

**STATE SUPPORT FUNCTION (SSF) ANNEX 5
EMERGENCY MANAGEMENT, RECOVERY & MITIGATION**

PRIMARY: Department of Public Safety, Division of Emergency Management & Homeland Security (DEMHS)

SUPPORT: All State Support Functions and other agencies. Actual participation in the overall effort is dependent of the size and scope of the disaster or incident and the phase of incident and emergency management (awareness, preparedness, prevention, response, recovery or mitigation).

I. INTRODUCTION

- A. The purpose of this State Support Function is to support the overall activities of the State government for incident management. SSF 5 provides the core management and administrative functions in support of the State Emergency Operations Center (SEOC), established Regional Coordination Centers (RCC) and field operations to include deployment of the State Rapid Assessment and Assistance Team (SRAAT). This SSF also supports state operational elements at the Joint Field Office (JFO), if established.
- B. This SSF includes support of community recovery and restoration efforts by providing the framework and to establish uniform policies for the State to address those needs for local governments, nongovernmental organizations (NGOs) and the private sector to accomplish recovery and restoration tasks resulting from a natural or technological emergency or disaster.
- C. Recovery and restoration actions following any emergency or disaster will be determined by the specific event. Several federal, state, and local jurisdictions may be involved depending on the hazard and scope of the situation. Local jurisdictions will lead recovery activities for their jurisdiction.
- D. Recovery and restoration activities are operational in nature and begin while response operation activities are still underway. For most events, these activities will begin in the State Emergency Operations Center (SEOC) as staff works to assemble data on the extent of damages. If warranted, the Director, DEMHS may recommend that the Governor seek federal disaster assistance, which may include a Presidential Emergency or Disaster Declaration. Recovery and restoration activities for state, federal, and volunteer agencies will be coordinated by a state/federal Joint Field Office (JFO), if and when it is established.
- E. In the wake of a catastrophic disaster, the Governor may direct the formation of the Vermont State Recovery and Restoration Multi-Agency Coordination Group (RRMACG). The RRMACG initially will be composed of the Governor's Cabinet and may additionally include the extended Cabinet depending on the type and magnitude of the emergency. The purpose of the RRMACG is to recommend and coordinate efforts to restore normalcy to areas adversely impacted by the disaster. RRMACG members are further explained in the Concept of Operations of this SSF. The Director, RRMACG will coordinate support for the RRMACG, as necessary. If a JFO is established, the activities

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of the RRMACG and the JFO must be coordinated through the State Coordinating Officer (SCO).

- F. Emergencies or disasters involving radiological materials will require special attention in the recovery and restoration phase. Activation of the RRMACG can be expected as a response to fixed facility radiological emergencies.

II. MISSION

The mission of this State Support Function is to support all State agencies and departments across the spectrum of incident management from preparedness and prevention to response and recovery, as well as mitigation. That includes but is not limited to: facilitating information flow in all phases of incident management from pre-incident prevention and awareness to recovery and mitigation, supporting and facilitating multi-agency planning and coordination and coordination of available Federal and State programs and resources for recovery and mitigation.

III. CONCEPT OF OPERATION

- A. DEMHS is responsible for the coordination of all SSF-5 administrative, management, planning, training, preparedness, mitigation, response, and recovery activities. This includes Emergency Alert System (EAS) and disaster management software coordination, training and management; and developing, coordinating, and maintaining the SSF-5 disaster management software and EAS SOPs and guidelines. All SSF-5 supporting agencies will assist DEMHS in the planning and execution of the above.
- B. Coordination with all supporting and other appropriate departments/agencies and organizations will be performed to ensure continual operational readiness. Per the Governor's endorsement of this plan, participating agencies will identify points of contact to facilitate that coordination.
- C. SSF 5 is organized in accordance with the National Incident Management System (NIMS). The structure supports the general staff functions described in the NIMS at each of the State multi-agency coordination centers (e.g., SEOC, RCC, Health Operations Center – HOC, Transportation Operations Center – TOC and other department operations centers). These functions include: Command Support, Operations, Planning, Logistics and Finance/Administration. They are more fully described in Tab B (SEOC Emergency Operations Procedures) of this Annex.
- D. The Recovery and Restoration Multi-Agency Coordination Group (RRMACG) activation may be requested when a significant statewide emergency exists or a federal disaster assistance request is anticipated. Should the National Disaster Recovery Framework (NDRF) be activated, the Governor may appoint a state recovery officer/coordinator to coordinate with Federal Disaster Recovery Coordinator (FDRC). The coordination link between the Federal Coordinating Officer (FCO) and SCO will continue.
- E. The RRMACG will serve as the policy group for the Governor on a program of recovery and restoration. The RRMACG is intended to complement, not conflict with, the activities of the JFO. The focus will include:

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1. Determining the economic and environmental impact of the recovery to the state, the affected local jurisdictions, people, property, businesses, and industry.
 2. Determining the measures for losses necessary to continue recovery such as:
 - a. Contamination clean up.
 - b. Control of adulterated food.
 - c. Financial aid and compensation.
 3. Continuing public information activities such as public announcements on recovery and restoration and instructions on applying for financial aid and compensation.
 4. The RRMACG will be supported as needed by incorporating the necessary SSFs, RSFs and agencies into the Incident Coordination Team (ICT) or the Incident Recovery Coordination Team (IRCT) of the SEOC.
- F. SSF-5 will perform the following functions:
1. Information Gathering and Processing: Collect and process Essential Elements of Information (EEI) from local governments, municipalities, SSFs, and other sources; disseminate information for use by Operations and provide input for reports and briefings to support incident situational awareness. As a minimum, the following information is required:
 - a. Deaths.
 - b. Injuries/Disease Cases.
 - c. Hospitalizations.
 - d. Missing persons.
 - e. Boundaries of the disaster area and designation of an area of operations (Hot Zone, Contaminated Areas).
 - e. Political boundaries.
 - f. Infrastructure status (transportation, communications, dams, public works, energy, medical and agriculture).
 - g. Private sector impact information (Businesses, private homes, rental units).
 - h. Hazard-specific information.
 - i. Weather data.
 - j. Activated emergency management facilities (SSF/State Agency Operations Centers, RCCs. Local EOCs).
 - k. Shelter and mass care information (Shelters open, # of occupants, # of meals served).
 - l. Immediate life threatening needs.
 - m. Fires reported in impacted area.
 - n. Lists of non-state resources operating within state boundaries.
 - o. Re-entry guidelines.
 2. SSF-5 will consolidate information into Situation Reports (SITREPs), situation updates, and situation briefings, as required, to describe and document overall response activities. The SSF provides information to the Governor's Office, Command Group and DHS, FEMA concerning all aspects of response and recovery operations to include evacuations, shelters, damages, injuries and fatalities.

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3. SSF-5 will maintain and update status boards with current information, maps, charts and other means such as electronic displays as available.
4. SSF-5 will coordinate the operation of EAS when required by the SEOC Operations Section Chief.
 - a. EAS will disseminate disaster related information to include, but not limited to, recommended protective actions, shelter locations, current situation, and re-entry.
 - b. EAS may be activated at any time during emergency operations. During a hurricane scenario, EAS normally becomes operational upon the declaration of a State of Emergency by the Governor or upon his request for a voluntary evacuation.
5. SSF-5 will provide weather and climate information during emergencies and disasters as required.
6. SSF-5 will organize, develop, and provide staff supervision for hazard-specific advisory teams (i.e. hydrology and dam failure).
7. SSF-5 will consolidate and disseminate State-Rapid Assessment & Assistance Team (S-RAAT) information.
8. Accomplish Resource Allocation and Tasking through Operations Section Chief.
9. Coordinate the transition from response to recovery in field operations.
10. Identify appropriate Federal and State programs and agencies to support implementation of the incident recovery plan (Support Annex 7 – Recovery & Restoration), ensure coordination of those efforts and identify gaps in resources available.
11. Determine and identify responsibilities for recovery activities and provide a vehicle to maintain continuity in program delivery among Federal, State, local governments and other involved partners, to ensure follow-through on recovery and hazard mitigation efforts.

IV. SSF ACTIONS

A. Preparedness

1. Develop procedures and formats for information gathering and reporting to include procedures for SITREP format and submission.
2. Train support agencies on roles and responsibilities.
3. Train ICT member, state agencies and local jurisdictions on the use of the state disaster management software.

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4. In coordination with the Operations Section, develop information displays within the SEOC.
5. Ensure weather products are up to date and available.
6. Identify and provide supervision for hazard-specific advisory teams.
7. Plan for support of mobilization sites, staging areas, and distribution points.
8. In coordination with Planning Section, develop plans for JFO transition.
8. Participate in state exercises and conduct, at least annually, an SSF-5 workshop, drill or exercise to validate this annex and supporting SOPs and annexes. Involvement in actual incidents in which the SEOP is activated satisfies this requirement.
9. Develop and maintain Field Operating Guidelines for the S-RAAT and other field elements.
10. Integrate identified recovery and mitigation action steps and planning efforts with preparedness and response planning.
11. Be prepared to increase SEOC activation levels, as needed, should an incident have the potential to occur based on increased awareness information (e.g. Weather Warning or Threat Condition change). Provide a situational awareness briefing to SSFs and supporting State agencies.

B. Response

1. Notify all SSF-5 supporting agencies upon activation.
2. Activate appropriate SSFs as required by the incident.
3. Provide a situational awareness briefing to SSFs.
4. Develop the initial Incident Action Plan.
5. Coordinate and schedule a staffing pattern for the period of activation.
6. Assign duties to support agency personnel and provide training as required.
7. Maintain communications with DHS, FEMA Region I and provide a SITREP as required by the situation.
8. Coordinate SEOC effort in collecting, processing, reporting and displaying essential information to include development of the SITREP.
9. Conduct planning to identify priorities, develop approaches, and devise recommended solutions for future response operations.

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10. Activate EAS, as required.
11. In coordination with the Operations Section Chief, activate hazard-specific advisory teams, as required.
12. Provide weather information and coordinate briefings to the State Incident Coordination Team (SICT) and/or the Governor, as required.
13. Coordinate and document initial damage assessment activities related to critical facilities, other infrastructure, businesses (including agricultural) and individual homes.
14. Identify and request the appropriate level of Federal assistance.
15. Coordinate the reception of DHS, FEMA Incident Management Assistance Team (IMAT) personnel.
16. Plan for transition to JFO and recovery operations.

C. Recovery

1. Continue information gathering and processing.
2. Collect and process information concerning recovery activities to include anticipating types of recovery information the SEOC and other government agencies will require.
3. Identify appropriate Federal and State programs and agencies to support implementation of the incident recovery plan (Support Annex 7 –Recovery and Restoration), ensure coordination of those efforts and identify gaps in resources available.
4. Assist in the transition of direction and control from the SEOC to the JFO.
5. Anticipate, plan for, and ready the necessary notification systems to support establishment of staging areas, distribution sites in coordination with SSF-7, a JFO, DRCs, JICs and other local, state and/or federal emergency work teams and activities in the impacted area.
6. Operate SSF-5 cells in both the SEOC and JFO, as required.
7. Ensure that SSF-5 team members or their agencies maintain appropriate records of costs incurred during the event.

D. Mitigation:

1. Provide assistance as requested.
2. Per the State Hazard Mitigation Plan, identify losses avoided due to previous mitigation efforts.

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3. Assist local jurisdictions and State agencies in identifying new projects and priorities for mitigation in the impacted area and throughout the State.
4. Implement the post-disaster mitigation actions outlined in the State Hazard Mitigation Plan.

V. RESPONSIBILITIES

A. Department of Public Safety, Division of Emergency Management and Homeland Security (DEMHS)

1. Identify, train, and assign DEMHS personnel to staff SSF-5 in the SEOC. Identify, train, and assign a DEMHS Liaison Officer to EAS.
2. In coordination with other SSFs and agencies, develop procedures and formats for information gathering, reporting, and SEOC displays. Provide continuous updated information to EAS.
3. Develop and conduct training to ensure support agencies understand roles and responsibilities to include disaster management software and EAS staff training.
4. Identify hazard-specific advisory team requirements.
5. Plan for support of mobilization sites, staging areas, and distribution points.
6. Develop plans, procedures, equipment lists and staffing rosters for JFO transition.
7. Be prepared to increase SEOC activation levels, as needed, should an incident have the potential to occur based on increased awareness information (e.g. Weather Warning or Threat Condition change). Provide a situational awareness briefing to SSFs.
8. Coordinate and document initial damage assessment activities related to critical facilities, other infrastructure, businesses (including agricultural) and individual homes.
9. Identify appropriate Federal and State programs and agencies to support implementation of the incident recovery plan (Support Annex 7 –Recovery & Restoration), ensure coordination of those efforts and identify gaps in resources available.
10. Implement the post-disaster mitigation actions outlined in the State Hazard Mitigation Plan.

B. General for all supporting Agencies, Departments and Organizations

1. Provide situational awareness information (incident specific EEI) to SSF 5 during emergency situations, as requested.

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2. Execute responsibilities as outlined in the SEOP Base Plan and in the SSF, Organizational and Support Annexes.
3. Provide personnel to the SICT, SRAAT, JIC, RRMACG, IFO and EOF, as requested and outlined in Tab 1 and 7 to this annex, to assist SSF operations.
4. Identify staff technical experts to provide subject matter expertise, data, advice and staff support for operations that fall within the domain of each agency.
5. Provide mitigation program support as outlined in the State Hazard Mitigation Plan.
6. Support emergency planning efforts, as requested.
7. Participate in preparedness activities, orientations, drills and exercises to support the execution of the SEOP and RERP.

C. Specific Agency Responsibilities for SSF 5

1. Agency of Agriculture, Food and Markets
 - a. Provide agricultural disaster impact assessment information.
 - b. Provide technical assistance for agricultural market recovery.
 - c. Provide technical assistance for resource conservation.
2. Agency of Commerce and Community Development
 - a. Provide technical assistance for community economic recovery.
 - b. Provide technical assistance in community planning.
 - c. Provide technical assistance on facility and site historic preservation and recovery.
3. Agency of Human Services
 - a. Identify, train, and assign personnel to maintain contact with and prepare to execute missions in support of SSF-5 during periods of activation.
 - b. Provide PIO personnel to support EAS operation.
 - c. Provide disaster impact assessment information regarding nursing homes and assisted living facilities.
4. Agency of Natural Resources
 - a. Department of Environmental Conservation

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- (1) Identify, train, and assign personnel to maintain contact with and prepare to execute missions in support of SSF-5 during periods of activation. On order, staff SSF-5 in the SEOC.
 - (2) Organize an advisory team to assess the situation, project future requirements, and provide information in the event of a dam failure emergency.
 - (3) Organize an advisory team to assess the situation, project future requirements, and provide information in the event of a flood emergency (river management or debris).
- b. Department of Fish and Wildlife
- Monitor the effects of contamination on fish and wildlife.
- c. Department of Forests, Parks and Recreation
- (1) Identify, train, and assign personnel to maintain contact with and prepare to execute missions in support of SSF-5 during periods of activation.
 - (2) Provide personnel to support SSF-5 operations and provide state park camping occupancy data.
 - (3) Provide damage impact assessment information regarding state parks and recreational facilities.
 - (4) Support and report on activities associated with wildland firefighting as outlined in SSF 4 (Firefighting).
- d. State Climatologist
- (1) Identify, train, and assign personnel to maintain contact with and prepare to execute missions in support of SSF-5 during periods of activation.
 - (2) Ensure weather products are up to date and available and provide training as required.
 - (5) Provide weather information and briefings to the SICT and/or the Governor, as required.
5. Department of Financial Regulation
- a. Identify, train, and assign personnel to maintain contact with and prepare to execute missions in support of SSF-5 during periods of activation.
 - b. Coordinate the activities of private sector insurance disaster specialists working within the area of operations.
6. Department of Taxes

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- a. Assists in compiling statistics related to the fiscal impacts of the emergency or disaster.
 - b. Provides assistance to local jurisdictions for maintenance or reconstruction of tax records.
 - c. Adjusts tax reporting/collection requirements to allow for business resumption.
7. VT Interactive Television
- a. Identify, train, and assign personnel to maintain contact with and prepare to execute missions in support of SSF-5 during periods of activation.
 - b. Provide training and exercise assistance to DEMHS, as required.
 - c. Be prepared to provide video-teleconferencing capability during actual incidents, as required.
8. American Red Cross
- Provides disaster and claims assistance to victims and workers.

VI. FEDERAL INTERFACE

- A. This SSF is supported by National Response Plan ESF-5, Emergency Management and ESF-14, Long-Term Community Recovery and Mitigation. Federal response for this function will be limited to the provision of representatives from federal agencies as requested by the Director, DEMHS. These representatives are authorized to provide emergency/disaster assistance available under statutory or secretarial authorities. The Federal Coordinating Officer (FCO), appointed by the President, will coordinate the provision of federal assistance subsequent to an emergency or major disaster declaration, in conjunction with the State Coordinating Officer (SCO).
- B. Federal ESF-5 and 14 personnel will normally deploy to the state as a part of the ERT-A and later staff the JFO. When feasible, Federal ESF-5 and ESF-14 will collocate with SSF-5. Once established in the JFO Federal ESF-5 executes four functions:
 1. Situation Status: Collects, analyzes, and displays information pertaining to the disaster situation and the location of critical resources.
 2. Planning Support: Analyzes long-term trends and develops strategic plans.
 3. Documentation: Maintains archival files and records.
 4. Technical Services: Establishes and maintains geographic information system (GIS) capability within the JFO.
- C. SSF-5 will coordinate with Federal ESF-5 and ESF-14 to obtain federal assistance as required.