

2009

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ARE WE ALL TOGETHER?: A STUDY OF EVACUATION AND SHELTERING OF
PUBLIC SAFETY SPECIAL NEEDS POPULATIONS IN THE COMMONWEALTH OF
VIRGINIA

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Master of Disaster Science

University of Richmond

2009

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ABSTRACT

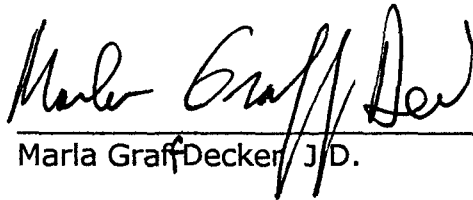
Events thousands of miles away from Virginia have led to enhancements of the existing evacuation and emergency sheltering planning, highlighting the need to consider more than traditional special needs populations. Updated state-level plans specifically address the medical needs of evacuation populations. Pets were taken into consideration and inclusion of dogs, cats, and birds in traditional sheltering planning has begun. Planning began to address those with social needs such as low-income families who may not be able to evacuate until the final hours of an active evacuation. It became clear that there were specific populations that had not been included in planning – jail populations, parolees in the community, and registered sex offenders. Each of these populations requires specific logistical planning and coordination to move, and needs to ensure that the populations themselves, as well as the general population in the receiving communities, are safe. This paper, reviewing information gathered from peer surveys, assesses shelter planning initiatives across the Commonwealth, for two specific populations – sex offenders and paroled offenders – and local emergency management preparedness planning for evacuation in times of crisis.

APPROVAL PAGE

I certify that I have read this thesis and find that, in scope and quality, it satisfies the requirements for the degree of Master of Disaster Science.



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ARE WE ALL TOGETHER?:
A STUDY OF EVACUATION AND SHELTERING
OF PUBLIC SAFETY SPECIAL NEEDS POPULATIONS
IN THE COMMONWEALTH OF VIRGINIA

By

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B.S., University of Richmond, 2004

Post Baccalaureate Certificate, University of Richmond, 2006

A Thesis

Submitted to the Graduate Faculty

of the University of Richmond

in Candidacy

for the degree of

MASTER OF DISASTER SCIENCE

University of Richmond School of Continuing Stud

May 2009

Henrico, Virginia

TABLE OF CONTENTS

CHAPTER 1 INTRODUCTION	2
SUMMARY OF BACKGROUND INFORMATION	2
WHY STUDY THIS PROBLEM	2
STATEMENT OF THE PROBLEM	4
SCOPE	5
SUMMARY OF THE RESEARCH METHOD	5
SURVEY ONE	6
SURVEY TWO	7
LIMITATIONS	8
CHAPTER 2 LITERATURE REVIEW	10
LITERATURE REVIEW	10
HAMPTON ROADS TRAFFIC CONTROL PLAN	10
RISK AREAS	11
HAZARDS	13
EVACUATION ROUTING	14
NATIONAL CAPITAL REGION EVACUATION PLAN	24
RISK AREAS	24
HAZARDS	26
EVACUATION ROUTING	27
SHELTERING - WHERE DOES EVERYONE GO?	28
HAMPTON ROADS	29
NORTHERN VIRGINIA	30
STATE MANAGED SHELTERING	30

JAIL AND PRISON EVACUATION PLANNING	31
PAROLEES	32
CODE OF VIRGINIA.....	34
STATE LEVEL PLANNING	39
LESSONS FROM TEXAS	40
CHAPTER 3 METHOD & RESULTS.....	43
DESCRIPTION OF THE METHOD.....	43
SURVEY ONE.....	43
SAMPLE AND POPULATION.....	43
SURVEY TWO.....	44
SAMPLE AND POPULATION.....	44
DATA COLLECTION AND ANALYSIS.....	45
RESULTS.....	45
SURVEY ONE.....	45
IDENTIFIED GAPS.....	56
SURVEY TWO	57
IDENTIFIED GAPS.....	66
CONCLUSIONS.....	66
APPENDIX 1 (CHARTS).....	68
SURVEY ONE.....	68
SURVEY TWO.....	69
BIOGRAPHY	81

CHAPTER 1 INTRODUCTION

SUMMARY OF BACKGROUND INFORMATION

(1) Hurricane events that occurred in 2005, more than 1,000 miles away along the Gulf Coast of the United States, had an impact in the Commonwealth of Virginia. In response to Executive Order #97 issued by Governor Mark R. Warner, the Virginia Department of Emergency Management (VDEM) had to mobilize to potentially accept close to 1,000 evacuees from the New Orleans and Gulf Coast area (Commonwealth of Virginia, “Executive Order 97”). Although no evacuees ever arrived at the sites set up by the Commonwealth’s agencies, the events gave reason to reevaluate the state’s planning efforts in response to a similar event striking the coastal communities in the Hampton Roads region. VDEM, along with many other state agencies including the Virginia Department of State Police (VSP), the Virginia Department of Transportation (VDOT), the Virginia Department of Health (VDH), and the Virginia Department of Social Services (VDSS) undertook the task of revamping its own Hampton Roads evacuation plan. This has been in place in various stages since 2002. These agencies were also key in developing the Northern Virginia Evacuation Plan with Northern Virginia localities, and the plan reflects a multi-state, multi-regional effort.

WHY STUDY THIS PROBLEM

(2) Under the provisions of Section 44-146.17 of the *Code of Virginia* (2006) (as amended, the Governor “...may direct and compel evacuation of all or part of the populace from any stricken or threatened area if this action is deemed necessary for the preservation of

life, implement emergency mitigation, preparedness, response or recovery actions; prescribe routes, modes of transportation and destination in connection with evacuation; and control ingress and egress at an emergency area, including the movement of persons within the area and the occupancy of premises therein.” This piece of Code assisted with the development of Volume V, the Hurricane Emergency Response Plan and Volume II, Support Annex 6, which addresses the Mass Evacuation and Sheltering Plan, of the Commonwealth of Virginia Emergency Operations Plan, also known as the COVEOP. These volumes provide the game plan by which evacuation of any area of the Commonwealth can be conducted under the direction VDEM and other associated agencies including, but not limited to:

- Virginia Department of Transportation (VDOT),
- Virginia Department of Social Services (VDSS),
- Virginia Department of State Police (VSP)

(3) The actions of the state agencies are also closely coordinated with both the evacuating locality emergency management components and the emergency management components of any localities that would be receiving evacuees. This concept in its entirety is all-hazards in focus. For example, it can be applied to any situation that would warrant the evacuation and sheltering of any part of the Commonwealth’s citizens and could be applied to a terrorist event in Northern Virginia as easily as it can be applied to a winter weather event in the western part of the state. However, there are two parts of the state that have high populations and few evacuation routes, which necessitated the development of region specific evacuation plans - the Hampton Roads area and the National Capitol Region. While reviewing the plans

for these two regions and highlighting the aspects of each plan and how each flows evacuees out of the respective regions, this paper will assess the overall preparedness and planning by local emergency managers regarding evacuation and sheltering. Additionally, the paper will evaluate planning efforts and needs in the Commonwealth for special needs populations tied to public safety – the movement of paroled offenders and registered sex offenders from one jurisdiction in the Commonwealth to another.

STATEMENT OF THE PROBLEM

(4) Events that led to the enhancement of the existing plan highlighted the need to consider more than traditional special needs populations. The updated plan specifically addressed the medical needs of evacuation populations. Pets were taken into consideration and inclusion of dogs, cats, and birds in traditional sheltering planning began. Planning began to address the needs of those with social needs such as low-income families who may not be able to evacuate until the final hours of an active evacuation. However, it quickly became clear that there were specific populations that had not been included in planning – local and regional jail populations, parolees in the community, and registered sex offenders. Each of these populations requires specific logistical planning and coordination to move, and need cooperation amongst the evacuating entities and the receiving entities to ensure that the populations themselves, as well as the general population in the receiving communities, are safe.

SCOPE

(5) This paper focuses on the ongoing evacuation and shelter planning at the local emergency management level for two of the three public safety special needs populations – sex offenders and paroled offenders – in the seven Virginia Department of Emergency Management regions. These two groups have specific statutory tracking requirements for “normal” daily functions. In a disaster situation, particularly one where these populations are required to leave their registered home jurisdiction, the possibility of losing track of these offenders is a very real one that requires extensive planning to overcome by both the home locality and the reception locality. *Code of Virginia* (1950) (as amended) requires sex offenders to register in a new locality if there is a change in residence. If moving out of the Commonwealth, the “...offender shall register with the local law-enforcement agency where he previously registered within 10 days prior to his change of residence.” (VSP “Frequently Asked Questions”, #9) This paper does not address a third population – jailed inmates – as part of the overall review. There is planning ongoing at the state level to assist the local and regional jails with potential movement of inmates.

SUMMARY OF THE RESEARCH METHOD

(6) Two surveys were designed to evaluate planning efforts and the presence of plans for these specific needs mobile populations in the Commonwealth. Although the surveys assess local planning efforts across the state, a special focus is given to Region 5 (Hampton Roads) and Region 7 (National Capital Region) throughout this document. There are specific traffic and evacuation plans developed for these regions due to the hazards that each area addresses

in their local emergency management efforts, including notice events such as hurricanes and no-notice events such as terrorist threats.

SURVEY ONE

(7) The first survey, conducted from 02/02/2008 through 04/11/2008, targeted VDEM Regions 1 and 5 and encompassed the localities that would be involved in or impacted by an evacuation of the Hampton Roads region of the Commonwealth. This survey was sent to the 22 emergency management officials in Region 1 and the 25 emergency management officials in Region 5. It did not track individual locality information, and was a multiple choice survey evaluating the presence of planning efforts for a vast array of specific needs populations, including planning for pets, medically dependent, electronically dependent, and tracking methods in place for these populations. The survey also gauged the preparedness of the participating localities to check awareness of *Code of Virginia* 18.2-370.2(B) which prohibits registered sex offenders from being within 100 feet of schools and day care facilities. This is important to many localities as many utilize schools as primary shelter sites for their evacuating populations, (“Specific Needs Populations and Sheltering/Evacuation”) and there is no standing statute to address a waiver of this *Code* in times of disaster. It is not known if individual localities would need to petition the Governor for this waiver, as sheltering at the local level is a local responsibility.

(8) This survey was available for eight weeks, and requests to complete the survey were sent to the 47 local emergency management agencies (EMA’s) by the study author through

direct contact and contact through the Virginia Department of Emergency Management. As a result, of this outreach,

- Nineteen emergency management agencies (40.42%) responded to the survey.
- Of this, 15 (78.9%) completed the survey.
- In total, 31.9% of the total 47 EMAs in VDEM Regions 1 and 5 completed the survey.

SURVEY TWO

(9) A second online survey, “Evacuation and Shelter Planning”, was developed and disseminated to the 139 emergency management officials in the Commonwealth through the Virginia Department of Emergency Management during 2008-2009 as part of the Thesis process. This survey, which was available online from 12 December 2008 through 14 February 2009, did not track individual locality information; however, it did discern among the VDEM seven regions. This was a multiple choice survey focusing on planning for general evacuation and planning for specific needs populations including jailed populations, sex offenders, and adjudicated parolees across all seven VDEM regions, expanding upon the research developed in the previous survey.

(10) This survey was available for eight weeks, and requests to complete the survey were sent to local emergency management agencies by the study author through direct contact and contact through the Virginia Department of Emergency Management. As a result, of this outreach:

- Sixty emergency management agencies (43.2%) responded to the survey.
- Of this, 38 (63.3%) completed the survey.
- In total, 27.3% of the total 139 EMAs in the Commonwealth completed the survey.

LIMITATIONS

(11) Although there was a high percentage of completion among officials who started the surveys, less than 45% completed either survey despite requests for completion. A higher rate of participation would have resulted in a better overview of planning across the state, but there is participation noted from each region along the established state evacuation routes in Survey 1 and from each of the seven VDEM regions in Survey 2. This gives a baseline snapshot of planning in each of the regions at the local level from the locality perspective. There are efforts to develop regional plans to bridge the gap between local plans and state plans, but the majority of planning seems to be locality-centric at this time with collaboration within the regions to align planning efforts from the emergency management stance.

(12) While any locality in the seven emergency management regions of Virginia could have situations that would require evacuation at any given time due to the number of hazards that could affect any given locality or area of the Commonwealth, there are two specific regions that have major evacuation and sheltering plans in place. Each of these regions have comparable populations and share a common planning threat in that there are few evacuation routes out of their given regions. Each plan focuses, however, on vastly different threats that could impact how the populations in these regions react when an evacuation order is noted, be it a voluntary evacuation notice or a mandatory evacuation notice. The following sections

will take a brief look at the Hampton Roads evacuation plan and the Northern Virginia evacuation plan.

CHAPTER 2 LITERATURE REVIEW

LITERATURE REVIEW

(13) Emergency plans that are in place at the local planning level strive to be all-inclusive and address the needs of the populations with special medical needs, pets, and children. However, the events of Katrina in 2005 brought another population to light – registered sex offenders, parolees, and their families. In meeting the needs of these populations, including the need to ensure the safety of the evacuees and their family units, planners are looking to the best practices of localities that have experience with these populations. Throughout this document, we will review planning in the Commonwealth as well as gleaning lessons learned from the 2005 hurricane season and the response in Texas to assist these populations.

(14) To understand the complexity of the issues, we will begin with a review of the established evacuation plans for the Hampton Roads region and the Northern Virginia region of the Commonwealth. Each of these plans is under constant review and update, so we will review them as they stand as of January 2009.

HAMPTON ROADS TRAFFIC CONTROL PLAN

(15) Written as the result of the need to move multitudes of population inland because of storm surge threats from land falling hurricanes and tropical weather systems, the Hampton Roads Traffic Control Plan, part of Volume 5 in the COVEOP, is a collaborative effort between state and local emergency management planners that has been underway since 1999. Led by the Virginia Department of Transportation, or VDOT, this plan includes traffic control methods on the limited number of roadways out of the Hampton Roads region and

hooks into the Emergency Support Function #6 (ESF 6) of the COVEOP to address sheltering these evacuees. This plan is based off a 1992 Hurricane Analysis Study, which is currently under revision. An update to this plan is expected to be finalized with new data in June 2009. This will include an amendment to the impacted populations, which was available in June 2008, and a modified traffic study.

RISK AREAS

(16) There are 19 coastal localities identified in the 1992 Hurricane Analysis Study, conducted by VDEM and included in the 2006 Hurricane Emergency Response Plan in Volume 5 of the Commonwealth of Virginia Emergency Operations Plan, conducted by VDEM (COVEOP Vol. 5, p12) including:

- Accomack County
- City of Chesapeake
- Town of Chincoteague
- Gloucester County
- City of Hampton
- Isle of Wight County
- Lancaster County
- Mathews County

- Middlesex County
- City of Newport News
- City of Norfolk
- Northampton County
- Northumberland County
- City of Poquoson
- City of Portsmouth
- Richmond County
- City of Suffolk
- Surry County
- City of Virginia Beach
- Westmoreland County
- York County

(17) These 19 localities all have emergency operations plans in place that include specific annexes addressing steps to take in the event of a land falling hurricane.

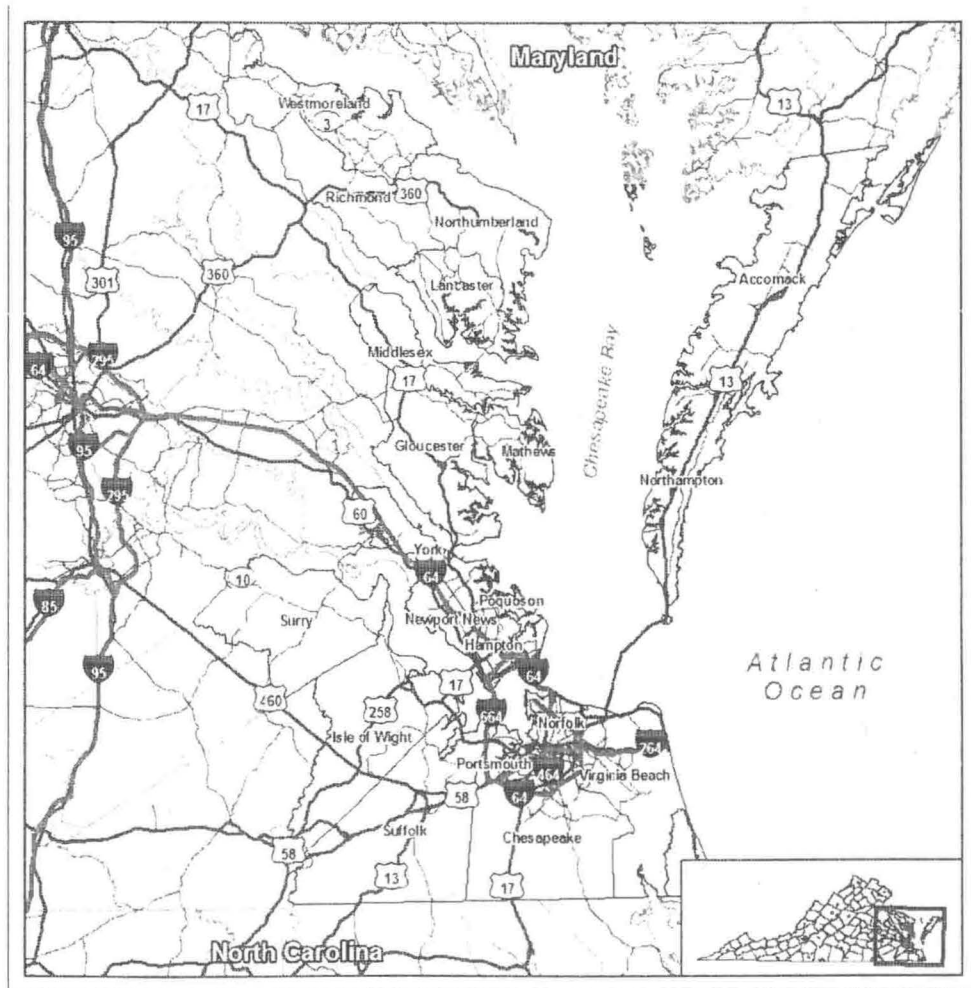


Figure 1
Map of Risk Jurisdictions (COVEOP Vol. V, Appendix 3, p3-1)

HAZARDS

(18) While the Hampton Roads Traffic Control Plan was initially crafted to assist with mandatory evacuation of the area because of land-falling hurricanes, this plan could be adapted to other notice-driven events that would necessitate evacuation. The hurricane gates that are installed along Interstate 64 to facilitate the contraflow of traffic can also be used to

isolate sections of the interstate because of accidents, hazardous materials incidents, or other hazards that would require the roadway to be shut down. There are also locality-specific evacuation plans for other hazards including the need to move populations within ten miles of the Surry Nuclear Power Station, located in Surry County, because of an incident at the power station. This planning is included in COVEOP Volume 3: Radiological Emergency Response.

EVACUATION ROUTING

(19) As illustrated in Figure 2, there are few egress routes leading out of the Hampton Roads area. The main roadways leading out of the region are the keystones in the evacuation process and include Interstate 64, US Route 17, US Route 460, US Route 58, and State Route 10. There are numerous other roadways in the region; however, these five particular roadways lead away from the potential impact areas and are capable of carrying higher volumes of traffic. These roadways are all multi-lane highways that, under normal traffic conditions, and outside of the towns located along these roads where speed limits are lower, generally carry traffic between 45 and 65 miles per hour (COVEOP).

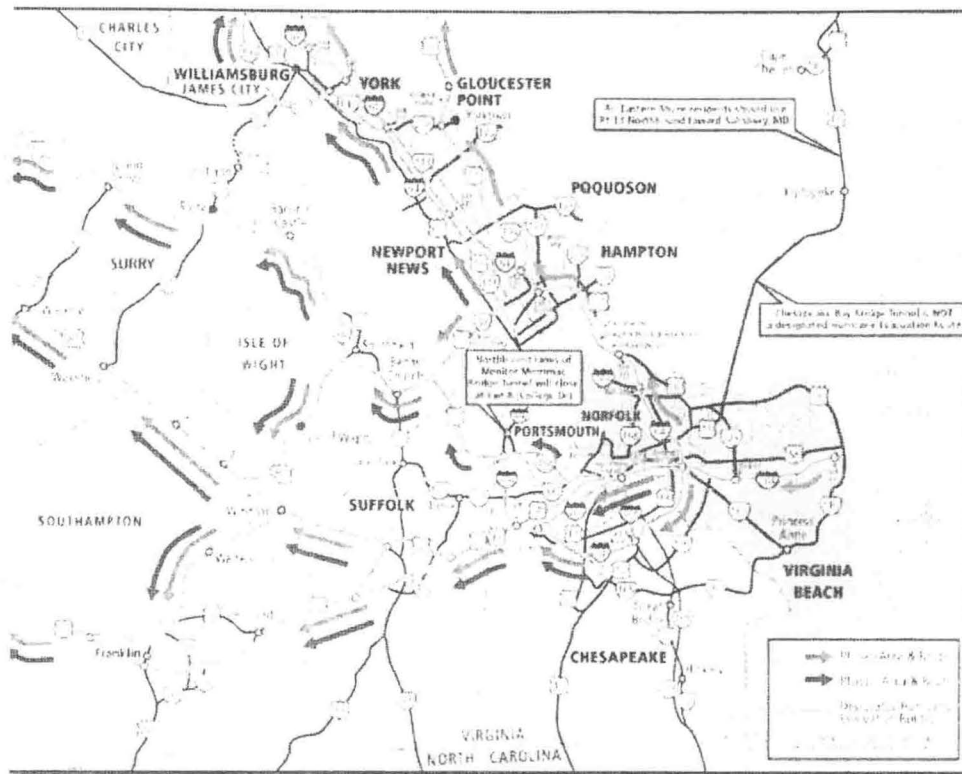


Figure 2 - VDOT Phased Evacuation Map

<http://www.vdot.virginia.gov/images/phases1-2.asp>

(20) There are two methods by which the Hampton Roads region could be evacuated in the event of a land falling hurricane (COVEOP). The first is a phased evacuation. In this type of evacuation, two phases occur between 24 and 14 hours prior to the arrival of tropical storm force winds. In Phase I, illustrated in the darker shaded area in Figure 2, populations that could be impacted by tidal surge and coastal flooding are moved inland 24 to 14 hours before the arrival of tropical storm force winds. Phase II, in the lighter shading in Figure 2, are directed to move inland beginning 14 hours before the arrival of tropical storm force winds. These two phases remain in operation until the arrival of tropical storm force winds. However, the availability of the roadways may be impacted by bridge or tunnel closures,

although these facilities generally do not close until the arrival of sustained winds of 45 miles per hour or more. The timing of these phases is based on the premise of allowing evacuees closer to the shore and in these flood prone areas to begin to move inland before those in the Phase II localities that are less likely to need to evacuate and have access to higher ground within their own localities as compared to the Phase I localities.

(21) To better understand the coordination of the chaos that could ensue when an evacuation order is issued, and thereby to illustrate how easy it could be to lose track of our specific needs populations, no matter who they are, it is important to understand the basics of the evacuation plan, and how motorists are advised to move when the process is initiated. Familiarity with the secondary roads mentioned are not necessary, but instead they help to show how residents in one part of Virginia Beach are directed to inland localities and help to show why planning for all involved is needed. According to Volume V of the COVEOP, the VDOT Hurricane Evacuation Plan, the established evacuation routes during Phase I, which would be implemented 24 hours before landfall of a tropical system and continue to 14 hours prior to landfall, are:

Virginia Beach:

- If north of Interstate 264, use I-64 West toward Richmond.
- If south of I-264, use I-64 East or I-264 West toward Suffolk.

Norfolk:

- If east of I-64, use I-64 West toward Richmond.
- If west of I-64, use I-64 East and I-264 West toward Suffolk.

Hampton:

- If east of Route 278 and north of Route 351, use I-64 West toward Richmond.
- If east of Route 278 and south of Route 351, use Route 258 South (James River Bridge) to Route 258/32 in Isle of Wight County, or Route 143 West to Route 199 (around Williamsburg) to Route 60 West.
- If north of Route 258, take Magruder Boulevard and use Route 17 North, crossing over the Coleman Bridge toward Fredericksburg.
- Langley Air Force Base will evacuate out of its west gate toward Magruder Boulevard South, to I-64 East, and will then use Route 258 South to their evacuation assembly area at Fort Pickett.

York County and Poquoson:

- Use Route 17 North toward Fredericksburg.
- Residents may also use Route 171 to I-64 West toward Richmond.

Middle Peninsula:

- Use Route 17 North toward Fredericksburg.

Northern Neck:

- Use Route 17 North Fredericksburg.

Eastern Shore:

- Use Route 13 North as an evacuation route.

(22) Similarly, during Phase Two of an evacuation, if it is deemed necessary, motorists that are further inland are advised to use additional evacuation. Phase Two may be activated if the Governor deems it is necessary approximately 14 hours prior to landfall of a tropical system, noted in the lighter shade on Figure 2, and include localities that are further inland than the Phase 1 localities. COVEOP Volume V, VDOT's Hurricane Evacuation Plan, directs motorists to:

Portsmouth:

- If north of Interstate 264, use Route 17 North to Route 258/32 South in Isle of Wight County, and routes 337 West and 664 North to Route 17 North, then to Route 10 West toward Smithfield.
- If south of I-264, use Route 58 to Route 58/460 West toward Suffolk.

Chesapeake:

- Use I-64 East or I-264 West to Route 58/460 West toward Suffolk.

Suffolk:

- If east of Route 125, use Route 17 North, to Route 258/32 to Route 10 West toward Smithfield.

Newport News:

- Use Route 143 West to Route 199, to Route 60 West
- Use Route 258 South across the James River Bridge to Route 258/32 in Isle of Wight County.

Hampton:

- If west of King Street and south of Mercury Boulevard, use I-64 West toward Richmond.
- Use Route 17 North toward Fredericksburg, crossing the Coleman Bridge.
- If west of Armistead Avenue and north of Mercury Boulevard, use Route 17 North toward Fredericksburg, crossing over the Coleman Bridge

(23) There are a number of variables that can initiate the Phase 2 portion of an evacuation, including predicted storm strength at landfall, flooding potential, and the number of residents in the area that need to be moved based on storm surge inundation (COVEOP).

(24) These evacuation routes mandate that the residents in these communities are familiar with the roadway system and are able to follow the directions as laid out by VDOT and the local emergency management agencies, or EMA's. Throughout the year, each of the local EMA's work tirelessly to ensure that the evacuation messaging is available to their citizens. Examples of these efforts are too numerous to list, but a check of resources show the public information efforts of localities such as Virginia Beach, Norfolk, and Hampton in conjunction with local media outlets show an effort to saturate the area with the necessary information to save life and property.

(25) An additional challenge in the region includes ensuring the thousands of tourists that visit the Hampton Roads region each year receive this message and understand routing. It is possible that many of these visitors will leave the area before a catastrophic storm arrives. However, it is also plausible that many will stay if the threat is not perceived properly or if there is a no-warning event that might necessitate evacuation.

(26) There is a huge military presence in the Hampton Roads area. With the largest Naval Base in the world in Norfolk, along with more than 108,000 Navy and Marine Corps personnel stationed in the area, and more than 118,300 dependents and 23,000 retired personnel, there are “communities within the community” requiring the coordination of federal partners with the efforts of state and local emergency management officials (Global Security). This could include assisting dependents that are left behind if a ship heads out of port to weather the storm or need help evacuating and reuniting with family members in any type of large-scale event.

(27) There is a third relatively new portion of the overall evacuation plan that was developed after Hurricane Floyd affected southeastern Virginia in 1999 VDEM (“Gilmore Press Release”). Depending on the event, the Governor is able to institute lane reversal, or contraflow, on Interstate 64. This is a simple sounding, but relatively complex, part of the overall evacuation plan that can begin while the skies are still sunny and there is no bad weather in the Commonwealth. This process is limited to Interstate 64 and is not practiced on the other evacuation routes, as I-64 is the only limited access highway in the evacuation plan. All of the other routes mentioned in the plan are open access highways, meaning there are numerous other accesses such as secondary roadways, driveways, and other inlets to those roadways. It would be impossible to block access from all of the various inlets to the roadways due to the simple work force requirement.

(28) As the National Weather Service (NWS) and the National Hurricane Center (NHC) are watching a storm that might affect the East Coast of the United States, groups in the

Virginia Emergency Operations Center (VEOC) are also closely monitoring the storm progress. As early as 96 hours prior to projected landfall, the Virginia Evacuation Coordination Team for Operational Readiness (VECTOR) is calculating the potential impact on the Commonwealth and advising the Governor on actions that need to be taken, including the evacuation of Hampton Roads. If it is determined that the hurricane will affect Virginia at a Category 3 or greater, the VECTOR group will recommend that populations start their move out of the danger zone.

(29) Seventy-two hours before the arrival of tropical storm force winds, the Governor can elect to start lane reversal. At this point, the National Guard activates and assumes positions along the Interstate 64 corridor. Over the next 24 hours, the Guard joins personnel from VDOT and VSP along this particular route at all exit and entrance points. This is an effort to control access to and from the Interstate in the coming hours.

(30) Thirty hours before the arrival of tropical storm force winds, all assets are in place, the lane reversal begins with the closure of gates along the Interstate, blocking traffic from exiting or entering the normal east bound traffic lanes. Traffic leaving northern Virginia Beach and Norfolk will head west on Interstate 64 to the southern end of the Hampton Roads Bridge Tunnel, where traffic is crossed over into the normally eastbound lanes, continuing the movement in a westbound direction. Traffic continues westbound in these contraflow lanes for approximately seventy miles until reaching the Interstate 295/64 interchange where traffic in the contraflow lanes is shunted back to the normal westbound lanes to continue to move inland. This flow of traffic occurs for 27 hours, until three hours prior to the arrival of tropical storm force winds. Once reaching the three hour mark and Interstate 64 on the

contraflow side is cleared of traffic, the eastbound lanes are opened again and traffic is returned to the normal flow – westbound traffic moving in the westbound lanes, and eastbound traffic moving in the eastbound lanes.



Figure 3 - Hurricane Gates on I-64

http://www.virginiadot.org/travel/hurricane_gates.asp

(31) The final three hours are also spent ensuring that as many of the roads in the area as possible are cleared of traffic and that any remaining evacuees are moved to refuges of last resort (ROLR) in the localities along the evacuation routes.

(32) To assist in the continuing movement of evacuees on the contraflow and normal flow lanes on I-64, there are two information stations and two respite stations established. The first information station is in Hampton at the Jefferson Avenue exit, a controlled access road ramp on both the eastbound and westbound sides of the Interstate. This area will allow for access to port-a-potties, directions, and information as evacuees move inland. There will be no access allowing motorists to exit the Interstate at this point; however, traffic will be able

to join the westbound flow of traffic as it exits Jefferson Avenue. The second information area is state-owned rest area along I-64 in New Kent County. At this station, access to bathrooms is present, along with additional information or updates as the evacuation proceeds.

(33) The two respite areas are positioned approximately 50 miles apart along the Interstate. The first respite area will be located off exit 143 in Williamsburg/James City County and is the result of a partnership between the State and private business owners to assist evacuees. The same holds true for the final respite area, located in New Kent County at exit 205. At either of these points, evacuees will have access to potential lodging, fuel, and other commodities. Evacuees in the contraflow lanes, however, will NOT be able to access the contraflow again to continue movement inland. Instead, they will be funneled into the westbound traffic flow.

INLAND LOCALITY IMPACTS

(34) Volume V of the COVEOP places planning needs on the localities that are designated as “toward” localities in the plan. The Central Virginia region, including the Richmond/Tri-Cities area, Williamsburg, Fredericksburg, and Emporia areas are the first major areas of population outside of the Hampton Roads area. The sites of many major lodging sites, gas stations, food suppliers, and respite, these areas must plan for an influx of traffic, be it traffic seeking to pass through the given area or evacuees seeking to end their travels in these localities. This is important to note, especially with the specific needs populations that are the subjects of this paper, because if the event is large enough to warrant the evacuation of

the Hampton Roads region (in a hurricane scenario, for example), it is likely large enough to affect these receiving localities. It is plausible that these receiving localities, as well as other localities along the established evacuation routes, will be implementing their own sheltering plans in anticipation of the arrival of the event. This also would potentially affect the availability of state resources that would normally be called upon by the impacted regions.

NATIONAL CAPITAL REGION EVACUATION PLAN

(35) The need to plan for the movement of masses of people with different transportation issues in Northern Virginia became clear after the events of September 11, 2001. With a large transportation dependent population, either because of lack of personal vehicles or users of the mass transit system in the Metro Washington area, it was clear that a plan needed to be developed within Virginia to support a Washington, DC evacuation scenario. Faced with the potential for large numbers of people walking from DC into Northern Virginia localities, the region has worked with VDEM, DC, and Maryland emergency management officials to establish a Northern Virginia Evacuation Plan, which was in place for the 2009 Presidential Inauguration.

RISK AREAS

(36) Virginia has four counties and five cities within the National Capital Region (NCR), noted in the light green in the graphic below. The NCR is a large planning and coordination group that includes localities, not only from Virginia, but also from Maryland and the District of Columbia. (NCR) The Virginia localities include:

- Arlington County

- Fairfax County
- Loudoun County
- Prince William County
- City of Alexandria
- City of Fairfax
- City of Falls Church
- City of Manassas
- City of Manassas Park

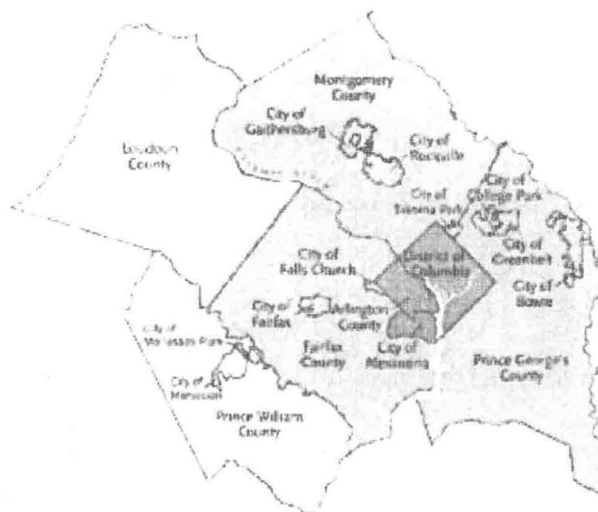


Figure 4 - NCR Localities

(37) The Virginia Department of Emergency Management also adds a tenth locality, Stafford County, to the listed localities, thus comprising VDEM Region 7. (VDEM Local Coordinators) The localities in Region 7 make up some of the most densely populated localities in the Commonwealth.

HAZARDS

(38) Hazards in this region include terrorist threats due to the close proximity to the DC metro area and numerous attractive federal targets along with the other threats common to Virginia, including flooding, severe weather, and inland effects from tropical weather systems. According to Volume II, Support Annex 5 of the Commonwealth of Virginia Emergency Operations Plan, the localities in the area are able to support "...isolated or minor evacuations and [can support] each other through existing mutual aid agreements" (p. 1, para. 1). There are also locality-specific evacuation plans for other hazards including the need to move populations because of an incident at the Calvert Cliffs Nuclear Power Station located in Lusby, MD. This planning is included in COVEOP Volume 3: Radiological Emergency Response.

(39) While the Northern Virginia Evacuation Plan is written to be inclusive of all hazards, one of the planning points is that the plan will most likely be activated in a no-notice event. There are no specific timelines as outlined in the Hampton Roads plan as of the initial draft of this plan in January 2009. As with the Hampton Roads plan, this plan requires localities such as Winchester City, Fredericksburg, and Richmond to be prepared to handle the influx

of traffic and evacuees, possibly for extended periods depending on the event, if there is significant displacement of citizens.

EVACUATION ROUTING

(40) According to the Northern Virginia Evacuation Plan, an annex to the Commonwealth of Virginia Emergency Operations Plan, pp6-7, evacuation roadway routes out of Northern Virginia include limited access routes controlled by the Virginia Department of Transportation such as Interstate 95, Interstate 395, Interstate 66, Route 267 (Dulles Toll Road), Interstate 495, and the George Washington Memorial Parkway. VDOT will oversee traffic signal coordination along fourteen roadways that are maintained by the localities through which they pass. Routes that are listed in the plan include major thoroughfares for the region such as Route 1, Route 7, Route 29, Route 3000, and Route 7100. Finally, 39 roadways are managed by VDOT on a daily basis that will have traffic signal coordination managed in collaboration with outlying localities, including Route 309, Route 606, Route 7900, and Route 402. These routes in the outlying communities are important to note due to the key infrastructure points that they help support with other major roadways in the region in addition to the ability to move vehicles out of the region in general. This includes moving these populations to surrounding VDEM regions, which may or may not be prepared to handle the influx of traffic along these roadways. This also underlines the need for planning, at not only the NCR level, but also the ability of rural localities in Northern Virginia and even into other states such as West Virginia and Maryland to handle the traffic loads.

(41) Northern Virginia residents also heavily depend on mass transit to move about the region. The Northern Virginia Evacuation Plan considers this, along with the assumption that evacuees will also use rail and foot traffic to move out of the affected area, making plans to include the use of locally managed Assembly Areas at designated locations. These areas will allow for accountability of evacuees in and provide a point of transportation out of the area by bus to Transfer Points. At the locally managed Transfer Points, which are located near main roadway corridors and rail stations, evacuees will be moved by bus to the vicinity of their homes within the Northern Virginia area or to designated shelters. (Northern Virginia..., p8 para 1-2)

SHELTERING - WHERE DOES EVERYONE GO?

(42) According to *Code of Virginia* (as amended) Section 44-146.19 Section A, “Each political subdivision within the Commonwealth shall be within the jurisdiction of and served by the Department of Emergency Management and be responsible for local disaster mitigation, preparedness, response and recovery.” This includes providing sheltering for its own citizens during a crisis. Ultimately, sheltering is a local responsibility. Localities may choose among three options to manage their shelters:

1. Turning over all sheltering operations to the American Red Cross
2. Sharing sheltering operations between the American Red Cross and the local governing jurisdiction
3. Maintaining the shelters without assistance from the American Red Cross

Which option the locality utilizes is entirely up to the locality, as there is no state mandate on how the shelters have to be, or should be, operated. The Commonwealth is working, however, to establish shelter locations at state owned locations to support a mandatory evacuation as issued by the Governor. This includes the use of state college and university facilities, as well as encouraging inter-jurisdictional partnerships, to provide sheltering assets that are managed and operated by numerous Commonwealth agencies, with the Department of Social Services acting as the lead for these sites.

(43) With the two established evacuation plans, Hampton Roads and National Capital Regions, there are similarities in the affected locality and state sheltering planning, but there are also notable differences.

HAMPTON ROADS

(44) Localities involved in the Hampton Roads evacuation plan generally depend on the citizens being able to find and secure their own shelter during a storm. There are few localities that have agreements with inland host localities, with the noted exceptions of Poquoson and York County agreements and agreements between the cities of Norfolk and Richmond. Each of these inland localities has agreed to offer shelter to citizens of the evacuating localities, to include use of facilities inland for shelter. Each of the evacuating localities has agreed to send support, to include staffing, to help with the influx of their citizens into these inland localities.

NORTHERN VIRGINIA

(45) The Northern Virginia Evacuation Plan requires the Northern Virginia localities to be able to handle significant numbers of the population that are transportation dependent, as many people traveling into the District of Columbia may utilize public transportation. Understanding that there may be many pedestrians leaving DC if there is an evacuation, these localities have worked to arrange numerous pick-up points near areas such as bridges and other areas that could become walkways in a disaster, as well as enhancing existing public transportation hubs. The plan differs from the Hampton Roads plan in that many people leaving the DC area may simply be trying to get to their homes in surrounding localities.

STATE MANAGED SHELTERING

(46) In 2007, the Commonwealth of Virginia began assessing state owned facilities to assist in the sheltering of citizens moving because of a state ordered evacuation of any area of the state. This effort, collaboration between the Virginia Department of Social Services (VDSS) and the Virginia Department of Emergency Management (VDEM) and numerous other state agencies began the evaluation of potential shelter sites in state owned buildings. Using a standardized site evaluation tool incorporating national sheltering standards determined by the American Red Cross, more than 24,000 shelter spaces have been identified, primarily at public colleges and universities (“Evacuation and Shelter Update”, 03/05/2009).

(47) As a part of this overall evaluation, the State, and many localities, also reassessed their ability to accept various populations, including pets and populations with special

medical needs. The State has opted to house these particular populations within the State emergency sheltering system. Specific areas within the State managed shelters will be specifically designated and equipped to support those who are electronically medically dependent and has received planning assistance through the Virginia Department of Health, based on best practices from Florida localities. Pets will be housed in close proximity to general population shelters, sometimes within the same facility, but removed from general population sections. There is also planning to accept pets at facilities separate from, but close to, the State shelter sites. Finally, there are plans to assist with larger animals, such as livestock or horses, at specifically designated sites that are large enough to manage such animals. The Virginia Department of Agriculture and Consumer Services (VDACS) is leading all animal planning.

JAIL AND PRISON EVACUATION PLANNING

(48) In the wake of Hurricane Katrina in 2005, VDEM began assisting local and regional jails in planning to move their own populations, if needed, during an evacuation, a scenario considered by local emergency managers in Norfolk, as the first floor of the City's jail facility was flooded during Hurricane Isabel in 2003. This included planning for regional and local jails with the hopes of following the model established by the Virginia Department of Corrections, which has three DOC facilities in floodplains that have had to be evacuated in the past. For safety reasons, evaluation of these jail plans are not accessible to the general public. This includes evacuation routes, timing of evacuation steps, and final destination locations. Some of this information, such as inmate location, may be made available to parties with an interest in the inmate, such as lawyer representation, inmate families or

victims, after the inmate has been moved and is located at another secured facility. Further evaluation of efforts being made for these particular populations needs to be undertaken to understand the scope of the needs of this group. This would include the need to separate certain segments of the inmate population during an evacuation as well as ensuring the safety of those who guard these groups and their own families in times of crisis.

PAROLEES

(49) This planning also highlighted the need to plan for parolees in the general population of a locality, and the need to plan for the movement of registered sex offenders from one locality to another. The Virginia Department of Social Services (VDSS) began discussions with the Virginia State Police (VSP) and the Attorney General's Office on how to track sex offenders that are moving out of harm's way into the safety of inland localities and if specific planning needed to be undertaken to accept registered sex offenders in shelters.

(50) Specifically focusing on the use of ARC standards for sheltering, there is no requirement for criminal history background checks upon registration at a shelter site. ARC will take in anyone who is in need of sheltering, regardless of criminal history. A check of ARC Shelter Registration form #5972, as illustrated below in an example from the Capital Area Chapter (Florida) American Red Cross, reveals that there is no information on previous criminal history included on the form.

AMERICAN RED CROSS SHELTER REGISTRATION FORM
 Please print all sections

Incident ID# Number & Name: _____
 Shelter Name: _____
 Shelter City, County Parish, State: _____

Family Name (Last Name):	Total family members registered: Total family members sheltered:
Pre-Disaster Address (City, State, Zip):	Post-Disaster Address (if different) (City, State, Zip):
Home Phone:	Cell Phone Other:
Method of Transportation: If personal vehicle—place # State: (for security purposes only)	Identification verified by (Record type of ID, if some, write none):
Primary Language: If primary language is not English, please list any family members who speak English.	

INFORMATION ABOUT INDIVIDUAL FAMILY MEMBERS (for additional names, use back of page)

Name (Last, First)	Age	Gender (M/F)	Fin. Cot #	Arrival Date	Departure Date	Departing? Relocation address and phone

Are you required by law to register with any state or local government agency for any reason?
 Yes No If Yes, please ask to speak to the shelter manager immediately.

I acknowledge that I have read been read and understand the Red Cross shelter rules and agree to abide by them

Signature _____ Date: _____

CONFIDENTIALITY STATEMENT
 American Red Cross generally will not share personal information that you have provided to them with others without your agreement. In some circumstances disclosure could be required by law or the Red Cross could determine that disclosure would protect the health or well-being of its clients, others, or the community, regardless of your preference.

Below, please initial if you agree to release information to other disaster relief, voluntary or non-profit organizations and/or governmental agencies providing disaster relief

I agree to release my information to other disaster relief, voluntary or non-profit organizations _____
 I agree to release my information to governmental agencies providing disaster relief _____

By signing here, I acknowledge that I have read the confidentiality statement and understand it.

Signature _____ Date: _____

Shelter Worker Signature _____

After registration, each family should go through the Shelter Initial Intake Form to determine if further assistance or accommodation is needed.

For Red Cross Use Only Form 5972 Rev. 12/07
 Copy Distribution
 1. Shelter Registration on-site file - Yes/No 2. Information Management - Post Reg. 3. Client if requested

Figure 5 - ARC Shelter Registration Form #5972
<http://redcross.tallytown.com/forms/form5972.pdf>

(51) The quandary facing emergency management officials in this case involves ensuring that the citizens of a public shelter are safe from individuals with predatory tendencies, while protecting the rights of individuals, although previously convicted of these crimes, who have served their debt to society and are in need of public sheltering during a crisis.

CODE OF VIRGINIA

(52) There are several specific statutes addressing what offenses qualify as a sex offense and who must register with the local and state police. According to *Code of Virginia* § 9.1-901, offenders that must register include:

A. Every person convicted on or after July 1, 1994, including a juvenile tried and convicted in the circuit court pursuant to § 16.1-269.1, whether sentenced as an adult or juvenile, of an offense set forth in § 9.1-902 and every juvenile found delinquent of an offense for which registration is required under subsection G of § 9.1-902 shall register and reregister as required by this chapter. Every person serving a sentence of confinement on or after July 1, 1994, for a conviction of an offense set forth in § 9.1-902 shall register and reregister as required by this chapter. Every person under community supervision as defined by § 53.1-1 or any similar form of supervision under the laws of the United States or any political subdivision thereof, on or after July 1, 1994, resulting from a conviction of an offense set forth in § 9.1-902 shall register and reregister as required by this chapter.

B. Every person found not guilty by reason of insanity on or after July 1, 2007, of an offense set forth in § 9.1-902 shall register and reregister as required by this chapter.

Every person in the custody of the Commissioner of Mental Health, Mental Retardation and Substance Abuse Services, or on conditional release on or after July 1, 2007, because of a finding of not guilty by reason of insanity of an offense set forth in § 9.1-902 shall register and reregister as required by this chapter.

The table below, obtained from the Virginia State Polices' "Virginia Sex Offender and Crimes Against Children Registry" Statute page, illustrates the cases in which an offender must register as a violent sex offender, even if the offense and conviction occurred in another state. The offenses include:

*1. "Sexually Violent Offense" means:	
<u>Charge</u>	<u>Code of Virginia Section</u>
Abduction for Immoral Purpose	<u>18.2-48(ii)</u>
Rape	<u>18.2-61</u>
Forcible Sodomy	<u>18.2-67.1</u>
Object Sexual Penetration	<u>18.2-67.2</u>
Aggravated Sexual Battery	<u>18.2-67.3</u>
Sexual Battery where the perpetrator is 18 years of age or older and the victim is under the age of 6	<u>18.2-67.4</u>
Attempt Rape, Forcible Sodomy Object Sexual Penetration, Aggravated Sexual Battery	<u>18.2.67.5 (A) (B)</u>
Taking Indecent Liberties with Minor	<u>18.2-370</u>
Taking Indecent Liberties with Minor by Person in Custodial or Supervisory Relationship	<u>18.2-370.1</u>
Production, Distribution, Financing, etc. of Child Pornography	<u>18.2-374.1</u>
OR Any Person Convicted under Chapter 117 (18 U.S.C. § 2421 et seq.) of Title 18 of the United States Code Any Person Convicted for Sex Trafficking (Title 18, U.S.C. § 1591)	
OR <i>A <u>SECOND</u> or subsequent conviction, where the individual was at liberty between such convictions, of the following:</i>	
Carnal Knowledge of Minor (Victim Ages 13-14)	<u>18.2-63</u>
Carnal Knowledge of Minor (Victim 15 or older) Supervisory Relationship	<u>18.2-64.1</u>
Marital Sexual Assault (Repealed 2005)	<u>18.2-67.2:1</u>
Enter Dwelling House with intent to Rape	<u>18.2-90</u>
OR A <u>SECOND</u> or subsequent conviction, where the individual was at liberty between such convictions, and where the victim is a minor or is physically helpless or mentally incapacitated as defined in §18.2-67.10, a violation or attempted violation of:	
Abduction	<u>18.2-47(A)</u>

Abduction of any Child for Extortion or under 16 for the Purposes of Concubinage or Prostitution	<u>18.2-48 (i) (iii)</u>
Sexual Battery	<u>18.2-67.4</u>
Attempted Sexual Battery	<u>18.2-67.5 (C)</u>
Crimes Against Nature (Sodomy)	<u>18.2-361</u>
Adultery & Fornication by Person Forbidden to Marry: Incest	<u>18.2-366</u>
Possess Child Pornography (2 or more convictions)	<u>18.2-374.1:1(C)</u>
OR If the offense was committed on or after July 1, 2006 and if the person has been convicted or adjudicated delinquent of any two or more such offenses, provided that person had been at liberty between such convictions or adjudications:	
Enter Dwelling House etc. with intent to Commit Felony	<u>18.2-91</u>
2. "Sexual Offenses" means:	
Charge	Section
Murder (Victim is under 15) or (Victim is 15-17) is related to an offense under §9-1-902	<u>18.2-31,18.2-32</u>
Carnal Knowledge of Minor (Victim Ages 13 - 14)	<u>18.2-63</u>
Carnal Knowledge of Minor (Victim 15 or older) Supervisory Relationship	<u>18.2-64.1</u>
Marital Sexual Assault (Repealed in 2005)	<u>18.2-67.2:1</u>
Sexual Battery (3 or more convictions)	<u>18.2-67.4</u>
Sexual Abuse Against Child under 15 (3 or more convictions)	<u>18.2-67.4:2</u>
Attempted Sexual Battery (3 or more convictions)	<u>18.2-67.5 (C)</u>
Enter Dwelling House etc. with intent to Rape	<u>18.2-90</u>
Possession of Child Pornography	<u>18.2-374.1:1(B)(C)</u>
Unlawful filming, videotaping or photographing of another (3 or more convictions)	<u>18.2-386.1</u>
Use of Communication System to Solicit a Minor to Violate §18.2-370, Indecent Liberties With A Minor	<u>18.2-374.3 (C)</u>
Third misdemeanor sexual offense as set forth in	<u>18.2-67.5:1</u>
OR If the offense is committed on or after July 1, 2006	
Enter Dwelling House etc. with intent to Commit Felony listed under §9.1-902	<u>18.2-91</u>
Possession of Child Pornography	<u>18.2-374.1:1(A)</u>
OR Where the victim is a minor or is physically helpless or mentally incapacitated as defined in §18.2-67.10, a violation or attempted violation of:	
Abduction	<u>18.2-47 (A)</u>
Abduction of any Child for Extortion or under 16 for the	<u>18.2-48 (i) (iii)</u>

Purposes of Concubinage or Prostitution	
Sexual Battery	<u>18.2-67.4</u>
Attempted Sexual Battery	<u>18.2-67.5 (C)</u>
Crimes Against Nature (Sodomy)	<u>18.2-361</u>
Adultery & Fornication by Person Forbidden to Marry: Incest	<u>18.2-366</u>
OR	
Any Criminal Homicide in conjunction with a violation of clause (i) of § <u>18.2-371</u> (Contributing to the delinquency) or § <u>18.2-371.1</u> (abuse and neglect of children) when the offenses arise out of the same incident.	
OR	
"Offense for which registration is required" includes (i) any similar offense under the laws of any foreign country or any political subdivision thereof, the United States or any political subdivision thereof	
OR	
Any offense for which registration in a Sex Offender and Crimes Against Minor Registry is required under the laws of the jurisdiction where the offender was convicted.	
Table 1 – Sex Offenses and Applicable Virginia Code	

(53) Additionally, the VSP page states “Persons convicted in other jurisdictions of substantially similar laws must register in Virginia as though the conviction was for a Virginia offense. Also, persons required to register as a sex offender in the state of conviction must also register in Virginia if not otherwise required to under the Act.”

(54) *Code of Virginia* also addresses the proximity that a convicted sex offender may have to place that it is known that children may be present. The *Code*, §18.2-370.2 B states:

“B. Every adult who is convicted of an offense prohibiting proximity to children when the offense occurred on or after July 1, 2000, shall as part of his sentence be forever prohibited from loitering within 100 feet of the premises of any place he knows or has reason to know is a primary, secondary or high school. In addition, every adult who is convicted of an offense prohibiting proximity to children when the offense occurred

on or after July 1, 2006, shall as part of his sentence be forever prohibited from loitering within 100 feet of the premises of any place he knows or has reason to know is a child day program as defined in § 63.2-100.”

(55) *Code of Virginia* 63.2-100 defines a child day program as “...program offered to (i) two or more children under the age of 13 in a facility that is not the residence of the provider or of any of the children in care or (ii) 13 or more children at any location.”

(56) These two sections of *Code* are problematic for local emergency planners in ensuring safe shelter options for all populations in the Commonwealth. Many localities use school facilities as shelter sites. This creates conundrum in that according to *Code*, registered sex offenders are not allowed at these sites; however, localities are charged with ensuring the safety of all populations in times of crisis in §44-146.19. According to information provided by the Virginia Department of Social Services, this topic is on the minds of the planners, and efforts are underway to track and ensure the safety of evacuees and registered sex offenders as they move from one locality or region of the Commonwealth to state managed shelters in another locality. However, there is an identified gap in planning on local level as what to do with and how to assist registered sex offenders from other localities who present at local shelters. Some localities have discussed placing these populations in shelters separate from the general population shelters, but this leads to problems with family unit cohesiveness especially in cases where the offender may be a single parent with juvenile dependents or may be juveniles themselves.

STATE LEVEL PLANNING

(57) The opinion offered from the State's Attorney General Office stresses the intent of *Code of Virginia* (1950 as amended) § 9.1-918 that states:

Use of registry information for purposes not authorized by this chapter is prohibited, the unlawful use of the information contained in or derived from the Registry for purposes of intimidating or harassing another is prohibited, and a willful violation of this chapter is a Class 1 misdemeanor.

(58) This is interpreted to mean that in the case of State managed shelters, information cannot be distributed at a shelter site announcing the presence of a registered sex offender, and the shelter management staff must rely on the honesty of a registered sex offender to announce their presence to shelter staff.

(59) However, State managed shelter staff do have policies in place to "...check shelteree names whenever possible, against the sex offender registry that is available on the Virginia State Police web site" (Pope, 03/05/2009). The use of the database to ensure safety at shelter sites does seem to be reasonable, as it appears to be within the approved context of use as it is outlined in the Policy section of the online Virginia Sex Offender and Crimes Against Children Registry:

For purposes of this section, absent other aggravating circumstances, the mere republication or reasonable distribution of material contained on or derived from the publicly available Internet sex offender database shall not be deemed intimidation or harassment.

LESSONS FROM TEXAS

(60) The difficulty with the processing of those with criminal histories, including sex offenders, during an evacuation scenario in the Commonwealth of Virginia is that there is no practical application of the tracking of these populations. This means that short of running lists of shelter names through the publicly available database available through the Virginia Department of State Police database or depending on the parolee or registered sex offender self-identify at the shelter site, there is no in depth plan to identify these offenders or to allow their evacuating families to stay intact. Instead, emergency planners must look to the best practices of other localities and similar situations, such as those encountered in Harris County, Texas following the mass exodus from Louisiana post Katrina and the follow up event of Hurricane Rita in 2005.

(61) Texas has lead the way to ensure the safety of not only the people moving in an evacuation, be they the general population or those who are out on parole, but also the localities that are receiving all of the segments of population in an evacuation scenario. An after action report evaluating the response by the State of Texas and FEMA for long-term recovery housing for evacuees in Texas, post-Katrina in 2005, highlights a topic agreed upon by emergency managers in the Commonwealth of Virginia that, in order to adequately plan for emergency situations, leading government agencies such as FEMA, particularly in cases where FEMA is evacuating populations out of an impacted state,

“...should provide demographic/economic data on evacuee households. Evacuees cannot be adequately assisted without data on their situation. FEMA is in contact

with the evacuees and should seek data regarding their housing situation and economic needs. This information must be available to state and local governments for planning purposes.” (Texas Low Income Housing, p14).

(62) The Texas Office of the Attorney General has been equally vociferous in the warning of wayward sex offenders, lending assistance to the Fugitive Unit, a branch of the Texas Department of Criminal Justice, in apprehending numerous unregistered sex offenders who came to Texas in the chaos following Hurricanes Katrina and Rita. This Unit brings together local and state law enforcement officers to help apprehend “missing” offenders and bring them to justice. (Texas OAG)

(63) In an attempt to help fix the system so that sex offenders would not be able to slip through the cracks again, Representative Ted Pope (TX) introduced legislation on November 18, 2005, “...to permit access to databases maintained by FEMA for purposes of complying with sex offender registry and notification laws among other purposes”. (Library of Congress, H.R. 4381) This was related to a similar Senate bill introduced by Senator David Vitter (LA). (Library of Congress S. 2786). Both pieces of legislation would amend Title 5 of the United States Code to assist FEMA and other government agencies involved in the evacuation of citizens to keep the receiving localities informed of the potential receipt of sex offenders into their community. Both bills were read twice, and then referred to subcommittees – H.R. 4381 to the Subcommittee on Economic Development, Public Buildings and Emergency Management on 18 November 2005, and S. 2786 to the Committee on Homeland Security and Governmental Affairs on 11 May 2006 – where no further action has been taken on either bill.

(64) The GAO presented a document to the President entitled The Federal Response to Hurricane Katrina – Lessons Learned in February 2006. Within this document is evidence of specific lessons learned on how the mass exodus of populations into Texas overwhelmed local court systems and clearly states that initially, law enforcement was unable to cope and adequately handle the influx of offenders, be they general probationers and parolees or be they registered sex offenders from another locality. This led to the suggestion that ” The Department of Justice, in coordination with the Department of Homeland Security, should examine Federal responsibilities for support to State and local law enforcement and criminal justice systems during emergencies and then build operational plans, procedures, and policies to ensure an effective Federal law enforcement response” (p41).

CHAPTER 3 METHOD & RESULTS

DESCRIPTION OF THE METHOD

(65) Two surveys were designed to evaluate local emergency management planning efforts and the presence of plans for these specific needs populations in the Commonwealth, which include registered sex offenders and those citizens who are on parole and have a need to check in with local police or their assigned parole officer on a regular, pre-determined basis. Both surveys consisted of multiple choice or short answer selections, and efforts were made to make the surveys as anonymous as possible while still permitting identification of the respondent's VDEM region.

SURVEY ONE

(66) The first survey, conducted from 02/02/2008 through 04/11/2008, targeted VDEM Regions 1 and 5 and encompassed the localities that would be involved in or impacted by an evacuation of the Hampton Roads region of the Commonwealth.

SAMPLE AND POPULATION

(67) This survey, which was available for eight weeks, was sent to the 22 emergency management officials in Region 1 and the 25 emergency management officials in Region 5. It did not track individual locality information and was a multiple choice survey evaluating the presence of planning efforts for a vast array of specific needs populations, including planning for pets, medically dependent, electronically dependent, and tracking methods in place for these populations. The survey also gauged the preparedness of the participating

localities to check awareness of *Code of Virginia* §18.2-370.2(B) which prohibits registered sex offenders from being within 100 feet of schools and day care facilities. This is important to many localities as many utilize schools as primary shelter sites for their evacuating populations. (“Specific Needs Populations and Sheltering/Evacuation”)

(68) In total, 19 emergency management agencies, 40.42% began to the survey and 15 (78.9%), completed it the survey. In total, 31.9% of the total 47 EMAs in VDEM Regions 1 and 5 completed the survey. This somewhat limits the overall information gathered in the survey, but does provide a snapshot of general planning in the two VDEM regions.

SURVEY TWO

(69) A second online survey, “Evacuation and Shelter Planning”, was developed and disseminated to the 139 emergency management officials in the Commonwealth through the Virginia Department of Emergency Management during the Final Thesis process during 2008-2009.

SAMPLE AND POPULATION

(70) This survey, which was available online from 12 December 2008 through 14 February 2009, did not track individual locality information; however, it did discern among the seven VDEM regions. This was a multiple choice survey focusing on planning for general evacuation and planning for specific needs populations including jailed populations, sex offenders, and adjudicated parolees across all seven VDEM regions, expanding upon the research developed in the previous survey.

DATA COLLECTION AND ANALYSIS

(71) This survey was available for eight weeks, and requests to complete the survey were sent to local emergency management agencies by the study author through direct contact and contact through the Virginia Department of Emergency Management. As a result, of this outreach, 60 emergency management agencies, 43.2% responded to the survey. Of this, 38, 63.3%, completed the survey. In total, 27.3% of the total 139 EMAs in the Commonwealth completed the survey.

RESULTS

(72) The questions and results from both surveys are noted below. Each survey was a multiple choice or short answer question. Each locality was limited to one participatory response. The percentages notes below may not total 100% due to rounding of the percentages. Charts outlining results are available in Appendix 1.

SURVEY ONE

(73) Survey One, focusing on localities in VDEM Regions 1 and 5 focused on basic planning considerations for specific need populations in hurricane based evacuation scenarios.

(74) Question One (Chart 1) identified the localities participating in the survey. Participants were advised that their actual locality would not be identified in the final paper produced, but the localities participating by region were:

- Region 1: 11 (57.8%)

- Region 5: 8 (42.1%)

(75) Question Two (Chart 2) determined if the participating localities utilized a special needs registry as part of their local planning efforts. This would include web-based registration and self-identification of needs originating from the local office of emergency management, caseload identification through social service networks, or other identification methods.

Does your locality use a registry or other means of outreach to track where your specific needs populations are located in your jurisdiction?

- Yes: 6 (31.5%)
- No: 12 (66.6%)
- No response: 1 (5.0%)

(76) Of the 31.5% of the localities that do utilize a special needs population registry, included were registries that tracked:

- Medical Needs: 5 (17%)
- Transportation Dependent: 2 (41%)
- Social Needs: 3 (25%)
- Other or Combination of Needs: 2 (17%)

- State level planners are able to track State inmates and registered sex offenders
- One locality includes electrically dependent medical needs in their planning
- No response: 13

(77) “Social needs” included populations that may not have the fiscal ability to leave their homes for an extended period of time or may depend on social services programming for daily activities that could be impacted by a disaster situation.

(78) Question Three focused on evacuation planning within a locality, where evacuees do not need to leave the jurisdictional boundaries to find safe shelter in an emergency. This could include localized flooding events or fires for example.

Regarding your locality's evacuation plans where evacuation is confined to areas within your locality, which population(s) do you have specific plans for?

- Plans in place for the transportation dependent: 7
- Plans in place to move pets: 4
- Plans in place to move the medically dependent (i.e. nursing homes, assist with hospital evacuation, etc...): 6
- Plans in place to evacuate adult jail inmates: 6

- Plans in place to evacuate juvenile jail inmates: 3
- Plans in place to track registered sex offenders: 1
- Other: 4
 - State jail plans in place and have been tested; local/regional plans in progress
 - Establishing a Special Needs Shelter
 - Adult jail inmate planning underway. Juvenile planning not addressed at present. All plans in process of revision.
 - Medical Special Needs in a private home
- No response: 6

(79) On the opposite front, Question Four focused on planning initiatives in place where residents of a locality would need to leave their home locality to find safe shelter. This could include hurricane evacuation or radiological event scenarios.

Regarding your locality's evacuation plans where evacuation **out** of your locality is needed which population(s) do you have specific plans for?

- Plans in place for the transportation dependent: 3
- Plans in place to move pets: 1

- Plans in place to move the medically dependent (i.e. nursing homes, assist with hospital evacuation, etc...): 0
- Plans in place to evacuate adult jail inmates: 3
- Plans in place to evacuate juvenile jail inmates: 1
- Plans in place to track registered sex offenders: 0
- Other: 4
 - None
 - No plans in place to direct evacuees out of state
 - Planning underway for adult jail inmates, transportation dependent, pets, and medically dependent citizens. Need to review information from transportation study and proceed with planning.
 - Medical special needs in a private home
- No response: 10

(80) As all emergencies start at the local level, Question Five identified specific populations that could need special planning considerations where these populations could be accepted at the locality's own emergency shelters. This included presence of planning for incarcerated populations that cannot move to general population shelters, but could be moved to other secured facilities.

Regarding your locality's sheltering plans where sheltering of your own citizens is needed, which population(s) do you have specific plans for?

- Plans in place to accept the transportation dependent into a shelter located in a different location than the general population shelter: 2
- Plans in place to accept pets into a shelter located in a different location than the general population shelter: 2
- Plans in place to accept the medically dependent (i.e. from nursing homes, from a hospital, etc...) into a shelter located in a different location than the general population shelter: 3
- Plans in place to shelter adult jail inmates into a site not located at the primary jail site: 2
- Plans in place to shelter juvenile jail inmates not located at the primary jail site: 1
- Plans in place to track registered sex offenders into a shelter located in a different location than the general population shelter: 1
- My locality's sheltering plans are all inclusive - medical, pets, and general populations are all sheltered in the same location, or co-located within walking distance of each other: 7

(81) The second part of the question identified an existing gap in planning for these populations.

- No plans specifically for adult jail inmates: 10
- No plans specifically for juvenile jail inmates: 10
- No plans specifically for registered sex offenders: 13
- Other (please specify): 2
 - General sheltering plans
 - Planning efforts underway but not finalized due to logistical gaps.
- No response: 4

(82) *Code of Virginia* (1950 as amended)) §44-146.19 states that each political subdivision in the Commonwealth shall "...be responsible for local disaster mitigation, preparedness, response and recovery". Regarding sheltering issues, localities have interpreted this to mean that they are responsible for providing emergency shelter for their own populations. However, special consideration needs to be given to populations fleeing danger in outside jurisdictions, and how an influx of evacuees could impact the receiving localities. Question Six asks what planning is in place to accommodate evacuees from other localities.

Regarding your locality's sheltering plans where sheltering of citizens from other localities is needed, which population(s) do you have specific plans for?

- Plans in place to accept the transportation dependent into a shelter located in a different location than the general population shelter: 1
- Plans in place to accept pets into a shelter located in a different location than the general population shelter: 2
- Plans in place to accept the medically dependent (i.e. from nursing homes, from a hospital, etc...) into a shelter located in a different location than the general population shelter: 3
- Plans in place to shelter adult jail inmates into a site not located at the primary jail site: 1
- Plans in place to shelter juvenile jail inmates not located at the primary jail site: 0
- Plans in place to track registered sex offenders into a shelter located in a different location than the general population shelter: 1
- My locality's sheltering plans are all inclusive - medical, pets, and general populations are all sheltered in the same location, or co-located within walking distance of each other: 6

(83) This question found that while localities do have plans in place for their own populations, absent of established memorandums of understanding to take in another locality's evacuees, there is a gap in planning to accept outside evacuees into local planning efforts, specifically when it comes to the special needs populations identified below.

- No plans specifically for adult jail inmates: 9
- No plans specifically for juvenile jail inmates: 9
- No plans specifically for registered sex offenders: 10
- Other (please specify): 1
 - [Locality] does not have shelters, we use [another locality's sites}, so we would not take in others
- No response: 4

(84) There is no statewide requirement for what type of building needs to be utilized when considering emergency sheltering. Many localities utilize the American Red Cross “Standards for Hurricane Evacuation Shelter Selection” standards when developing their shelter planning. This includes completion of a risk assessment for the site, evaluation by a structural engineer and evaluation of wind loads the building can withstand, and comprehensive review of the site using a standardized survey, ARC Form 6564, and a liability assessment worksheet, ARC Form 3041. (“Standards...”, p1) Using these guidelines, schools are oftentimes the logical site to host shelter operations because of potential availability of space to meet the 40sq ft per person recommendation for long-term sheltering (“Standards...”, p1), quick accessibility by local officials, and ability to work hand-in-hand with school officials to coordinate site usage. Question Seven evaluated what types of facilities are used frequently for shelter operations and found that most localities use school sites.

What facilities are primarily used in your locality as emergency sheltering sites?

- Schools (elementary, middle, or high schools): 13
- Locality-owned buildings, other than schools: 0
- A mix of school and other locality-owned buildings: 2
- Other (please specify): 2
 - Churches
- No response: 4

(85) Other viable sites that can be used for sheltering operations included churches, another facility that generally has the needed space and facilities to support longer term sheltering.

(86) As many localities utilize American Red Cross sheltering standards, there is no provision for performing criminal history background checks (ARC 5972). Shelters utilizing ARC resources will not turn anyone away seeking shelter during an emergency, but there are basic safety requirements in place including bans on alcohol and weapons inside the shelter itself.

Question Eight Do your locality's sheltering plans include provisions for conducting criminal history background checks on those who stay in the shelters?

- Yes: 0

- No: 15
- No response: 4

(87) This inability to immediately provide information on criminal history backgrounds protects those that may have such a background from being penalized again for crimes in their past and prevents targeting at sheltering sites. However, this system relies on the adjudicated sex offender to self-identify if there is a chance that the presence of this offender at a school shelter site would be in violation of state law, and increases workload on staff at the shelter to utilize the online database provided by the Virginia State Police.

(88) Given that almost 80% of the localities that participated in the survey did not require criminal history background checks, the author questions if localities were aware of *Code of Virginia* (1950, as amended), §18.2-370.2(B), which states:

“Every adult who is convicted of an offense prohibiting proximity to children when the offense occurred on or after July 1, 2000, shall as part of his sentence be forever prohibited from loitering within 100 feet of the premises of any place he knows or has reason to know is a primary, secondary or high school. In addition, every adult who is convicted of an offense prohibiting proximity to children when the offense occurred on or after July 1, 2006, shall as part of his sentence be forever prohibited from loitering within 100 feet of the premises of any place he knows or has reason to know is a child day program as defined in § 63.2-100.”

The *Code* does not differentiate between emergency situations and non-emergency situations.

Does your locality's sheltering plan take *Code of Virginia* §18.2-370.2(B) into consideration and are there plans in place to address this statute for sheltering and evacuation? (Chart 3)

- Yes: 2
- No: 12
- No response: 5

(89) Comments for this question included "Looking at but not addressed in plan yet" and "Social Services checks sex offender list against people registered in shelter".

IDENTIFIED GAPS

(90) Some gaps that were identified in this initial survey included:

- Identified need for creating of evacuation planning for local and regional jails in VDEM Regions 1 and 5.
- Identified need to educate planners on statutes in the *Code of Virginia* that could affect sheltering or evacuation processes.
- Identified need to coordinate this planning between the local and state planners.

SURVEY TWO

(91) Survey Two was developed to evaluate planning for specific needs populations, including registered sex offenders, expanding upon Region 1 and 5 information gathered in Survey One.

(92) Question One (Chart 4) asked which locality was represented by completion of the survey. Participating localities included representation from each of the seven VDEM regions:

- Region 1: 11 (18.3%)
- Region 2: 5 (8.3%)
- Region 3: 10 (16.6%)
- Region 4: 9 (15.0%)
- Region 5: 12 (20.0%)
- Region 6: 7 (11.6%)
- Region 7: 5 (8.3%)
- No response: 1 (1.6%)

(93) Focusing on the different regions, Question Two (Chart 5) asked “Is your locality one of the localities identified by VDEM as a risk locality for hurricane impacts?” This is

intended to identify the percentage of localities that would utilize the Hampton Roads Traffic Plan from those that do not. Results of this question were:

- Yes: 41 (68.3%)
- No: 19 (31.6%)

(94) Also, of the five participating localities from VDEM Region 7, three, or 60% of those localities, identified themselves as a risk locality. This represents 5% of all participating localities. The survey did not ask how many Region 7 localities are a part of the Northern Virginia plan, although the content of that plan lists the commonly known VDEM Region 7 localities as participants.

(95) Question Three (Chart 6) evaluated existing plans to move incarcerated populations if there were an event that would impact the jail facility where the facility would need to be evacuated.

Does your locality have a plan in place to move jail populations WITHIN the locality in the case of an **event that** directly impacts a facility in the locality?

- Yes: 10 (16.6%)
- No: 17 (28.3%)
- N/A (My locality does not have a jail facility): 14 (23.3%)
- No response: 19 (31.6%)

(96) Question Four (Chart 7) evaluated locality planning for jail populations where this incarcerated group would need to be moved out of the locality. In most cases, this would include moving populations to another jail facility, which would include coordinating routing between jurisdictions and separating certain jail populations (i.e. infirmed from general population, juvenile from adult, etc...).

Does your locality have a plan in place to move jail populations OUT of the locality in the case of an event that impacts the jail facility?

- Yes: 12 (20.0%)
- No: 15 (25.0%)
- N/A (My locality does not have a jail facility): 14 (23.3%)
- No response: 19 (31.6%)

(97) Once a debt to society has been served, or crimes have been otherwise processed through the criminal court system, these populations move into the general day-to-day populous. Question Five asks if there are plans to track these populations if there was a need for an in-locality evacuation. This would provide assistance for both the parolee who may need to check in with a parole officer or local/state law enforcement agency as part of their sentence, as well as providing a process for these agencies to keep up with the movement of certain offenders. This question focused on movement of these populations within a jurisdiction where they may need to move to temporary/transient housing after a localized event such as flooding or a fire.

Does your locality currently have a plan in place to track probationers and/or sex offenders in the case of an evacuation where they do NOT need to leave the locality (i.e. need sheltering because of an apartment fire or other locality specific event)?

Probationers (Chart 8)

- Yes: 2 (3.0%)
- No: 35 (58.3%)
- No response: 23 (38.3%)

Sex Offenders (Chart 9)

- Yes: 3 (5.0%)
- No: 35 (58.3%)
- No response: 22 (36.7%)

(98) A more difficult task in a wide-scale evacuation could be tracking the movement of those same probationers and sex offenders if they have to leave the jurisdiction. These same probationers will still need to check in with their parole offices, but it is not clear what the process to do so would be in an emergency. Question Six evaluates this level of planning at the local level if there is no evacuation order in place. This would include individual voluntary evacuation from a locality because of an impending threat.

Does your locality currently have a plan in place to track probationers and/or sex offenders in the case of an evacuation where they need to leave the locality because of a localized event (no mandatory evacuation orders, but they need to leave the locality for another reason)?

Probationers (Chart 10)

- Yes: 2 (3.0%)
- No: 35 (58.3%)
- No response: 23 (38.3%)

Sex Offenders (Chart 11)

- Yes: 2 (3.0%)
- No: 35 (58.3%)
- No response: 23 (38.3%)

(99) Sex offenders are required by *Code of Virginia* § 9.1-903 to register with local law enforcement within three days of new residence or employment. There is currently debate on how this will be applied in cases of evacuation where a temporary residence may be established at a shelter site or other domicile in the Commonwealth. Letter C of this *Code* also places requirements for administrating the registration process and submitting information to the Virginia State Police with no direction for a Governor declared state of emergency.

(100) The next question in the survey evaluates the planning in place to track these populations if there is an evacuation order in place due to a Governor's emergency declaration or other life-safety issue that requires the movement of large segments of the population to another locality for safety.

Does your locality currently have a plan in place to track probationers and/or sex offenders if they needed to leave your locality BECAUSE OF AN EVACUATION ORDER (mandatory or voluntary)?

Probationers (Chart 12)

- Yes: 2 (3.0%)
- No: 35 (58.3%)
- No response: 23 (38.3%)

Sex Offenders (Chart 13)

- Yes: 2 (3.0%)
- No: 34 (56.6%)
- No response: 24 (40%)

(101) If a locality needs to open a shelter, the safety of all populations that present for shelter is a paramount concern. A general rule of thumb may be to remind shelterees to be aware of their general area and be alert to their surroundings. Most shelter sties establish

separate areas for single males, single females, and families that come to the site. Post-Katrina and evaluating lessons learned from Texas in the aftermath of the 2005 disasters, some localities began considering what needed to be done to increase security at their own shelter sites. Question Eight asked if there were methods in place to handle probationers and/or sex offenders from their own localities who may present to shelter sites for assistance, which may have included a separate area in the shelter site for these self-identifying populations or assisting them to separate shelter sites. This question found that:

Probationers (Chart 14)

- Yes: 4 (6.6%)
- No: 33 (55.0%)
- No response: 23 (38.3%)

Sex Offenders (Chart 15)

- Yes: 5 (8.3%)
- No: 31 (51.6%)
- No response: 24 (40.0%)

(102) Localities that may not be directly impacted by an event may receive evacuees at their own emergency shelter sites. This could be because a locality needs to take its own protective action because of an event, as may be seen with inland localities in a hurricane scenario, or the locality may have agreed to be a host locality for a large scale event requiring

evacuation. A host locality may reach this agreement between specific locality memorandums of understanding or through agreements with the Commonwealth to assist with a large-scale evacuation. It is understood that state shelter sites will address parolees and registered sex offenders through partnerships established with the Virginia Department of Corrections and the Virginia State Police within their own shelter system (Pope). This includes checking names against established and publically available databases to assist with providing a secure shelter environment, as well as establishing ground rules at each shelter site, including prohibition of alcohol and weapons as well as advising shelterees not to bring valuable items into the shelter site them whenever possible.

(103) Question Nine asks if the localities participating in the survey have a method in place to handle probationers and/or sex offenders from OTHER LOCALITIES who may present themselves at a local shelter site.

Probationers (Chart 16)

- Yes: 3 (5.0%)
- No: 27 (45.0%)
- Not applicable: 7 (11.6%)
- No response: 23 (38.3%)

Sex Offenders (Chart 17)

- Yes: 5 (8.3%)

- No: 25 (41.6%)
- Not applicable: 7 (11.6%)
- No response: 23 (38.3%)

(104) Finally, the tracking these populations may require additional planning for their families. One of the issues to be mitigated is how to assist families of registered sex offenders themselves when there is a family member who is not allowed inside of a school by statute. The last question of this survey asked if the participating locality has a plan in place to address probationers and/or sex offenders who present at shelter locations with family members of their own. This could include providing provisions for child care while a parolee checks in there parole office as required or helping while adults in a family complete disaster assistance paperwork completion. This question found that:

Probationers (Chart 18)

- Yes: 3 (5.0%)
- No: 34 (56.6%)
- No response: 23 (38.3%)

Sex Offenders (Chart 19)

- Yes: 3 (5.0%)
- No: 34 (56.6%)

- No response: 23 (38.3%)

IDENTIFIED GAPS

(105) Survey Two highlighted the need to continue to develop planning that will address parolees and registered sex offenders. This includes education about existing statutes and potential paralleling of procedures and processes in place at the state level emergency planning. Additional templates with input from local and state law enforcement agencies would also be helpful in enhancing existing plans.

CONCLUSIONS

(106) The two studies conducted over the last twelve months illustrate the planning for a variety of sheltering needs is ongoing across the Commonwealth, at both the local and state levels. Planning has increased statewide since the 2005 hurricane season to include a variety of populations in the planning effort, including addressing needs of special medical needs, identifying those with social needs, and assisting those with pets in times of crisis. However, identification of specific needs populations assessed in this particular study may not have yet been considered. There are proponents of making specific plans for the parolee and registered sex offender, including separate sheltering sites. However, consideration needs to be given to the structure of the core family to keep these families together in times of crisis. The civil liberties of these populations outside of jail facilities need to be considered, and they should not be targeted for differential treatment, no matter the situation. Localities need additional assistance in assisting these particular populations, including the ability to enhance security at shelter sites, additional methods to research all shelteree information from the

shelter site via publically available databases and coordination with evacuating localities to assist with tracking of these populations, and education for local emergency management officials to help with the tracking process. It is feasible that an order to address these populations immediately in a Declaration of Emergency from the Governor's Office will help with registration and tracking at State shelters. However, as sheltering is a local issue in most instances, planning needs to be in place well before an event to enhance the safety of all in an evacuation or sheltering environment. Currently, there were no bills that were brought through the most recent 2009 General Assembly to assist with this situation.

(107) Public education for these populations, through their parole offices and points of contact with State Police when registering or re-registering, needs to include how to prepare themselves and their families for disaster – no different than outreach measures already in place. Further instruction on what these people who live in identified risk localities need to do in order to stay in compliance with their parole terms should also be highlighted. This should include emergency contacts, procedures for contact or registration if there is a need to leave the locality, and provisions for parole terms if the locality needs to be evacuated in light of a gubernatorial state of emergency declaration and mandatory evacuation order.

APPENDIX 1

SURVEY ONE

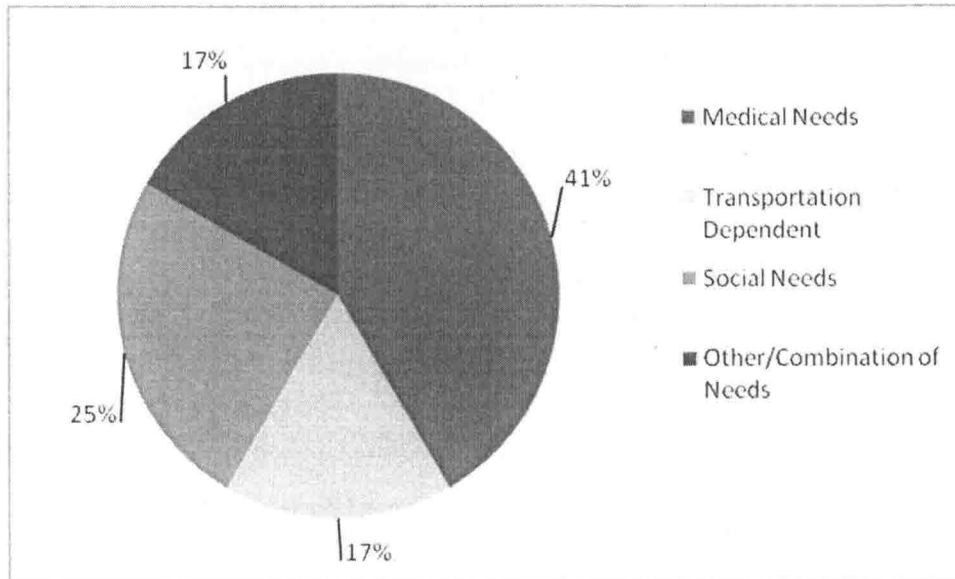


Chart 1 - Percentage of Localities that Utilize Special Needs Registries

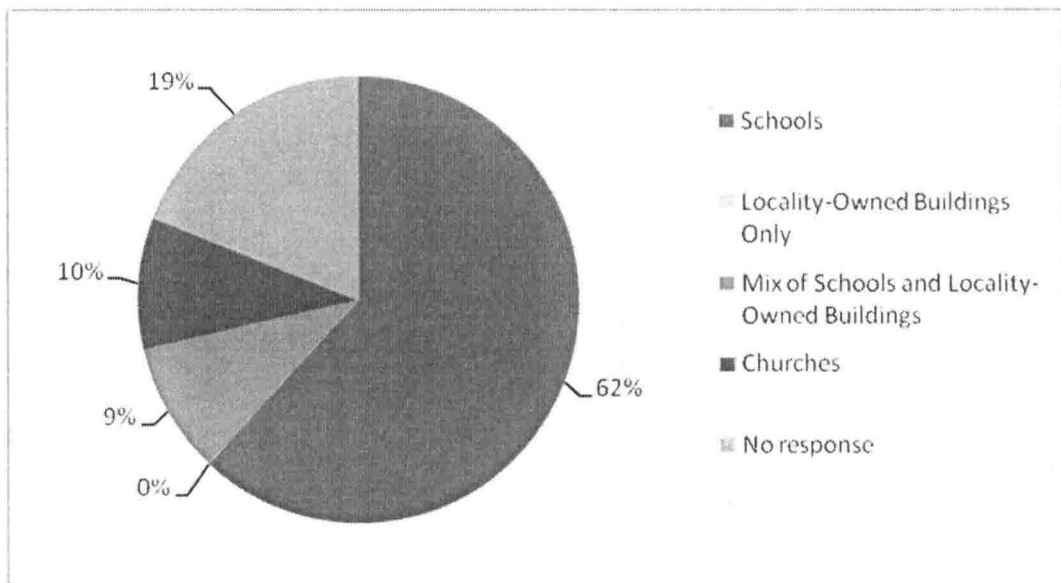


Chart 2 – Breakdown of Buildings Generally Used for Shelter Operations

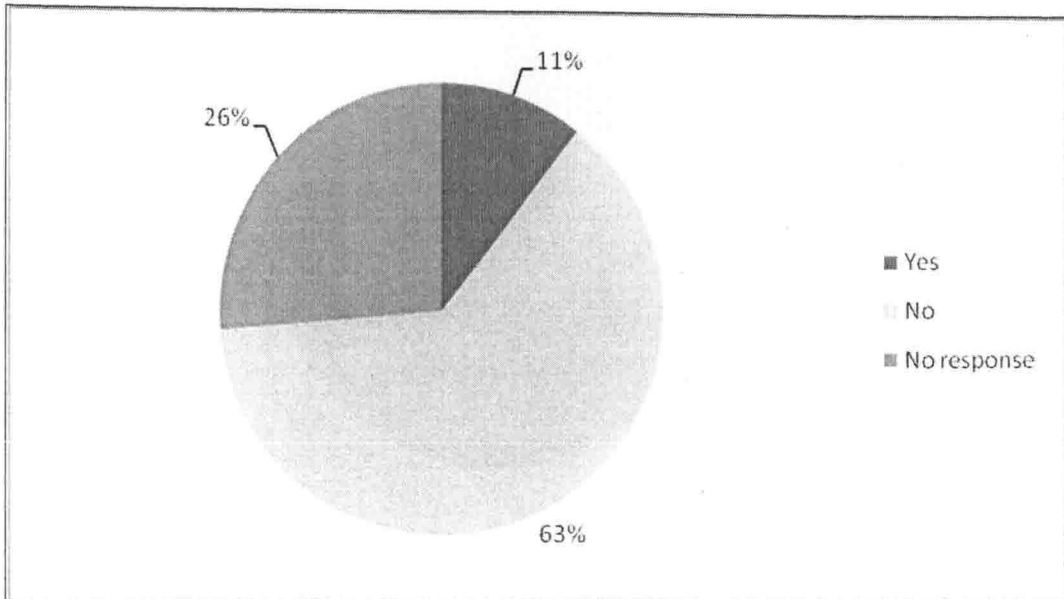


Chart 3 - Percentage of Localities Including §18.2-370.2(B) in Planning

SURVEY TWO

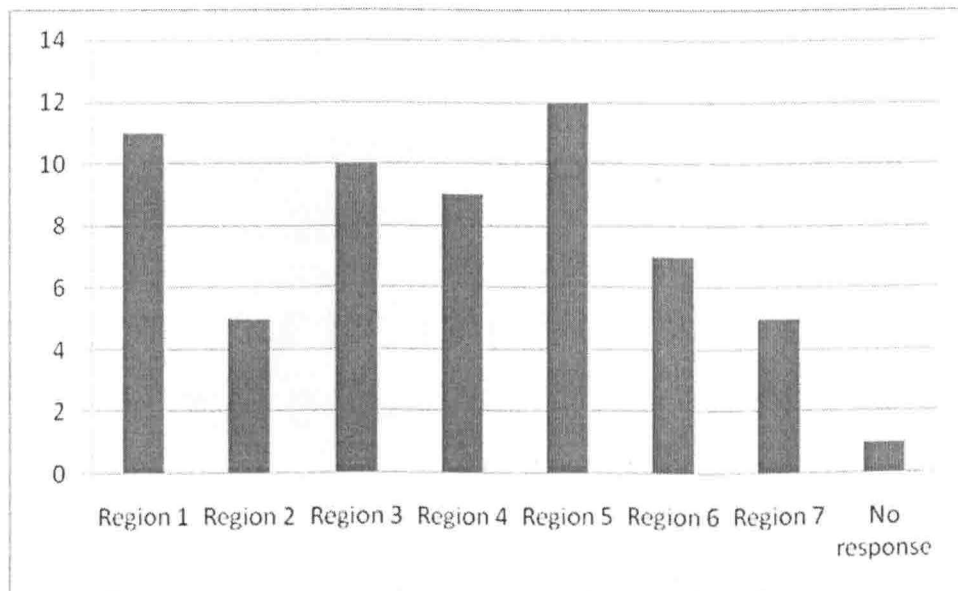


Chart 4 - Participating Localities

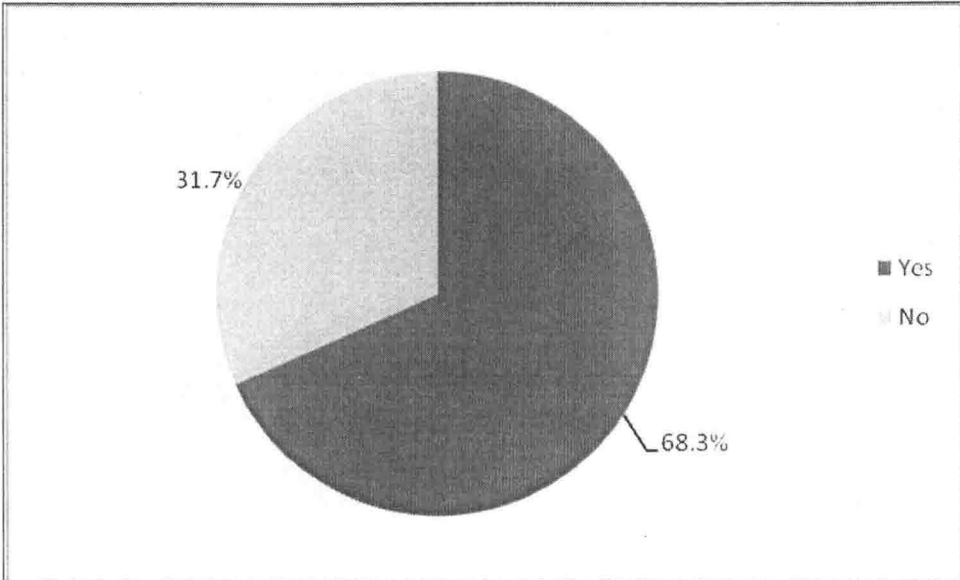


Chart 5 - Percentage of Participating Localities Using the H RTP

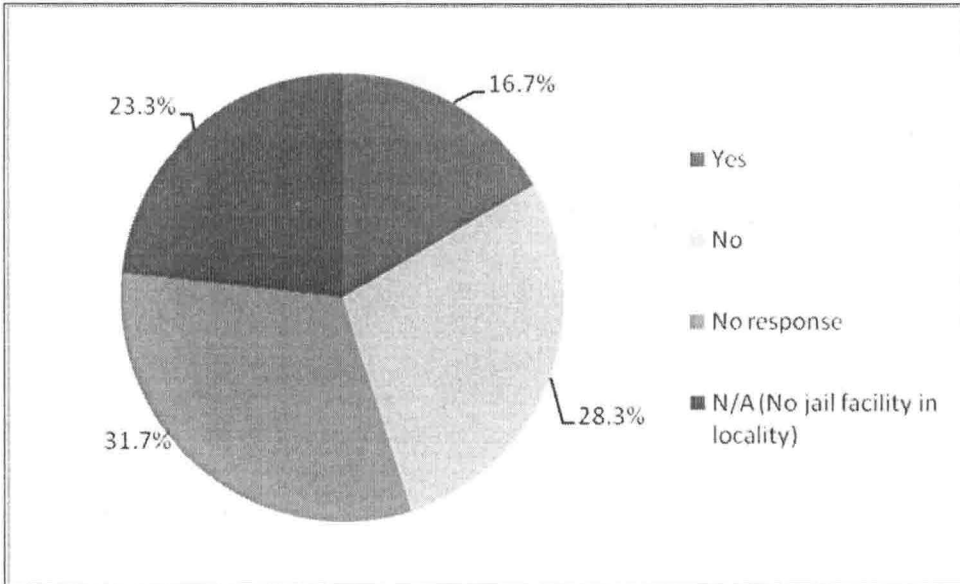


Chart 6 - Percentage of Localities with Jail Facility Evacuation Plans (In Locality) in Place

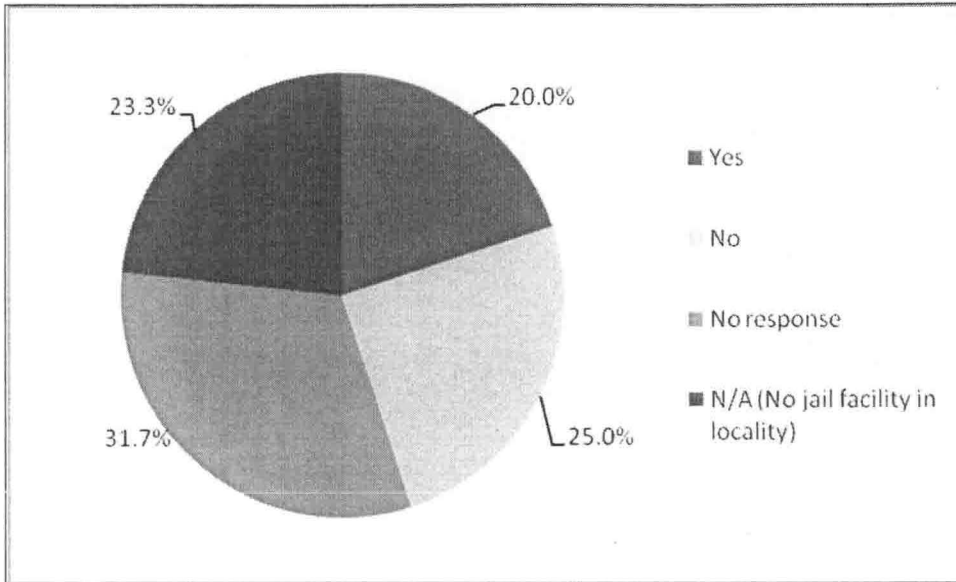


Chart 7 - Percentage of Localities with Jail Facility Evacuation Plans (Out of Locality) in Place

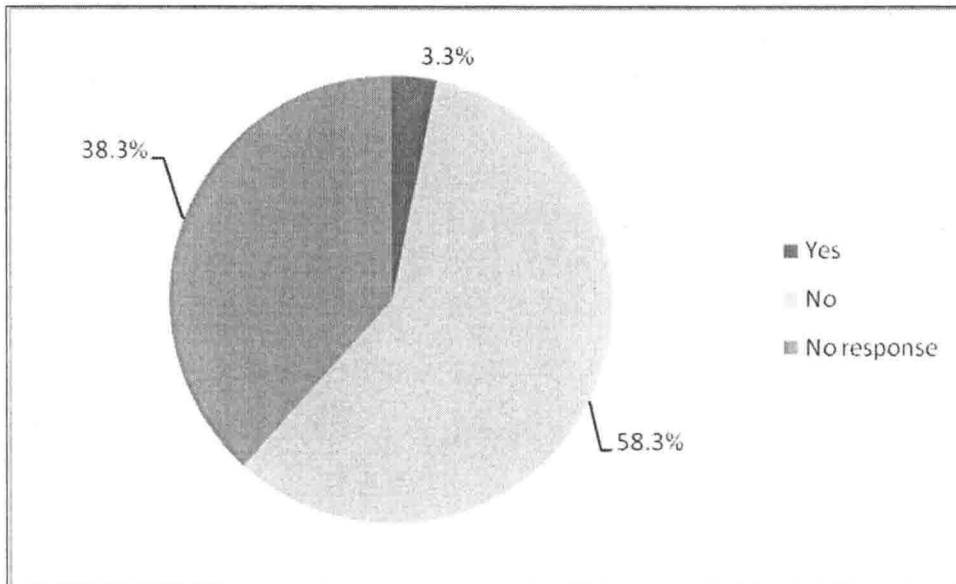


Chart 8 - Percentage of Localities with Planning for Probationers (In Locality)

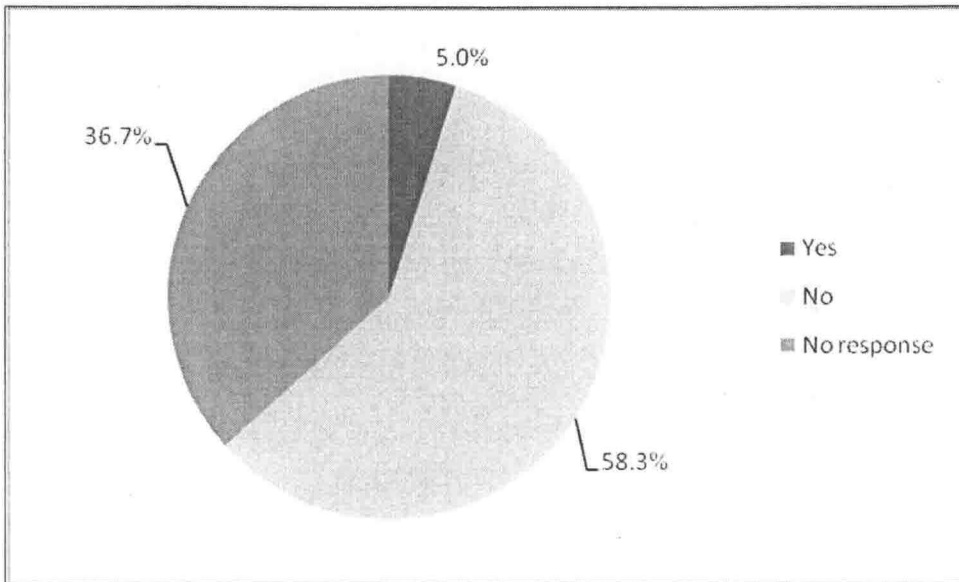


Chart 9 - Percentage of Localities with Planning for Registered Sex Offenders (In-Locality)

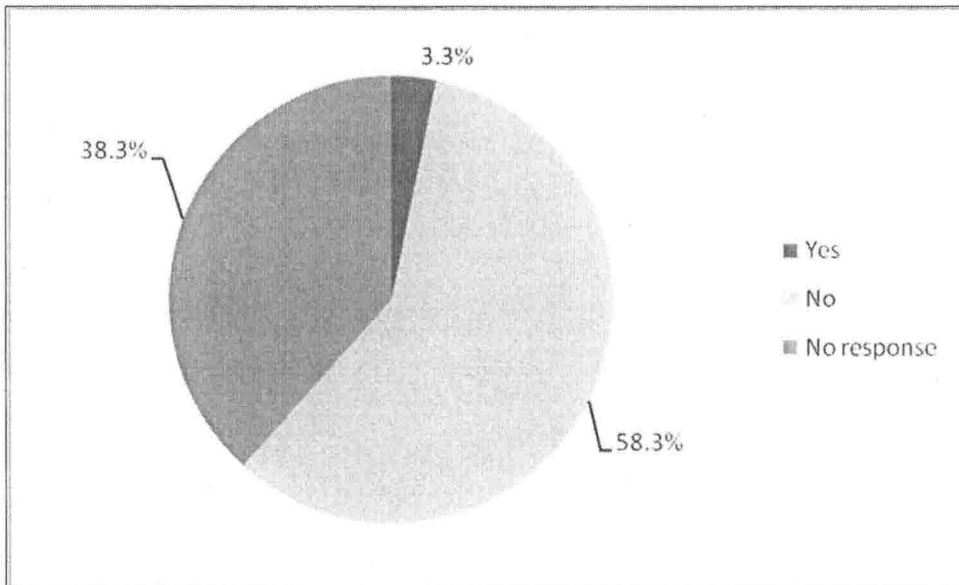


Chart 10 - Percentage of Localities with Planning for Parolees (Out of Locality)

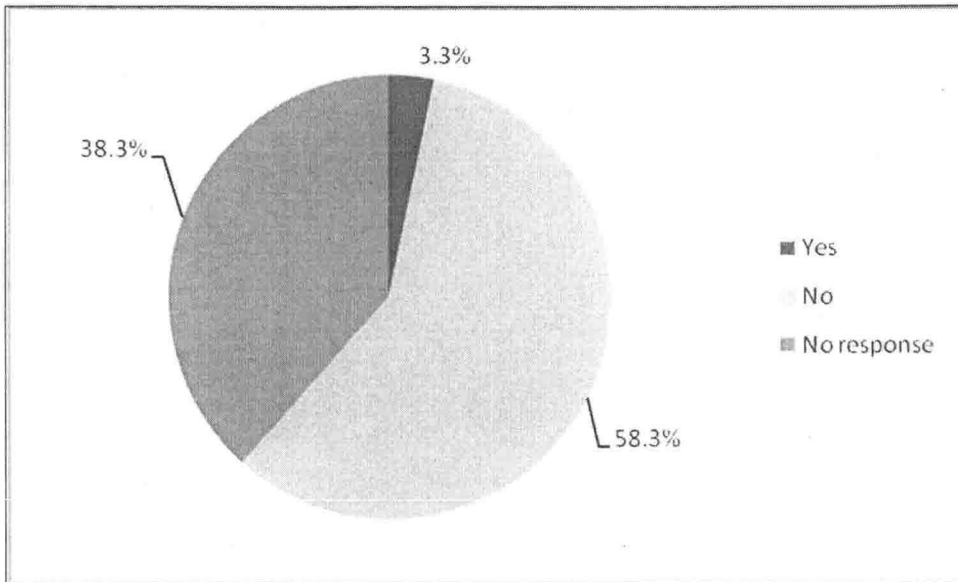


Chart 11 - Percentage of Localities with Planning for Registered Sex Offenders (Out of Locality)

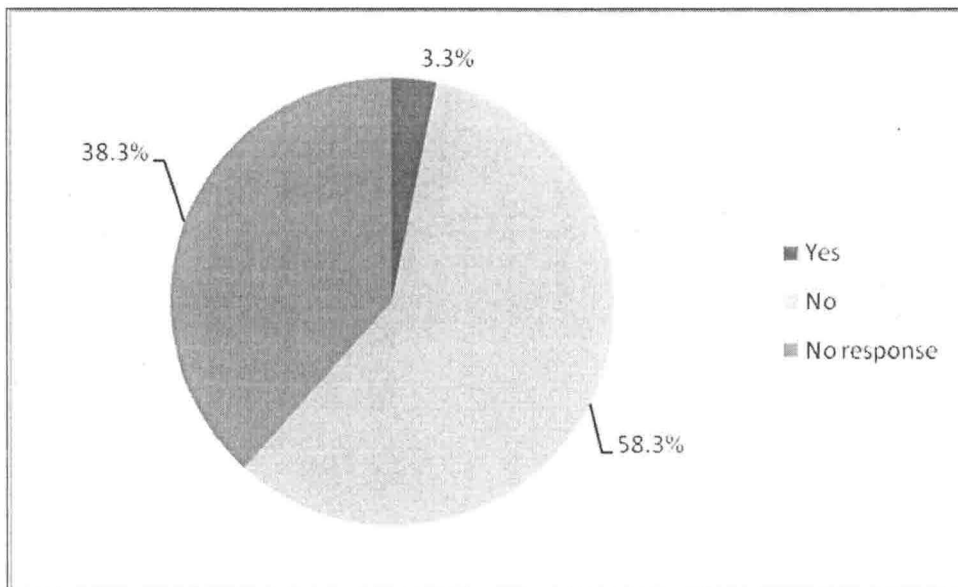


Chart 12 -Percentage of Localities with Planning for Parolees (Evacuation Out of Locality – Evacuation Order In Place)

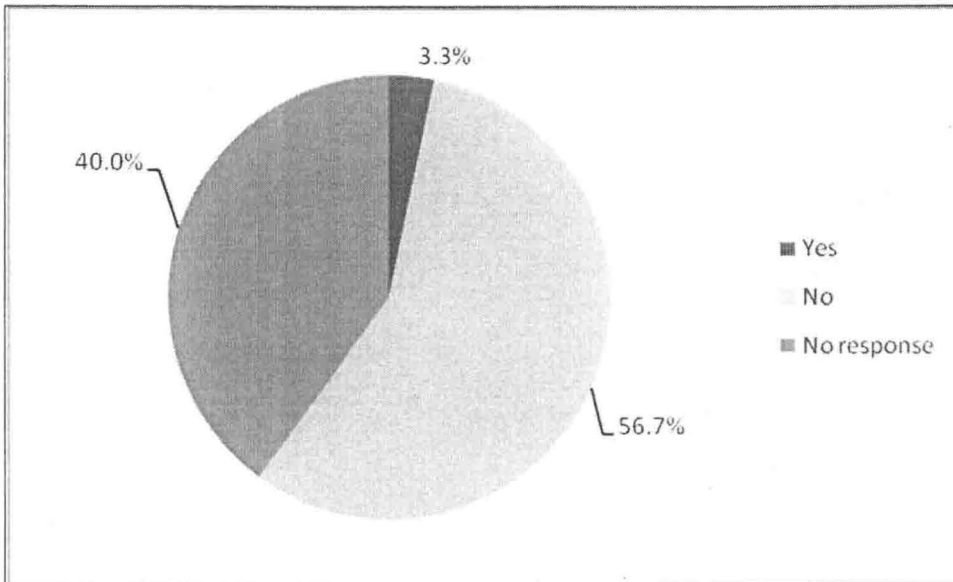


Chart 13 - Percentage of Localities with Planning for Registered Sex Offenders
 (Evacuation Out of Locality – Evacuation Order in Place)

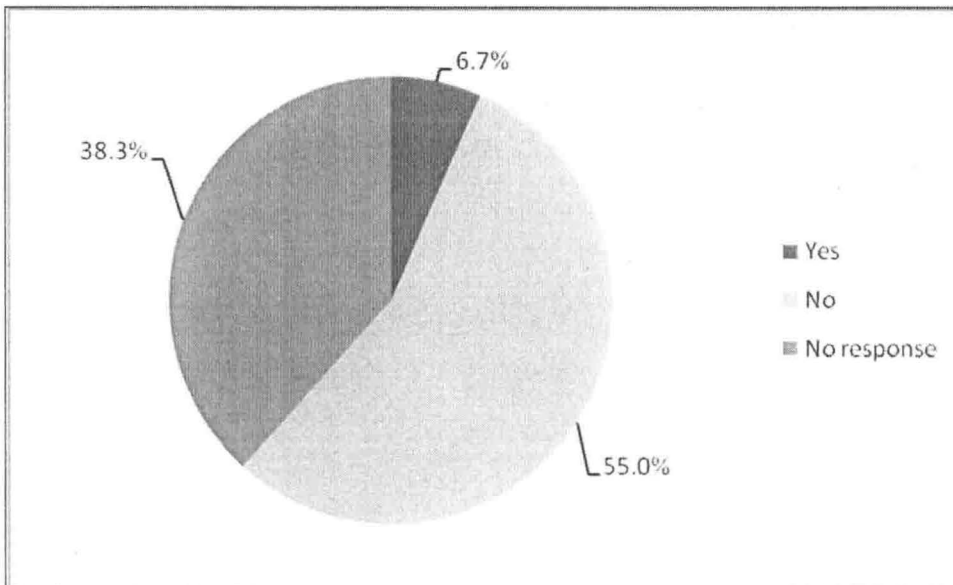


Chart 14 - Localities with Planning in Place for Accommodating Parolees at a Shelter Site
 (Home Locality)

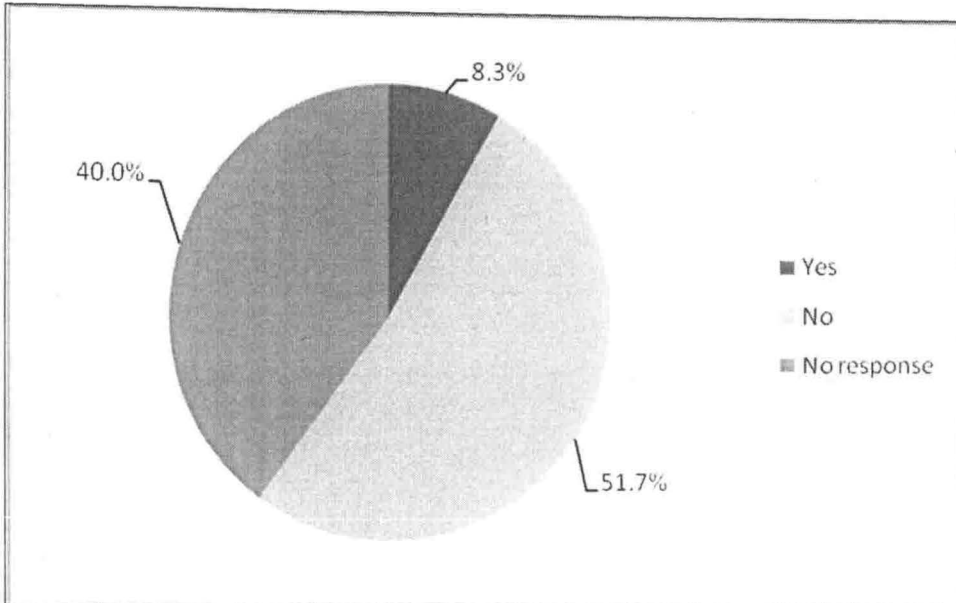


Chart 15 - Localities with Planning in Place for Accommodating Registered Sex Offenders at a Shelter Site (Home Locality)

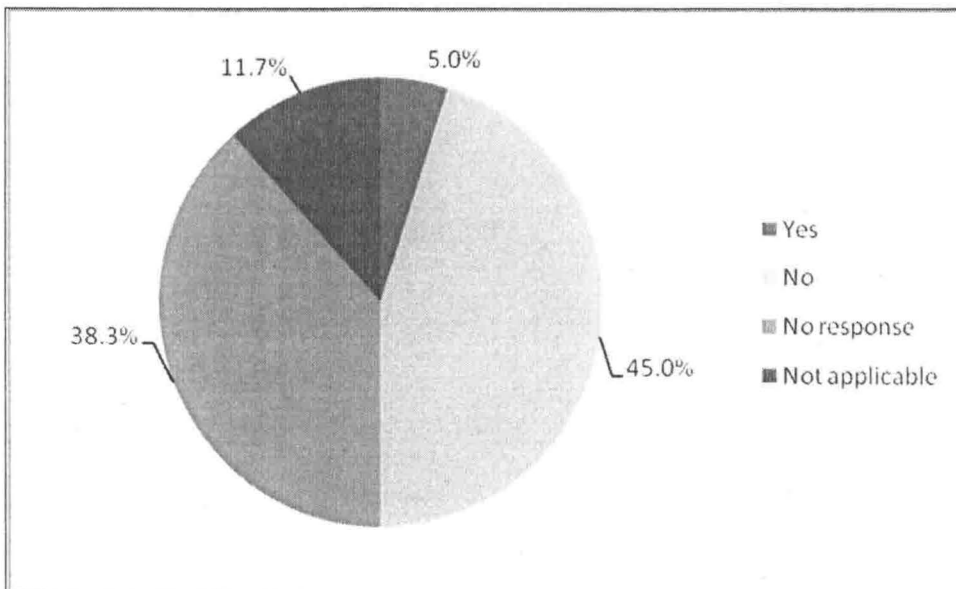


Chart 16 - Localities with Planning in Place for Accommodating Parolees at a Shelter Site (Out of Locality)

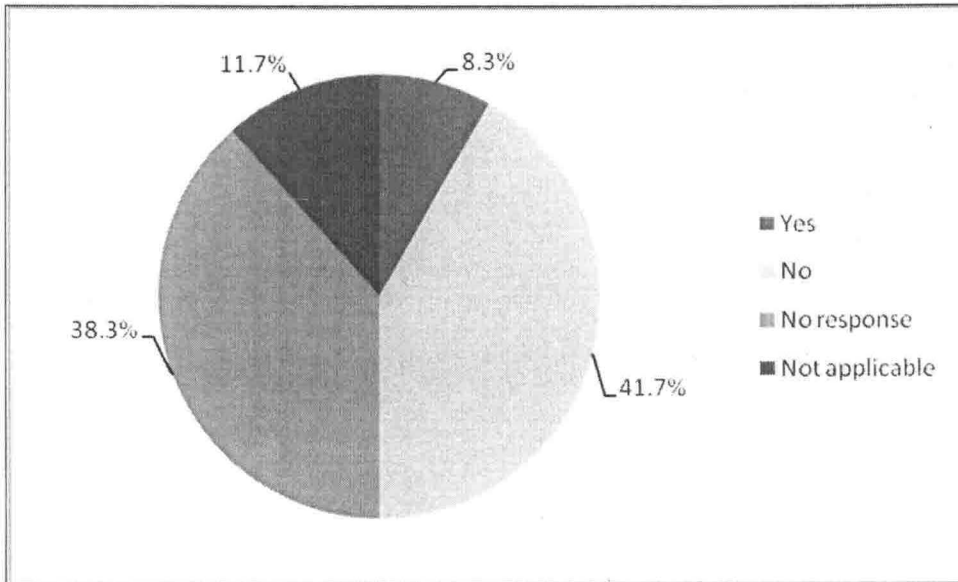


Chart 17 -Localities with Planning in Place for Accommodating Registered Sex Offenders at a Shelter Site (Out of Locality)

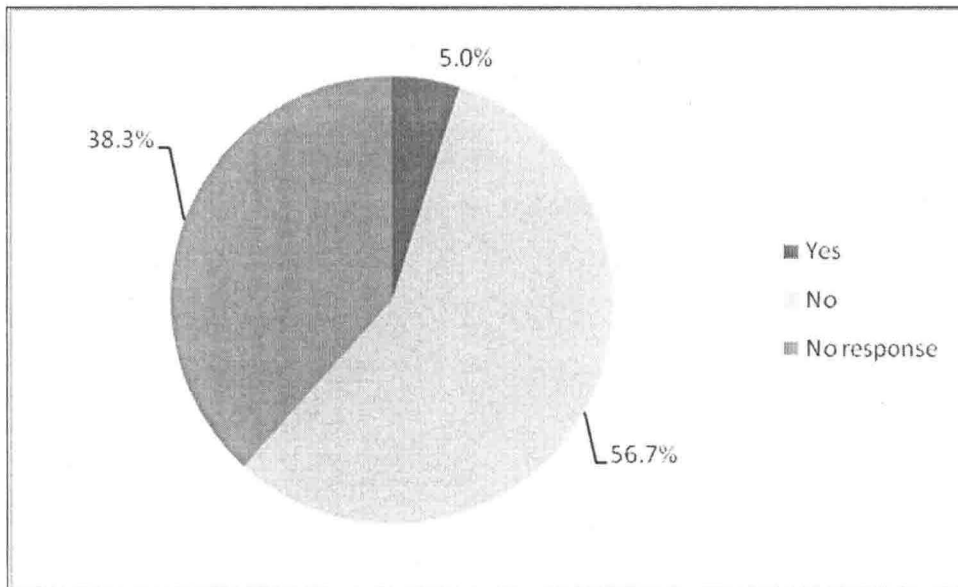


Chart 18 - Plans in Place to Accommodate/Assist Families of Parolees

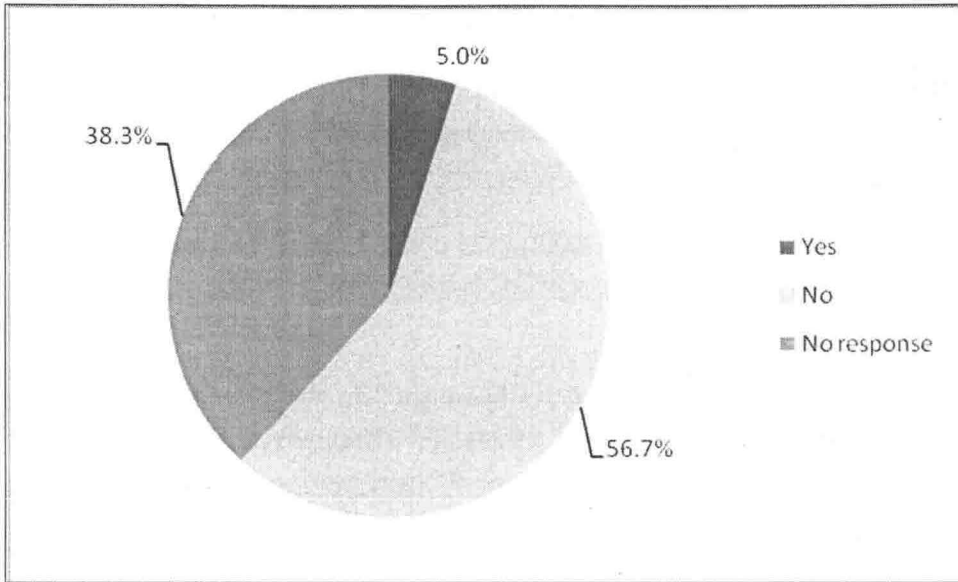


Chart 19 - Plans in Place to Accommodate/Assist Families of Registered Sex Offenders

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BIOGRAPHY

Anna Mulé McRay graduated from the University of Richmond with a Bachelor's Degree in Emergency Services Management in 2004, where she received the Narduzzi Book Award for the ESM Program and graduated summa cum laude. She also completed her Post-Baccalaureate Certificate in Disaster Sciences in 2006 at the University of Richmond.

Mrs. McRay began her interest in Public Safety as a volunteer with Lakeside Volunteer Rescue Squad in 1988 and Tuckahoe Volunteer Rescue Squad in 1992. She has worked as a Nationally Registered Paramedic with the Richmond Ambulance Authority from 1992-1998 and as the Communications Center Supervisor with the University of Richmond Police Department from 1998-2005. As a volunteer, she started the Community Emergency Response Team (CERT) training program in Henrico County in 2002 – one of the first in Central Virginia. She worked with the Virginia Department of Emergency Management as the Commonwealth's CERT and Citizen Corps Trainer from 2005-2006, and took an interest in emergency sheltering issues as the Shelter Planner with VDEM from 2006-2007. Since 2007, she has worked as the Deputy Coordinator of Emergency Management with the County of Henrico Division of Fire, and maintains a stake in sheltering issues in emergencies at the local government level.