

**Department of Planning and Budget**  
**2025 General Assembly Session**  
**State Fiscal Impact Statement**

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**ORIGINAL**

**Bill Number:** SB1386H1      **Patron:** Favola  
**Bill Title:** Department of Emergency Management; powers and duties; development and implementation of standardized guidelines and training programs.

**Bill Summary:** Provides for the Department of Emergency Management (the Department) to consult with the Department of Behavioral Health and Developmental Services regarding the development of standardized guidelines for mental health support during an emergency or extended incident. The bill also requires the Department to develop a training program comprised of National Incident Management System (NIMS) principles, the state's Incident Command System (ICS) structure, and the role of the Emergency Operations Center (EOC). Under the bill, each agency head shall be required to complete the training within six months of appointment and again every two years thereafter. In addition, the bill provides for the Department to (i) offer health and safety training to volunteer organizations incorporated into the Virginia Emergency Support Team (VEST) and (ii) establish a health monitoring system for volunteers to be implemented during a declared state of emergency.

The bill includes an enactment clause stating that the provisions of this act shall become effective on July 1, 2027.

This bill is a recommendation of the Joint Subcommittee to Study Pandemic Response and Preparedness in the Commonwealth.

**Budget Amendment Necessary:** No      **Items Impacted:** 295,398  
**Explanation:** Additional funding is needed to support two positions. One-time funding is also required to develop the health monitoring system for volunteers and to support contractor costs to develop training guidelines. Due to the effective date of July 1, 2027, the cost for implementation would not begin until fiscal year 2028.

**Fiscal Summary:** According to the Department of Emergency Management (VDEM), the agency anticipates \$262,280 in one-time expenses to develop a health monitoring system. VDEM also anticipates the need for two additional positions as a result of the proposed legislation, at a cost of \$239,242 annually.

It is also anticipated that the Department of Behavioral Health and Developmental (DBHDS) would require funding to hire a contractor to develop standardized guidelines in consultation with VDEM for mental health support during an emergency or extended incident. DBHDS estimates \$249,600 in one-time expenses to develop the guidelines.

During a disaster, it is possible that federal funds could be available from the Substance Abuse and Mental Health Services Administration (SAMHSA) to support some of the training outlined in this proposal. However,

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the funding is not guaranteed, and it would be one-time funding, not ongoing funding to sustain the training program.

**General Fund Expenditure Impact:**

<u>Agency</u>	<u>FY2025</u>	<u>FY2026</u>	<u>FY2027</u>	<u>FY2028</u>	<u>FY2029</u>	<u>FY2030</u>
VDEM	\$0	\$0	\$0	\$501,522	\$239,242	\$239,242
DBHDS	\$0	\$0	\$0	\$249,600	\$0	\$0
<b>TOTAL</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$751,122</b>	<b>\$239,242</b>	<b>\$239,242</b>

**Position Impact:**

<u>Agency</u>	<u>FY2025</u>	<u>FY2026</u>	<u>FY2027</u>	<u>FY2028</u>	<u>FY2029</u>	<u>FY2030</u>
VDEM	0	0	0	2	2	2
<b>TOTAL</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>2</b>	<b>2</b>	<b>2</b>

**Fiscal Analysis:** Currently, there is no training program comprised of National Incident Management System (NIMS) principles, the state's Incident Command System (ICS) structure, and the role of the Emergency Operations Center (EOC) developed by VDEM for agency heads. Under the provisions of this bill, VDEM is required to develop such a training program and provide it to agency heads. The bill also requires VDEM to offer health and safety training to volunteer organizations that have been incorporated into the Virginia Emergency Support Team (VEST) and develop a model document related to the Incident Command System (ICS) and VEST. VDEM estimates that it would need up to two additional positions to meet these requirements. One Training & Exercises Coordinator would take on the responsibilities for training pursuant to the bill. The estimated cost for a Training & Exercises Coordinator is \$89,041 (including salary and benefits). One VEST Liaison would work with volunteer organizations and help support the training component being delivered from the training and exercise division. The estimated cost for a VEST Liaison is \$110,201 (including salary and benefits). An estimated overhead cost of \$20,000 per position includes VITA costs, training and travel, and office space.

VDEM also expects that it would need \$262,280 in one-time funding to hire contractors to meet the requirements of the proposed legislation. This funding would be used to stand up a health monitoring system, pursuant to the bill, where volunteer organizations would self-register.

According to the Department of Behavioral Health and Developmental (DBHDS), the impact of this legislation on the DBHDS services is indeterminate and dependent on which agency is ultimately responsible for carrying out the requirements of the bill. If VDEM is responsible for development of the standardized guidelines and utilizes DBHDS to provide input for the creation of new guidelines, there would be no fiscal impact to DBHDS for the guideline development. If DBHDS is expected to create the guidelines on VDEM's behalf, there is an

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estimated cost of \$249,600 associated with hiring a contractor to assist in developing such guidelines. This cost is based on an hourly contractor rate of \$120 for an estimated 2,080 hours.

Although the bill does not specifically task DBHDS with primary responsibility for development of the training guidelines, it is anticipated that DBHDS would need to hire a contractor and be more involved in the training guideline development than simply providing basic input and consultation.

**Other:** If DBHDS is required to carry out the new guidelines for emergencies and extended incidents, DBHDS notes that additional FTEs may be required. Emergency Support Function (ESF) 8 – Public Mental Health in the Commonwealth of Virginia Emergency Operational Plan (COVEOP) requires DBHDS to coordinate the provision of mental health services including crisis counseling in emergencies. DBHDS has estimated they would require six FTEs from central office to work within the five DBHDS regions (one FTE per region and one for Central Office) as the agency does not currently have any additional response assets for extended incidents, and new guidelines that require additional coordination will require additional funding. The estimated cost for each FTE is \$128,364 (\$80,000 salary, plus \$43,364 in fringe benefits and \$5,000 for training).