SECURE COMMONWEALTH INITIATIVE STRATEGIC PLAN

VERSION 1

A LETTER FROM THE SECURE COMMONWEALTH PANEL

October 26, 2005

Fellow Virginians,

Much has transpired in Virginia and the Nation since the tragic attacks of September 11, 2001. Despite the resulting changes in our day-to-day lives, American resolve has only strengthened. This country is unique because it embodies the spirit of perseverance and commitment to progress. These qualities become even more apparent following disasters, such as 9/11 and hurricane Katrina, when Americans come together to meet the needs of those directly affected and work to improve preparedness.

To protect the American ethos, our "preparedness" efforts must be focused on deterrence, prevention, response, and recovery from man-made and natural disasters. Governor James S. Gilmore, III enhanced these efforts by initiating a 68-day review of Virginia's readiness to address terrorist threats, immediately following the 9/11 attacks. This effort, referred to as the Virginia Preparedness and Security Panel, engaged local, State, Federal and private sector leaders in assessing Virginia's overall readiness. Following his election in November 2001, Governor-elect Mark Warner established Virginia's first Cabinet-rank position to synchronize statewide preparedness initiatives. Governor Warner appointed the Honorable John Hager to serve as the first Assistant to the Governor for Commonwealth Preparedness.

Governor Warner followed these initial actions with the establishment of the Secure Virginia Initiative, subsequently redesignated the Secure Commonwealth Initiative. This Initiative was designed to carry forward the review begun in the prior Administration and has continued for four years. These steps, to include terrorist threats, combined with Virginia's history of prevention, preparation for and response to emergencies and disasters, have provided an invaluable foundation for allowing the Commonwealth's preparedness efforts to progress.

Nationally, homeland security has emerged as a central focus of public and private sector policy discussion and actions. The subject is both new and complex. The ongoing debate to define homeland security is compounded by ambiguity about its immediate and long-term implications. Nonetheless, we are confident that these issues will be resolved in time.

In the interim, the national—to include citizens, local, State and Federal governments and the private sector—discussions regarding securing physical, economic and societal structures against the full range of risks we face is evolving and maturing. Virginia's Secure Commonwealth Initiative has provided a forum and structure for informed leaders, from all branches of State and local government and the private sector, to translate emerging national concepts into tangible actions for the Commonwealth.

The Secure Commonwealth Panel believes the most fundamental responsibility of government is to ensure the safety and security of its citizens. The events surrounding 9/11 and Hurricane Katrina serve as vivid reminders that Virginia's preparedness must be

effectively integrated with national efforts. Hence, it will be imperative that citizens as well as local, State, Federal and private sector partners conduct exercises periodically to ensure a coordinated effort in preventing and responding to disasters.

Unfortunately, Hurricane Katrina reminds us of the requisite need to alert people of impending danger and educate them on responding to a disaster. Public awareness of preparation for and response to an emergency provides citizens with the tools to fully understand the threats they face and the protective action necessary for their safety. It is also important to remember that citizens play a vital role in *preventing* attacks. Thus civic educational initiatives should include prevention and response tools and information.

Nationally, preparedness is moving to a Capabilities-Based Planning concept, requiring the Commonwealth to focus on targeted capabilities most critical to deterrence, prevention, response and recovery for all types of threats and hazards. The Commonwealth must continue to update current risk assessments and measure performance, as capabilities, threats and hazards are not static. Performance measurements and risk assessments will better enable leaders to direct funding in the future.

To best use these limited resources, Virginia must continue to expand regional collaboration so State and local partners can work together to develop and enhance our collective target capabilities. The Commonwealth must plan for the worst, with the knowledge that there is not the ability to resource for the worst.

Finally, it is incumbent upon leadership to ensure that a structure remains in place to guide and coordinate the enterprise-wide approach to preparedness with accountability for results that provide real capabilities. In conjunction, government must ensure strict adherence to the democratic tenants that require orderly transfers of authority and responsibility between elected officials. These principles will continue to drive the Commonwealth's preparedness. Virginia's efforts have been structured to minimize the potential for interruption of progress and the loss of momentum during changes in administrations at both the State and local levels. Adherence to an orderly transfer of leadership, with structures in place to span these changes, will ensure momentum and focus on preparedness are not lost.

This strategic plan supports: 1) a safe and secure Virginia as part of the broader national effort to secure the homeland and 2) the goal of ensuring that Virginia's discussions of the past support uninterrupted work in the future. Sustained commitment is key to managing risks rather than simply reacting to them.

Sincerely,
The Chairman and Members of the Secure Commonwealth Panel

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PREFACE

The only constant since September 11, 2001 has been change. Since 9/11, the concept of preparedness has become a central theme in every aspect of government. Discussions transcend physical security, economic well-being and societal stability. Preparedness is the concept of managing risks to the homeland through deterrence, prevention, response and recovery. These risks include: crime, fires, natural disasters, terrorist attacks, threats to public health, civil liberties, and a host of others. In its preparedness activities, Virginia is considering not only terrorism, but also the full range of hazards that may befall the Commonwealth. This is known as an "all-hazards" approach to preparedness.

In the post-9/11 environment, Virginia has moved from a decentralized, reactive position to proactively managing risk through setting integrated, enterprise-wide priorities. These priorities, set by local, State, Federal and private entities, will drive future preparedness efforts, as well as the allocation of resources. In addition, performance measures will assist leaders in determining how and where to allocate the limited resources the Commonwealth has to further and maintain preparedness.

The most fundamental role of government is to protect the safety and security of its citizenry, while ensuring the protection of our democratic institutions. To ensure preparedness initiatives continue to protect the Commonwealth, they must be institutionalized, providing strategy and structure and transcending the inevitable changes in government.

This Strategic Plan seeks to accomplish these core governmental functions. It is not intended to be a static document. Rather, the Plan is designed to sustain the culture of coordinated preparedness that continues to emerge and, coupled with national efforts, to ensure Virginia's preparedness moves forward unabated.

ABOUT THIS DOCUMENT

This document has four (4) main chapters that reflect the work of the Secure Commonwealth Initiative and its associated task forces and sub-panels since their inception. Chapter I is the Secure Commonwealth Initiative Strategic Plan, which contains strategies and initiatives for building a stronger, more prepared Commonwealth. Chapter II discusses the overarching issues that will affect the implementation of the Strategic Plan. Chapter III provides a historical perspective on preparedness activities within the Commonwealth. Chapter IV outlines the major steps in emergency preparedness and response the Commonwealth has made since the terrorist attacks of September 11, 2001.

Note: Throughout this document, the reference to "Commonwealth" encompasses local, State, Federal and private partners in and working with Virginia.

HOW TO USE THIS PLAN

Virginia's preparedness is a shared responsibility among all levels and functions of government, the private sector and our citizens. Preparedness for emergencies and disasters of all kinds, large and small, must be integrated into the underlying culture of how we live and work. This strategy is designed to guide local, State, Federal, private sector and citizen partners in developing more specific preparedness strategies for their communities, agencies, organizations, and/or households. Virginia's partners in preparedness should develop strategies and corresponding implementation plans of their own to further deterrence, prevention, response, and recovery preparedness efforts on a statewide basis, and not solely at the State level.

Key to developing such strategies is conducting a baseline assessment of capabilities and capacities. Individuals or families can do this by assessing their own personal preparedness using the VAEMERGENCY.COM Web-site or readily available citizen preparedness materials. Government organizations and the private sector have established national preparedness standards. Knowledge of gaps in personal, government or private sector readiness is the key to determining the "road ahead" for preparedness.

General priorities for the next five years have been identified for the State and its partners to specifically assist State agencies and local communities in targeting their preparedness efforts. Synchronized efforts provide greater opportunity for collaboration and unity of actions.

Below are identified priorities for 2005 through 2008 for the Commonwealth. [1]

[1] Each year, supplemental Federal guidance is provided to the state. State and local officials should amend existing strategies and priorities, as needed to incorporate new federal guidance.

2005

1. Prevention
2. Information and Intelligence Sharing
3. Citizen Education
4. Coordination and Incident Management

2006

1. Risk, Vulnerability and Capability Assessments
   - Focus on facility and community assessments
2. Information and Intelligence Sharing
   - Focus on basic training and business rule development
3. Citizen Readiness
   - Focus on citizen alert – Emergency Alert System and citizen preparedness education
4. Coordination and Incident Management
   - Focus on basic training
5. Protective Measures
   - Focus on evacuation and sheltering
6. Performance Measures
   - Focus on developing self-measures for risk assessments

2007

1. Risk, Vulnerability and Capability Assessments
   - Focus on community and regional assessments
2. Information and Intelligence Sharing
   - Focus on intelligence analysis and fusion
3. Citizen Readiness
   - Focus on citizen alert – Emergency Alert System and citizen preparedness education
4. Coordination and Incident Management
   - Focus on unified command and NIMS
5. Protective Measures
   - Focus on evacuation and sheltering and shielding[2]
6. Performance Measures
   - Focus on implementing State standardized measures

[2] Sheltering in one's home for a prolonged period of time following a massive disaster.

2008

1. Information and Intelligence Sharing
   - Local fusion process to be fully implemented
2. Citizen Readiness
   - Survey citizens – each locality should report that 60% of its citizens have a disaster plan and an emergency kit
3. Coordination and Incident Management
   - Focus on advanced training
   - 80% of localities should have adopted NIMS
   - 60% of adopted communities should have trained all first responders
4. Protective Measures
   - Local sheltering plans should be developed and tested to shelter up to 750,000 people for 30 days
5. Performance Measures
   - 100% of recipients should be measuring benefits of grant funding

	Risk, Vulnerability and Capability Assessments	Information and Intelligence Sharing	Citizen Readiness	Coordination and Incident Management	Protective Measures	Performance Measures
2005	Laying the Foundation for Prevention, Information and Intelligence Sharing, Citizen Education, and Coordination and Incident Management					
2006	Focus on facility and community assessments	Focus on basic training and business rule development	Focus on citizen alerting - Emergency Alert System and citizen preparedness education	Focus on basic training	Focus on evacuation and shelters	Focus on developing self-measures for risk assessments
2007	Focus on community and region assessments	Focus on intelligence analysis and fusion	Focus on citizen alerting- Emergency Alert System and citizen preparedness education	Focus on unified command and NIMS	Focus on evacuation, sheltering and shielding	Focus on implementing State-standardized measures
2008		Local fusion process to be fully implemented	Survey citizens- each locality should report that 60% of its citizens have a disaster plan and an emergency kit	Focus on advanced training - 80% of localities should have adopted NIMS -60% of adopted communities should have trained all first responders	Local sheltering plans should be developed and tested to shelter up to 750,000 people for 30 days	100% of recipients should be measuring benefits of grant funding

Please use the Resources section of this document for various links to citizen, local and business preparedness resources.

RESOURCES

CITIZEN PREPAREDNESS

- http://www.fema.gov/areyouready/
- http://www.vaemergency.com/threats/terrorism/index.cfm
- http://www.virginiacorps.org/
- http://www.commonwealthpreparedness.virginia.gov/SecureVa/vathreat.cfm

LOCAL PREPAREDNESS

- http://www.vaemergency.com/regions/index.cfm
- http://www.ojp.usdoj.gov/odp/
- http://www.vaemergency.com/prepare/index.cfm

BUSINESS PREPAREDNESS

- http://www.commonwealthpreparedness.virginia.gov/SecureVa/vathreat.cfm
- http://www.vaemergency.com/business/index.cfm
- http://www.ready.gov/business/index.html

Federal Capabilities that Align with the four Capability-Specific National Priorities, as defined in the Target Capabilities List (TCL):[3]

Capability Specific Priorities	Associated Target Capabilities
Strengthen Information Sharing and Collaboration Capabilities	1. Intelligence/Information Sharing and Dissemination 2. Law Enforcement Investigation and Operations
Strengthen Interoperable Communications Capabilities	3. Interoperable Communications
Strengthen CBRNE Detection, Response, and Decontamination Capabilities	4. CBRNE Detection 5. Explosive Devise Response Operations 6. WMD/Hazardous Materials Response & Decontamination
Strengthen Medical Surge and Mass Prophylaxis Capabilities	7. Mass Prophylaxis 8. Medical Surge

[3] On October 21, 2005, subsequent to the final adoption of the Secure Commonwealth Initiative Strategic Plan, Virginia received Federal FY06 guidance. This guidance should be considered as supplemental to already identified state guidance.

EXECUTIVE SUMMARY

In the four years following the terrorist attacks of 9/11, the Commonwealth of Virginia has made significant progress its preparedness efforts. In 2002 Governor Warner established the Secure Virginia Initiative, subsequently renamed the Secure Commonwealth Initiative, with Executive Order 07.

> *The Secure Commonwealth Initiative is charged with ensuring a safe, secure and prepared Virginia by developing and overseeing a coordinated prevention, preparedness, response and recovery strategy for natural and man-made disasters and emergencies, including terrorist attacks, that encompasses Federal, State, local and private entities and the citizens of the Commonwealth.*

We have learned that national preparedness encompasses cooperation among all levels of government, the private sector and the citizenry. Through a collaborative effort, new strategies are being implemented to maintain the security of the Commonwealth. The overall approach to preparedness has shifted from a primary focus on possible terrorist attacks to a more "all-hazards" approach. This Strategic Plan provides a roadmap for securing Virginia against a multitude of risks, as well as an enterprise-wide approach to implementing new preparedness strategies.

Risk management is "the systematic application of management policies, procedures and practices to the tasks of identifying, analyzing, evaluating, treating and monitoring risk."[4] The ultimate goal of risk management is to minimize the occurrence of man-made disasters, as well as mitigate the consequences of man-made and natural disasters. With the combination of valuable experience, education and training, the Commonwealth stands ready.

The Strategic Plan outlines suggested preparedness strategies for future local and State governments. The Plan describes Virginia's accomplishments in the areas of preparedness and outlines strategies that must be continued and/or initiated to sustain progress over the next five years.

To accomplish these goals and strategies, the Commonwealth will require the necessary funding. Currently, the U.S. Department of Homeland Security provides much of Virginia's preparedness funding through homeland security grants. It will require a constant sensible funding management approach to ensure the success of the Commonwealth's preparedness initiatives, and thus the safety and security of all Virginians. Each locality and State agency that receives homeland security grant funds must comply with spending guidelines and performance measures. These performance measures ensure funding for risk-management initiatives is used efficiently and yields the intended results.

Equally as important as the proper allocation of preparedness funds is the proper fusion and dissemination of intelligence and information regarding risks to the Commonwealth. The

[4] "Glossary." http://www.trainandemploy.qld.gov.au/tools/glossary/glossary_r.html. 29 July 2005.

information and intelligence sharing, or "fusion process," has made great progress since 9/11. However, it is clear that there is room for additional improvement. The Commonwealth is working to improve its fusion process through enhanced working relationships among local, State, Federal and private sector partners and across agencies. The establishment of an intelligence Fusion Center will provide a location for the seamless and efficient fusion and dissemination of intelligence and information.

The strategies and initiatives outlined in the Strategic Plan will enable the Commonwealth to realize the Secure Commonwealth Initiative's vision of a more safe, secure and prepared state. After four years of review, analysis, debate and decisionmaking, Virginia has produced a plan to continue progress on its deterrence, prevention, response and recovery capabilities.

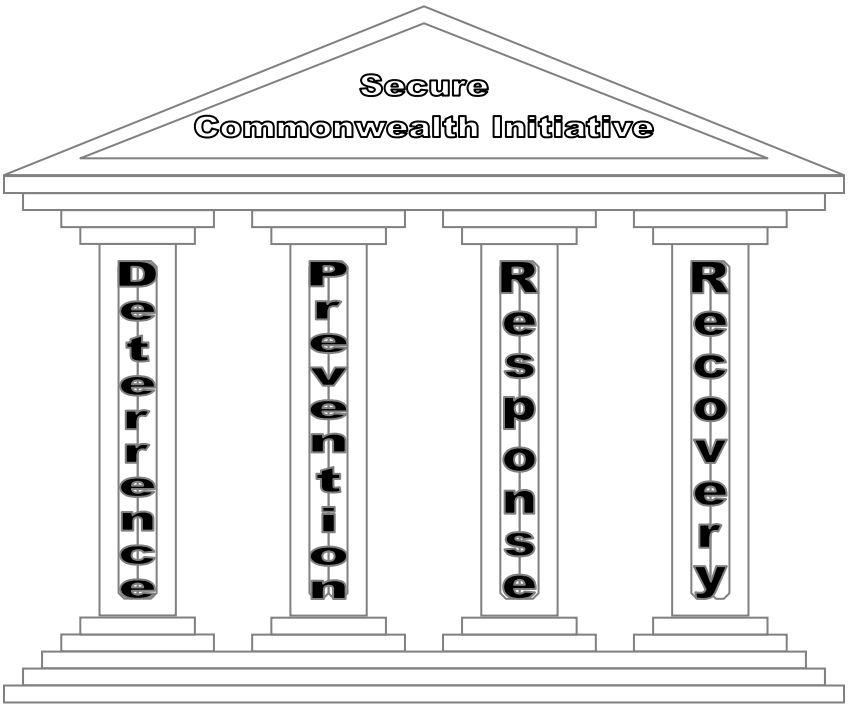
We must never forget the excessive damage and the tragic loss of innocent life on that fateful day that changed our country forever, and the more recent disaster in the Gulf Coast following hurricane Katrina. However, let us keep in mind that the Commonwealth must deal with smaller-scale emergencies on a continual basis. Improvement in preparedness is vital to preventing and responding to all manner of emergencies, thus protecting and sustaining the government, people and society of the Commonwealth. Together, Virginians can achieve these goals for today and tomorrow.

CHAPTER I – SECURE COMMONWEALTH INITIATIVE STRATEGIC PLAN

GUIDING PRINCIPLES

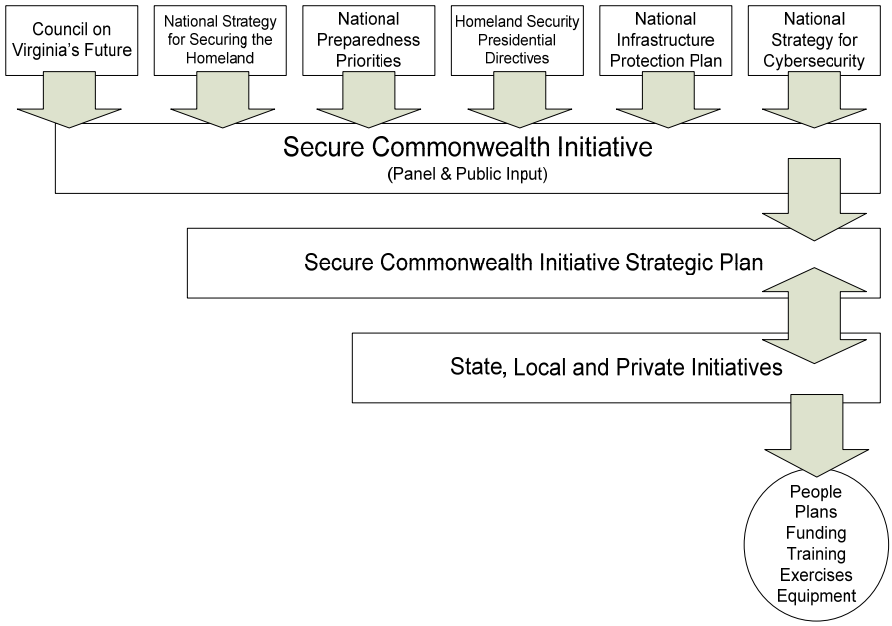
The guiding principles for the Secure Commonwealth Initiative strategic plan are the pillars of:[5]

- *Deterrence.* Actions to reduce or eliminate threats against physical, economic and societal security.
- *Prevention.* Actions to avoid an incident or to intervene to stop an incident from occurring that would harm lives and property.
- *Response.* Actions addressing short-term, direct effects of a disaster, to include the execution of emergency operations plans and of activities to limit the loss of life, personal injury, property damage and other unfavorable outcomes.
- *Recovery.* The development, coordination, and execution of service- and site-restoration plans for impacted communities and the reconstitution of government operations and services through individual, private-sector, nongovernmental and public assistance programs.



[5] Definitions for prevention, response and recovery from the National Response Plan, December 2004, Department of Homeland Security.

These guiding principles are addressed enterprise-wide, that is, across all levels of government and private industry and the citizenry. Elected officials have the legal responsibility under the Virginia code for "local disaster mitigation, preparedness, response and recovery"[6] to protect the health and safety of all citizens.



In developing this Strategic Plan, the Secure Commonwealth Panel determined the need to review all legislation, code, policies, plans, priorities, directives, systems, goals, and initiatives that will influence preparedness activities over the next several years. This review includes national priorities from multiple Federal departments and agencies and from State bodies such as the Council on Virginia's Future. Specific documents that have impacted this Strategic Plan are included in the appendices to this document.

The Secure Commonwealth Panel began this process with a clear mission and vision that directed the participants' activities throughout this process.

MISSION

The mission of the Secure Commonwealth Panel is to develop and oversee a coordinated prevention, preparedness, response and recovery strategy for natural and man-made disasters and emergencies, including terrorism attacks, that encompasses Federal, State, local, and private entities and the citizens of the Commonwealth.

VISION

A Virginia where its communities, businesses and government are safe, secure and prepared.

[6] Code of Virginia §44-149.19. Powers and duties of political subdivisions.

COMMONWEALTH STRATEGIES

The Secure Commonwealth Panel established nine sub-panels, each with a specific focus, to establish a forward-thinking vision for risk management in the Commonwealth. Upon reviewing the current situation in each focus area, the sub-panel members[7] established a strategy to indicate "where we want to be", a current status or 'where we are", initiatives in progress and new initiatives. The sub-panels are:

- Agribusiness
- Citizens and Communities
- First Responders
- Government Operations and Funding
- Health and Medical
- Industry and Commerce
- Technology
- Transportation
- Utilities

The participants completed their assigned tasks and have made significant strides implementing a number of the initiatives in this plan. It will take several years, adequate funding, and the participation of Federal, State, and local governmental officials, first responders, healthcare, utilities, private industry and private citizens to realize the initiatives contained herein.

Throughout this document, the reference to "Commonwealth" encompasses local, State, Federal and private partners in and working with Virginia.

[7] Each sub-panel was comprised of members of the Secure Commonwealth Panel and supported by members of the Commonwealth Preparedness Working Group, agencies with missions relating to the focus area, and various stakeholders.

AGRIBUSINESS

Agriculture is Virginia's largest industry and forms the basis for a variety of food production and retailing enterprises. Virginia's agriculture encompasses businesses from raising crops and livestock to breeding horses and producing fine wines. It is vital to the safety of the consumer and to the sustainability of the State's economy that this industry be protected and prepared to meet any risk.

Strategy→ Where we want to be

The Commonwealth will have the infrastructure, plans, personnel and training in place to monitor, identify, and protect the public against naturally occurring diseases of livestock and crops; disruption of food production and transportation; and terrorist attacks on the food supply.

Where we are .....

- The Commonwealth has implemented *Agriculture Protection Training* in conjunction with the Virginia Department of Agriculture and Consumer Services.

New Initiatives

- The Commonwealth will develop and publish both a *Foreign Animal Disease Response Plan* and an *Emergency Plant Pest Action Plan*. These plans should be coordinated with stakeholders.

- Health, law enforcement agencies and industry within Virginia will conduct an independently evaluated food security tabletop exercise as well as an independently evaluated exercise for a livestock or poultry disease outbreak situation.

- The Commonwealth will purchase the protective and detection equipment necessary to preserve food safety and protect security personnel from chemical, radiological or microbiological hazards.

- The Commonwealth will construct a bio-security level 3 suite for trained personnel to contain, safely work with, and provide diagnostic testing on more highly pathogenic biological agents.

- The Commonwealth will enlist veterinarians who are willing to participate in emergency response to sign response notification agreements that will be kept on file. This notification system will be implemented and tested statewide.

- The Commonwealth will ensure the personnel are in place to review case records during and after an emergency response.

- The Commonwealth will implement a disease reporting system that includes web-based reporting.

- The Commonwealth will implement an identification system so that livestock and poultry owners can register on-line to receive a unique premises number that will facilitate tracing diseased animals to the premises of origin.

CITIZENS AND COMMUNITIES

Preparedness is important not only at the macro level, such as in government and industry. It also should extend to communities, families and individuals. Preparedness on a micro level will better enable first responders to focus initial response efforts on the disaster site and critical patients. Regular communication with citizens and communities through the media and educational resources will focus on establishing reliable channels from which citizens and communities can receive vital information. Educating the public on preparedness is vital to ensuring a successful collaborative effort in deterring, preventing, responding to, and recovering from a disaster.

Strategy→ Where we want to be

The Commonwealth's citizens will be prepared to deter, prevent, respond to, and recover from a disaster through participation in education and training programs and access to a timely and accurate public information system.

Where we are .....

- A Request for Proposal was issued and money awarded to analyze the capability and costs of developing and implementing a Comprehensive Emergency Alerting System.
- The Emergency Alert System (EAS) has been upgraded with State funds and tested statewide.

Initiatives in Progress

- The Commonwealth will continue to provide preparedness training and information to citizens, businesses and organizations.
- The Commonwealth will conduct an ongoing statewide preparedness public education campaign to inform the public on how to be prepared and self-sustaining for at least 72 hours following a disaster.
- Counties and cities within the Commonwealth will incorporate citizen all-hazard preparedness in their emergency response plans.
- The Commonwealth will provide all-hazards training and preparedness activities for citizens in every city and county.
- The Commonwealth will incorporate information on all-hazards preparedness and techniques for managing personal crises related to disasters in public school curricula.
- The State will continue to build partnerships with the media, localities and private industry to best coordinate the distribution of preparedness information as well as to inform and coordinate emergency response efforts.

This includes special-needs, non-English-speaking and commuting populations.

- The State will staff the Joint Information Center (JIC) with Public Information Officers (PIO) from "nontraditional" agencies, who are trained by VDEM on the State's emergency operation plan, as well as people from the Virginia Emergency Operations Center (VEOC).

- Local governments and the State will ensure the JIC function is activated quickly in emergencies, allowing government to speak with one voice in a timely, accurate, consistent, and coordinated manner.

- The Commonwealth will take homeland security into consideration when approving and developing new building projects.

FIRST RESPONDERS

First responders are essential to any preparedness plan. Fire, police and EMS are always the first to arrive at the scene of a disaster, crime or accident. Hence, it is essential that the Commonwealth ensure first responders have the necessary equipment and training to perform their job functions. In addition, the Commonwealth must better address new security concerns, specifically terrorist attacks aimed at first responders, to ensure the safety of the men and women upon whom citizens depend following a tragic event.

Strategy 1→ Where we want to be

First responders, both government and private, will be trained and equipped to respond to natural disasters and terrorist attacks using nationally-accepted emergency management and response standards.

Where we are .....

- Established a multiagency and cross-Secretariat working group with primary training and certification responsibilities related to first responders to develop a curriculum of courses for all first responders based on their roles and discipline.

Initiatives in Progress

- The Commonwealth will provide all first responders with the baseline equipment and relevant training necessary to their discipline and job function.
- The State will facilitate quarterly meetings across Virginia for agency employees and civilians in operational roles to train and discuss first responder issues.
- The Commonwealth will implement the National Incident Management System as the statewide standard for incident management.

New Initiatives

- The Commonwealth will develop standards for first responder facilities to ensure the security of the buildings as well as the employees and/or volunteers.
- The Commonwealth will develop protocols for State credentialing and background checks for all first responders.
- The Commonwealth will identify and publish basic competencies for first responders in all disciplines.
- The Commonwealth will encourage training for first responders, from recruits to officers, on the Virginia standard for their discipline.

- The Commonwealth will seek to amend the Code of Virginia providing for a trust fund, supported by a dedicated funding source, to support State and local emergency preparedness programs.

- The Commonwealth will seek to amend the Code of Virginia to establish a hazardous materials trust fund, funded by a fee imposed on regulated chemical facilities, to support hazardous material preparedness programs and initiatives.

- The Commonwealth will seek to establish a cost-sharing formula for all homeland security grants received by State and regional entities to provide resources and support for the State emergency management agency.

- The Commonwealth will revise the Virginia Emergency Response Plan to coordinate with the concept and format of the 2004 National Response Plan.

- Localities within the Commonwealth will assess their emergency management capabilities annually and report findings to the Virginia Department of Emergency Management.

- Cities and counties within Virginia will each have a dedicated, paid, all-hazards emergency management coordinator.

Strategy 2→ Where we want to be

Responders to terrorism or other events will be able to access shared critical intelligence information that is necessary for responder safety, efficiency, and effectiveness.

Initiatives in Progress

- The Commonwealth will provide for the physical integration of the Virginia Criminal Information Center and Virginia Emergency Operations Center to create a "central information fusion center" concurrent with the construction of the new Virginia State Police Headquarters and Virginia Department of Emergency Management-Emergency Operations Center.

New Initiatives

- The Commonwealth will develop written intelligence requirements for first responders, agencies and governments to improve intelligence and information sharing.

Strategy 3→ Where we want to be

The Commonwealth will have the capability to rapidly identify, mobilize, and credential volunteers responding to an emergency situation.

New Initiatives

- The State will develop and maintain a database of private and nonprofit sector volunteers with the technical skills and abilities to support response and recovery operations.

- The Commonwealth will implement a comprehensive orientation and training program to ensure a fast and effective assimilation of volunteers into response and recovery operations.

- The Commonwealth will establish a procedure to credential volunteers who respond to provide support in a disaster.

Strategy 4→ Where we want to be

The Commonwealth will have regional disaster plans to support preparedness, response, recovery and mitigation efforts across multiple jurisdictions within Virginia and across state lines.

Where we are .....

- The Commonwealth has developed and adopted a standardized, State-specific threat warning system that complements the existing Federal system.

New Initiatives

- The operational regions will develop regional plans to support preparedness and response initiatives. Each region's plan should include profiles of infrastructure, critical facilities, and resources to support operations.

- Localities within Virginia will participate in multi-jurisdictional or regional coordination in all-hazards planning.

- The State and local governments will conduct multi-jurisdictional and/or regional exercises annually that include coordination with Federal agencies and private and volunteer organizations, as appropriate.

- The State will organize its technical support and response teams by region, discipline and functional area to be available for rapid mobilization in support of response and recovery operations.

Strategy 5→ Where we want to be

The Commonwealth recognizes Emergency Medical Services (EMS) as a vital community service and will seek to aid local EMS through recruitment and retention of service providers, provision of adequate funding, and efforts to improve the overall quality of emergency medical care.

Where we are .....

- The Joint Legislative Audit and Review Commission conducted a Review of Emergency Medical Services in Virginia[8] and suggested a number of global strategies to improve these services statewide. This study identified three overarching issues that the Commonwealth should address to improve the quality of EMS in Virginia: administrative, service, and funding.

- The Commonwealth revised Section 32.1-111.10 of the Code of Virginia requiring a representative from "each of the eight regional emergency medical services councils" to delete the numerical reference.[9]

New Initiatives

- The Commonwealth will amend the Code of Virginia to require all local governments to provide EMS in a timely and continuous manner.

- The Commonwealth will amend the Code of Virginia to designate a State agency that will take corrective action when EMS are inadequate or unavailable.

- The Commonwealth will appropriate to the Office of Emergency Medical Services funds generated by Virginia's "$4-for-Life" program, which is the principal source of State funds for EMS.[10]

- The Commonwealth will amend the "$4-for-Life" funding formula to permit implementation prior to full funding from the fee.[11]

[8] Report of the Joint Legislative Audit and Review Commission, *Review of Emergency Medical Services in Virginia*, House Document No. 37 (2004).
[9] There are now 11 regional councils, not eight. Currently, the Central Shenandoah, Lord Fairfax and Thomas Jefferson regional councils are not represented on the advisory board.
[10] Generated by a fee of $4 per motor vehicle registration or renewal. The full $4 is not appropriated to EMS. The 2004-2006 Appropriation Act (in Item 3-6.02), transfers $3.45 million to the general fund and directs (in Item 307F) that an additional $1 million be transferred to the Department of State Police's Med-Flight operation.
[11] The 2004 General Assembly adopted a new formula to govern the distribution of the "$4-for-Life" funds to OEMS. One statutory provision of the formula is that it will take effect only "Upon the allocation of all revenues from the increase in the additional registration fee from $2 to $4" to EMS. The revised formula, which increases the potential uses of the funds, will not take effect in FY 2005 or FY 2006 because of the $3.45 million appropriated to the general fund instead of to OEMS.

GOVERNMENT OPERATIONS AND FUNDING

The daily operations of government and the government's funding processes are integral to the Commonwealth's preparedness. Government responds to the needs of its citizens on a day-to-day basis and during emergency situations. It is vital that government be prepared to provide an appropriate level of services in the event of a crisis. It is also critical that all levels of government partner in a cooperative and coordinated manner across counties and regions both within and bordering on Virginia.

Strategy 1→ Where we want to be

The Commonwealth will maintain the Continuity of Government (COG) and Continuity of (Government) Operations Plans (COOP), to include its essential functions and lines of succession, during man-made or natural disasters. The State and local governments will also protect government facilities, personnel, and records vital to the functioning of the government.

Where we are .....

- A Constitutional amendment expanding the line of succession for the Office of the Governor was approved by the General Assembly, the Governor, and the voters of the Commonwealth.
- Joint agreements relating to the security of those in the line of succession regarding travel arrangements and other activities have been signed.
- Individual evacuation plans for all State-owned or leased space near the seat of government were posted, and training was developed and delivered to all State employees.
- A plan was developed and implemented to close Governor's Street during a disaster.
- A legislative change was made to require/allow criminal background checks for sensitive positions in State and local government.
- A standardized regional organization system was adopted to coordinate overall preparedness activities based on the seven Virginia State Police District boundaries.
- All State agencies and departments, including colleges and universities, are now required to report cyber attacks and incidents to the Secretary of Technology (CIO).
- Protocols and capabilities were developed to transmit mass e-mail messages to all State employees concerning threats or actual emergencies or disasters.

Initiatives in Progress

- The State will enhance protocols for the evacuation of leaders of each of the three branches of government.
- State and local governments will assess and enhance physical security at all buildings at the seat of government.
- The State will enhance the process for joint decisionmaking concerning the closure of Capitol Square and adjacent buildings.
- State and local governments will improve COOP/COG processes and procedures, including alternate site activities.
- The State will address off-site central mail processing to serve ALL of the Capitol Complex.
- The State will monitor the issuance of Federal Security Clearances to State and local officials through the Office of Commonwealth Preparedness.

New Initiatives

- State agencies within Virginia will each develop a continuity of operations plan, to be updated annually and certified by the Emergency Management Accreditation Program.
- The State will identify alternate sites and required resources for relocating government facilities and associated critical systems and services to maintain continuity of State operations during disasters.

Strategy 2→ Where we want to be

Virginia's institutions of learning will be prepared to prevent and respond to man-made and natural disasters.

Where we are .....

- Certain college and university police agencies are now eligible for Federal "first responder" funding administered by the State.
- Crime and Violence Reporting Guidelines have been developed and provided as a basic reference tool for all K-12 schools and school divisions.
- Legislation has been passed providing a Freedom of Information Act exemption for portions of the school safety audit process dealing with security weaknesses and vulnerabilities and designating one State agency for process development, measurement, and follow-up of the safety audit process.

- The Institute for Defense and Homeland Security (IDHS) has been established as a consortium for research and development activities related to homeland security by all of Virginia's colleges and universities

Initiatives in Progress

- The Commonwealth will assess current organizational structures for K-12 school emergency planning and make recommendations for improvement.
- The Commonwealth will work with college and university officials to develop an emergency management plan, including an assessment of emergency sheltering capabilities.
- The Commonwealth will identify a process that promotes direct participation among colleges and universities with local government and first responders.
- The Commonwealth will identify a process that better links higher education research activity with local public safety agencies.
- The Commonwealth will survey and catalogue all current research projects and all available resources and facilities at Virginia's colleges and universities that are relevant to homeland security.

New Initiatives

- Colleges and universities conducting research on disaster-related issues within Virginia will coordinate with State, local and private entities to practically apply research outcomes.

Strategy 3→ Where we want to be

The Commonwealth will have infrastructure in place and operating to ensure interoperability of communications and other technologies.

Where we are .....

- The State has hired a full-time Commonwealth Interoperability Coordinator.
- A Statewide Plan for Communications Interoperability has been developed. Section 9.1-1100 of the Virginia Code requires the annual update and implementation of the Statewide Interoperability Strategic Plan. Additionally, all agencies and localities must comply with and achieve consistency with the Statewide Interoperability Strategic Plan by July 1, 2015 in order to remain eligible to receive State or Federal funds for communication programs and systems.
- Virginia created the State Interoperability Executive Committee (SIEC) and State Interoperability Advisory Committee (SIAC) to serve as the governance structure to assist with managing our interoperability endeavors.

- The State is currently building the State Agencies Radio System (STARS), which will link 22 State agencies onto one statewide digital voice and data system.

- The Virginia Department of Emergency Management and other State agencies are currently implementing WebEOC in the Virginia Emergency Operations Center.

Initiatives in Progress

- The State will maintain a redundant statewide emergency communication system that has the capacity to accommodate high volume traffic and transfer of data between local governments and the State government in a disaster.

- The State will maintain seamless electronic Tier II reporting from the chemical industry to local emergency planning commissions and support hazardous materials preparedness and response initiatives.

- The Commonwealth will continue to support the Interoperability Coordinator's Office.

- The Commonwealth will continue to support the annual update and implementation of the Strategic Plan for Statewide Communications Interoperability to ensure that the Plan remains viable and current.

- The Commonwealth will continue to support the State Interoperability Executive Committee as the official governance structure that coordinates interoperable communication investments, activities, and projects.

- The Commonwealth will continue to support the implementation of STARS to improve interoperability between the 22 State agencies and localities within the State.

- The Commonwealth will continue to support and promote efforts to implement the solutions in each region to ensure interoperability between STARS and the disparate local and regional communication systems.

- CICO and SIEC will continue to support and promote VGIN as an interoperability tool to be incorporated with existing and future technology projects.

- CICO and SIEC will continue to support and promote WebEOC as an interoperability tool and ensure that future communication projects are interoperable with this technology.

Strategy 4→ Where we want to be

The State will seek sustained funding for emergency preparedness and response activities and allocate funding according to risks.

Where we are .....

- A centralized State/Federal grants database has been established to track awarded funding for homeland security and other emergency and disaster preparedness activities.

New Initiatives

- The State will require State agencies that receive and distribute State and Federal funding to localities for homeland security and other emergency and disaster preparedness activities to use performance measures to objectively evaluate progress.

- The Commonwealth will establish consistent guidelines regarding Federal grants received by State agencies. Cabinet Secretaries should be in charge of approving State agency spending requests and ensuring coordination of fiscal approvals for the use of Federal grant monies.

HEALTH AND MEDICAL

The health and medical community in Virginia encompasses both the public and private health domains. Health practitioners, hospitals, emergency medical services, and a variety of support functions in the health community collectively form an essential part of Virginia's ability to manage risks. A health and medical community with a preparedness focus ensures a more efficient and effective response from healthcare providers and the Commonwealth as a whole to any health crisis the Commonwealth may face.

Additionally, the Commonwealth must have the capability and capacity to manage mass fatalities resulting from a disaster. The need for victim recovery, rapid identification, and cause of death determination must be delicately balanced with the needs of survivors—including respect for cultural and religious traditions and closure. The Mass Fatalities Management Task Force addresses the public policy, statutory and decision-making issues regarding mass fatality events in its final report.

Strategy 1→ Where we want to be

The Commonwealth will conduct activities that will enable it to prevent, detect, report, investigate, control, and recover from infectious disease outbreaks caused by natural or terrorist events

Where we are .....

- Statutory changes have been initiated to facilitate the provision of necessary medications by unlicensed personnel in the event of an emergency or disaster caused by terrorist acts and to address medical malpractice coverage for homeland security emergencies.
- The rights of individuals, the authority of the Virginia Department of Health Commissioner, and due process have been addressed and definitions regarding quarantine and isolation have been clarified.
- The Attorney General has released an opinion on the extension of Good Samaritan protections to health care practitioners
- State, regional and local plans for the expedited dispensing of mass therapeutics and/or vaccines have been developed.

New Initiatives

- The Commonwealth will continuously renew and update statutes relating to emergency medical care, including but not limited to the rationing of resources, quarantine, and isolation.
- The Commonwealth will continue to work with the media to routinely inform and educate the public on emergency medical care preparedness.

- The Commonwealth will maintain its critical infrastructure (staffing, stronger ties to the medical community, having response plans in place and staff trained, using IT systems for surveillance, etc.) for epidemiologic surveillance and investigation to ensure our ability to detect and respond to disease risks in ways that protect the public health.

- The Commonwealth will continue to serve as a resource for citizens by maintaining current information on Web sites about diseases that may threaten the health of our citizens.

- The Commonwealth will reduce the time required to dispense mass therapeutics and/or vaccines to the public through the increased use of disease surveillance and early event detection systems, maintenance of Mass Vaccination/Dispensing Plans, the coordination and administration of countermeasures, and the leveraging of information technology to improve capabilities.

- The Commonwealth will maximize efficiencies for the prophylactic protection and/or immunizations of first responders by evaluating and implementing, as appropriate, methods for stockpiling caches of medications.

- The State will maintain and improve, where appropriate, the Strategic National Stockpile (SNS) and CHEMPACK Plan preparedness functions in coordination with local, Federal and private partnering efforts.

Strategy 2→ Where we want to be

The Commonwealth's healthcare system will be able to rapidly expand its medical mass casualty and fatality surge capacity in response to a natural disaster or terrorism event.

Where we are .....

- The Commonwealth coordinated with the U.S. Military on all aspects of health and medical preparedness including planning, training, exercising, and development of mutual aid agreements.

- The Federal Hazardous Waste Operations and Emergency Response Standard has been reviewed to determine if it should remain as a mandated standard for terrorist events involving weapons of mass destruction.

- The Virginia Department of Health Emergency Coordination Center has been established. This is a reach-back facility equipped with multiple workstations, satellite phone capability, LAN/WAN, video teleconferencing, telephony and wireless communications, back-up power, and extended duty facilities.

- The State has developed Virginia's Strategic National Stockpile Plan to supply and sustain critical medical material in major disasters. Similarly, the State has instituted the CHEMPACK program involving the forward deployment of

antidotes and plans to administer them in the event of a chemical/nerve agent release.

- The Commonwealth is coordinating and collaborating in the development of medical and community surge systems that will address the health and medical needs of the citizenry following an emergency with significant public health consequences.

- The State has developed an Emergency Mutual Aid Compact (EMAC) Letter of Instruction and Mobilization and Reception Plan for deployment of Virginia Department of Health personnel for emergency interstate and intrastate response. The Plan was activated for hurricanes that devastated Florida in 2004 and the Gulf Coast in 2005.

New Initiatives

- The Commonwealth will develop a plan establishing a process by which physicians can determine their role in various medical emergency scenarios.

- The Commonwealth will implement the Emergency System for Advanced Registration of Volunteer Healthcare Professionals.

- The Commonwealth will encourage every healthcare facility to prepare to sustain itself for at least 72 hours following a disaster.

- The Commonwealth will continue to develop community and medical surge capability to address situations where local resources are overwhelmed and external resources (e.g., Federal resources) are not yet available.

- The Commonwealth will continue to refine EMAC response capability and test this capability during an interstate exercise in October 2005.

- The Commonwealth will raise the pay for medical examiners in order to increase the number of local medical examiners recruited and maintained throughout the State.

INDUSTRY AND COMMERCE

One of the most dramatic lessons we learned from 9/11 was the extent to which acts of terrorism can devastate businesses, and as a result the Nation's economy. Following 9/11, some businesses were disrupted for one day while others are still feeling the adverse effects of the attack. Natural disasters also can have short and long-term negative effects on the business community, as witnessed following the 2004 hurricanes and the more recent hurricanes to hit the Gulf coast in 2005. Whereas some business activities may more acutely suffer the physical and financial destruction of a disaster, all business is vulnerable to interruption following a natural or man-made disaster.

Strategy→ Where we want to be

Businesses within the Commonwealth have the required information, training, tools, and established partnerships to prepare for, deter, prevent, respond, and recover from man-made or natural disasters.

Where we are .....

- A database is being maintained which contains contact information for professional engineers and architects that may be called on during emergencies.

Initiatives in Progress

- The Commonwealth will facilitate private sector participation in the fusion process and work with the private sector to identify and remediate outstanding liability issues.

New Initiatives

- The Commonwealth will provide an orientation on private security to Virginia's law enforcement officers during basic competency training.
- The State and local governments will coordinate with businesses and applicable private security organizations on the specific roles and restrictions of private security during heightened criminal alerts and catastrophic events.
- The Commonwealth will develop a planning template (tool kit) to assist the private sector in risk management and Continuity of Operations Plans (COOP).
- The State will work to ensure terrorism and catastrophic event insurance is available to private sector organizations.
- Following a disaster, local authorities will coordinate with the insurance industry to rapidly move insurance adjusters into disaster impact areas.
- State and local governments will work with the private sector to develop policies governing information and intelligence sharing.

- State and local governments will partner with the private sector to develop initiatives to deter threats to critical businesses and industries.
- The State will develop a Web site and emergency notification system, specifically designed for the private sector, containing information related to preparedness and necessary action in the case of an emergency.
- Vital private sector organizations will participate in Emergency Operations Centers (EOC) at the State and local levels.
- The State and local governments will facilitate the communication of risk management methodologies, “best practices”, and lessons learned to the private sector.
- The private sector and State and local governments will maintain a strong, collaborative relationship for the sharing of resources to support disaster prevention, response, and recovery.

TECHNOLOGY

The obvious threat of physical destruction from traditional methods of terrorism will remain well into the future. However, other threats also exist that cannot be overlooked or underestimated. The threat of cyber terrorism looms ever present. We have witnessed the disruption and economic loss suffered at the hands of "hackers." Hacker attacks range from a single person attack with no strategic plan in mind to well-orchestrated, well-planned cyber attacks that could wreak havoc on the business community on both a statewide and a nationwide basis. Therefore the Commonwealth must maintain a continual and ongoing effort to upgrade the security and protection of our cyber infrastructure.

In our world today, the Internet and computer-based networking systems are valuable resources that enable commerce and communication to prosper around the globe. In addition to cyber terrorism, the Commonwealth must also protect our technology infrastructure from damage or destruction by natural disasters, which can also adversely affect our ability to complete everyday tasks in both government and the private sector. Thus, the protection of information technology, one of our most critical infrastructures, is just as important as the protection of our intricate highway systems.

Strategy→ Where we want to be

The Commonwealth will deter, devalue, defend, respond and recover from attack or natural disaster incidents that threaten critical information technology systems.

Where we are .....

- Structures are in place for the long-term management of Critical Infrastructure Protection activities in Virginia.
- The Commonwealth Emergency Communications for Command and Control System (which is to be a major component of the Fusion Center) is in place.
- A program has been developed that supports movement towards the Commonwealth's Security Architecture Standard to prepare for and protect against cyber attacks. The Virginia Information Technologies Agency (VITA) assumes day-to-day responsibility for this function.

New Initiatives

- The Commonwealth will implement a statewide technological security structure through the Commonwealth IT Security Program.
- The draft IT business continuity plan will be implemented and tested with emergency responders both inside and outside of Virginia. An annual review of the plan will be a permanent part of the information technology security program.

TRANSPORTATION

One of the most critical areas of the nation's infrastructure is our elaborate transportation system. An intricate system of highways, bridges and tunnels allows commuters and commerce to move efficiently from one place to another. The American transportation system is a fundamental resource that enables this country to prosper—which is why its protection is paramount.

Virginia's transportation sector consists of several key modes: aviation, maritime traffic, rail, highways, trucking, busing, and public mass transit. The diversity and size of the transportation sector make it vital to the Commonwealth, to our economy, and to military mobilization and deployment for the protection of national security. Together the various transportation modes provide mobility for our population and contribute to our much-cherished individual freedom. The transportation infrastructure is also convenient. Our citizens rely on its easy access and reliability in their daily lives. Interdependencies exist between transportation and nearly every other sector of the economy. Consequently, a threat to the transportation sector may impact other industries that rely on it. Information about threats affecting transportation modes must be adequately addressed through communication and coordination among multiple parties who use or rely on these systems.

Strategy→ Where we want to be

The Commonwealth will have in place collaborative plans, equipment, training, and protection standards for security of transportation systems to include surface, aviation, and seaports.

Where we are .....

- State and local government and the transportation industry have collaboratively identified, in writing, all key transportation infrastructure and assets in Virginia and prioritized their protection. A plan is in place describing how key transportation infrastructures and assets will be protected, and State agency Transportation Protection Plans have been coordinated and consolidated.

- Business continuity plans are in place outlining the reconstruction and recovery measures that would be taken in the event of a disaster.

- Written policies and procedures pertaining to the protection of critical transportation infrastructure information have been promulgated.

- A current Continuity of Operations Plan is in place in the Emergency Management Division of the Virginia Department of Transportation.

- The Virginia Department of Transportation has a geospatial database documenting critical transportation infrastructure and key assets.

- The secure Web portal Proof of Concept Project has been tested and implemented.

- A Gubernatorial Memorandum has been issued directing that command and control facilities being constructed or modified for State use in Virginia include combined use by the Virginia State Police, appropriate transportation agencies, the Virginia National Guard, and interested local public safety agencies.

- The State has worked with its local and Federal partners to develop preplanned actions to enforce the existing Maritime Exclusion Zones (MEZs).

- The Commonwealth is fully integrated into the Federal port security program for both the National Capitol Region and Hampton Roads (which between them cover all Virginia Ports). The Governor has had a permanent representative on the executive committee of the Area Maritime Security (AMS) committees in both locations since the inception of the program in 2002.

Initiatives in Progress

- The Commonwealth will ensure all mass transit and Class 1 freight operators complete security plans and implement Buffer Zone Protection plans.

- The Commonwealth will identify potential funding sources for transportation's critical infrastructure security planning, equipment and training.

- The State will ensure the coordination of public and private sector transportation security research and development, and implementation of findings and recommendations.

- State and local governments will implement a public awareness program promoting citizen and private sector protection of critical transportation infrastructure.

- The Commonwealth will continue to use the geospatial database, Intelligence Map (IMAP), that documents critical transportation infrastructure and key assets. Stakeholders coordinate use of this data to develop a written plan for safeguarding these assets and infrastructure, such as the enforcement of maritime exclusion zones.

- The AMS port security plans have been developed under the aegis of the appropriate U.S. Coast Guard Captain of the Port, and provide integrated, layered defense for Virginia's ports. The plans involve the Coast Guard and Navy—as well as private, local, and State security and law enforcement assets—in an integrated and cooperative protection program to most effectively achieve our port security objectives.

New Initiatives

- The Commonwealth will develop instruction manuals and templates describing how to conduct and prepare general aviation Airport Security Audits/Plans.

- The State will conduct regular security audits of general aviation airports.
- The State will enforce compliance with minimum-security standards for all General Aviation Airports and continue to develop more advanced security standards that airports can implement upon realizing Virginia's minimum-security standards.
- The State will undertake general aviation security at commercial air carrier airports overseen by TSA.
- The State will integrate aircraft-licensing data into the Fusion Center's database.
- The Department of Aviation will participate with the Fusion Center to improve the flow and reliability of information.
- The Commonwealth will explore the requirements for a standard lease phrase requiring access to hangers for security and fire inspections.
- State and local governments will partner with VDOT, rail, water and other critical transportation nodes to enhance initiatives to deter threats to vital infrastructure.

UTILITIES

As providers of essential services to Virginia's public and private sectors and its citizens, utilities are an essential part of our daily lives and a critical component of our lives in the event of an emergency. Provision of such services as water, power and communications is a complex task in normal conditions and a challenge during such events as a hurricane or a terrorist attack. The reliance of so many sectors upon utilities for essential services confirms the need for cooperation between government and the utilities community.

Strategy→ Where we want to be

The Commonwealth will establish plans, procedures, training and exercises necessary to protect facilities and infrastructure providing water, power, and communications.

Where we are .....

- The Code of Virginia guarantees confidentiality and liability protection for information and intelligence in critical infrastructure plans shared with State/local government authorities.
- Virginia Statements of Emergency are coordinated with other states, both contiguous and noncontiguous.
- The appropriate authorities will be notified about any Statement of Emergency and that related updates to the Virginia Department of Emergency Management Web site are timely and accurate.
- The State is working with its Federal and private sector partners to secure nuclear power plants, petroleum plants, and communication and chemical facilities under the Critical Infrastructure Protection Plan.

New Initiatives

- The Commonwealth will develop a proposal to create a government/utility industry consortium/council to facilitate an ongoing line of communication and intelligence sharing.
- The State will coordinate information/intelligence sharing with the utility industry and ensure that law enforcement and emergency management plans address critical utility infrastructure.
- State and local governments will partner with utilities to enhance initiatives to deter threats to vital infrastructure.
- The State will coordinate assistance requests from utility companies responding to disaster impact.

CHAPTER II – OVERARCHING ISSUES

MANAGING RISK

→ *Where we want to be*

The general principles of risk management will permeate all levels of decisionmaking in the Commonwealth with regards to prioritizing resources, planning, equipping, training, and exercising preparedness activities.

New Initiatives

- The State will provide education, training and tools to citizens, local governments and private organizations to identify and assess risks within their respective communities and businesses.
- The Commonwealth will develop mechanisms to appropriately resource initiatives to address risks associated with the identification and assessment processes.

It is impossible to put a value on human life. While we can replace buildings and revitalize the economy after a disaster, there is no way to bring back lost loved ones. Thus, protecting people and our quality of life is at the core of managing risk.

There are three aspects to a comprehensive risk management approach to preparedness: physical, economic and societal. In all three of these areas citizens, government and the private sector must work to deter, prevent, respond to and recover from any disaster.

Physical risk management is the protection of people and infrastructure. One is irreplaceable if lost; the other is vital to the continued operation of the economy, the government and society. To deter physical risk citizens, law enforcement, public health, private industry, transportation and all levels of government must work together. Increased cooperation both prior to and after a disaster increases the Commonwealth's ability to better protect its people and physical assets, as well as quickly respond to and recover from an attack, be it large or small.

Economic risk management includes the direct costs of preparedness efforts to individuals and the public and private sectors. It also includes direct losses to the economy following a disaster, from which it is exponentially more difficult to recover. Post 9/11, the Nation's economy struggled to revive. The government is still paying the recovery cost of these attacks, and some businesses have had to declare bankruptcy due to irreconcilable losses. Likewise, there will be monumental costs to individuals, the government and the economy following the destruction on the Gulf Coast from the 2005 hurricanes. Between preparedness costs and losses, disasters can have a detrimental affect on the economy that may take months or years from which to recover.

Since 9/11, which triggered an increase in preparedness spending, the Federal government has allocated Virginia more than 400 million dollars[12] in preparedness funding. These funds allow for the proactive planning and preparation necessary to ensure the economy will not suffer a drastic downturn, as after 9/11, and will quickly recover.

Societal risk management is less tangible than physical and economic preparedness, but just as important. Disasters, particularly terrorist attacks, can have a detrimental effect on society by creating instability, as in the case of Hurricane Katrina, and impacting our core values. If the citizens of Virginia and the Nation as a whole are constantly fearful, the terrorists have accomplished their mission. Thus, societal preparedness should include public education and training opportunities detailing how citizens can best protect themselves, their families and their businesses before, during and after any disaster. As soon as people come to accept a certain level of risk from terrorist attacks, natural disasters, crime or illness, these crises will have a less detrimental impact. This will allow for a more speedy recovery.

The government must also better manage risks to our democratic values and civil liberties. These institutions are vital to our way of life and are often the first to be threatened by society's reaction to deliberate man-made attacks, particularly terrorism. It is essential that we not sacrifice constitutional rights such as privacy and due process for enhanced risk management efforts. Sacrificing these values does not better manage risk or improve safety; rather, it strikes at the very core of what the terrorists are trying to destroy. Thus, protection must not come at the price of freedom; they must be equally valued and enhanced or the society we are trying to protect will no longer exist.

Risk management, while it requires an all-hazards approach to preparedness, does not imply that the same levels of effort and funding are expended for all possible disasters. At one extreme of the continuum of risks are incidents that have a higher probability of occurrence with lower consequences, such as the inevitable daily risk of fires, crime and accidents. However, at the other extreme are disasters that have a lower probability of occurring, but much higher consequences. These include catastrophic natural disasters, and intentional crises such as chemical, biological, radiological or nuclear terrorist attacks.

The goal of managing risk is to find an acceptable balance between preparedness for the daily events that cause little damage to physical and economic assets or to society, and

[12] Since 9/11, from the majority of Federal sources, Virginia has received more than 400 million dollars. Virginia Department of Emergency Management Homeland Security Grant Programs internal audit. Source, Julian Gilman, Homeland Security Grants Manager at VDEM.

preparedness for the large-scale disasters that have much greater and longer-lasting consequences for these three areas.

STRUCTURE AND STRATEGY

→ *Where we want to be*

The Commonwealth will maintain structures to oversee the implementation of the Secure Commonwealth Initiative Strategic Plan and encourage continuous improvement in Virginia's preparedness posture across all levels of government, private entities, and its citizenry.

New Initiatives

- The State will establish a permanent cabinet-level office to provide overall planning, management, direction, facilitation, and evaluation of the Commonwealth's preparedness efforts.
- The chief executive of each local governmental unit in Virginia will appoint an executive level contact person to oversee local governmental preparedness efforts.
- The Commonwealth will sustain the momentum in its preparedness activities by maintaining the Secure Commonwealth Panel.

The Commonwealth must work to ensure the risk management structure is rapidly adaptable and that it transcends functions, levels of government, and the public and private sectors over the long term. The Secure Commonwealth Initiative, through the Secure Commonwealth Panel and the Governor's Office of Commonwealth Preparedness, provides an oversight component to this organizational structure that ensures a comprehensive and enterprise-wide risk management structure continues to progress.

The strategy of the Initiative continues to be the facilitation of a progressive preparedness environment. The best strategy for maintaining the current risk management structure is to institutionalize the process and direct adjustment of the statewide enterprise.

FUNDING

→ *Where we want to be*

Funding for preparedness activities is based upon collaborative relationships and prioritized via a thorough evaluation of risk.

New Initiatives

- The Commonwealth will define a base level of preparedness for all communities in Virginia and provide funding to reach that base level.

- The Commonwealth will evaluate funding mechanisms to continue preparedness initiatives in the current environment of diminishing Federal funding.

- State and local governmental units, first responders and private organizations will be required to conduct risk assessments to qualify for funding and prioritization of preparedness projects.

Immediately after September 11, 2001, the homeland security environment in the Commonwealth was predominantly reactive. Post September 11th, priorities determined funding—making risk management increasingly proactive.

The first wave of funding for preparedness initiatives was almost exclusively dedicated to purchasing equipment for first responders, as well as to basic planning, training and exercising. Funding for preparedness has since progressed beyond funding basic preparedness needs, such as equipment for first responders, to expenditures for advanced training, planning and exercising.

State and local government entities in Virginia have received most of the $400 million in Federal homeland security funds allocated to the state. Federal rules specify that localities receive at least 80 percent of homeland security preparedness grant funds, while bioterrorism funding allocation is not limited. Virginia's State agencies retain 20 percent of Federal funds.

The Commonwealth determines how Federal preparedness grant funds are allocated to localities. The funding formula has historically been a fixed base amount with the remaining funds allocated based on population. The State has a set process for funding allocation: "When applying for a grant award, sub-recipients[13] must show how they will use the Federal funds and how the goods or services purchased will provide or enhance capabilities and support the sub-recipients' homeland security strategic plan. Sub-recipients receive Federal funds upon grant approval and must provide quarterly status reports to [the Virginia Department of] Emergency Management, which provides regular reporting updates to the [Governor's] Office of Commonwealth Preparedness."[14] This process ensures not only the efficient distribution of funds to localities, but also the proper use of preparedness funding.

Acknowledging that the Commonwealth is only as strong as its weakest link, the first phase of funding for preparedness recognized that there should be a base level of preparedness in every community in Virginia. The first phase—ensuring that community first responders on the front line have the equipment necessary to perform their jobs—has, to a great extent, been achieved. The funding formula in the future, however, must have the flexibility to recognize that new technology may outstrip the old, meaning equipment previously purchased for first responders may need to be replaced. Additionally, equipment with an expiration date of usability will need to be replaced; and some equipment will need to be replaced after use, due to contamination.

[13] Sub-recipients of grant funding are localities, to include all counties and cities in the Commonwealth.
[14] "Review of the Commonwealth's Homeland Security Funding." Auditor of Public Accounts, Commonwealth of Virginia. May 2005. p.5.

However, it is essential that before funding is considered for dissemination, adequate performance measures are in place to ensure proper spending. Performance measures will provide a quantitative and qualitative analysis of each agency's and each locality's performance, thereby determining progress and the amount of money to be allocated. In short, in the future no money should be spent without measuring performance objectives.

Preparedness funding also must be allocated to better manage risks to Virginia's critical infrastructure. The formula for distributing funding from the Department of Homeland Security has traditionally required allocation to localities based on population. Currently, a new methodology is being developed to add a risk assessment to the allocation formula, in which a locality would receive funding based on the level of risk it faces and/or the destruction it has incurred from natural and man-made disasters.

Virginia has already begun to move in this direction, primarily using economic risk—the predominant mechanism for which data is readily available. Funds must be allocated based on the degree or likelihood of risk, regardless of type, and address the capacity to deal with the risk. The allocation formula must take into account risk and vulnerability factors, such as whether a locality is urban or rural.

In the coming years, funding preparedness efforts must evolve into a coordinated plan to manage risk that is reflective of the new philosophy of developing a seamless, coordinated security and preparedness strategy. Recent Federal guidance focuses on capabilities-based planning. The long-term strategy for spending funds earmarked for security and preparedness must change from a reactive strategy to a proactive and planned strategy for enhancing the overall safety, security and preparedness of the Commonwealth, based on risks and vulnerabilities.

Furthermore, it is essential from both an operational and a policy perspective that preparedness funds are spent on quality results that can be quantified. Citizens must see that their money is wisely spent, with long-term achievable goals clearly identified. Utilizing a performance measurement system based on targeted capabilities accomplishes this goal.

Moving from reactive funding to a long-term, results-oriented, enterprise-wide approach will ensure resources are dedicated to advancing the security and preparedness goals of the Commonwealth.

In February of 2005 the Initiative commissioned five Task Forces[15] under the Secure Commonwealth Panel to examine issues that will be pivotal to the security and preparedness of the Commonwealth in the future. The Funding Task Force was charged with examining and recommending methodologies for apportioning security and preparedness funding to localities in the future, since it is anticipated that Federal funding may decrease.

[15] The recommendations in the Task Force reports are provided in the appendix.

PERFORMANCE MEASURES

→ *Where we want to be*

All preparedness activities in the Commonwealth will have measurable performance goals. The progress toward those goals will be evaluated regularly and tied to funding allocations.

New Initiatives

- The State will provide tools and education to local governments and private organizations to aid in the development of measurable goals for closing preparedness gaps based on the results of the risk management process.
- Exercises (tabletop, functional, full-scale) will be used to validate achievement of performance goals.

The Performance Measures Task Force was charged with developing measures to gauge the performance of localities and of Virginia as a whole in the implementation of the Federal government's homeland security efforts. This task force reports that:

In the years since September 11, the Commonwealth's focus has been primarily on taking short and medium term measures needed to close clearly identified "capability" gaps rather than on establishing a long-term vision of Virginia's security and ensuring we have the right capabilities to meet those overall needs. Indeed, most of the Federal homeland security grant assistance received by the Commonwealth has been utilized for specific equipment gaps that were identified rather than for training and the development of overall capabilities or protocols. With the passage of time and the completion of many short term tasks, it is now time to plan for the longer term and put in place a full-scale, integrated homeland security strategy, including the building of an integrated set of capabilities to prevent and respond to homeland security threats and a system of standards to measure whether Virginia is meeting its preparedness needs.[16]

Performance measures need to be more than just money spent. To efficiently and effectively measure progress, performance measures must be readily identifiable, related to already-accepted national or statewide standards, and designed to provide for both quantitative and qualitative progress. Virginia will no longer spend preparedness funds without clearly defined goals to close capability gaps in preparedness and the ability to measure progress toward those goals. If a preparedness goal cannot be measured, it will not be done.

[16] Jeff Bialos, "Performance Measures for Commonwealth Preparedness: Report & Recommendations of Performance Measures Task Force," Submitted to the Secure Commonwealth Panel May 10, 2005, p. 5. See Appendix for full report.

INFORMATION, EDUCATION AND COMMUNICATIONS

→ *Where we want to be*

The Commonwealth will establish, enhance and maintain vital public information and education channels with its citizens to enable them to participate actively in deterrence, prevention, response, and recovery activities associated with natural and man-made disasters.

New Initiatives

- The Commonwealth will establish and maintain a conduit for information flow between citizens and government.
- The Commonwealth will enhance methods to communicate with employees in government and industry.
- The Commonwealth will encourage its citizens to use available communication sources and technologies to receive preparedness information on a daily basis.
- The Commonwealth will enhance methods of intergovernmental communication within the State and regionally.
- The Commonwealth will maintain a resource center that provides public information and education materials as well as educational opportunities within regions and communities to citizens, first responders, business, and industry.

The role of communications and information in society cannot be over-emphasized. Ours has become an "information society" where daily habits and opinions are influenced by what is heard or read in the media. It is vital to the success of this Initiative that government share information in a timely and accurate manner. In fact, information sharing will engage citizens as active participants in preparedness, prevention, and deterrence activities and make them more willing to follow emergency instructions at the time of an event.

The challenge of communicating across cultural boundaries cannot be overlooked. The State and its partners must work together to determine how best to meet the communication needs of special populations that must be engaged and protected. Once the necessary communication channels are identified and established, they should be regularly used in communicating with the public.

Education goes hand-in-hand with information sharing and communication efforts. Citizens must participate as full partners with the State in preparing themselves and their families for emergency and disaster situations.

Government, first responders, and private business and industry also must make education a priority for their leaders and staff. Only an educated and informed workforce can realize the

full potential of this Strategic Plan. The circle of preparedness, deterrence, mitigation, response, and recovery is not stagnant…it is constantly changing and evolving as science, technology, and experience provide new lessons.

INFORMATION AND INTELLIGENCE INTEGRATION/SHARING

→ *Where we want to be*

Information and intelligence for all-hazards will be shared across agencies; local, State and Federal governments; and private organizations with due regard to operational security.

Initiatives in Progress

- The General Assembly authorized the creation of an intelligence Fusion Center in 2005.

The events of 9/11 brought to light serious flaws in the intelligence system upon which our nation relies to collect, combine, analyze, and evaluate information on both domestic and international threats. The 9/11 Commission, which conducted extensive investigations of the events surrounding the 9/11 terrorist attacks, states:

> *National intelligence is still organized around the collection disciplines of the home agencies, not the joint mission. The importance of integrated, all-source analysis cannot be overstated. Without it, it is not possible to "connect the dots." No one component holds all the relevant information. (9/11 Commission Report, p.408)*

This conclusion applies not only at the Federal level, but also at the State and local levels. Thus, it is vital that, as the Federal government works to create an information/intelligence-sharing environment[17], Virginia also create a more efficient and effective fusion process among its agencies and local and Federal partners.

The concept of a fusion process, developed from the Federal government's recent initiatives, is to create an information/intelligence-sharing environment. The mentality in the intelligence community must change from "need-to-know" to "need-to-share". Thus, sharing of information/intelligence needs to be the norm rather than the exception. One of the most prevalent obstacles to this process, however, will be the existing culture. The practice of withholding information/intelligence and the extensive chain-of-command process must end for the fusion process to be successful.

The fusion process must include partners from Federal, State, local and Tribal governments, law enforcement and non-law-enforcement agencies, the private sector, and citizens. Without all of these players actively collecting, combining, analyzing and sharing

[17] At the behest of both President Bush's Executive Order 13356 to "Strengthen the Sharing of Terrorism Information to Protect Americans" and the *National Intelligence Reform Act of 2004*, the Federal government is working to facilitate an information/intelligence sharing environment both horizontally (within the Federal government) and vertically (between the levels of government and the private sector).

information/intelligence, it is impossible to have a complete understanding of the threats we face as a State and a nation.

The Commonwealth Fusion Center

To facilitate the fusion process at the State level, Virginia's Secure Commonwealth Panel made a recommendation to the Governor in 2002 allowing for the creation of an intelligence fusion center. The original recommendation stated:

> *Direct the Departments of State Police and Emergency Management to prepare a plan to provide for the physical integration of the Virginia Criminal Intelligence Center and Virginia Emergency Operations Center to create a "central information fusion center" concurrent with the construction of the new State Police Headquarters and Department of Emergency Management Emergency Operations Center. This integration should provide for necessary separation of core functions of both but achieve information integration between consequence and law enforcement functions as it relates to "homeland security" intelligence sharing. This fusion center should be staffed by a multi-disciplinary team of professionals from law enforcement, health and medical, emergency management, fire and Emergency Medical Services all with attendant federal security and law enforcement certifications to provide for effective information sharing.*

Section 52-47 of the Code of Virginia, mandating creation of a State intelligence fusion center, states:

> *The Governor shall establish, organize, equip, staff, and maintain a multi-agency intelligence fusion center to receive and integrate terrorist-related intelligence and information. The Department of State Police shall operate the facility, as directed by the Governor and in cooperation with the Department of Emergency Management and other such state and local agencies and private organizations as the Governor may deem appropriate. The fusion center shall collect, analyze, disseminate, and maintain such information to support local, state, and federal law-enforcement agencies, and other governmental agencies and private organizations in preventing, preparing for, responding to, and recovering from any possible or actual terrorist attack.*

The Fusion Center will serve as the Commonwealth's tool in implementing a multilevel and multidisciplinary fusion process. The legislation that established the Fusion Center identified this as a tool the Commonwealth will use to facilitate the fusion process with regard to intelligence and information relating to terrorism. However, over the long term the fusion process will work to prevent, deter, and effectively respond to risks the Commonwealth faces, both man-made *and* natural, at an enterprise level.

Vision for the Future

As the Commonwealth moves toward an information/intelligence-sharing environment, the Fusion Center will provide the tools necessary for the fusion process. The various levels of government, as well as agencies, must develop protocols for the sharing and handling of sensitive information. Protocols and good working relationships will foster trust and develop an environment in which information can seamlessly pass from one entity to another on an everyday basis *and* in times of crisis.

It is important to remember that the fusion process does not replicate or replace current intelligence/information gathering processes and systems. Rather, the fusion process should build on the Commonwealth's established protocols and provide analysis, evaluation, and dissemination to identify and mitigate threat at an enterprise level. The Fusion Center should be the place where all agencies and levels of government are brought together to share and analyze information/intelligence in a joint effort to prepare and secure the Commonwealth.

CIVIL LIBERTIES

→ *Where we want to be*

Preparedness activities will not infringe upon, but will rather enhance, the civil liberties of Virginia's citizens. Citizens will preserve civil liberties by incorporating the principles of preparedness into their daily lives.

New Initiatives

- State and local governments will provide information, education, and tools to citizens to assist in personal emergency preparedness.
- Virginia will protect the civil liberties of its citizens through the promotion of citizen involvement and/or representation on State and local preparedness committees.

The 9/11 attacks fundamentally changed the Nation's perception of its security. In response to the public's call for increased protection, the government has taken actions to increase the security of the nation from terrorist threats. These steps have led to a debate regarding core American values embedded in our culture since the construction of the Constitution. Traditionally, the question has been framed: "Do we limit civil liberties to ensure our safety, or should they be reasserted in times of war to safeguard our liberty?" This debate implies that we have to choose between security and freedom. The two, however, are not mutually exclusive. As stated in the Fifth Annual Report to the President and the Congress of the Advisory Panel to Assess Domestic Response Capabilities for Terrorism Involving Weapons of Mass Destruction:

> *The framers chose not to consolidate power and restrict freedoms but to devolve power to the people and protect civil liberties from encroachment. They recognized that civil liberties and security are mutually reinforcing.*

> *Security clearly ensures the freedom to exercise our liberties, but it is also true that the exercise of civil liberties and our way of life contributes to our strength and security. (V Annual Report, p. E-1 – E-2)*

In times of uncertainty it is important to hold fast to ideals of liberty and freedom. To best preserve the national identity created by the framers, security measures and civil liberties should be simultaneously strengthened.[18]

One of the most critical aspects of protecting liberty is creating a culture of preparedness. Homeland security cannot be just a governmental department; it must become a way of life through heightened awareness and precaution. Having an informed public that understands the objective of new security measures is vital in the war on terror. Through this new, embedded culture, we will be able to preserve the stability of our daily lives that the terrorists work to disrupt.

The purpose of integrating homeland security into American culture is to improve the quality of daily life for each citizen. Homeland security is about managing risk—including risks to our physical security, economic security, societal stability, and above all, to the preservation of our civil liberties. Only when managing risk becomes an instinctual part of everyday life will we be able to protect the liberties upon which this country was built.

The Intelligence and Information Sharing Task Force report further addresses both information sharing throughout the Commonwealth and the protection of civil liberties.

[18] Suzanne Spaulding, "Appendix E - Civil Liberties in a Post-9/11 World," V. Forging America's New Normalcy: Securing Our Homeland, Preserving Our Liberty (The Fifth Annual Report to the President and the Congress of the Advisory Panel to Assess Domestic Response Capabilities for Terrorism Involving Weapons of Mass Destruction), 15 December 2003, E-9.

CHAPTER III – HISTORICAL OVERVIEW

The Secure Commonwealth Initiative has worked to address two broad imperatives with respect to security and preparedness in Virginia. First, it was important to assimilate the work that had already been completed in many areas. Rather than reinvent the wheel, the Secure Commonwealth Initiative integrated existing reports and knowledge to determine what next steps were necessary to further enhance the Commonwealth's security and preparedness.

Following this preliminary step, it was then possible to focus on outstanding issues in the various functional domains of risk management. The Secure Commonwealth Initiative began its efforts by addressing those actions that could be readily accomplished. These actions—such as meeting the equipment needs of first responders, rebuilding public health infrastructure, and improving intelligence sharing—underscored the critical importance of synchronized initiatives. Concurrently, the Secure Commonwealth Initiative began to develop clear short- and long-term strategies to address the more complex issues of preparedness in Virginia.

POLICY PERSPECTIVE

Prior to 9/11, preparedness was not at the forefront of most policy discussions. Instead, preparedness was considered a function performed by entities with "crisis management" duties such as law enforcement, fire, emergency management and EMS. In the post 9/11 environment, preparedness is an issue that permeates policy discussions in every aspect of government and the private sector. The events of 9/11, last year's Pacific tsunami, and the unfolding crisis in the wake of the hurricanes that devastated the Gulf Coast in 2005 underscore the need for every public and private sector entity to be part of an enterprise for managing risk.

This shift toward a sustained statewide look at risk put a new emphasis on the issue of preparedness through risk management. While current events cause us to address preparedness as "homeland security," preparedness is coordinated as enterprise-wide risk management. Hence, the Commonwealth and the Nation as a whole have endeavored to develop policies to reflect this continuing culture change.

In addition, the Commonwealth must address the need for a comprehensive policy shift toward public risk management education. Public education is not a traditional area of focus for risk management—with basic functional and hazard-specific training for public health, fire, and general safety being the obvious exceptions. Risk management education should transcend basic health and safety education to highlight the concept that the risks we face transcend *all* hazards and scenarios. The more the public understands this concept, the less impact emergency situations will have on the ability of the economy, society, and government to respond and quickly recover.

PROGRAM PERSPECTIVE

Historically, programs have driven priorities from the Federal level down to states and localities. However, post 9/11 the Federal government shifted from specific, targeted

programs to broadly applied block-style grant programs driven by measurable priorities. The Federal government has developed new programs that allow states and localities to determine which specific needs to address. Hence, Federal resources are now provided in a broader context to encourage a more "all- hazards" approach.

The shift in policy with regard to preparedness funding has had implications for programs designed to address risk. Programs no longer drive priorities and solutions. Rather, these are set at the State and local levels with Federal assistance, providing support mechanisms in a broad programmatic context.

OPERATIONAL PERSPECTIVE

The operational approach to risk has shifted from *decentralized* direction and coordination and *decentralized* execution to a national approach consisting of *centralized* direction and coordination and *decentralized* execution. With the creation of cabinet-level departments and secretariats at Federal and State executive levels—such as the Federal Department of Homeland Security and the Homeland Security Council, and the Virginia Governor's Office of Commonwealth Preparedness and the Secure Commonwealth Panel—a centralized approach to organizational direction and coordination has become increasingly possible. Conversely, the maintenance of decentralized execution enables various agencies, levels of government, and the private sector to more efficiently and effectively implement new and ongoing preparedness operations tailored to their specific needs.

The shift to centralized direction and coordination assists in creating the national culture change that must take place to ensure a coherent approach to risk management. Citizens and local, State, Federal, and private entities are encouraged to adopt a new culture of coordination, cooperation, and awareness to ensure preparedness efforts will be successful today and in the future. For example, incident management is an important component of this new operational structure. Continued movement toward a national process in which incident management control is centralized and tactics and strategies are carried out at the local level is key to ensuring an effective and efficient response and recovery effort for natural or man-made disasters.

SECURE COMMONWEALTH INITIATIVE

Virginia's efforts to prepare for the possibility of a terrorist attack date back to the mid-1990s. Following the first bombing of the World Trade Center in 1993 and the attack against the Alfred P. Murrah Federal Building in Oklahoma City in 1995, local and State officials began to contemplate the likelihood that Virginia would someday be the target of terrorists. As a result, efforts to enhance planning, provide training, and organize response and recovery intensified. These efforts represented collective partnerships between State and local officials working with Federal authorities and the private sector.

September 11, 2001 began a new chapter in the history of the United States. Officials at all levels of government and the private sector were required to reexamine their priorities and direct their focus to security and preparedness. In Virginia, then Governor James S. Gilmore established the Virginia Preparedness and Security Panel with Executive Order 85 (01) on

October 18, 2001. Executive Order 85 charged the Panel with making a swift analysis of security threats within the State to identify risks to Virginians and vital properties. Following that analysis, the Panel was charged with assessing the Commonwealth's ability to prevent, prepare for, and respond to the identified risks, especially terrorism, and to make specific suggestions to improve the Commonwealth's state of preparedness.

Governor Mark Warner stressed in his January 2002 State of the Commonwealth Address that "among the most important responsibilities and profound duties of government at all levels is to provide for the safety and security of its citizens." He acted quickly to create the Secure Virginia Initiative, the Secure Virginia Panel, and the Office of Commonwealth Preparedness. He also institutionalized the Commonwealth Preparedness Working Group.

Executive Order 07 (02) established the Secure Virginia Initiative and Secure Virginia Panel. Governor Warner created the Secure Virginia Initiative to improve the safety and security of Virginia's citizens by improving the Commonwealth's preparedness, prevention, response, and recovery capabilities for natural and man-made disasters. The Initiative was charged with strengthening partnerships among citizens, communities, government agencies and the private sector to best realize these objectives.

The Secure Virginia Panel was created to implement the Secure Virginia Initiative, establish a forward-thinking vision for emergency preparedness in the Commonwealth, and recommend improvements to the Commonwealth's emergency preparedness strategy. The Panel was divided into nine sub-panels[19] supported by the members of the Commonwealth Preparedness Working Group, a standing multiagency, cross-Secretariat group of senior State agency officials. Changes resulting from Panel recommendations include legislation, regulations, organizational modifications, improvements in communication at myriad levels, and changes to funding mechanisms.

Governor Warner charged the Panel with reviewing, evaluating, and making recommendations pertaining to, the emergency preparedness of government; facilitating cabinet-level coordination among the various agencies of State government related to emergency preparedness; and facilitating private sector preparedness and communication. The Panel also was charged with reviewing all current disaster, emergency management, and terrorism management plans for executive branch State agencies and making recommendations for changes to those plans to improve preparedness. Governor Warner reissued Executive Order 07 (02) on January 27, 2003 to extend the Secure Virginia Initiative for an additional year and to expand membership on the Panel.

Governor Warner supplemented Executive Order 07 (02) on May 3, 2004 when he signed Executive Order 69 (04) to comply with the requirements of § 2.2-135 of the Code of Virginia. Executive Order 69 (04) established the successor to the Secure Virginia Initiative,

[19] The nine sub-Panels include Agribusiness, Citizens and Communities, First Responders, Government Operations and Funding, Health and Medical, Industry and Commerce, Technology, Transportation, and Utilities.

the Virginia Secure Commonwealth Initiative, to implement strategies that enhance the safety and security of the citizens of Virginia. To support the Initiative, the Executive Order established the Secure Commonwealth Panel that, like the Secure Virginia Panel, is divided into nine sub-panels supported by the members of the Commonwealth Preparedness Working Group.

The 29-member Secure Commonwealth Panel is charged with monitoring and assessing implementation of statewide deterrence, prevention, response, and recovery initiatives, as well as for reviewing, evaluating and making recommendations pertaining to the security and emergency preparedness of government at all levels in Virginia. The Panel also is responsible for facilitating cabinet-level security and emergency preparedness coordination among the various agencies of State government and facilitating private sector preparedness and communication. Additionally, the Panel is charged with preparing a comprehensive strategic plan that outlines the status of ongoing statewide efforts to manage physical, economic, and societal risks and recommends strategies for future activities.

The Secure Commonwealth Initiative is a clear result of the numerous changes in government post 9/11. The Panel is a critical component of the new approach to risk management policy, programs, and operations in the Commonwealth. Since its inception, the Panel has ensured a sustained look at risk in the Commonwealth and has successfully directed vital and innovative risk management policies through many venues for statewide implementation.

In setting statewide priorities for preparedness, the Panel has better enabled State government and local governments to work with our Federal partners to direct resources toward implementing these priorities. This is a vital step in forging a new culture where priorities drive programs rather than permitting the availability or lack of funding to dictate what can be accomplished.

The Virginia Secure Commonwealth Initiative has successfully centralized direction and coordination. It continues to set direction and bring together various stakeholders in a coordinated effort to manage risk. While centrally setting statewide priorities and coordinated efforts, the Panel and the Governor's Office leave much of the execution of the State's preparedness initiatives to the localities and the private sector.

CHAPTER IV – OVERVIEW OF PROGRESS SINCE 9/11

STATE

Since its inception, in February 2002, Governor Mark Warner's Secure Commonwealth Initiative has taken great strides toward strengthening preparedness in Virginia.[20] The establishment and continued support of the Secure Commonwealth Panel (SCP), a 29-member commission made up of highly knowledgeable Virginians, has produced over 50 security and preparedness recommendations to the Governor in an effort to integrate and synchronize all public and private sector risk management activities. The Initiative is finalizing a five- to six-year strategic plan for the Commonwealth that specifically addresses prevention, preparedness, response and recovery. The Strategic Plan includes input from various stakeholder groups, the nine SCP sub-panels, and five task forces. In addition, a series of public hearings throughout Virginia solicited citizen input on the Plan.

The Initiative has developed strategies to provide support, training, and tracking that enable State agencies to comply with the Governor's 2002 directive stating that all executive branch agencies develop or update existing emergency response plans. These plans address Continuity of Operations (COOP). The majority of executive branch agencies have met compliance standards for developing or updating their COOP plans as of July 2005.

Continuity of Government was addressed in 2002, with the Initiative's development of a Constitutional Amendment expanding the line of succession for the Office of the Governor. The General Assembly codified this initiative in 2003 and 2004.[21]

The Initiative addressed the issue of interagency coordination by developing the Commonwealth Preparedness Working Group. The working group, comprised of principal leaders in agencies with a risk management role, is charged with enhancing State capabilities and identifying critical resources in the areas of crisis and consequence management.

To improve outreach efforts, the Commonwealth adopted seven regions as an organizational system for coordinating overall preparedness activities with local communities. The Virginia Department of Emergency Management has hired seven regional coordinators. These regional emergency managers are responsible for providing ongoing support for development and implementation of comprehensive all-hazards emergency management programs at the local and regional levels. They also work closely with the seven Virginia State Police District Offices and local communities, thus improving information sharing and operational coordination among local and State law enforcement and non-law-enforcement entities. The positioning of these and other regional personnel, such as health department officials, allows the development of strong bonds between localities and their State partners. In the event of

[20] Governor Warner's Executive Order 7 (2002) states that the Secure Virginia Initiative's mission is to at a minimum, "enhance the Commonwealth's prevention, preparedness and response and recovery capability for natural disasters and emergencies of all kinds, including terrorist attacks."
[21] The General Assembly approved additions to the line of succession for the Office of the Governor twice, as it is required by law that any Constitutional change be approved by the General Assembly two times.

an emergency, these partnerships will serve to enhance the Commonwealth's response and recovery efforts.

The Commonwealth has improved preparedness in Virginia's communities through State and local partnerships on the Interoperability Initiative, the Bio-Terrorism Preparedness Program, and the Homeland Security Funding Program. The establishment of regional and local liaisons and the promotion of statewide initiatives in each region enhances local and regional preparedness activities through a comprehensive and proactive risk management approach.

The State continues to maintain a relationship with Virginia's military community, as well as with military authorities in Washington, D.C. This relationship is sustained through: the Virginia Military Advisory Council, the Virginia Commission on Military Bases, the Virginia National Defense Industrial Authority, Base Re-alignment and Closure efforts, Determined Promise 2004, and the Virginia Modeling and Analysis Simulation Center. These various working groups and collaborative efforts strengthen and preserve civil/military relations throughout the Commonwealth. The Virginia Military Advisory Council has made over 20 recommendations, approved by the Governor, to improve civil/military coordination of education, emergency response, and spouse adaptation issues.

Other examples of the Initiative's leadership include: Virginia's leadership in the national election security planning efforts, recognized by media and public officials alike; and the development of a multiagency, cross-Secretariat working group charged with developing a primary training and certification curriculum for first responders. The Commonwealth Preparedness Working Group Training Consortium has developed and is delivering a Terrorism & Security Awareness course to all State employees. In addition, in 2003 Virginia adopted the National Incident Management System as basis for all incident management in the Commonwealth. Led by the Virginia Department of Fire Programs and the Virginia Department of Emergency Management, the National Incident Management System has trained over 7,000 personnel in incident command and management.

The Initiative has provided oversight and guidance to several State agencies on response and recovery related issues. The 2003 General Assembly passed House Bill 2184, which authorized unlicensed personnel to administer or dispense necessary medications in the event of a terrorist attack. This bill also addressed medical malpractice coverage for homeland security emergencies. In addition, the quarantine and isolation legislation addresses the rights of individuals, the authority of the Commissioner of Health, and due process, and clarifies definitions regarding quarantine and isolation (House Bill 1483 & Senate Bill 685).

The Secure Commonwealth Initiative is working to ensure integration of information and intelligence relating to prevention, deterrence, response, and recovery between law enforcement and non-law-enforcement agencies and between the government and private sectors. Specifically, the Initiative has facilitated: the physical integration of the Virginia Criminal Information Center and the Virginia Emergency Operations Center to create a "central information fusion center"; a process to integrate State aircraft licensing data into the information Fusion Center and ensure coordination with the private security community through the Virginia Department of Criminal Justice Services; and private sector participation in the fusion process, which is supported by Freedom of Information Act

legislation (2003 General Assembly, House Bill 2210 & House Bill 2211) that protects critical infrastructure information and authorizes the development and adoption of a standardized but State-specific threat warning system that complements the existing Federal system.

In its efforts to improve the safety and security of Virginia's citizens, the Initiative has taken an all-hazards, enterprise-wide approach. The Initiative will continue to serve as a focal point for improving prevention, deterrence, and response and recovery initiatives. The Commonwealth has come a long way in the war on terror, but we must remember that the enemy must be right only once, whereas we must strive to be right all of the time. Risk management is the future of homeland security across the nation and the Commonwealth. Thus, the Initiative will continue to identify and resolve new homeland security policy and development issues.

STATE/FEDERAL RELATIONSHIP

The effects of emergencies and disasters are experienced most immediately at the local level. Almost certainly, local first responders will be the first to reach the scene of an event and the last to leave. Thus, the Nation's nearly three million State and local first responders must be prepared to quickly and efficiently mobilize for any emergency. Some events—especially those involving chemical and biological agents, or unconventional explosive devices—may also impact neighboring localities. A successful response to many emergencies will depend on the development of a closely coordinated and integrated local-State-Federal partnership.

State governments share many powers with Federal institutions. Our Nation has more than 87,000 jurisdictions with overlapping Federal, State and local governance. The challenge to local, State and Federal governments is to avoid duplication and construct an interlocking, complementary strategy and complementary systems for risk management, preparedness, and response that ensure essential requirements are met. State and local governments carry the primary responsibility for funding, preparing, and operating emergency services.

Despite the importance of the State's role in Commonwealth preparedness, it should be observed that State laws may not take precedence over conflicting Federal laws. The Supremacy Clause of Article VI, Clause 2 of the United States Constitution states, "This Constitution, and the Laws of the United States which shall be made in pursuance thereof . . . shall be the supreme law of the Land; and the Judges in every State shall be bound thereby, any Thing in the Constitution or Laws of any State to the Contrary notwithstanding." This means that Federal laws and regulations on homeland security will trump conflicting laws enacted by Virginia.

On the other hand, it should also be noted that the United States Constitution expressly reserves to the States and the people the authority to make laws where the Constitution or Federal law is silent. The 10th Amendment states, "The powers not delegated to the United States by the Constitution, nor prohibited by it to the States, are reserved to the States respectively, or to the people." In other words, if the United States Congress or other Federal entities have not enacted a law or regulation pertaining to Virginia's preparedness pursuant to

their Constitutional powers, Virginia is free to enact legislation and regulations in this area, as long as the measures are Constitutional and otherwise lawful.

State emergency preparedness plans are based on needs assessments and are developed in collaboration with State and local emergency management officials and fire, law enforcement, emergency medical services and public health services. Maximum coordination and utilization of resources requires integration of resources available at the local, State *and* Federal levels. State and local first responders need a coordinated Federal preparedness effort to maximize risk management, preparedness, and response; and to eliminate confusion, overlap and duplication among Federal programs.

Creation of the Department of Homeland Security (DHS) in 2004 represented an extensive reorganization of 22 federal agencies and 180,000 employees to consolidate in a single agency all functions related to defending the homeland from terrorism. A comprehensive National Strategy for Homeland Security was developed that focuses on six pivotal areas: intelligence and warning; border and transportation security; domestic counterterrorism; protecting critical infrastructure; defending against catastrophic threats; and emergency preparedness and response. Governor Warner designated the Assistant to the Governor for Commonwealth Preparedness as his primary liaison with the U.S. Department of Homeland Security and the Executive Office of the President, Homeland Security Council.

In addition to integrating all homeland security functions under one roof, DHS merged 25 offices that aid State and local governments to establish the Office of State and Local Government Coordination. This Office provides a single point of contact for security-related information that impacts State, local, Territorial and Tribal governments. The merger provided a unified and coordinated means of assistance and support to States and local jurisdictions. The Office facilitates the coordination of DHS-wide programs that impact State, local, Territorial, and Tribal governments. It serves as the primary point-of-contact within DHS for exchanging information with State, local, Territorial, and Tribal homeland security personnel. It identifies homeland security-related activities, best practices, and processes that are most efficiently accomplished at the Federal, State, local or regional levels; and it utilizes this information to ensure that opportunities for improvement are provided to State, Territorial, Tribal and local counterparts.

The National Capital Region (NCR) presents a unique challenge for coordinating regional planning, cooperation, preparation, and response for the multiple government entities responsible for its institutions and over four million citizens. The NCR comprises the leadership of the District of Columbia, the State of Maryland, and the Commonwealth of Virginia. The NCR has made significant progress in meeting the complex challenges of risk management and has set an example for regional planning, coordination, and responsiveness. This regional coordination resulted in an NCR better prepared and more secure, with a needs-based regional strategy for risk management, improving preparedness, and addressing security.

Intergovernmental cooperation between local, State and Federal government entities as well as within each level of government must be established, strengthened, and nurtured to facilitate coordination and cooperation among all levels of government. Only with an

integrated approach to preparedness will the national vision for an integrated and seamless risk management system be realized.

PRIVATE SECTOR

Since September 11, 2001, the relationship between the private and public sectors has become even more critical to the safety and security of our citizens than before.

As mentioned by the Advisory Panel to Assess Domestic Response Capabilities for Terrorism Involving Weapons of Mass Destruction in their Fourth Annual Report to the President, approximately 85 percent of the infrastructure in the U.S. is controlled by the private sector, as is over 85 percent of the national workforce.[22] These factors have contributed to a regulatory relationship between the public and private sectors. With the private sector acting as regulatee and the government as regulator, a cultural mindset has evolved over the past 200-plus years that rewards competition and discourages strong bonds between government and the private sector.

To be truly prepared in the post 9/11 era, government and the private sector must learn to move beyond the antitrust and regulatory perspective to focus on risk management that is supported both statutorily and operationally. Adjusting the traditionally strained relationship between government and the private sector, as well as within the private sector itself, to this new environment is key to protecting our economic and societal stability.

The cultural challenge is to form collaborative relationships on preparedness issues in an environment steeped in mistrust and competition. The primary linkage between the public and private sectors continues to be at the local and State levels. Consequently, Virginia has begun to work with its private sector partners to shift to a more collaborative and cooperative risk management approach to preparedness.

In the area of critical infrastructure, the Commonwealth has formed partnerships with the private sector in the development and implementation of critical infrastructure protection governance structures and work plans, both in the National Capital Region and statewide. In the public health arena, Virginia has worked with the health community to develop new and innovative means of collaboration, including developing a consensus among stakeholders on quarantine and isolation and developing surge capacity plans for large-scale events. In the emergency management field, Virginia is working with its insurance industry partners to improve the efficiency and effectiveness of our collective response to natural and man-made disasters. In the area of transportation, Virginia is working with its private sector partners in the port and aviation communities to improve screening and tracking processes without impeding the flow of goods and services that is vital to the Commonwealth's economy.

In an additional effort to further develop this new paradigm, Virginia's private sector partners are also active participants in the Commonwealth's information sharing network and hold a seat in the soon-to-be-completed Fusion Center.

[22] *Fourth Annual Report to the President and the Congress of the Advisory Panel to Assess Domestic Response Capabilities for Terrorism Involving Weapons of Mass Destruction*, December 16, 2002, pp. 30-31.

Though much progress has been made, we continue to struggle in Virginia, and as a Nation, to find the best model to synchronize the public and private sector responses to issues of preparedness.

The Public/Private Cooperation Task Force, which was tasked to address issues regarding public/private partnerships for securing Virginia, expounds on this topic in its report.

CITIZENS

Citizens are the backbone of this country. On September 11, 2001, this was reflected in the actions of citizens in New York, Virginia, Pennsylvania, and the Nation. As we move forward from that fateful day, it is imperative that we harness that strength in our preparedness efforts.

While government has made great strides since 9/11 in improving prevention, preparedness, response, and recovery capabilities, one component of that effort requires special attention: the role of individual citizens. Throughout our Nation's history, citizens have demonstrated an ability for self-reliance in a variety of situations, from hurricanes to wars. Government, too, has grown in its capacity to provide for citizens' basic needs, both on a daily basis and in times of duress. From the events of 9/11 to the hurricanes that struck the Gulf Coast in 2005, it has become increasingly evident that citizens must be prepared to rely upon themselves in the immediate aftermath of a disaster, until the government can provide resources to assist them.

Government is organized to provide for the day-to-day needs of its citizenry and has worked diligently to support the daily rhythm of life with minimal disruption of services. However, when an emergency or disaster occurs, citizens' needs increase while the government's ability to respond is in turn diminished, as its finite resources are spread more thinly across a greater expanse of responsibility. This increased demand on government resources and services leaves a temporary gap in government's ability to provide for all of its citizens' needs. Therefore, the key to effective preparedness is in decreasing the impact of citizen demands on government during the crucial 72 hours immediately following an event. This better enables the government to respond to the critical components of a disaster.

As government moves toward an all-hazards, enterprise-wide approach to risk management and mitigation, it is incumbent upon citizens to take an active role. The risks of a post 9/11 environment transcend all varieties of hazards and scenarios. The traditional approach of targeting specific hazards and scenarios is no longer applicable. The new paradigm of preparedness calls for an educated citizenry that stands ready to support a comprehensive approach to risk management.

Virginia has made great strides in preparing its citizens to work with the government's risk management efforts in a constantly evolving environment. Through citizen participation in a variety of volunteer organizations, such as Citizen Corps and Virginia Corps, Virginia is working to build a solid base of self-reliant individuals and groups that will allow government to better allocate its limited resources in times of strife. The members of Virginia's Community Emergency Response Teams, Medical Reserve Corps teams and other

groups are contributing to the overall preparedness of the Commonwealth. For example, Virginia's State employees are being offered a Terrorism and Security Awareness course to improve their understanding of how they can be better prepared in the workplace and at home. Ultimately, the goal is to ensure every citizen is educated so that he or she may contribute to Virginia's collective preparedness.

The statement "We will have to be right all of the time while our enemy will only have to be right once" means that we must comprehensively focus on preparedness to thwart and/or respond to any catastrophic events that destabilize our physical, economic and social environments, be they natural or man-made. In doing so, the greatest challenge we face as a nation is *fear*. Fear of the unknown combined with fear of the inability to manage a situation can devastate our economy and our society. The best way to address this challenge is through educating our citizens as to how they can best protect themselves and their families before, during and after a disaster. Developing a constructive and directed citizen education campaign and providing multiple avenues for participation will facilitate the incorporation of a risk management mindset into the daily lives of our citizenry. Regular reinforcement through participation in drills and other public-oriented exercise activities are needed to solidify the public's understanding of the importance and relevance of civic preparedness.

It is only through a collective effort involving government, the private sector AND the citizens, that we will truly be able to ensure preparedness and thus protect the core values upon which this nation was founded.

CONCLUSION

Virginia is deeply committed to the two objectives outlined in this Strategic Plan: (1) protecting Virginia in the context of our national homeland security effort, and (2) ensuring new initiatives continue past successes as seamlessly as possible with the Secure Commonwealth Initiative's vision and the energy of Governor Mark Warner's leadership. Virginia will continue to lead the nation in commonwealth preparedness.

Commonwealth preparedness is a mission-critical enterprise in a post-9/11 era. There is no area more central to the mission of government than security. Furthermore, as the events surrounding Hurricane Katrina so painfully demonstrated, government's ability to anticipate and plan rather than simply react can be a matter of life and death. The purpose of this Plan is to outline a comprehensive, integrated strategy that shifts the Commonwealth toward a new, forward-looking stance on commonwealth preparedness. The shift from a reactive to a proactive posture is both mirrored and promoted by the measures endorsed in this Strategic Plan.

The involvement of so many Virginians in the development of this Plan is reflected in the result. The foundations of the plan are (1) a four-fold strategy of deterrence, prevention, response, and recovery; and (2) an emphasis on risk management through the optimal participation of citizens, Federal, State, and local government authorities, and first responders, healthcare, utilities and private industry. This Strategic Plan thus invests all Virginians in the mission of commonwealth preparedness. The Plan takes into honest account our weaknesses and our strengths. The end product is an approach at once strong and flexible.

Virginia is a Commonwealth rich in history, and we are collectively moving toward a future bright with promise. History teaches us that great disasters can produce even greater good. The mission of commonwealth preparedness emerged from the ashes of 9/11. It is our hope and belief that this Plan will leave Virginia more aware, more prepared, and more secure for tomorrow. Many Virginians are already working to help make this plan a reality. We thank them and the many other Virginians who will join them.