

# Virginia Area Contingency Plan (VACP)

## Transportation Security Incident Annex

### Annex II March 2025

---

## Transportation Security Incident Annex

### Purpose

The purpose of this document is to provide a framework response organization to facilitate the effective integration of incident management response activities involving transportation security incidents that occur in the maritime environment.

This management structure should be used in conjunction with the contents of the Area Contingency Plan, the Virginia Emergency Operations Plan, and any Local Emergency Operations Plans, as appropriate.

In responding to a potential or actual Transportation Security Incident (TSI) in the maritime environment the Coast Guard will respond with the Federal Bureau of Investigation and establish a Unified Command. If upon examination of the TSI it is not deemed an act of terrorism, law enforcement command will be transferred to the law enforcement agency having the appropriate jurisdiction.

The Unified Command will simultaneously manage incident operations involving law enforcement response (Crisis Management) and response operations aimed at protecting public health, safety, and recovery (Consequence Management).

### Assumptions

The response organization structure outlined here is based on an incident driven response to a maritime TSI.

Incident management activities will be initiated and conducted using the principles contained in the National Incident Management System (NIMS). It is recommended that all agencies will ensure their responders have proper Incident Command System (ICS) position specific training for role filling.

The creation of a Unified Command shall not alter or impede the ability of federal, state, or municipalities to carry out their specific authorities and responsibilities. Incidents are typically managed at the lowest possible geographic, organizational, and jurisdictional level. For a land based TSI municipalities retain overall responsibility for command and control of emergency operations.

Initial response actions included in all municipalities' plans dictate standing up a local Incident Command Post near the location of the Incident and activating Emergency Operations Centers.

The creation of a Unified Command will not happen immediately. A Unified Incident Command Post will be stood up as quickly as possible but may take 12 hours or more and the location may be dependent on the jurisdictions of the agencies involved.

A transfer of command will occur from the local Incident Commander to the Unified Command due to the size and scale of the incident. The Local Incident Commander will usually remain on the incident site and be re-designated a role within the Operations Section overseeing resources and responsibilities.

## **Federal Jurisdiction**

The following agencies are listed due to initial involvement to most TSI incidents. The list of agencies is not exclusive.

The Coast Guard Sector Commander is responsible for maritime law enforcement, public safety, maritime security, and environmental protection.

The Department of Justice, through the Federal Bureau of Investigation, has the lead responsibility for criminal investigations of terrorist acts and threats in addition to coordinating activities of other members of the law enforcement community to detect, prevent, preempt, investigate, and disrupt a terrorist attack.

Customs and Border Protection's mission is to prevent terrorists and terrorist weapons from entering the United States, while also facilitating the flow of legitimate trade and travel.

DOD Placeholder (To be written by DOD representative)

## **State Jurisdiction**

The following agencies are listed due to initial involvement to most TSI incidents. The list of agencies is not exclusive.

The Virginia Department of Emergency Management (VDEM) is responsible to establish a framework for federal agencies, state agencies, and local governments to respond to an incident that occurs within the jurisdiction of the Commonwealth of Virginia. The authority and responsibility for this lies in the Code of Virginia, Section 44-146.13-44-146.40 as amended. This framework is necessary to provide the governor, or his designated representative, with the information necessary to direct the response from state agencies and local governments to continue law enforcement, safety of the public, and the protection of property and the environment. In order to establish this basic framework the VDEM will operate in accordance with The Commonwealth of Virginia's Emergency Operations Plan as promulgated.

The Virginia State Police is the lead state agency for law enforcement for threatened, suspected, or actual acts of terrorism.

The Virginia Department of Environmental Quality (VDEQ) is the lead state agency responsible for coordinating response and recovery operations affecting the environment as the result

of a TSI. VDEQ in coordination with VDEM is the lead state agency for post emergency clean-up, assessment and mitigation of oil and hazardous materials incidents.

The Virginia Department of Transportation (VDOT) provides traffic management support during a TSI. VDOT will normally function in a supporting role in the Incident Command structure; however, during any incidents involving bridges, tunnels, or roadways, VDOT will play a leading role.

As Virginia's primary state maritime law enforcement organization, the Virginia Marine Resources Commission (VMRC) will be fully engaged in response to all marine incidents. VMRC officers have broad statewide enforcement authority but primary efforts are traditionally focused on overseeing maritime laws and regulations upon the tidal waters of Virginia and the Territorial Sea. Many officers have been deputized as Federal Game Wardens and National Marine Fisheries Agents. A percentage of officers in the Hampton Roads Area are also deputized as Immigration and Customs Enforcement Agents. The VMRC has provided and will continue to provide active patrols that safeguard critical infrastructure, swiftly respond to potential waterborne threats, and perform vessel escorts as needed. In the event of an imminent threat or national emergency, deployments will be gauged in accordance with established Homeland Security (HLS)/Maritime Security (MARSEC) levels and in concert with the needs and requests of the local Coast Guard Commander, or designated authority within the state chain of command. The VMRC is committed to utilizing all organic resources within the agency's means to support maritime security within the Commonwealth of Virginia.

## **Municipality Jurisdiction**

Municipal Fire Departments, within city limits, respond to marine emergencies (fire, hazmat, Weapons of Mass Destruction (WMD), etc) at marine facilities located within the city boundaries, vessels moored alongside those facilities, and vessel emergencies occurring in portions of the harbor falling within a city's jurisdiction. The local fire department Incident Commander is responsible for coordinating and implementing local firefighting and EMS assets to mitigate the marine emergency. The IC has the ability to request assistance from local, state and federal agencies (local fire departments, VDEM, MIRT, USCG, etc.).

## **Unified Command Organization**

The make-up of the Unified Command organization for a TSI in the maritime environment will always be tailored to the type of incident. For example, in a TSI involving a radiological incident, the Department of Energy (DOE) would be a member of the Unified Command since they are the designated Coordinating Agency for the incident. In addition to the DOE, the Coast Guard, Federal Bureau of Investigation and state(s) would also have representation in the Unified Command. The Terrorism Incident Organization Chart represents agencies that may support a terrorism response operation and where they potentially operate in a UC organization. The following type of incidents will have representation from other entities and are included as examples:

- ❑ *Radiological Incident:* Department of Energy.
- ❑ *Biological Incident:* Municipality Public Health Department, Virginia Department of Health.
- ❑ *Hazardous Material Incident:* Municipality Fire Department, Private Sector Affected party.
- ❑ *Oil Incident:* Private Sector Affected party.

## **Unified Command Priorities**

- ❑ Life preservation and protection of the health and safety of the public, responders, and recovery workers.
- ❑ Ensure security of port.
- ❑ Prevent and/or deter any additional incidents; including acts of terrorism, from occurring.
- ❑ Protect and coordinate restoration of critical infrastructure and key resources.
- ❑ Conduct law enforcement investigations to resolve the incident, apprehend the perpetrators, and collect and preserve evidence for prosecution and/or attribution.
- ❑ Protect property and mitigate damages and impacts to individuals, communities, and the environment.
- ❑ Facilitate recovery of individuals, families, business, governments, and the environment.
- ❑ Coordinate communications between all parties.

## **Joint Information Center (JIC)**

Public Information functions must be coordinated and integrated across jurisdictions and across agencies. The JIC provides a location for participating organizations to work together to ensure that timely, accurate, easy-to-understand, and consistent information is disseminated to the public. The JIC will be comprised of representatives from each agency involved in the management of the incident. The agencies that contribute to joint public information management do not lose their individual identities or responsibility for their own programs or policies. Rather, each entity contributes to the overall unified message.

## **Safety Officer (SO)**

The Safety Officer (SO) monitors incident operations and advises Unified Command on all matters relating to operational safety, including the health and safety of emergency responder personnel. The SO, is responsible to Unified Command for the set of systems and procedures necessary to ensure ongoing assessment of hazardous environments, coordination of multi-agency safety efforts, and implementation of measures to promote emergency responder safety, as well as the general safety of incident operations. Assistants will be required and may be assigned from other agencies or departments constituting the Unified Command. The SO, Operations Section Chief, and Planning Section Chief must coordinate closely regarding operational safety and emergency responder health and safety issues. The SO must also ensure the coordination of safety management functions and issues across jurisdictions, across agencies, and with private sector and nongovernmental organizations. Agencies, organizations, or jurisdictions that

contribute to joint safety management efforts do not lose their individual identities or responsibility for their own programs, policies, and personnel. Each entity contributes to the overall effort to protect all responder personnel involved in incident operations.

## **Liaison Officer (LNO)**

The Liaison Officer is the point of contact for representatives of other governmental agencies, non-governmental organizations, and/or private entities. Representatives from assisting or cooperating agencies and organizations coordinate through the Liaison Officer. Agency representatives assigned to an incident must have the authority to speak for their parent agencies on all matters, following appropriate consultations with their agency leadership. Assistants and personnel from other agencies involved in incident management activities may be assigned to the Liaison Officer to facilitate coordination.

## **Intelligence Officer (IO)**

The analysis and sharing of information and intelligence are critical during a response to a TSI. The Intelligence Officer is responsible for developing, conducting, and managing information related security plans and operations as directed by Unified Command. This includes information security and operational security activities, as well as the complex task of ensuring that sensitive information of all types (e.g., classified information, sensitive law enforcement information, proprietary and personal information, or export-controlled information) is handled in a way that not only safeguards the information but also ensures that it gets to those who need access to it so that they can effectively and safely conduct their missions. During a TSI incident an Assistant will be assigned whose sole job is to manage classified information.

## **Operations Section Chief**

The Unified Command, the type of incident to which it is responding, and the jurisdiction, will dictate the agency that will fill the role of the Operations Section Chief (Figure 2). The Operations Section Chief may shift multiple times during an incident. For example, during a TSI on board an anchored vessel, the USCG would most likely be the Operations Section Chief, but when the vessel shifts to a facility, the Municipality Fire/Hazmat may take over as Operations Section Chief. Deputy Operations Section Chiefs will be designated during a TSI to address span of control issues and direct tactical resources.

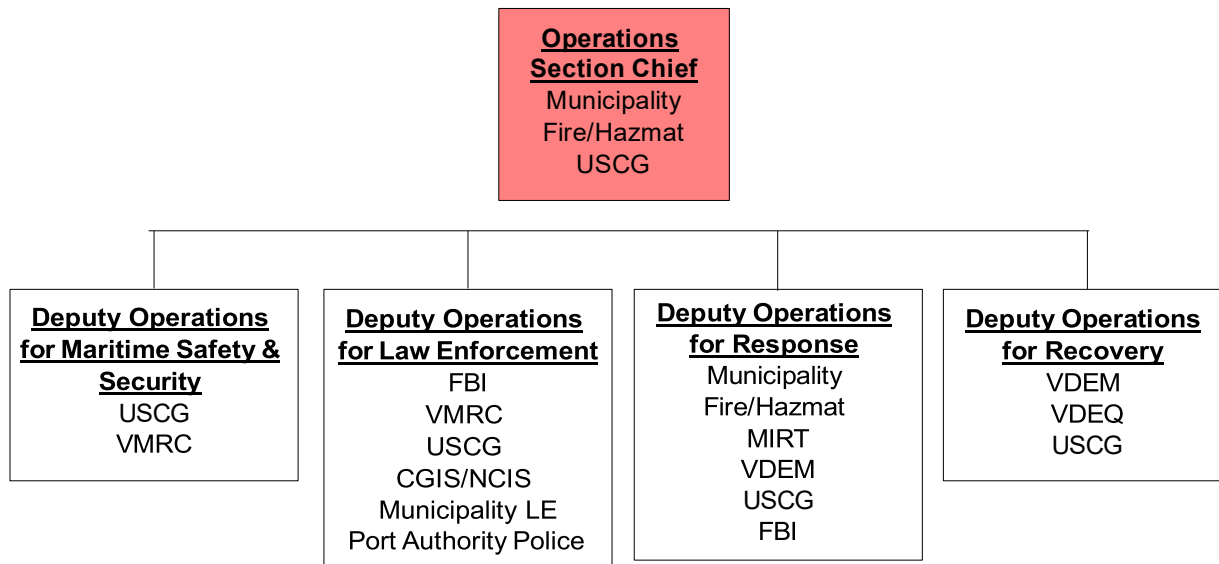


Figure 2 is an illustration of the agencies and/or entities that could serve as the Operations Section Chief and Deputy Operations Section Chiefs. The list of agencies is not exclusive.

For TSI incidents the Operations Section Chief's primary role shifts to one of coordination, ensuring that all tactical activities planned among the Deputy Operations Chiefs result in well coordinated, joint operations. In this capacity the Operations Section Chief:

- ❑ Ensures that the Unified Command objectives are accomplished;
- ❑ Minimizes duplication of effort among the Deputies;
- ❑ Looks for opportunities to share limited resources;
- ❑ Ensures that Unified Commanders receive comprehensive briefings;
- ❑ Ensures that Operations fully supports the ICS Planning Process; and
- ❑ Ensures that tactical planning is coordinated among the Deputies.

Working closely together, the Deputy Operations Section Chiefs develop tactical plans and manage their respective fields of expertise

#### **Deputy Operations for Maritime Safety and Security:**

The Deputy Operations for Maritime Safety and Security is usually filled by the agency or entity with the legal responsibility for the management of all the maritime law enforcement response activities. Responsibilities include but are not limited to:

- ❑ Supporting the development of tactical plans;
- ❑ Coordinating closely with the Deputy Operations for Law Enforcement; and
- ❑ Coordinating maritime search and rescue operations as necessary.



### **Deputy Operations for Law Enforcement:**

The Deputy Operations for Law Enforcement is usually filled by the agency or entity with the legal responsibility for the management of all the law enforcement and investigation response activities. Responsibilities include but are not limited to:

- ❑ Managing the deployment and coordination of Federal law enforcement and investigative assets in support of the Incident Action Plan;
- ❑ Collection and dissemination of intelligence; and
- ❑ Coordinating all Federal, State, and Municipality Law Enforcement Agencies.

### **Deputy Operations for Response:**

The Deputy Operations for Response is usually filled by the agency or entity with the legal responsibility for protecting property and mitigating damages and impacts to public health and the environment. Responsibilities include but are not limited to:

- ❑ Support the development of tactical plans that address protecting life, property, and mitigating damages and impacts to public health and environmental threats;
- ❑ Coordinate closely with the Deputy Operations for Law Enforcement; and
- ❑ Implement Actions outlined in the Area Contingency Plan to protect sensitive areas.

### **Deputy Operations for Recovery:**

The Deputy Operations for Recovery is usually filled by the agency or entity with the legal responsibility for removing the public health and environmental threat and long-term recovery of individuals, facilities, businesses, governments, and the environment.

- ❑ Support the development of tactical plans that address public health and environmental threats;
- ❑ Coordinate closely with the Deputy Operations for Law Enforcement; and
- ❑ Implement Actions outlined in the Area Contingency Plan to protect sensitive areas.

## **Planning Section**

The Planning Section is responsible for collecting, evaluating, and disseminating tactical information pertaining to the incident. This section maintains information and intelligence on the current and forecasted situation, as well as the status of resources assigned to the incident. The Planning Section prepares and documents Incident Action Plans, incident maps, and gathers/disseminates information and intelligence critical to the incident.

## Planning Section Chief

The Planning Section Chief will normally come from the jurisdiction with primary incident responsibility and may have one or more deputies from other participating agencies. During a maritime TSI, the Planning Section Chief will normally come from the USCG. The Planning Section Chief is responsible for:

- ❑ Overseeing all incident-related data gathering and analysis regarding incident operations and assigned resources;
- ❑ Developing alternatives for tactical operations;
- ❑ Conducting planning meetings; and
- ❑ Preparing the Incident Action Plan for each operational period.

To successfully plan for the next operational period during a TSI it is critical to have FBI, Municipality Law Enforcement, Municipality Fire/Hazmat, VDEM, and VDEQ personnel dedicated to the Planning Section. Unified Command may designate these personnel as Deputy Planning Section Chiefs or technical specialists. In this capacity these agencies are responsible for:

- ❑ Remaining up-to-date on the most current incident situation;
- ❑ Acting as a conduit for requests for additional crisis assets; and
- ❑ Assisting with the development of the Incident Action Plan.

The Planning Section will normally be made up of:

- ❑ Resources Unit:
  - Ensures that all assigned personnel and other resources have checked in at the incident.
  - Creates a system for keeping track of the current location and status of all assigned resources.
  - Maintains a master list of all resources committed to incident operations.
- ❑ Situation Unit:
  - Collects, processes, and organizes ongoing situation information
  - Develops projections and forecasts of future events related to the incident.
  - Prepares maps and gathers and disseminates information and intelligence for use in the IAP.
- ❑ Demobilization Unit:
  - Creates Demobilization Plan that includes specific instructions for all personnel and resources that will require demobilization.
  - Creates rosters of personnel and resources from check-in information.
- ❑ Documentation Unit:
  - Files, maintains, and stores all incident files for legal, analytical, and historical purposes.
  - Provide duplication services to incident personnel.
- ❑ Technical Unit:

- Location for most Technical specialists (Subject Matter Experts) assigned to the Incident.
- Provide scientific or specialized information for the IAP.
- Coordinate information to create specific Plans to be included in the IAP (i.e. Sampling Plan, Salvage Plan, Evidence Preservation Plan, Security Plan).

The Technical Unit will normally be named for the services that it provides (i.e., Environmental Assessment Unit, Salvage Unit, etc.) This unit will be made up of technical specialists who will perform the same duties during an incident that they perform in their everyday jobs. The incident itself will primarily dictate the needs for technical specialists.

## Logistics Section

The Logistics Section must be able to support operational resource needs for all agencies present in the Unified Incident Command Post. Lessons learned from exercises highlight the need to have Logistics personnel present in the ICP from each agency providing tactical resources. These logistical personnel need to work in the Unified Incident Command Post to ensure the coordination of services and prevent competing resource requests and may be designated as Deputy Logistics Section Chiefs.

The Logistics Section provides facilities, transportation, supplies, equipment maintenance and fuel, food services, communications and information technology support, and emergency responder medical services, including inoculations, as required.

The Unified Command and the type of incident to which it is responding, will dictate any agencies that will fill the role of Deputy Logistics Section Chiefs. The Security Manager will initially be filled by local Law Enforcement but may be backfilled and/or transitioned to other Law Enforcement agencies (i.e. Secret Service, DEA, U. S. Marshals, State Police, Department of Corrections).

- Deputy Logistics Section coordinates agency specific logistical functions and resource ordering.
- Facilities Unit:
  - Identifies all facility needs of agencies represented;
  - Identifies location for Joint Information Center; and
  - Includes dedicated private space for law enforcement.
- Ground Support Unit identifies all transportation needs of agencies represented
- Supply Unit:
  - Identifies all resource needs of agencies represented; and
  - Coordinates resource ordering.
- Food Unit:
  - Identifies need to provide food for responders; and
  - Work closely with municipality public health department.
- Medical Unit identifies need to provide medical services to responders
- Communications Unit:

- Determines need to request communications support; and
- Determine need to provide secure communications.
  - Security Manager:
- Determines need to provide Site Security at Unified Incident Command Post; and
- Establishes credentialing system.

## **Finance Section**

The Finance Section is responsible for all financial, administrative, and cost analysis aspects of the incident. The Unified Command and the type of incident to which it is responding, will dictate any agencies that will fill the role of Deputy Finance Section.

- Deputy Finance Section coordinates agency specific financial functions and resource ordering.
- Compensation/Claims Unit is responsible for the overall management and direction of all administrative matters pertaining to compensation for injury and claims related activities for an incident.
- Cost Unit responsible for collecting all cost data, performing cost effectiveness analyses and providing cost estimates and cost saving recommendations for the incident.
- Procurement Unit is responsible for administering all financial matters pertaining to vendor contracts, leases, and fiscal agreements.
- Time Unit is responsible for equipment and personnel time recording.

## **Coordination between the Incident Command Post (ICP) and the Joint Operations Center (JOC)**

The JOC is an FBI-managed interagency command and control center for managing multi-agency law enforcement and investigative responses to credible terrorist threats or an actual incident. The JOC structure calls for liaison representation to and from the Unified Command to ensure that intelligence of relevance and value to consequence managers in recovery operations is passed to the Unified Commanders. The JOC:

- Is the decision making authority for law enforcement activities; and
- Manages and retains law enforcement sensitive intelligence.

The JOC does not manage consequence or recovery functions; rather, it ensures that law enforcement activities with emergency management implications are communicated to and coordinated with appropriate personnel in a complete and timely manner.