadership of FEMA Region 1's emergency management efforts in support of the states of Connecticut, Maine, Massachusetts, New Hampshire, Rhode Island, and Vermont. These efforts include delivering FEMA's preparedness, response, recovery, and mitigation programs in concert with partners from all levels of government, volunteer organizations, and the private sector.

### **4.8.3. State Liaison Officer**

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

### **4.8.4. Incident Management Assistance Team**

DHS/FEMA-led Incident Management Assistance Teams (IMATs) provide a forward federal presence to facilitate the management of the national response to catastrophic incidents. IMATs generally consist of 13 to 25 members with expertise in operations, logistics, planning, and recovery and are a rapidly deployable asset to anywhere in the region or country to support states and territories in their emergency response efforts. The IMAT often uses an Interim Operating Facility (IOF) in the early stages of an incident when the Joint Field Office (JFO) is not yet established. Once an IMAT is operational, the SLO falls within the IMAT reporting structure. Please refer to Section 5.4 below for additional information on JFOs and IOFs.

### **4.8.5. Defense Support to Civil Authorities**

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

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

NGOs collaborate with first responders, governments at all levels, and other agencies and organizations providing relief services to sustain life, reduce physical and emotional distress, and promote recovery of disaster victims when assistance is not available from other sources. For example, the American Red Cross (ARC) is an NGO that provides relief at the local level and also provides significant mass care assistance. Other community-based organizations receive government funding to provide essential public health services.

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The Vermont Voluntary Organizations Active in Disasters (VOAD) is a forum where organizations share knowledge and resources to help disaster survivors and their communities. These organizations provide significant capabilities to incident management and response efforts, as well as improve resilience in Vermont at all levels.

### 4.10. Private Sector

The roles, responsibilities, and participation of the private sector during incidents is based on the nature of the organization and the type and impact of the incident. As a key element of the state and local economy, private sector resilience and continuity of operations planning, as well as recovery and restoration from an incident, represent essential activities to the jurisdictions impacted.

Private sector organizations support this plan by sharing information with the government, identifying risks, performing vulnerability assessments, developing emergency response and business continuity plans, enhancing their overall readiness, implementing appropriate prevention and protection programs, and donating or otherwise providing goods and services through contractual arrangement or government purchases to assist in response to and recovery from an incident. This can either be voluntarily or to comply with applicable laws and regulations. Certain organizations are required by existing law and regulation to bear the cost of planning for and response to incidents, regardless of cause.

Owners/operators of certain regulated facilities or hazardous operations may bear responsibilities under the law for preparing for and preventing incidents from occurring and responding to an incident once it occurs. For instance, organizations and businesses in the United States with hazardous chemicals above certain quantities are required to fill out Tier II forms under Section 312 of the EPCRA. Known officially as Emergency and Hazardous Chemical Inventory Forms, Tier II reports are submitted annually to local fire departments, LEPCs, and the SERC to help those agencies plan for and respond to chemical emergencies.

In the case of a catastrophic incident, these private sector organizations are expected to mobilize and employ the resources necessary and available in accordance with their plans to address the consequences of incidents at their own facilities or incidents for which they are otherwise responsible.

## Section V: Organization

### 5.1. SEOC Partners

SEOC partners have specified roles in executing functional responsibilities outlined in the NRF in response and recovery operations. Specifically, partners:

- Maintain a roster of three to five individuals to act and make decisions on behalf of the agency during emergencies/disasters. These individuals have the responsibility to be trained in SEOC procedures and systems.
- Develop and maintain plans and/or procedures for accomplishing responsibilities assigned in the SEMP.

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- Develop and maintain relationships with private organizations and associations that possess resources or capabilities for assistance.
- Ensure their procedures and available resources for their roles in emergency management are current.
- Coordinate additional partners to execute functional responsibilities.

The following SEOC partners have primary functional responsibilities during an emergency or disaster response and recovery in the following areas:

- Agency of Commerce and Community Development (ACCD): Long-Term Community Recovery, Economic and Community Development, Historical and Cultural Restoration, and Housing
- Agency of Digital Services (ADS): Communications
- Agency of Human Services (AHS): Mass Care, Emergency Assistance, Temporary Housing, and Human Services and Individual and Family Needs
- Agency of Transportation (AOT): Transportation, Public Works and Engineering, and Infrastructure and Environmental Restoration
- American Red Cross (ARC): Mass Care, Emergency Assistance, Temporary Housing, and Human Services
- Department of Buildings and General Services (BGS): Logistics Support and Donations and Volunteer Management
- Department of Environmental Conservation (DEC): Public Works and Engineering, Agricultural and Natural Resources, and Debris Management
- Department of Forest, Parks, and Recreation (FPR): Firefighting and Agriculture and Natural Resources
- Department of Public Safety (DPS) Wilderness Search and Rescue (WSAR): Search and Rescue
- Division of Fire Safety (DFS): Public Works and Engineering, Firefighting, Search and Rescue, and Oil and HAZMAT Response
- Department of Public Service (PSD): Communications and Energy
- Radio Technology Services (RTS): Communications
- SerVermont: Logistics Support and Donations and Volunteer Management
- Vermont Agency of Agriculture, Food and Markets (VAAF): Agriculture and Natural Resources and Agricultural Restoration
- Vermont Department of Health (VDH): Public Health and Medical Services
- Vermont Emergency Management (VEM): Information and Planning, Long-Term Community Recovery, and External Affairs
- Vermont National Guard (Office of the Adjutant General): Military Support for Multiple Functional Areas<sup>16</sup>
- Vermont State Police (VSP): Public Safety and Security

Any of the SEOC partners will request assistance from support partners as needed. Supporting partner information is identified and maintained within the Partner Annexes. This assistance may require

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<sup>16</sup> This could include Communications, Logistics Support, Transportation, Public Safety and Security, Energy, Search and Rescue, Public Works and Engineering, Oil and HAZMAT Response, and Mass Care, Emergency Assistance, Temporary Housing, and Human Services.



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representation in the SEOC or may be accomplished remotely. Requested notifications will be coordinated through the specific partner or through the SEOC.

### 5.2. SEOC Organization and Activation

The SEMP serves as the framework in which emergency response and recovery operations function at all levels of government. Detailed below are the models the Vermont SEOC utilizes for response and recovery activities, as well as suggestions of ways in which local EOCs could organize following NIMS guidance. These are not prescribed for local level EOCs, but do allow for fluid integration and sharing of information between the local EOCs and the SEOC. Further detail regarding SEOC response and recovery activities can be found in those respective Mission Area Plans.

#### 5.2.1. State Emergency Operations Center

The SEOC serves as the central point of coordination for state-level emergency management response and recovery activities. The VEM Director or his/her designee determines the appropriate activation level for the SEOC. The SEOC may be activated to support and/or coordinate state-level response to an emergency or in response to a large-scale planned event where state resources must be mobilized to ensure health and safety. The SEOC coordinates with the Governor's Office, FEMA Region 1, and local EOCs. The primary SEOC is located in Waterbury, Vermont, and an alternate SEOC is located in Colchester, Vermont.

The Incident Support Model (ISM)—a structure that is effective for EOCs that focus efforts on information, planning, and resource support—provides a logical organization for the SEOC to best address the coordination requirements of an incident in Vermont. Similar to other models, this structure is scalable, flexible, and adaptable and can be expanded in a modular fashion based on an incident's size, complexity, and hazard environment.

For example, a localized flood, hazardous materials incident, or tornado might only require the activation of a select number of partners. Based on the requirements of the incident, partners provide the interagency staff to support operations of the SEOC, incident command posts (ICPs) in the field, and local EOCs, if activated. A large-scale natural disaster or human-caused event may require the activation of all partners.

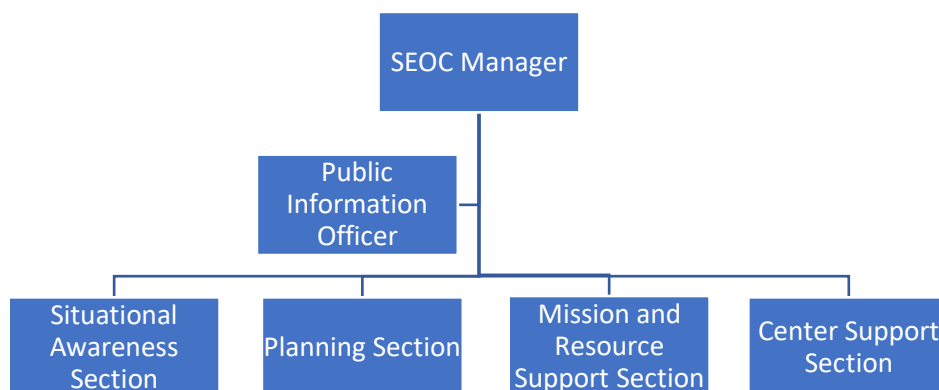
State-level emergency response and recovery support coordination is the primary function of the SEOC. State government is kept advised of local events through VEM or through the SEOC. (Note: Specific state organization responses are described in the Partner Annexes.) The SEOC is responsible for coordinating and resourcing the response and recovery from emergencies exceeding local and mutual-aid resources. SEOC partners provide coordination as a part of the ISM structure. Partner activities and involvement vary throughout an incident from high-visibility, high-intensity activities during early response, to program implementation and management during recovery, to a stage of declining requirements and demobilization as a partner.

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The organizational structure for the Vermont SEOC is shown below.<sup>17</sup>

**Figure 6: Vermont SEOC Incident Support Model Organization**



### 5.2.2. Local Emergency Operations Center

Municipalities across the state use EOCs as important elements in their emergency management programs. Local EOCs are locations where staff from multiple municipal departments come together to address imminent threats and hazards and provide coordinated support to local incident command and on-scene personnel. Local EOCs may be fixed locations or temporary facilities. Local EOCs typically coordinate with the SEOC to obtain and share situational awareness and make requests for state and federal resources. Not all local EOCs will be activated for every incident, and the need to activate them is incident-dependent.

The following sections detail three ways in which municipalities could organize their EOCs: the Incident Command Post (ICP) model, an Incident Command System-like (ICS) structure, and a department structure. (Note: Accompanying text and diagrams originate from FEMA’s NIMS Document, Third Edition, dated October 2017.)

### 5.2.3. Incident Command Post/Single Incident Commander

This first example of a way a municipality could organize their EOC is following the field-focused organizational structure for an ICP.

When an incident occurs within a single jurisdiction and without jurisdictional or functional agency overlap, the appropriate authority designates a single Incident Commander who has overall incident management responsibility. In some cases, where incident management crosses jurisdictional and/or functional agency boundaries, the various jurisdictions and organizations may still agree to designate a single Incident Commander.

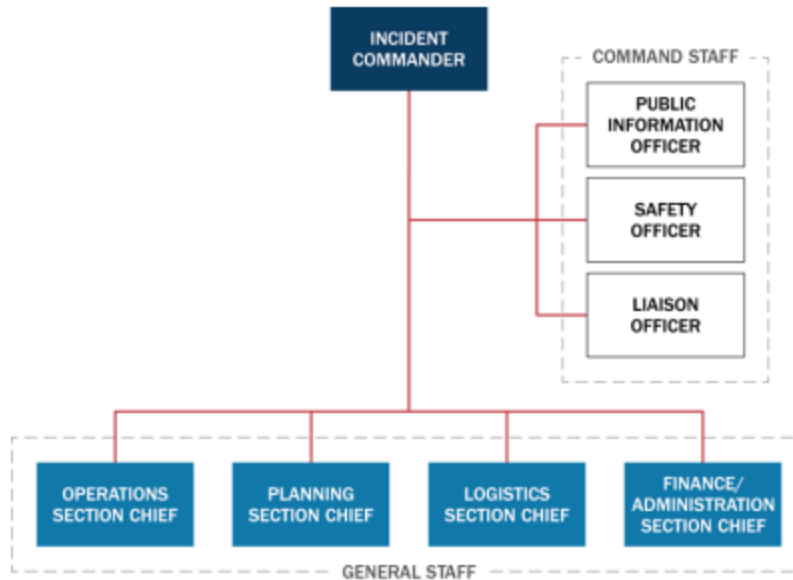
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<sup>17</sup> Please see the Response Mission Area Plan for additional detail on the SEOC organizational structure.

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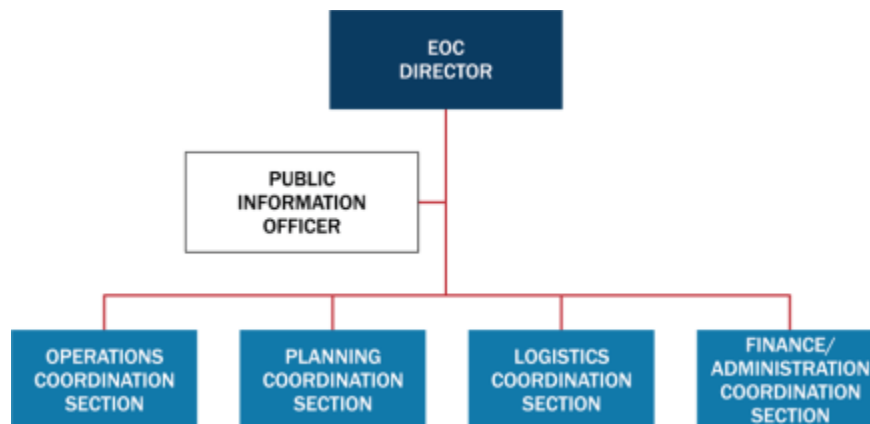
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The figure below depicts an example organizational structure for an ICS organization with a single Incident Commander.



### 5.2.4. ICS or ICS-Like Structure

Many jurisdictions/organizations configure their EOCs using the standard ICS organizational structure. The structure is familiar to many people and it aligns with the on-scene incident organization. Some jurisdictions/organizations use the standard ICS organizational structure but modify certain titles to create an ICS-like organization that distinguishes EOC functions from their field counterparts. The diagram below depicts an example of such a structure.



### 5.2.5. Department Structure

Jurisdictions/organizations may opt instead to use their day-to-day departmental/agency structure and relationships in their EOC. By operating in the context of their normal relationships, department/agency representatives can function in the EOC with minimal preparation or startup time.

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The diagram below provides an example of this kind of EOC organization. In this configuration, the organization’s emergency manager or a senior official typically coordinates EOC efforts among the departments and agencies.



### 5.2.6. AGENCY AND DEPARTMENT OPERATION CENTERS

Agencies and departments also have operations centers. However, these organization-specific operations centers differ from multidisciplinary EOCs. While they communicate with other organizations and EOCs and may exchange liaisons with other agencies, agency and departmental operations center staff are primarily inward-looking, focusing on directing their own agency and departmental assets and operations in support of the SEOC.

DOCs, such as the Transportation Management Center (TMC), the Joint Operations Center (JOC), the DFS Operations Center, and the Health Operations Center (HOC), serve in a support function for their primary responsibilities at the SEOC and support the SEOC by providing expertise within the partner organizations’ field of knowledge. Along with staff, DOCs may have specialized equipment or capabilities that inform agency or department level decision-making to support the SEOC. One of the primary goals of the DOC is more effective information sharing for associated partners to expedite mission execution.

### 5.3. State Multi-Agency Coordination Group

The State’s leadership overseeing the SEOC works as a Multi-Agency Coordination (MAC) Group consistent with NIMS. A MAC Group is a group of administrators or executives—or their appointed representatives—who are typically authorized to commit agency resources and funds. A MAC Group can provide coordinated decision-making and resource allocation among cooperating agencies, and may establish priorities among incidents, harmonize agency policies, and provide strategic guidance and direction to support incident management activities. The extent and involvement of this leadership element will vary depending on need. The Governor, his or her staff, the Governor’s Cabinet or their designees, and the Director of VEM make up the MAC Group.

### 5.4. Federal, State, and Local Facilities and Resources<sup>18</sup>

In addition to local EOCs, ICPs, and other local facilities, multiple state and federal operating facilities may also be activated to facilitate the movement and utilization of personnel and resources.

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<sup>18</sup> This section is not intended to provide a comprehensive list of all potential facilities and resources. Please refer to the Response and Recovery Mission Area Plans for more detailed information.

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The following represents the key state facilities and resources referenced in the SEMP and most frequently activated during emergencies and disasters. However, other facilities and resources may also be utilized depending on the situation:

- **Interim Operating Facility:** A temporary field facility utilized in the early stages of an incident when an IMAT cannot yet operate at an established EOC or SEOC due to space limitations or other reasons and the Joint Field Office (JFO) is not yet established. An IOF is generally located at or near the SEOC or near the incident site and remains in operation until the JFO is established. As described earlier, the IMAT makes contact with the appropriate state and local officials to gather information and make preliminary response plans.
- **Joint Field Office:** The primary location for the coordination of state and federal response and recovery operations during Presidentially declared emergencies or major disasters. The Federal Coordinating Officer (FCO)—the federal officer appointed to manage federal resource support activities related to Stafford Act disasters and emergencies—and State Coordinating Officer (SCO)—an individual appointed by the Governor that has overall responsibility for coordination of state resources and federal assistance—co-locate in the JFO along with other federal and state personnel.<sup>19</sup>
- **Joint Information Center (JIC):** The primary location that serves as a focal point for the coordination and dissemination of incident information to the public and media. The SEOC Public Information Officer, as well as a number of public information staff from various partners, makes up the JIC.<sup>20</sup>

### 5.4.1. Area Command/Unified Command

An Area Command is established to oversee multiple concurrent incidents or a complex incident that requires the establishment of multiple ICS organizations. An Area Command is activated to address competition for resources among multiple ICPs based on the complexity of the incident and incident management span-of-control considerations. Due to the scope of incidents involving Area Commands and the likelihood of cross-jurisdictional operations, Area Commands are frequently established as Unified Area Commands, working under the same principles as a Unified Command.

Responsibilities of an Area Command include:

- Developing broad objectives for the affected area;
- Coordinating development of incident objectives and strategies for each incident;
- Allocating or reallocating resources as priorities change;
- Ensuring that Incident Commanders and/or Unified Commands properly manage incidents;
- Ensuring effective communications and data coordination;
- Ensuring that incident objectives are met and do not conflict with each other or with agency policies;
- Identifying needs for scarce resources and reporting needs through an EOC; and

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<sup>19</sup> For additional information, please see the Disaster Declaration Section below, as well as the Recovery Mission Area Plan.

<sup>20</sup> For additional information, please see the Response Mission Area Plan.

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- For incidents that have a recovery dimension, ensuring that short-term recovery is coordinated with EOC staff to assist in the transition to long-term recovery operations.

Area Command is particularly relevant to situations with several ICPs requesting similar scarce resources. Incidents of different types or without similar resource needs are usually handled as separate incidents. Additional coordination structures, such as EOCs, may assist with coordinating the resource needs of multiple incidents.

During large, multi-state incidents, FEMA Region 1 may convene a Regional Unified Area Coordinating Group (RUACG) to set a region-wide strategy and, in cases of resource shortfalls, to allocate and sequence delivery of resources to affected states. The RUACG consists of State Directors/SCOs and tribal leaders of all affected New England state and tribal governments. The RUACG ensures that all of those affected by resource allocation decisions understand the situation and the availability of resources, including estimates of when additional resources may become available.

### 5.5. Recovery Operations

As a part of incident management, recovery should begin during the response phase. Depending on the magnitude of the incident, recovery may continue days, weeks, months, or years beyond the completion of the response phase. Recovery operations may include the execution of Individual Assistance (IA)<sup>21</sup> and Public Assistance (PA).<sup>22</sup> This section provides an overview of recovery operations. More detailed information on recovery is located in the Recovery Mission Area Plan.

When the SEOC is activated for response to an emergency/disaster, recovery planning occurs within the Recovery Planning Unit of the Planning Section. The focus of this unit is to work with staff from the Situational Awareness Section to coordinate, source, and analyze information from various response entities to facilitate an integrated response, as well as determine the potential for a federal PA and/or IA declaration request. Once the decision is made to activate one or more Recovery Task Forces (RTFs), the Recovery Planning Unit transitions to the Mission and Resource Support Section as the Recovery Unit. It is the responsibility of the SEOC Manager to designate a State Recovery Officer to oversee the Recovery Unit.<sup>23</sup>

After life safety issues have been address and incident stabilization has been achieved, the focus of post-event assessment transitions to infrastructure damage assessment. Impact and damage assessments provide an early “snapshot” of incident impact on individuals and households, infrastructure,

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<sup>21</sup> Individual Assistance provides financial assistance and, if necessary, direct assistance to eligible individuals and households, who, as a direct result of a major disaster or emergency, have uninsured or under-insured, necessary expenses and serious needs and are unable to meet such expenses or needs through other means. For more information, please see <https://www.fema.gov/disaster/4294-4297/updates/fact-sheet-what-femas-individual-assistance-program>

<sup>22</sup> FEMA's Public Assistance grant program provides federal assistance to government organizations and certain private nonprofit (PNP) organizations following a Presidential disaster declaration. Through the program, FEMA provides supplemental federal disaster grant assistance for debris removal, life-saving emergency protective measures, and the repair, replacement, or restoration of disaster-damaged publicly-owned facilities, and the facilities of certain PNP organizations. [https://www.fema.gov/media-library-data/1534520705607-3c8e6422a44db5de4885b516b183b7ce/PublicAssistanceFactSheetJune2017\\_Updated2018.pdf](https://www.fema.gov/media-library-data/1534520705607-3c8e6422a44db5de4885b516b183b7ce/PublicAssistanceFactSheetJune2017_Updated2018.pdf)

<sup>23</sup> Please see the Recovery Mission Area Plan for further detail on the state recovery organizational structure.

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government, and businesses. Assessments begin during the first operational period while response is underway and continue into the recovery phase. During severe events, the need for long-term recovery assistance should be identified early in the response.

RPC personnel are contacted by the SEOC or VEM and requested to collect reports from their member communities within a specified timeframe. RPCs reach out to local EMDs and/or one or more of the three locally designated points of contact and compile information, which is submitted to the SEOC Situational Awareness Section during SEOC activations or to the VEM Planning Section Chief or his/her designee when the SEOC is not activated. This process is referred to as the “Local Liaison” program. For more information on the Local Liaison program, see the Recovery Mission Area Plan.

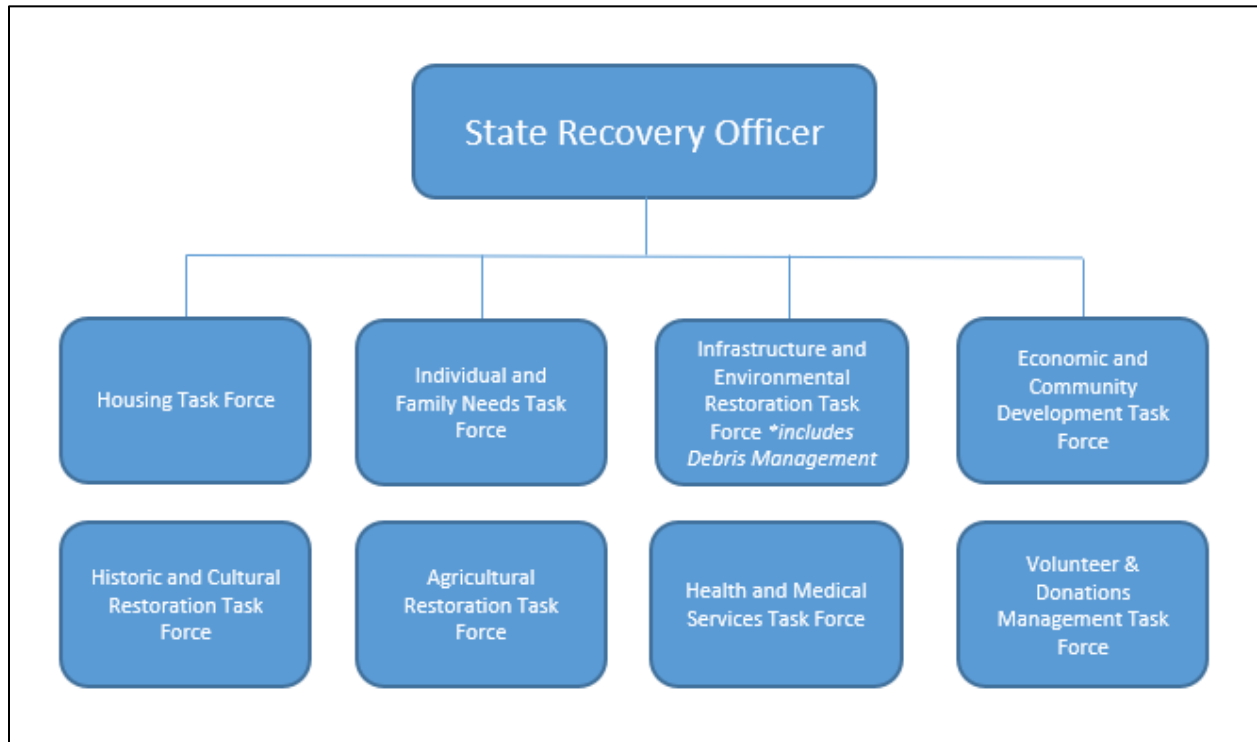
The Governor may designate selected members of the extended cabinet to act as the Recovery Multi-Agency Coordination Group (RMACG) to provide policy guidance and oversight to the recovery and ensuing mitigation efforts. Recovery Support Functions (RSFs) are collaborations of local, state, or national organizations that work together to share information and resources. Designated RTFs carry out the roles and responsibilities of the RSFs. RTFs are activated by the SEOC Manager or the State Recovery Officer if the SEOC is activated or the VEM Recovery and Mitigation Section Chief if the SEOC is not activated to address unmet needs and coordinate recovery from an incident. For each State RSF, a specific member of agency or department senior leadership is designated as the Chair of the associated RTF. There should be frequent communication and close coordination between RTF Chairs and agency leadership who serve on the RMACG.

For typical weather-related disasters, such as spring floods and ice storms with localized damages a formal RMACG may not be required. A localized flood, hazardous materials incident, or tornado might only require activation of a select number of SEOC partners for response or recovery. Recovery from a catastrophic natural disaster or massive terrorist event may require the activation of specific RTFs.

Recovery Task Forces and corresponding partners include, but are not limited to:

- Agricultural Restoration Task Force – VAAFM
- Debris Management Task Force – ANR
- Economic and Community Development Task Force – ACCD, Department of Economic Development
- Health and Medical Services Task Force – VDH
- Historic and Cultural Restoration Task Force – ACCD, Department of Historic Preservation
- Housing Task Force – ACCD, Department of Housing and Community Development
- Infrastructure and Environmental Restoration Task Force – AOT, ANR, VDH
- Individual and Family Needs Task Force – AHS
- Volunteer and Donations Management – AHS, BGS, SerVemont

**Figure 7: SEOC Recovery Organization Chart**



The framework for each RSF and its Task Force can be found in the Recovery Mission Area Plan.

#### 5.5.1. Disaster Declaration Process

When a disaster causes significant damage and impacts to public facilities and/or individuals that is beyond the capacity of the state to respond, the state can request federal assistance under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended (Public Law 93-288), if damages exceed the relevant PA and/or IA thresholds. As of Federal Fiscal Year 2018, the minimum PA threshold for Vermont was \$1 million in damages to public facilities statewide. Statewide thresholds for IA are loosely defined under §206.48 of 44 C.F.R., but generally when 100 to 150 uninsured or under-insured residences are significantly damaged, the State will request consideration of federal IA.

To determine whether damages meet PA or IA thresholds, the SEOC compiles information on impacts from a variety of sources. Through the Local Liaison program, RPCs collect and compile critical pieces of information on damages and other impacts from local jurisdictions. This information is combined with more detailed assessments from subject matter experts and state agencies; AOT for estimates of monetary impacts of road, bridge, and culvert damages; and DFS for site inspection reports on significantly damaged residences.

If damages are expected to meet or exceed minimum PA and/or IA thresholds, the VEM Director or his/her designee requests a joint Preliminary Damage Assessment (PDA) from the FEMA Region 1 Director. The PDA validates local data and determines the types of federal assistance that may be



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required. Once the PDA is complete and the state concludes that the damage exceeds its resources, the Governor may submit a Presidential Emergency or Major Disaster Declaration request to the President through FEMA Region 1.<sup>24</sup>

Upon the declaration of an Emergency or Major Disaster by the President of the United States, the Governor will designate a Governor's Authorized Representative (GAR), a Deputy Governor's Authorized Representative (DGAR), a SCO, and a Deputy State Coordinating Officer (DSCO). The GAR provides executive oversight and direction of the disaster or emergency response and recovery on behalf of the Governor and executes all necessary documents on behalf of the State.

The SCO reports directly to the GAR and acts as the state liaison with FEMA. The SCO interfaces with the FCO, relays the Governor's priorities, and serves as a conduit for addressing the needs of the state. The appointment of the GAR and the SCO occurs at the time of execution of the Federal/State Agreement for the Emergency or Major Disaster. The Governor may appoint the VEM Director, or other designee, as the SCO and thereby consolidate the multi-level coordination of Vermont's emergency response and recovery.

The President, through FEMA, appoints an FCO to act on behalf of the United States. The FCO represents the federal government when a disaster is declared. The duties of the FCO include coordination of all federal assistance with state and local governments through the SCO. The FCO and SCO work collaboratively to achieve unity of effort and create joint incident priorities, objectives, and strategies in accordance with the Governor's priorities.

Based on authorities held at other federal agencies, emergency or disaster declarations may occur coincident with or separate from a Stafford Act Declaration. As noted earlier, those include but are not limited to declarations by EPA, USDA, HUD, SBA, and FHWA.

When a Presidential Disaster Declaration is issued, assistance from the federal government can come in the form of PA for public infrastructure damages or IA for impacted individuals and their homes.

### **5.5.2. Hazard Mitigation Activities**

Hazard mitigation is any proactive measure which reduces vulnerability to and impact from future incidents. During recovery from a disaster involving PA, hazard mitigation can and should occur on a project-specific basis, with additional federal funding available through Section 406 of the Stafford Act.

Additionally, Section 404 of the Stafford Act provides for 15 cents of hazard mitigation funding to be made available to the State as grantee for each dollar of federal PA provided. The State may then solicit applications and award sub-grants for hazard mitigation projects anywhere in the state (i.e. the location of the project did not have to be impacted from the specific PA event). There are also annual federal funding opportunities through the Pre-Disaster-Mitigation and Flood Mitigation Assistance Programs, under which the State of Vermont can solicit projects and submit them for FEMA funding.

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<sup>24</sup> Additional information on the disaster declaration process and types of assistance available are located in the Recovery Mission Area Plan.

To be eligible for these federal funding opportunities, municipalities must have Local Hazard Mitigation Plans in place. For more details about hazard mitigation efforts and funding opportunities, please see the SHMP or the VEM website.

## Section VI: Continuity of Government

The occurrence of a disaster could impede the ability of state and local governments to function. Provisions for the continuity of government (COG) include a variety of activities designed to ensure the preservation of government. There are lines of succession authorities for all state agencies and local governments. Please see the Authorities and References section for direct citations.<sup>25</sup>

Continuity of government requirements include:

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

## Section VII: Plan Development and Maintenance

### 7.1. Development

- The Governor will promulgate the SEMP, thereby directing agencies, departments, and organizations listed herein to ensure they are fully able to execute their designated roles and responsibilities.
- VEM is responsible for emergency planning and coordination of state resources in emergency operations.
- Each agency with emergency management responsibility is accountable for the development and maintenance of appropriate planning documents that address responsibilities assigned in this plan, to include standard operating procedures, implementing procedures, or operational guidelines.
- The Director of VEM will ensure appropriate distribution of the SEMP Base Plan and Mission Area Plans and any changes thereto. Distribution of functional annexes and changes will be accomplished by the designated agency with primary responsibility for the annex.

### 7.2. Maintenance, Revision, and Evaluation

- The Director of VEM will authorize and issue changes to this plan until the plan is superseded. The plan will be reviewed annually and be subject to revision every five years unless incidents or other events dictate otherwise.
- The Director of VEM will ensure this plan is maintained and updated according to the Maintenance Schedule. Authorized representatives may recommend changes and will provide

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<sup>25</sup> Per 29 V.S.A. § 171, the Commissioner of Buildings and General Services shall develop plans for continuity of government and continuity of operations, which shall be included in this state emergency operations plan as an addendum.

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information concerning capability changes that affect their emergency management responsibilities.

- State partners are responsible for participating in the annual review of the plan. VEM will coordinate all review and revision efforts and ensure that the plan is updated as necessary based on lessons learned during actual events and exercises and other changes in organization, technology, and/or capabilities.
- Partners have the responsibility for maintaining annexes, appendices, standard operating procedures, implementing procedures, notification lists, and resource data to ensure prompt and effective response to emergencies. An SEOC partner's deployable resources must be accessible to that partner's representative(s) at the SEOC to fulfill its emergency management responsibilities. Partners are also required to conduct and/or participate in training activities designed to validate their responsibilities as assigned by this plan.
- This plan shall be exercised at least annually in the form of a simulated emergency to provide practical, controlled, and operational experience to those who have emergency response and recovery responsibilities. An actual incident response in which the SEOC is activated satisfies this requirement.
- All emergency management related exercises will be designed to evaluate the effectiveness of this plan and its parts, including its associated annexes and procedures. These exercises will be coordinated with the Director of VEM. Partners with primary responsibility for hazard-specific tasks will develop, conduct, and evaluate discussion-based or operational exercises of this plan in consultation with appropriate support agencies. As part of the evaluation process, the primary responsible partner will provide written recommendations for revisions to this plan to the Director of VEM.

## Section VIII: Supporting Documents and Standards

The SEMP, as the core plan for state-level incident management, is always in effect. It provides the structure and processes for coordinating incident management activities for terrorist attacks, natural disasters, and other emergencies. Following the guidance provided in Title 20 V.S.A., the SEMP incorporates existing state emergency and incident management plans (with appropriate modifications and revisions) as integrated components of the SEMP as supplements or as supporting operational plans. As supporting documents of the SEMP, these plans are always in effect.

Accordingly, partners must incorporate key SEMP concepts and procedures for working with SEMP organizational elements when developing or updating incident management and emergency response plans. When a partner develops an interagency plan that involves events within the scope of a major incident, these plans are coordinated with VEM to ensure consistency with the SEMP and are incorporated into the SEMP—either by reference or as a whole. VEM will retain a copy of all current state interagency plans.

Each participating organization, private or governmental, must depend on its own expertise to develop the guidelines describing how it will carry out its assignments. Logistics, techniques, methodologies, and implementation strategies are components of organizational procedure manuals and supporting

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documents. The development of these supporting documents is the logical extension of this plan and the responsibility of each partner.

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

- NIMS principles and terminology;
- Reporting requirements of the SEMP;
- Linkages to key SEMP organizational elements; and
- Procedures for transitioning from localized incidents to major incidents.

In addition to this Base Plan, the Mission Area Plans, and the Partner Annexes described earlier, the broader range of SEMP-supporting documents include strategic, operational, tactical, and incident-specific or hazard-specific contingency plans and procedures.

The following is a brief description of SEMP-related documents.

### 8.1. National Incident Management System

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

### 8.2. Support Annexes

Support annexes describe the framework through which state agencies, the private sector, and NGOs coordinate and execute common emergency management strategies. These annexes provide more specific information and details on procedures outlined in the SEMP and can apply to multiple types of emergencies. These annexes support the work of SEMP implementation and include, but are not limited to the PA Admin Plan, the Debris Management Annex, the Continuity of Operations (COOP) and COG, the Logistics Management Annex, EMAC and IEMAC Annexes, the Volunteer and Donations Management Annex, the Financial Management Annex, the Commodity Points of Distribution Guide, and the Worker Safety and Health Annex, among others. Each support annex identifies a coordinating agency, as well as assisting and cooperating agencies.

### 8.3. Incident Annexes

Incident Annexes describe protocols and agency roles and responsibilities for specific contingencies, such as Catastrophic Incidents, Drought Management, Radiological Emergencies, and Cyber Incidents. Incident Annexes also identify the coordinating and cooperating agencies involved in an incident, hazard, or threat-specific response. These plans provide protocols for managing the preponderance of incidents that are likely to occur at all levels of government and that may require VEM coordination. These plans can be implemented independently or concurrently with the SEMP. In some cases, these annexes may be supported by more detailed operational supplements or standard operating procedures (SOPs).

## 8.4. Task Force Annexes

Task Force Annexes describe the mission, members, roles, and responsibilities of each of the RSFs. RTFs are established to carry out the missions of the RSFs and establish and describe the specific responsibilities of state partners in recovery. Each Task Force Annex establishes a coordinating agency that will serve as the chair of the Task Force and has the responsibility to convene and carry out the mission of the Task Force. These annexes guide the implementation work of the Recovery Mission Area Plan and include the Historic and Cultural Restoration Task Force Annex, the Individual and Family Needs Task Force Annex, the Health and Medical Services Task Force Annex, the Infrastructure and Environmental Restoration Task Force Annex, the Agricultural Restoration Task Force Annex, the Housing Task Force Annex, and the Economic and Community Development Task Force Annex.

## 8.5. Implementing Instructions

Each annex, as well as the Base Plan and Mission Area Plans, may include implementing instructions in the form of SOPs, standard operating guidelines (SOGs), operations manuals, maps, charts, tables, forms, and/or checklists as attachments or references.

Procedures provide operational guidance for use by emergency teams and other personnel involved in conducting or supporting incident management operations. These documents derive from the SEMP and help provide additional information on how SEMP implementation specifically can occur. These documents fall into several categories:

- SOPs, SOGs, or operations manuals that provide a complete reference document, detailing the procedures for performing a single function (i.e., SOP/SOG) or a number of interdependent functions (i.e., operations manual);
- Handbooks that contain essential tactical information needed to perform specific assignments or functions;
- Point of contact lists; and
- Job aids, such as checklists or other tools, for job performance or job training.

## 8.6. Linkages to Other Plans

As the core emergency management plan for the State of Vermont, the SEMP incorporates relevant portions of the following plans as supporting plans or operational supplements:

### 8.6.1. State Partner Internal Plans

Internal state partner plans are specific to a particular agency and created to manage single hazards or contingencies under the purview of the responsible organization. Examples of these plans include the Medical Countermeasures Plan (VDH), the West Nile Virus Surveillance and Response Plan (VDH), and the Highly Contagious Animal Disease Response Plan (VAAFMD). Additional information on state partner internal plans can be found in the Partner Annexes.

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### 8.6.2. Regional Plans

Regional plans typically are operational supplements to state plans and provide region-specific procedures and guidance. An LEPC Response Plan designed to prevent, prepare for, respond to, and recover from oil and hazardous substance incidents is an example of a regional plan.

### 8.6.3. Local Emergency Management Plans

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

### 8.6.4. Local Hazard Mitigation Plans

Local hazard mitigation plans are developed by communities to provide a framework for understanding vulnerability to and risk from hazards and identifying the pre-disaster and post-disaster mitigation measures to reduce the risk from those hazards. Hazard mitigation planning requirements were established by Congress through the Stafford Act, as amended, by the Disaster Mitigation Act of 2000. For additional information on local hazard mitigation planning in Vermont, please see the SHMP.

### 8.6.5. Private Sector Plans

Private-sector plans are developed by privately owned companies/corporations. Some planning efforts are mandated by statute (i.e., nuclear power plant operations), while others are developed to ensure business continuity. For additional information on private sector plans, please see Section 4.10 above.

### 8.6.6. Volunteer and Non-Governmental Organization Plans

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

### 8.6.7. International Plans

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

## **Section IX: Authorities and References**

### Federal Statutes and Executive Orders

- Public Law 81-920, the Federal Civil Defense Act of 1950, as amended, provides a system for joint building of capability at the federal, state, and local levels to deal with all hazards.
- Public Law 84-99 (33 USC 701n), Flood Emergencies, authorizing an emergency fund for flood emergency preparation, flood fighting, and rescue operations, and repair and restoration of flood control works threatened or destroyed by flood.

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- Public Law 85-256, Price-Anderson Act, which provides for a system of compensating the public for harm caused by a nuclear accident.
- Public Law 89-665 (16 USC 470 et seq), National Historic Preservation Act, relating to the preservation of historic resources damaged as a result of disasters.
- Public Law 91-671, Food Stamp Act of 1964, in conjunction with Section 412 of the Stafford Act, relating to food stamp distribution after a major disaster.
- Public Law 93-234, Flood Disaster Protection Act of 1973, as amended, provides insurance coverage for all types of buildings.
- Public Law 93-288, Disaster Relief Act of 1974, as amended, which provides authority for response assistance under the NRF and which empowers the President to direct any federal agency to use its authority and resources in support of state and local assistance efforts.
- Public Law 95-510, Comprehensive Environmental Response, Compensation, and Liability Act of 1980 (CERCLA) as amended, which requires facilities to notify authorities of accidental releases of hazardous materials.
- Public Law 99-499, Superfund Amendments and Reauthorization Act of 1986, which governs hazardous materials planning and right-to-know.
- Public Law 100-707, Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988 (“Stafford Act”), which amends the Disaster Relief Act of 1974 and constitutes the statutory authority for most federal disaster response activities, especially as they pertain to FEMA and FEMA programs,
- Public Law 101-549, Clean Air Amendments of 1990, which provides for reductions in pollutants.
- Public Law 101-615, Hazardous Materials Transportation Uniform Safety Act (HMTUSA), which provides funding to improve capability to respond to hazardous materials incidents.
- Public Law 104-321, Granting the consent of Congress to the Emergency Management Assistance Compact.
- Public Law 106-290, Disaster Mitigation Act of 2000, which amends the Stafford Act and provides the legal basis for FEMA’s mitigation plan requirements for local, state, and tribal mitigation plans as a condition of mitigation grant assistance.
- Public Law 109-308, Pets Evacuation and Transportation Standards (PETS) Act of 2006, which amends the Stafford Act to require states seeking FEMA assistance to include provision for pets and service animals in evacuation planning.
- Stewart B. McKinney Homeless Assistance Act, 42 USC 11331-11352, Federal Emergency Management Food and Shelter Program.
- National Flood Insurance Act of 1968, 42 USC 4001 et seq.
- 44 CFR Parts 59-76, National Flood Insurance Program and related programs.

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- 44 CFR Part 13 (The Common Rule), Uniform Administrative Requirements for Grants and Cooperative Agreements.
- 44 CFR Part 206, Federal Disaster Assistance for Disasters Declared after November 23, 1988.
- 44 CFR Part 10, Environmental Considerations.
- 44 CFR Part 14, Audits of State and Local Governments.

### Presidential Directives

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

### Federal Supporting Documents

- National Prevention Framework, Second Edition, June 2016
- National Protection Framework, Second Edition, June 2016
- National Mitigation Framework, Second Edition, June 2016
- National Response Framework, Second Edition, June 2016
- National Disaster Recovery Framework, Second Edition, March, 2017
- Continuity Guidance Circular 1, July 2013
- The Federal Radiological Emergency Response Plan
- National Emergency Repatriation Plan, as revised February 1986
- Department of Defense Plan for Integrating National Guard and Reserve Component Support for Response to Attacks Using Weapons of Mass Destruction, 1998
- Reorganization Plan No. 3 of 1978, Establishing FEMA
- Digest of Federal Disaster Assistance Programs, FEMA 322
- Public Assistance Program and Policy Guide, FEMA, April 2018



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Vermont Statutes

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

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

## Section X: Attachments

### 1. ESF Crosswalk

Emergency Support Function (ESF) Partners	<b>ESF1</b> (Transportation)	<b>ESF2</b> (Communications)	<b>ESF3</b> (Public Works and Engineering)	<b>ESF4</b> (Firefighting)	<b>ESF5</b> (Information and Planning)	<b>ESF6</b> (Mass Care, Emergency Asst., Temp. Housing, and Human Services)	<b>ESF7</b> (Logistics Support)	<b>ESF8</b> (Public Health and Medical Services)	<b>ESF9</b> (Search and Rescue)	<b>ESF10</b> (Oil and HAZMAT Response)	<b>ESF11</b> (Agriculture and Natural Resources)	<b>ESF12</b> (Energy)	<b>ESF13</b> (Public Safety and Security)	<b>ESF14</b> (Long-Term Community Recovery)	<b>ESF15</b> (External Affairs)
AOT	■		■												
ADS		■													
RTS		■													
PSD		■										■			
DEC			■								■				
FPR				■							■				
DFS			■	■					■	■					
VEM					■									■	■
AHS						■									
ARC						■									
BGS							■								
SerVermont							■								
VDH								■							
WSAR									■						
VAAFM											■				
VSP													■		
ACCD														■	

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**2. RSF Crosswalk**

Recovery Support Function (RSF) Partners	Economic and Community Development Task Force	Historical and Cultural Restoration Task Force	Housing Task Force	Individual and Family Needs Task Force	Health and Medical Task Force	Debris Management Task Force	Infrastructure and Environmental Restoration Task Force	Agricultural Restoration Task Force	Donations/Volunteer Management Task Force
ACCD									
AHS									
VDH									
DEC									
AOT									
VAAF									
BGS									
SerVermont									

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**3. Commonly Used Acronyms**

- **ACCD:** Agency of Commerce and Community Development
- **ADS:** Agency of Digital Services
- **AHS:** Agency of Human Services
- **AOT:** Agency of Transportation
- **ANR:** Agency of Natural Resources
- **ARC:** American Red Cross
- **BGS:** Department of Buildings and General Services
- **CERT:** Community Emergency Response Team
- **CFR:** Code of Federal Regulations
- **CIKR:** Critical Infrastructure and Key Resources
- **COG:** Continuity of Government
- **COOP:** Continuity of Operations
- **DEC:** Department of Environmental Conservation
- **DFS:** Division of Fire Safety
- **DHS:** Department of Homeland Security
- **DOD:** Department of Defense
- **DPS:** Department of Public Safety
- **DSCA:** Defense Support to Civil Authorities
- **EMAC:** Emergency Management Assistance Compact
- **EMC:** Emergency Management Coordinator
- **EMD:** Emergency Management Director
- **EMS:** Emergency Medical Services
- **EOC:** Emergency Operations Center
- **EPA:** Environmental Protection Agency
- **EPCRA:** Emergency Planning and Community Right-to-Know Act
- **ERAF:** Emergency Relief and Assistance Fund
- **ESF:** Emergency Support Function
- **FCO:** Federal Coordinating Officer
- **FEMA:** Federal Emergency Management Agency
- **FHWA:** Federal Highway Administration
- **FPR:** Department of Forests, Parks, and Recreation
- **GAR:** Governor's Authorized Representative
- **HAZMAT:** Hazardous Material
- **HOC:** Health Operations Center
- **HUD:** U.S. Department of Housing and Urban Development
- **IA:** Individual Assistance
- **IAO:** Individual Assistance Officer
- **ICP:** Incident Command Post
- **ICS:** Incident Command System
- **IEMAC:** International Emergency Management Assistance Compact
- **IMAT:** Incident Management Assistance Team
- **IOF:** Interim Operating Facility
- **ISM:** Incident Support Model
- **JFO:** Joint Field Office
- **JIC:** Joint Information Center
- **JOC:** Joint Operations Center
- **LEMP:** Local Emergency Management Plan
- **LEPC:** Local Emergency Planning Committee
- **MAC:** Multi-Agency Coordination
- **MACC:** Multi-Agency Coordination Center
- **MACS:** Multi-Agency Coordination System
- **MRC:** Medical Reserve Corps
- **NDRF:** National Disaster Recovery Framework
- **NGO:** Non-Governmental Organization
- **NIMS:** National Incident Management System
- **NOAA:** National Oceanic and Atmospheric Administration
- **NRF:** National Response Framework
- **PA:** Public Assistance
- **PAO:** Public Assistance Officer
- **PDA:** Preliminary Damage Assessment
- **PSD:** Department of Public Service
- **RMACG:** Recovery Multi-Agency Coordination Group
- **RPC:** Regional Planning Commission
- **RSF:** Recovery Support Function
- **RTF:** Recovery Task Force
- **RTS:** Radio Technology Services
- **SBA:** Small Business Administration
- **SCO:** State Coordinating Officer
- **SEOC:** State Emergency Operations Center

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- **SERC:** State Emergency Response Commission
- **SHMP:** State Hazard Mitigation Plan
- **SLO:** State Liaison Officer
- **SOG:** Standard Operating Guidelines
- **SOP:** Standard Operating Procedures
- **TMC:** Transportation Management Center
- **USAR:** Urban Search and Rescue
- **USDA:** U.S. Department of Agriculture
- **VAAF:** Vermont Agency of Agriculture, Food, and Markets
- **VDH:** Vermont Department of Health
- **VELCO:** Vermont Electric Power Company
- **VEM:** Vermont Emergency Management
- **VIPR:** Vermont Infrastructure Protection and Resilience Plan
- **VSP:** Vermont State Police
- **VOAD:** Voluntary Organizations Active in Disaster
- **WSAR:** Wilderness Search and Rescue