

# **CABELL COUNTY EMERGENCY OPERATIONS PLAN**

**RELEASED JANUARY 2016  
FOR THE JURISDICTION OF CABELL COUNTY, WEST VIRGINIA**

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# CABELL COUNTY EMERGENCY OPERATIONS PLAN

## TABLE OF CONTENTS

### *Introductory Materials*

Promulgation Statement	
Approval and Implementation.....	i
Record of Distribution.....	iv
Record of Changes.....	v

### *Basic Plan*

Purpose and Scope.....	2
Situation and Assumptions.....	3
Concept of Operations.....	8
Organization and Assignment of Responsibilities.....	11
Direction, Control, and Coordination.....	14
Information Collection, Analysis, and Dissemination.....	16
Communications.....	17
Administration, Finance, and and Logistics.....	17
Plan Development and Maintenance.....	21
Authorities.....	23
List of Appendices.....	27
Appendix 1: Sample Emergency Proclamation.....	28
Appendix 2: After-Action Report.....	30
Appendix 3: Glossary.....	33

### *Emergency Support Functions*

ESF #1 – Transportation.....	1-1
ESF #2 – Communications.....	2-1
ESF #3 – Public Works.....	3-1
ESF #4 – Fire Service.....	4-1
ESF #5 – Emergency Management.....	5-1
ESF #6 – Mass Care, Emergency Assistance, Housing, and Human Services....	6-1
ESF #7 – Logistics Management and Resource Support.....	7-1

ESF #8 – Public Health and Medical Services..... 8-1  
ESF #9 – Search and Rescue..... 9-1  
ESF #10 – Hazardous Materials Response..... 10-1  
ESF #11 – Food Safety and Animals in Disaster..... 11-1  
ESF #12 – Energy..... 12-1  
ESF #13 – Public Safety and Security..... 13-1  
ESF #14 – Long-Term Community Recovery..... 14-1  
ESF #15 – Emergency Public Information..... 15-1

*Support Annexes*

Continuity of Government/Operations..... COOP-1  
Warning..... WARN-1  
Population Protection..... PROTECT-1  
Volunteer and Donations Management..... VOLS-1  
Prevention and Protection..... PP-1

*Hazard-Specific Annexes*

Special Events..... EVENTS-1  
Terrorism Incident..... TERROR-1

## CABELL COUNTY EMERGENCY OPERATIONS PLAN PROMULGATION STATEMENT

WHEREAS preparedness to cope with disasters requires many diverse but interrelated elements which must be woven into an integrated emergency management system involving all departments of local government and private support agencies as well as the individual citizen, planning is necessary to coordinate all of these elements.

WHEREAS disasters necessitate a sudden escalation in the material needs of a community and a reorganization of resources and personnel to address the emergency response, a lack of planning results in disorganized, "salvage-type" activities instead of a coordinated response.

WHEREAS planning for population protection must be a cooperative effort to avert or minimize the effects of an emergency, a standard set of incident management guidelines should be followed to allow for seamless interoperability and cooperation to restore the stricken area to its pre-disaster condition with as little social or economic disruption possible.

WHEREAS the National Incident Management System (mandated by Homeland Security Presidential Directive-5) requires all jurisdictions to follow a standardized operational framework for managing emergency incidents that includes the Incident Command System, multi-agency coordination systems (e.g., local EOC), and a joint public information system, a plan outlining this framework must be developed.

THEREFORE BE IT RESOLVED THAT this plan is a statement of policy regarding emergency management and assigns tasks and responsibilities to county officials and department heads, specifying their roles during an emergency or disaster situation. It is developed pursuant to Homeland Security Presidential Directive (HSPD)-5, Presidential Policy Directive (PPD)-8, and Chapter 15, Article 5 of the West Virginia Code.

Signed this \_\_\_\_ day of \_\_\_\_\_, 20\_\_.

\_\_\_\_\_  
Commission President

\_\_\_\_\_  
Commissioner

\_\_\_\_\_  
Commissioner

At a Regular Session of the County Commission of Cabell County, West Virginia, held at the Courthouse thereof, on the 14<sup>th</sup> day of December, 2017, the following Order was made and entered:

**CABELL COUNTY EMERGENCY OPERATIONS PLAN  
PROMULGATION STATEMENT**

The following Resolution was offered by:

ROBERT L. BAILEY \_\_\_\_\_, PRESIDENT \_\_\_\_\_:

**WHEREAS** preparedness to cope with disasters requires many diverse but interrelated elements which must be woven into an integrated emergency management system involving all departments of local government and private support agencies as well as the individual citizen, planning is necessary to coordinate all of these elements.

**WHEREAS** disasters necessitate a sudden escalation in the material needs of a community and a reorganization of resources and personnel to address the emergency response, a lack of planning results in disorganized, "salvage-type" activities instead of a coordinated response.

**WHEREAS** planning for population protection must be a cooperative effort to avert or minimize the effects of an emergency, a standard set of incident management guidelines should be followed to allow for seamless interoperability and cooperation to restore the stricken area to its pre-disaster condition with as little social or economic disruption possible.

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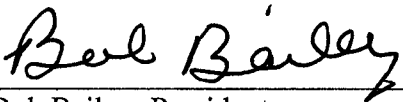
The adoption of the foregoing Resolution having been moved by:

NANCY CARTMILL \_\_\_\_\_, COMMISSIONER \_\_\_\_\_, and duly seconded by:

JIM MORGAN \_\_\_\_\_, COMMISSIONER \_\_\_\_\_, the vote thereon was as follows:

Bob Bailey, President	<u>AYE</u>
Nancy Cartmill, Commissioner	<u>AYE</u>
Jim Morgan, Commissioner	<u>AYE</u>

Whereupon, Bob Bailey, President, declared said Resolution duly adopted and it is, therefore, **ADJUDGED** and **ORDERED** that said Resolution be and the same is hereby adopted.

  
\_\_\_\_\_  
Bob Bailey, President

  
\_\_\_\_\_  
Nancy Cartmill, Commissioner

  
\_\_\_\_\_  
Jim Morgan, Commissioner

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## CABELL COUNTY EMERGENCY OPERATIONS PLAN

### APPROVAL AND IMPLEMENTATION

This plan provides Cabell County the basis for a systematic approach to the solution of problems created by the threat or occurrence of emergencies. It identifies the responsibilities, functions, operational guidelines, and working relationships between and within governmental entities and their various departments, private support groups, and individual citizens.

#### *Implementation*

The *Cabell County Emergency Operations Plan* has been developed and maintained by the Cabell County Office of Emergency Services (CCOES). Originally, the CCOES coordinated with county government departments as well as in-county and neighboring jurisdictions to ensure an overall compatibility of operations. Recently, Cabell County has complied with national standards to facilitate an effective, coordinated response regardless of the jurisdictions involved, including such ideals as the “whole community” approach and the use of small planning committees to govern the content of individual Emergency Support Functions.

Generally, this plan is a representation of Cabell County’s implementation of a planning process. This plan is developed to guide training and exercises as well as actual responses. All types of events (e.g., training, exercises, and real responses) serve to inform the next update of this document. Such a process conforms to *Comprehensive Preparedness Guide 101: Developing and Maintaining Emergency Operations Plans*.

**Figure 1**



*Figure 1.* The preparedness cycle. Adapted from “Comprehensive Preparedness Guide 101: Developing and Maintaining Emergency Operations Plans,” by US Department of Homeland Security, 2010, p. 1-4.

The first step in the planning process identified each potential hazard, either natural, technological, or man-made, to serve as the basis for the basic plan and the emergency support functions. This hazard analysis has been continually updated and its latest version is contained in the *Region 2 Planning & Development Council Hazard Mitigation Plan*, the *Cabell-Wayne LEPC Emergency Plan*, and the *Cabell-Wayne LEPC Commodity Flow Study*. The second step assessed the resources of each governmental entity and the third step was to develop response procedures based solely on the resources.

The second and third steps were accomplished through the use of *planning committees* for each Emergency Support Function. Organized planning committee meetings specifically called for work on this plan occurred on August 23, 2011. Most generally, the identified “ESF Coordinator” for each emergency support function is responsible for its maintenance and revision. For the support and hazard-specific annexes, a “plan development and maintenance” section is included.

Regular review of this plan as well as emergency exercises and actual emergencies serve to refine and clarify these emergency responsibilities and contribute to the ongoing planning process. The CCOES has, at times, employed the services of a consultant to assist in the review of the plan. Such consultants have provided objective, third-party analysis and encouraged continued participation by all organizations involved in the planning process. The CCOES ensures that all revisions to the plan are coordinated with the original planning partners.

#### *Instructions for Plan Use*

This document is organized per emergency support functions (ESFs). As such, the following serve as the major sections of the document, along with the basic plan, and provide the majority of the planned response guidelines for Cabell County.

- ESF #1: Transportation
- ESF #2: Communications
- ESF #3: Public Works
- ESF #4: Fire Service
- ESF #5: Emergency Management
- ESF #6: Mass Care, Emergency Assistance, Housing, and Human Services
- ESF #7: Logistics Management and Resource Support
- ESF #8: Public Health and Medical Services
- ESF #9: Search and Rescue
- ESF #10: Hazardous Materials Response
- ESF #11: Food Safety and Animals in Disaster
- ESF #12: Energy
- ESF #13: Public Safety and Security
- ESF #14: Long-Term Community Recovery
- ESF #15: Emergency Public Information

The plan also contains *support annexes*, which provide additional guidance not otherwise covered in ESFs. Concepts discussed in support annexes may either cross ESFs or may represent circumstances where multiple ESFs may be involved. The following support annexes are included.

- Continuity of Government/Operations

- Population Protection
- Prevention and Protection
- Volunteer and Donations Management
- Warning

Finally, the plan contains three *hazard-specific annexes*, which represent situations that are specialized and necessitate a number of highly specific response considerations (not otherwise covered by the general nature of the ESFs). The following hazard-specific annexes are included.

- Cyber Incidents
- Special Events
- Terrorism Incidents

#### *Approval*

This document has been officially adopted by the Cabell County Commission. As the head of the custodial agency, the CCOES signature below verifies that this is the current version of the document (dated 2012) and confirms that agency's commitment to supporting its implementation.

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Date

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CCOES Director

## CABELL COUNTY EMERGENCY OPERATIONS PLAN RECORD OF DISTRIBUTION

This section serves as documentation of the agencies to which this plan has been distributed. It can also be used as the plan is updated to ensure that all authorized copies are kept current.

Copy Number	Recipient Agency	Date Delivered
1	Cabell County Commission	
2	Cabell County Office of Emergency Services	
3	Cabell-Huntington Health Department	
4	Cabell County Sheriff's Department	
5	Huntington Police Department	
6	Milton Police Department	
7	Barboursville Volunteer Fire Department (VFD)	
8	Culloden VFD	
9	Green Valley VFD	
10	Huntington Fire Department	
11	Milton VFD	
12	Ohio River Road VFD	
13	Ona VFD	
14	Salt Rock VFD	
15	Cabell County Emergency Medical Services	
16	Cabell-Huntington Hospital	
17	St. Mary's Medical Center	
18	River Park Hospital	
19	Cabell-Wayne Local Emergency Planning Committee	
20	Marshall University Campus Police	
21	Lawrence County (OH) Emergency Management Agency	
22	Lincoln County Office of Emergency Management	
23	Mason County Office of Emergency Services	
24	Putnam County Office of Emergency Management	
25	Wayne County Office of Emergency Services	
26	West Virginia Division of Homeland Security & Emergency Management	

## CABELL COUNTY EMERGENCY OPERATIONS PLAN

### RECORD OF CHANGES

This document serves as a record of the changes and revisions made to the *Cabell County Emergency Operations Plan*. All significant revisions should be logged in this section (with the exception of the correction of typographical and other such errors).

Date	Description of Change	Initials
2011	<ul style="list-style-type: none"> <li>• Complete re-write</li> <li>• Incorporate of functional discipline planning committee comments</li> </ul>	CCOES, JHC
9/2012	<ul style="list-style-type: none"> <li>• Conversion to Emergency Support Function organization</li> <li>• More detailed integration of planning committee comments</li> <li>• Creation of Flood/Dam Failure and Terrorism hazard-specific annexes</li> <li>• Better integration of CPG-101 requirements</li> </ul>	CCOES, JHC
1/2016	<ul style="list-style-type: none"> <li>• Basic Plan (update hazards list, update schools listing, update references)</li> <li>• ESF #2 (create UTAC/VTAC graphic, remove appendices)</li> <li>• ESF #3 (absorb debris mgmt. into concept of operations, update names of public works providers, remove appendices, add new appendix for right of entry agreement)</li> <li>• ESF #4 (add CCEMS support on swiftwater/water rescue incidents)</li> <li>• ESF #5 (replaced CERT with MRC, added reference to EOC activation SOG)</li> <li>• ESF #6 (update shelter list, update resource providers with whom county has MOUs, remove CERT)</li> <li>• ESF #8 (add CCEMS support on swiftwater/water rescue incidents, add WVDA, change WesCom to MedCom)</li> <li>• ESF #9 (add CCEMS DIRT, add HFD confined space)</li> <li>• ESF #10 (add WVDEP)</li> <li>• ESF #12 (update generator listing)</li> <li>• ESF #13 (add Barboursville PD, Marshall PD, CSX agents)</li> <li>• ESF #14 (remove damage assessment forms, add WV VOAD, update damage assessment process)</li> <li>• ESF #15 (strengthen social media discussion, add Heads Up Huntington)</li> <li>• Population Protection Support Annex (add CHHD, Pristera under special needs, add transportation resources, add WRJ considerations)</li> <li>• Prevention &amp; Protection Support Annex (add Cabell/Wayne Homeland Security Group)</li> <li>• Volunteer &amp; Donations Management Support Annex (add ARES, remove CERT)</li> <li>• Warning Support Annex (add IPAWS, Heads Up Huntington resources, add NWS and Huntington PD as support agencies)</li> </ul>	CCOES, JHC

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## CABELL COUNTY EMERGENCY OPERATIONS PLAN BASIC PLAN

<b><i>Related Federal ESFs</i></b>	<ul style="list-style-type: none"><li>• NRF Base Plan (Roles and Responsibilities, Concept of Operations)</li></ul>
<b><i>Related State Annexes</i></b>	<ul style="list-style-type: none"><li>• EOP Basic Plan</li></ul>
<b><i>Primary Agencies</i></b>	<ul style="list-style-type: none"><li>• Cabell County Commission</li><li>• Cabell County Office of Emergency Services (CCOES)</li></ul>
<b><i>Support Agencies</i></b>	<ul style="list-style-type: none"><li>• West Virginia Division of Homeland Security &amp; Emergency Management (WVDHSEM)</li><li>• United States Department of Homeland Security (USDHS)</li></ul>

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# CABELL COUNTY EMERGENCY OPERATIONS PLAN

## BASIC PLAN

### I. PURPOSE AND SCOPE

#### A. Purpose

This plan provides an efficient, standardized response capability for Cabell County during emergencies and major disasters. It predetermines, where possible, actions to be taken by the responsible elements of the governments within Cabell County and its municipalities. The plan outlines an effective response to actual disaster occurrences and provides for recovery in the aftermath of an emergency.

#### B. Scope

This plan applies to emergency incidents in Cabell County, West Virginia that require a coordinated response from multiple departments, agencies, and/of emergency functions. It does not apply to *smaller* emergencies, such as single building structure fires, motor vehicle accidents, etc.

This plan assigns responsibilities to the agencies that are under the auspices of the Cabell County Commission and recommends tasks to partner agencies such as municipalities, quasi-government agencies, private sector agencies, and citizens. All agencies not under the auspices of the county commission would be expected to act within accordance with their own operating guidelines and protocols. To ensure the consistency of response efforts, planning committee meetings are held to provide an opportunity to standardize expectations and plan the most efficient use of capabilities.

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## II. SITUATION AND ASSUMPTIONS

### A. Situation

#### 1. Appraisal of the Threat

a. The *Region 2 Planning and Development Council Hazard Mitigation Plan* contains a detailed risk assessment outlining how the following hazards threaten the county (2012).

##### i. Flooding

- Flooding continues to be the priority threat in Cabell County; the majority of the county's mitigation efforts are directed at flooding.
- Designated hazard areas include the following:
  - Bass Avenue (Cabell County),
  - Cabell Midland High School (Cabell County),
  - Downtown Milton (Town of Milton),
  - Four Pole Creek (City of Huntington),
  - Georgia Avenue (Cabell County),
  - Holiday Park (Cabell County),
  - Howell's Mill (Cabell County),
  - Kraut's Creek (City of Huntington),
  - Lower Creek (Cabell County), and
  - Tanyard Branch (Barboursville).
- Generally, a distinction can be made between *river flooding* and *flash flooding*. River flooding generally occurs more slowly and allows for implementation of protective actions. Flash flooding can occur much more quickly and necessitate more "ad hoc" actions. Flash flooding is characterized by the overflow of storm systems in urbanized areas, such as the business and residential areas in Huntington as well as run-off style flooding that causes small creeks and tributaries to quickly raise.

ii. **Land Subsidence:** Cabell County, like most of West Virginia, is susceptible to land subsidence. Cabell County ranges from a designation of *high susceptibility and moderate incidence* in the southern and eastern portions of the county to *high* in the northern

and western portions of the county along the Ohio River (WVDHSEM, 2010, p. 246).

- iii. **Severe Wind:** Severe wind affects the entire county. Scenarios potentially necessitating activation of this plan include tornados or straight-line winds, power outages, structural damage at congregate facilities, etc. According to the *West Virginia Standard State Hazard Mitigation Plan*, Cabell County has a medium-high overall risk for tornados (WVDHSEM, 2010, p. 189).
  - iv. **Wildland Fires:** According to the *West Virginia Standard State Hazard Mitigation Plan*, Cabell County experienced between 501 and 1,000 wildfires between 1987 and 2009 (WVDHSEM, 2010, p. 224). The majority of these fires have been small; however, they do cause problems for local responders, particular in rural areas of the county during work hours, when staffing for volunteer departments is typically light. Further, local officials indicate that brush fires are a common occurrence and, to make matters more difficult, accessing these areas can sometimes be difficult.
  - v. **Winter Storms:** Like severe wind, winter weather is a countywide hazard with no discernible impact areas. The most likely scenarios under which a winter storm would necessitate activation of this plan include widespread power outages, situations where large segments of the population are isolated, multi-vehicle accidents on such routes as Interstate 64 attributed to snow or ice, etc.
- b. Additional man-made and technological hazards that could affect Cabell County include:
- i. Civil disturbances,
  - ii. Cyber (i.e., network) disruptions, failures, intrusions, etc.,
  - iii. Fixed-facility hazardous material incidents,
  - iv. Terrorism,
  - v. Transportation-based (i.e., roadway, railway, waterway) hazardous material incidents, and/or
  - vi. Waterway accidents.

- c. Other events may necessitate the activation of portions of this plan, including long-term power outages, planned incidents such as university sporting events, etc.
2. Geographic and Demographic Characteristics
    - a. The land area of Cabell County is 282 square miles with a population of 96,319 (US Census Bureau, 2010).
    - b. Huntington is the county seat and has a population of 49,138 (US Census Bureau, 2010). Barboursville and Milton are the other incorporated municipalities in Cabell County.
    - c. Other unincorporated communities within the county are as follows.
      - i. Balls Gap
      - ii. Blue Sulphur
      - iii. Clover
      - iv. Cox Landing
      - v. Culloden
      - vi. Dudley Gap
      - vii. Green Bottom
      - viii. Gwinn
      - ix. Hodges
      - x. Homestead
      - xi. Howells Mill
      - xii. Inez
      - xiii. Lesage
      - xiv. Melissa
      - xv. Millersport
      - xvi. Ona
      - xvii. Owens Crossing
      - xviii. Prairietown
      - xix. Roach
      - xx. Salt Rock
      - xxi. Sarah
      - xxii. Union Ridge

- d. Education
    - i. **Elementary Schools:** Altizer, Central City, Cox Landing, Culloden, Davis Creek, Explorer Academy, Guyandotte, Highlawn, Hite-Saunders, Martha, Meadows, Milton, Nichols, Ona, Salt Rock, Southside, Spring Hill, Village of Barboursville
    - ii. **Middle Schools:** Barboursville, Huntington, Huntington East, Milton
    - iii. **High Schools:** Cabell-Midland, Huntington High School
    - iv. **Other:** Cabell County Alternative School, Cabell County Career Technology Center, Marshall University, Mount West Community and Technical College, Huntington Junior College
  
  - e. The economy of Cabell County can be classified into six (6) major categories (<http://www.workforcewv.org/LMI/CNTYPROF/cabell.pdf>).
    - i. **Education and Health Services:** Workforce – Approximately 9,190
    - ii. **Government:** Workforce – Approximately 7,180
    - iii. **Hospitality:** Workforce – Approximately 5,100
    - iv. **Manufacturing:** Workforce – Approximately 5,880
    - v. **Service:** Workforce – Approximately 44,780
    - vi. **Trade, Transportation, and Utilities:** Workforce – Approximately 10,940
  
  - f. Transportation
    - i. **US Routes:** 52, 60, Interstate 64
    - ii. **State Routes:** 2, 10, 101, 152, 193
    - iii. **Railways:** Norfolk Southern, CSX
3. Other situations are included in each functional annex relevant to the subject being addressed.

B. Assumptions

- 1. Emergencies and disasters will occur in Cabell County.
- 2. In addition to hazards listed above, catastrophic events, including but not limited to a large plane crash, pandemic health crisis, school shooting, hostage situation, etc. may occur.

3. When required, a local “State of Emergency” will be declared by county or municipal governments, who can then activate the provisions of this plan and the county emergency operations center.
4. Assistance may be provided by higher levels of government (i.e., state or federal) if local resources are exhausted or overwhelmed.
5. Depending on the severity and magnitude of the situation, the affected area may be able to cope effectively with the situation. It may, however, be necessary to request assistance from volunteer organizations, private enterprises, mutual aid organizations, or state and/or federal sources.
6. Some incidents may occur after implementation of warning and other preparedness and public protection measures, but others may occur with little or no warning.
7. During large incidents or events encompassing several separate incidents, the response activities of differing functional areas will overlap. Incident command and resource management must be completed with this overlap in mind.
8. Additional assumptions are addressed in each functional annex relevant to the subject of that annex.

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### III. CONCEPT OF OPERATIONS

#### A. Basic Policies

1. The responsibility of the Cabell County Commission and the Cabell County Office of Emergency Services (CCOES) is to protect life and property from the effects of hazardous events.
  - a. The Chief Executive Official of incorporated areas is ultimately responsible for protecting lives and property within their jurisdiction. During events contained entirely within the boundaries of incorporated areas, these officials may request the activation of this plan for support purposes.
  - b. Based on recommendations from the CCOES and other emergency services providers, the county commission may declare a “state of emergency” and activate this plan and the county emergency operations center. **In order for assistance from a higher level of government to be rendered, a “state of emergency” should be declared.**
  - c. Municipalities may also declare a “state of emergency” for their jurisdiction which would activate any emergency plans or procedures they may have in place. It is assumed that a municipality will request resource assistance from neighboring municipalities and/or the county emergency management structure *prior* to requesting assistance from the state or federal level. For this reason, **all requests for state (and subsequently federal) assistance in Cabell County should be channeled through the county emergency operations center.**
2. This plan is activated for major county emergencies, not for minor local emergencies. If a minor local emergency escalates to the point that external resources, public information, or operational support is necessary, then the appropriate portions of this plan can be activated.

3. When the emergency exceeds the county's capability to respond, assistance may be requested from the West Virginia Division of Homeland Security and Emergency Management (WVDHSEM). Federal assistance may be requested and coordinated by the WVDHSEM.
  - a. While assistance can be requested from the state and federal government, emergency response is primarily a local endeavor. The *National Response Framework*, from which the *West Virginia Emergency Operations Plan* and this plan are derived, is based on the concept that incident management activities should take place with the "lowest" jurisdictional level possible.
  - b. Requests from higher levels of government should conform to National Incident Management System criteria.
4. Resources, such as the American Red Cross, Salvation Army, hospitals, Non-Governmental Organizations, Voluntary Organizations Active in Disaster, and other private enterprises may be called upon to supplement local government resources. In the current federal and state guidance literature, such an approach is called *the whole community approach*.
5. When appropriate, services for special or functional needs populations (e.g., handicapped, elderly, non-English speaking, children, incarcerated, etc.) should be considered and implemented.
6. From an operational standpoint, the National Incident Management System outlines the management of an emergency response with three (3) components: the Incident Command System, a Multi-Agency Coordination System, and a Joint Information System (USDHS, 2010).
  - a. The Incident Command System is used to manage activities on-scene. This system is detailed in Emergency Support Function (ESF) #5: Emergency Management.
  - b. The Cabell County Emergency Operations Center is an example of a Multi-Agency Coordination System. Center operations are detailed in ESF #5: Emergency Management.
  - c. Emergency public information and some notification/warning information, as well as media relations, are managed by a *Joint Information System*. The county's system is detailed in ESF #15: External Affairs.

B. Activation of This Plan

1. The ultimate authority to activate this plan rests with the Cabell County Commission. Such activation will most likely be based on recommendations from the Cabell County Office of Emergency Services or other emergency services providers.
2. Activation Levels
  - a. There are no real indicators of levels to which this plan can be activated.
  - b. Generally, the lowest possible level of activation would be to notify the primary agencies for each emergency support function that they should be on "stand-by" and maintain a heightened awareness of potential emergencies.
  - c. Partial activations may occur by which only the emergency support functions necessary to address the situation are activated.
  - d. Full activations would correspond to those situations where the majority of (or all) the emergency support functions are activated. During full activations of the plan, the county's emergency operations center may also be activated to at least a minimal level.
3. This plan may be activated (to any level) during the following situations.
  - a. When activation is requested by a local incident commander.
  - b. When activation is requested by the Cabell County Commission.
  - c. When activation is requested by a municipal jurisdiction.
  - d. When activation is recommended by the WVDHSEM.
  - e. When planned events, such as fairs, festivals, sporting events, concerts, etc. can benefit from a mobilization of emergency support functions.

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#### IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

##### A. Organization

1. Most departments within local government have emergency functions in addition to their normal duties. Each department is responsible for developing and maintaining its own emergency management protocols and standard operating guidelines.
2. Specific agency roles and responsibilities are addressed in the annexes and emergency support functions of this plan. Responsibilities for certain organizations that are not a part of local government are also presented.

##### B. Assignment of Responsibilities

###### 1. Primary Agencies

###### a. Cabell County Commission

- i. Appropriate funds for emergency management.
- ii. Ensure that personnel, equipment, and supplies are available for emergency operations.
- iii. Delegate appropriate authorities to the Cabell County Office of Emergency Services (CCOES) Director to ensure efficient emergency management.
- iv. Establish a local emergency operations center to coordinate emergency operations and officially activate it during times of emergency.
- v. Establish and reference mutual aid agreements with public and private agencies.
- vi. If appropriate and upon recommendation from experts at the local level, declare a "state of emergency".

###### b. Cabell County Office of Emergency Services

- i. Advise county and municipal governments on matters of emergency management.
- ii. Prepare and maintain a plan for emergency response and management activities.
- iii. Design and conduct exercises to ensure the plan is current and effective.

- iv. During emergencies, activate and manage the emergency operations center.
- v. Serve as liaison to state and federal officials during local states of emergency.
- vi. Offer training, as applicable and in accordance with National Incident Management System criteria, to ensure that local responders are qualified and prepared to undertake emergency operations.
- vii. Develop and maintain a properly categorized and typed resource manual (per National Incident Management System requirements) to assist in the emergency procurement of necessary resources.

2. Support Agencies

a. West Virginia Division of Homeland Security and Emergency Management

- i. Develops, tests, and maintains the *West Virginia Emergency Operations Plan*.
- ii. Receives local resource requests.
- iii. Coordinates state agency response to an incident.
- iv. Activates and staffs the state emergency operations center, if appropriate.
- v. Requests and coordinates federal assistance to an emergency.

b. United States Department of Homeland Security

- i. As per Executive Order #12148, the Department of Homeland Security coordinates all federal disaster assistance, including military support provided to state and local governments.
- ii. Coordinates Emergency Support Function #5 (of the *National Response Framework*) operations with all other activated emergency support functions to ensure the federal response is integrated with state and local objectives.

3. Extraordinary Responsibilities Listed in the *National Response Framework*
  - a. The local chief elected official requests state and, if necessary, federal assistance through the governor of West Virginia (accessed through the state emergency operations center) when all local capabilities have been exhausted.
  - b. In some instances when federal agencies maintain local offices, the resources of that local federal agency office may be utilized during the response. The Cabell County Office of Emergency Services, upon direction by the county commission, negotiates mutual aid agreements with those offices. Federal agency office personnel respond under their appropriate emergency support function of the *National Response Framework*.
  - c. Specific interactions between local agencies and the federal government (as outlined in the *National Response Framework*) are discussed in the individual annexes and support functions of this plan.

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## V. DIRECTION, CONTROL, AND COORDINATION

### A. Responsibilities

1. The Cabell County Commission is responsible for the policy making, coordination, and direction and control over all emergency management activities within Cabell County that occur outside of municipal jurisdictions. Policy decisions may be based on recommendations or other information provided by the Cabell County Office of Emergency Services (CCOES).
  2. Emergency response to an incident takes place under the direction and control of the local government having jurisdiction. If an incident occurs within municipal boundaries, the affected municipality has direction and control. Incidents occurring in the unincorporated portions of the county are under the direction and control of the county commission.
  3. If an incident expands to include multiple jurisdictions, direction and control still remains with the local governments having jurisdiction. In other words, local governments retain control over their own resources throughout the response. On-scene command transitions to a unified or area command structure, with the lead likely coming from the jurisdiction in which the incident originated. County government, through the CCOES, is available to support the operation.
  4. It is important to note that saying a jurisdiction “has direction and control” refers to the responsibility of that jurisdiction to authorize and empower an incident command to exercise that control. The governing body of that jurisdiction would thus not be expected to make the actual tactical decisions needed to respond to the incident; rather, the body should ensure that an incident command can be designated and that the incident commander not be hindered by local policies when requesting/procuring resources, etc.
- B. In basic terms, Cabell County responders utilize the *incident command system* to manage on-scene activities. The operation of that system, including how an Incident Commander is selected, is detailed in Emergency Support Function (ESF) #5 of this plan.

- C. The Cabell County Emergency Operations Center (EOC) functions as a *multi-agency coordination system* that facilitates policy and decision-making, coordination, and overall direction and control of emergency responders when an incident exceeds the capabilities of the incident command organization. The EOC can serve as the primary and centralized location for multi-jurisdictional direction and control of emergency response activities in the county. Capabilities are further detailed in ESF #5 of this plan.
- D. Public information is managed through a *joint information system* to ensure consistency from release to release. A physical *joint information center* may be established within or near the EOC to coordinate and manage the information system.

**VI. INFORMATION COLLECTION, ANALYSIS, AND DISSEMINATION**

- A. A multitude of information would need to be collected and shared throughout the emergency planning and emergency response processes. Such information includes (but is not limited to) the following.
1. Planning
    - a. Agency responsibilities and capabilities (i.e., resources, knowledge, training, personnel, etc.)
    - b. Expectations (of all agencies, including partners)
    - c. Constraints on an agency's capabilities
  2. Response
    - a. Incident assessment/size-up
    - b. Casualties
    - c. Necessary protective actions
    - d. Resource requests
    - e. Recovery needs
    - f. Tactical messages and directives
- B. Basic information dissemination should be done in plain English as per the National Incident Management System. Doing so assists in the receipt and understanding of messages.
- C. Information specific to the various emergency support functions is described throughout the balance of this document.

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**VII. COMMUNICATIONS:** See Emergency Support Function #2: Communications.

**VIII. ADMINISTRATION, FINANCE, AND LOGISTICS**

A. Administration

1. Administration of emergency management activities in Cabell County is conducted on a daily, non-emergency basis by the Cabell County Office of Emergency Services (CCOES).
2. During the response and recovery phases, the emergency management program is coordinated by the CCOES with responders and chief elected officials at the scene and in the activated emergency operations center in accordance with the written guidelines set forth in this plan and in organizational standard operating guidelines. \*NOTE: During these phases, the *emergency management program* is the support structure that assists the incident command structure.
3. After-Action Critique
  - a. Following a major emergency response, the CCOES Director should schedule a critique of the emergency response actions. The CCOES Director is also responsible for ensuring that the initiatives discussed during a critique session are implemented.
  - b. During the critique, participants should review the effectiveness of actions taken, resource shortcomings, etc. The purpose of the meeting would be to highlight strengths and weaknesses and identify measures that can improve preparedness and operational readiness.
  - c. The CCOES should facilitate revisions to the appropriate sections of this plan, if necessary.
4. All legal issues regarding emergency preparedness, response, and recovery are addressed by the county's legal counsel.

B. Finance

1. Required reports should be submitted to the appropriate authorities in accordance with individual annexes and support functions.

2. Each participating department/agency should submit records of expenditures and obligations in emergency operations (including personnel overtime, equipment used, contracts initiated, etc.) to the Cabell County Commission/CCOES within 10 days after the termination of emergency response activities. Emphasis should be placed on meeting applicable audit requirements. \*NOTE: These records should be maintained by the appropriate local government, department, agency, etc. in accordance with their own standard bookkeeping practices; the county would not accept the responsibility of completing paperwork on behalf of another government, department, or agency.
    - a. **Resource Procurement Actions before a Declaration of Local “State of Emergency”**: Every effort should be made to meet requirements with local government resources. County/municipal officials should be contacted without regard to normal business hours to assist in obtaining those necessary items that are not readily available in the stocks of committed local governments. Unless specifically authorized by the appropriate municipal/county official, normal procurement guidelines should prevail.
    - b. **Resource Procurement Actions after a Declaration of Local “State of Emergency”**: See Section III.A above.
    - c. Various programs, such as the Federal Emergency Management Agency’s Public Assistance and Individual Assistance programs, loans/grants through the Small Business Administration, etc. may be available to recover disaster-related costs.
- C. Logistics
1. In the event that the county’s resources prove to be inadequate during a response, requests can be made for assistance from other jurisdictions, higher levels of government, and other agencies. See Emergency Support Function #7 of this plan.
    - a. Resource requests should be in accordance with existing mutual aid agreements.

- b. Requests to higher levels of government should include National Incident Management System resource types and categories (see Emergency Support Function #7).
2. Guidelines have been identified to ensure that authorized personnel are in-place at all times to approve emergency resource procurement and expenses.
  3. State and Federal Involvement
    - a. State
      - i. For emergency situations that exceed the combined capabilities of all local emergency response organizations, the State of West Virginia, through the WVDHSEM, can provide direct services and assistance to the affected county and can act as a channel of obtaining and providing additional resources from outside the state and from the federal government.
      - ii. When the WVDHSEM provides emergency assistance, which may include on-site representation, the overall command and control authority remains with the local jurisdiction, unless local control is otherwise relinquished or if state or federal law requires the transfer of authority to a specified state or federal agency.
      - iii. The *West Virginia Emergency Operations Plan* calls for all state departments and agencies with emergency responsibilities to provide direct assistance to local jurisdictions where possible and to participate in local emergency operations activities (WVDHSEM, 2008).
      - iv. The *West Virginia Emergency Operations Plan* expects local jurisdictions to have fully committed and depleted all locally available resources before requesting assistance from a higher level of government (WVDHSEM, 2008).

- b. Federal
  - i. **Requests for federal assistance should come from the state emergency operations center.**
  - ii. Federal to local coordination is most likely to be through state representatives.
  - iii. During incidents for which a federal response may be necessary, the Secretary of Homeland Security, in coordination with other federal departments and agencies, initiates actions to prevent, prepare for, respond to, and recover from the incident. These actions are taken in conjunction with state and local authorities and may occur regardless of whether federal assistance is requested.
    - Federal representatives should coordinate with state and local jurisdictions to establish the *joint field office* if federal assistance has been requested or deployed.
    - Local and state representatives may be invited to participate in the joint field office to manage the integration of on-going local and state incident management objectives/operations into the federal response.
  - iv. Overall federal support to the incident command structure on-scene is coordinated through the joint field office.

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**IX. PLAN DEVELOPMENT AND MAINTENANCE****A. Plan Development**

1. This plan has been developed by the Cabell County Office of Emergency Services (CCOES) in accordance with guidance provided by the West Virginia Division of Homeland Security and Emergency Management (WVDHSEM) and the United States Department of Homeland Security.
2. Training
  - a. The following training (most recent course versions), at a minimum, should be completed by all new employees, recruits, and first responders who have a direct role in emergency preparedness, incident management, or response for National Incident Management System compliance.
    - i. IS-100 (Introduction to ICS)
    - ii. IS-200 (Basic ICS)
    - iii. IS-700 (NIMS: An Introduction)
    - iv. IS-800 (NRF)
  - b. Emergency responders with the potential to hold command positions (e.g., officers, etc.) should also take IS-300 (Intermediate ICS) and IS-400 (Advanced ICS).
  - c. More detailed courses may also be completed as part of an on-going training program. Such courses include:
    - i. IS-402 (ICS for Local Elected Officials),
    - ii. IS-702 (Public Information), and
    - iii. IS-703 (Resource Management).
  - d. Several agencies throughout Cabell County offer training opportunities, such as the Regional Educational Service Agency, Cabell-Wayne Local Emergency Planning Committee, Tri-State Fire Academy, etc.
  - e. Individual agencies' standard operating guidelines detail other training requirements.

- f. The CCOES and other emergency services organizations should conduct periodic exercises to confirm the effectiveness of training received and responsibilities in this plan as well as overall National Incident Management System implementation. The CCOES maintains an exercise schedule with the appropriate sections of the WVDHSEM.

B. Maintenance

1. As the custodial agency of this document, the CCOES should ensure that updates are compiled periodically.
2. It should also be noted that emergency support function-specific planning committees were used to originally develop this plan. Those committees should be re-engaged at times when the appropriate support function is being reviewed.
3. Updates should occur no less than annually.
4. The CCOES should attempt to ensure that the entire plan is re-written at least once within a four-year period.
5. The CCOES may utilize the *Record of Distribution* in the introductory materials section of this plan when re-issuing revisions.

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## X. AUTHORITIES AND REFERENCES

### A. Authorities

#### 1. Federal

- a. *The Homeland Security Act of 2002*, Public Law 107-296, 6 USC 101 et. seq., November 25, 2003.
- b. *The Robert T. Stafford Disaster Relief and Emergency Assistance Act*, as amended, 42 USC Section 5121, et. seq.
- c. *The Public Health Security and Bioterrorism Preparedness and Response Act of 2002*, Public Law 107-188, 42 USC 247d.
- d. National Plan for Telecommunications Support in Non-Wartime Emergencies.
- e. Uniform Administrative Requirements for Grants and Cooperative Agreements to State and Local Governments, 44 CFR Part 13.
- f. *The Price-Anderson Amendments Act*, Public Law 100-408, 102 Stat. 1066, 1988.
- g. *The Comprehensive Environmental Response, Compensation, and Liabilities Act (CERCLA)*, as amended by *The Superfund Amendments and Reauthorization Act of 1986*, 42 USC 9601, et. seq., and *The Federal Water Pollution Control Act (Clean Water Act)*, as amended, 33 USC 1251, et. seq.
- h. *The National Emergencies Act*, 50 USC §1601-1651, as amended.
- i. *Emergencies Involving Chemical or Biological Weapons*, 10 USC § 382, as amended.
- j. *Emergencies Involving Nuclear Materials*, 18 USC 831(e), as amended.
- k. *The Occupational Safety and Health Act*, 29 USC §651-658, as amended.
- l. *The Cooperative Forestry Assistance Act of 1978*, 16 USC §2101-2114, as amended.
- m. Executive Order 12148, Designation of the USDHS as the Primary Agency for Coordination of Federal Disaster Relief, Emergency Assistance, and Emergency Preparedness.
- n. Executive Order 12333, United States Intelligence Activities.
- o. Executive Order 12382, President's National Security Telecommunications Advisory Committee (NSTAC).

- p. Executive Order 12472, Assignment of National Security and Emergency Preparedness Telecommunications Functions.
- q. Executive Order 12580, Superfund Implementation.
- r. Executive Order 12656, Assignment of Emergency Preparedness Responsibilities.
- s. Executive Order 12742, National Security Industrial Responsiveness.
- t. Executive Order 12777, Implementation of Section 311 of the Federal Water Pollution Control Act.
- u. Executive Order 12919, National Defense Industrial Resources Preparedness.
- v. Executive Order 13284, Amendment of Executive Orders and Other Actions in Connection with the Establishment of the Department of Homeland Security.
- w. Executive Order 13286, Amendment of Executive Orders and Other Actions in Connection with the Transfer of Certain Functions to the Secretary of Homeland Security.
- x. Executive Order 13295, Revised List of Quarantinable Communicable Diseases.
- y. Executive Order 13354, National Counterterrorism Center.
- z. Executive Order 13356, Strengthening the Sharing of Terrorism Information to Protect Americans.
- aa. Homeland Security Presidential Directive – 1: Organization and Operation of the Homeland Security Council.
- bb. Homeland Security Presidential Directive – 2: Combating Terrorism through Immigration Policies.
- cc. Homeland Security Presidential Directive – 3: Homeland Security Advisory System.
- dd. Homeland Security Presidential Directive – 4: National Strategy to Combat Weapons of Mass Destruction.
- ee. Homeland Security Presidential Directive – 5: Management of Domestic Incidents.
- ff. Homeland Security Presidential Directive – 6: Integration and Use of Screening Information.

- gg. Homeland Security Presidential Directive – 7: Critical Infrastructure Identification, Prioritization, and Protection.
- hh. Homeland Security Presidential Directive – 9: Defense of United States Agriculture and Food.
- ii. Homeland Security Presidential Directive – 10: Biodefense for the 21<sup>st</sup> Century.
- jj. Homeland Security Presidential Directive – 11: Comprehensive Terrorist-Related Screening Procedures.
- kk. Homeland Security Presidential Directive – 12: Policy for a Common Identification Standard for Federal Employees and Contractors.
- ll. Homeland Security Presidential Directive – 13: Maritime Security Policy.
- mm. Homeland Security Presidential Directive – 14: Domestic Nuclear Detection.
- nn. Homeland Security Presidential Directive – 15: *[on the war on terrorism]*
- oo. Presidential Policy Directive-8: National Preparedness

2. State

- a. West Virginia Executive Order 20-04, December 23, 2004.
- b. West Virginia Code, Chapter 6, Article 1, Executive and Judicial Succession, as amended.
- c. West Virginia Code, Chapter 15, Article 5, as amended.
- d. West Virginia Legislature, House Bill 2018, March 3, 1982.

B. References

1. Region 2 Planning and Development Council. (2012). *Region 2 Planning and Development Council Hazard Mitigation Plan*. Huntington, WV: Local Government.
2. United States Department of Homeland Security. (2013). *Homeland Security Exercise and Evaluation Program*. Washington, D.C.: Federal Government.
3. United States Department of Homeland Security. (December, 2008). *National Incident Management System*, Washington, D.C.: Federal Government.
4. United States Department of Homeland Security. (2013). *National Response Framework*. Washington, D.C.: Federal Government.

5. West Virginia Department of Commerce. (2011). *Cabell County Profile*. Online. <http://www.workforcewv.org/LMI/CNTYPROF/cabell.pdf>
6. West Virginia Division of Homeland Security and Emergency Management. (2008). *West Virginia Emergency Operations Plan*. Charleston, WV.
7. West Virginia Division of Homeland Security and Emergency Management. (2013). *West Virginia State Hazard Mitigation Plan*. Charleston, WV.

**XI. LIST OF APPENDICES**

Appendix 1: Sample Emergency Proclamation

Appendix 2: After-Action Report

Appendix 3: Glossary

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## APPENDIX 1 TO THE BASIC PLAN

### SAMPLE EMERGENCY PROCLAMATION

The following sample emergency proclamation can be used if the need to declare a “State of Emergency” arises in Cabell County. These instructions will assist in preparing the proclamation and notifying applicable agencies/organizations that a proclamation has been made.

#### I. INSTRUCTIONS FOR COMPLETING THE PROCLAMATION

- A. Date the proclamation where indicated.
- B. Indicate the type of hazard threatening the community (i.e., natural/technological/man-made).
- C. Formally adopt the proclamation in accordance with normal local governmental protocols.
- D. Sign where indicated.

#### II. NOTIFICATION OF PROCLAMATION DECLARATION

- A. The governmental body declaring the state of emergency should notify neighboring jurisdictions (including those within Cabell County) and the state.
  1. As the agency to which emergency management tasks have been delegated, the Cabell County Office of Emergency Services (CCOES) will notify neighboring jurisdictions and the West Virginia Division of Homeland Security and Emergency Management (WVDHSEM) if a “State of Emergency” (via Eteam) is declared by the county commission.
  2. If the governing body of an incorporated area declares a state of emergency, it is the responsibility of the chief elected official of that jurisdiction to notify neighboring jurisdictions and the WVDHSEM. That municipality should first notify the Cabell County government in order to obtain resource assistance that is available at the county level.

# EMERGENCY PROCLAMATION

Cabell County, West Virginia \_\_\_\_\_, 20\_\_\_\_\_

WHEREAS Cabell County, West Virginia has been or is immediately threatened by a natural/technological/man-made hazard, and

WHEREAS a state of emergency has been declared by the County Commission of Cabell County.

NOW, THEREFORE, we, the Cabell County Commission, declare that a state of emergency exists in the county and that we hereby invoke and declare those portions of the West Virginia Code which are applicable to the conditions and have caused the issuance of this proclamation be in full force and effect in the county for the exercise of a necessary emergency authority for protection of the lives and property of the people of Cabell County and the restoration of local government with a minimum of interruption.

Reference is hereby made to all appropriate laws, statutes, ordinances and resolutions, and particularly to Chapter 15, Article 5 of the West Virginia Code.

All public offices and employees of Cabell County are hereby directed to exercise the utmost diligence in the discharge of duties required by them for the duration of the emergency and in execution of emergency laws, regulations, and directives.

All citizens are called upon and directed to comply with necessary emergency measures, to cooperate with public officials and emergency management forces in executing emergency operations plans and to obey and comply with the lawful direction of properly-identified officers.

All operating forces will direct their communications and requests for assistance and new operations directly to the Emergency Operations Center.

In witness, we have hereunto set our hand this \_\_\_\_\_ day of \_\_\_\_\_, 20\_\_\_\_\_ A.D.

\_\_\_\_\_  
Cabell County Commission President

\_\_\_\_\_  
Cabell County Commissioner

\_\_\_\_\_  
Cabell County Commissioner

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## APPENDIX 2 TO THE BASIC PLAN

### AFTER-ACTION REPORT

The documentation of activities taken during an exercise or actual response is critical to ensuring improvement during the next response. This plan supports standardized document of events in a format that is consistent with the Homeland Security Exercise and Evaluation Program (USDHS, 2013). This appendix provides an overview of that format.

After-action reports should contain the following sections:

- Administrative handling instructions,
- Table of contents,
- Executive summary,
- Exercise/event overview,
- Exercise design summary (if applicable),
- Analysis of capabilities,
- Conclusion,
- Improvement plan,
- Lessons learned (if applicable),
- Participant feedback (if applicable),
- Exercise/event major actions, and
- Acronyms.

The following general notes are meant to assist in understanding why certain sections should be included in the report.

#### Executive Summary

“The Executive Summary should be intended as a quick review for an executive audience and as such should be two pages or less in length and provide a brief overview of the exercise [event] and include: (1) why the exercise [event] was conducted; (2) the exercise objectives [or response objectives]...; (3) what missions, capabilities, and scenario(s) were used to achieve...learning objectives; (4) a list of the most notable strengths that were learned from the exercise [event]; and (5) a list of the key areas that

require further development or improvement. In general, the major strengths and primary areas for improvements should be limited to three each to ensure the Executive Summary is high-level and concise. In addition, the Executive Summary may be used to summarize any high-level observations that cut across multiple capabilities” (USDHS, HSEEP, 2013).

#### Exercise/Event Overview

This section is a “structured data” overview of the exercise or event. Specifically, this section should contain the following information.

- Name or description of the exercise/event
- Type of event (i.e., actual response, seminar, workshop, drill, game, tabletop, functional exercise, or full-scale exercise)
- Exercise/event start and end dates
- Exercise/event duration
- The location of the event
- The sponsor of the exercise or the agency/organization serving in the command role,
- The program funding recipient (if applicable)
- The applicable mission area (i.e., common target capabilities, response, or recover)
- The capabilities tested by the exercised or actual response
- A list of the participating agencies
- The number of participants

#### Exercise Design Summary

If the report is being compiled for an exercise, this section should contain an overview of the process used to design the exercise. For example, what was its purpose? The objectives? What capabilities were identified for demonstration? Finally, a summary of the scenario as well as planned simulations should be included.

### Analysis of Capabilities

This section presents the observed action items from the exercise or response and offers analysis on those observations. Analyses should contextualize the observations as strengths or areas for improvement and include a detailed explanation as to why. This section also contains lists of general recommendations for improving a response.

### Conclusion

The conclusion summarizes everything about the design, conduct and evaluation of an exercise or all of the events from the initial notice of an incident through deactivation and the start of recovery operations.

### Improvement Plan

Along with the analysis of capabilities, this is the most important section of the after-action report. This section takes all recommendations identified in the analysis of capabilities and suggests corrective actions necessary to implement those recommendations. Proper improvement plans also assign coordinating agencies and timeframes to the completion of corrective actions.

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## APPENDIX 3 TO THE BASIC PLAN

### GLOSSARY

#### DEFINITIONS

#### A

**Advisory** – Information concerning potential disaster-causing destructive forces giving details on locations, intensity, and precautions that should be taken.

**Agency** – A division of government with a specific function offering a particular kind of assistance. In ICS, agencies are defined either as jurisdictional (having statutory responsibility for incident management) or as assisting or cooperating (providing resources or other assistance).

**Agency Representative** – A person assigned by a primary, assisting, or cooperating federal, state, local, or tribal government agency or private entity that has been delegated authority to make decisions affecting that agency's or organization's participation in incident management activities following appropriate consultation with the leadership of that agency.

**American Red Cross (ARC)** – A quasi-governmental agency largely for relief of suffering and welfare activities during war and disaster. The ARC operates under a Congressional charter and is supported by the people. Internationally, it operates under the Treaty of Geneva.

**Applicant** – A state or local government-making request for Federal assistance under the Disaster Relief Act.

**Area Command (Unified Area Command)** – An organization established (1) to oversee the management of multiple incidents that are each being handled by an ICS organization or (2) to oversee the management of large or multiple incidents to which several incident management teams have been assigned. Area command has the responsibility to set overall strategy and priorities, allocate critical resources according to priorities, ensure that incidents are properly managed, and ensure that objectives are

met and strategies followed. Area command becomes unified area command when incident are multi-jurisdictional. Area command may be established at an emergency operations center facility or at some location other than an incident command post.

**Assessment** – The evaluation and interpretation of measurements and other information to provide a basis for decision-making.

**Assignments** – Tasks given to resources to perform within a given operational period that are based on operational objectives defined in the incident action plan.

**Assistant** – Title for subordinates or principal command staff positions. The title indicates a level of technical capability, qualifications, and responsibility subordinate to the primary positions. Assistants may also be assigned to unit leaders.

**Assisting Agency** – An agency or organization providing personnel, services, or other resources to the agency with direct responsibility for incident management. See also “Supporting Agency”.

**Available Resources** – Resources assigned to an incident, checked in, and available for a mission assignment, normally located in a staging area.

**Avoidance** – To eliminate a hazard through measures such as relocation or prohibition of construction within an area susceptible to risk or danger or by other means.

## B

**Biological Agents** – The FBI WMD Incident Contingency Plan defines biological agents as microorganisms or toxins from living organisms that have infectious or noninfectious properties that produce lethal or serious effects in plants and animals.

**Branch** – The organizational level having functional or geographical responsibility for major aspects of incident operations. A branch is organizationally situated between the section and the division or group in the operations section, and between the section and units in the logistics section. Branches are identified by the use of Roman numerals or by functional area.

## C

**Categorical Grant** – A project-by-project grant for debris removal, repairs, reconstruction, etc., after a major disaster.

**Census Tract** - A nonpolitical geographical subdivision of no standard size, but within a city, town, country, or other political jurisdiction. It is used by the U.S. Bureau of the Census as a convenient and flexible unit for surveying and aggregating population, housing, and other demographic or economic statistics. In most instances, a tract corresponds to a Standard Location Area (SLA).

**Chain of Command** – A series of command, control, executive, or management positions in hierarchical order of authority.

**Check-In** – The process through which resources first report to an incident. Check-in locations include the incident command post, resources unit, incident base, camps, staging areas, or directly on the site.

**Chemical Agents** – The FBI WMD Incident Contingency Plan defines chemical agents as solids, liquids, or gases that have chemical properties that produce lethal or serious effects in plants and animals.

**Chief** – The ICS title for individuals responsible for management of functional sections: operations, planning, logistics, finance/administration, and intelligence (if established as a separate section).

**Civil Air Patrol** – Corporation created by Federal statute and established by law as a voluntary, civilian auxiliary of the United States Air Force. CAP has the major task of performing search and rescue missions.

**Code of Federal Regulations** – Title 44, refers to Emergency Management and Assistance and Homeland Security.

**Command** – The act of directing, ordering, or controlling by virtue of explicit statutory, regulatory, or delegated authority.

**Command Staff** – In an incident management organization, the command staff consists of the incident commander and the special staff positions of command staff public information officer, safety officer, liaison officer, and other positions as required, who report directly to the incident commander. They may have an assistant or assistants, as needed.

**Common Operating Picture** – A broad view of the overall situation as reflected by situation reports, aerial photography, and other information or intelligence.

**Communications Unit** – An organizational unit in the logistics section responsible for providing communication services at an incident or an EOC. A communications unit may also be a facility (e.g. a trailer or mobile van) used to support an incident communications center.

**Comprehensive Emergency Management** – An all-inclusive approach in combining the four phases of management. *Mitigation*: those activities, which eliminate or reduce the possibility of disaster. *Preparedness*: those activities which governments, organizations, and individuals develop to save lives and minimize damage. *Response*: to prevent the loss of lives and property and emergency assistance. *Recovery*: short and long-term activities, which return all systems to normal or improved standards.

**Congregate Care Facilities** – Public or private building in the host area that may be used to lodge and care for evacuees. Assigned space is approximately 40 square feet per person. The facility may or may not meet criteria for designation as “fallout shelter”.

**Consequence Management** – Addressing the effects of terrorist threats or incidents on people, property, and communities. It includes measures to protect public health and safety, restore essential government services, and provide emergency relief to governments, businesses, and individuals affected by the consequences of terrorism. In a WMD/NBC incident, consequence management includes emergency management missions as described in the National Response Plan (NRP).

**Construction Practices** – Codes, standards and specifications applicable to repairs, or to alterations or new construction of a facility or structure.

**Contamination, Radiological** – The deposit of radioactive material on the surfaces of structures, areas, objects or personnel following a nuclear explosion.

**Contributions** – Federal Financial Assistance, also called Matching Funds. These funds are provided by the Federal Government to match those provided by the State or Local government. They are used for the purchase of supplies, equipment, emergency operating centers, and training, and for the payment of personnel salaries, administrative expenses, and reimbursement of student expenses while attending authorized courses.

**Cooperating Agency** – An agency supplying assistance other than direct operational or support functions or resources to the incident management effort.

**Coordinate** – To advance systematically an analysis and exchange of information among principals who have or may have a need to know certain information to carry out specific incident management responsibilities.

**Counterforce Targets** – Places, which contain strategic offensive military forces. Such as, SAC Bomber Bases, ICBM Fields, Missile Submarine Support Bases.

**Credible Threat** – The FBI conducts an interagency threat assessment that indicates that the threat is credible and confirms the involvement of a WMD in developing terrorist incidents.

**Crisis Management** – “The law enforcement response to the causes of terrorist incidents, terrorists and their weapons.” It includes measures to identify, acquire, and plan for the use of resources needed to anticipate, isolate, prevent, and/or resolve a threat or act of terrorism. In an incident, a crisis management response may include traditional law enforcement missions (i.e. intelligence, surveillance, negotiations, forensics, investigations relating to apprehending the terrorist, etc.) and technical support missions (i.e. agent identification, search, disablement, transfer and disposal, and limited decontamination relating to the weapons.)

## D

**Damage Assessment** – The appraisal or determination of the actual effects resulting from conventional or nuclear bombs or weapons.

**Damage Classification** – For the purpose of reporting damage assessments, damage to structures, or objects, (it) has been divided into three categories: **Severe Damage** – A degree of damage that precludes further use of the structure or object for its intended purposes without essentially complete reconstruction. **Moderate Damage** – A degree of damage to principal members that precludes effective use of the structure or objects for the intended purpose unless major repairs are made. **Light Damage** – A degree of damage to buildings resulting in broken windows, slight damage to roofing and siding, blowing down light interior partitions, and slight cracking of curtain walls. Damage, which does not prevent the use of equipment or installations for the purposes intended.

**Damage Estimation** – Forecasting the probable effects of enemy attack upon the human and material resources located in a specified area.

**Decontamination, Radiological** – The reduction or removal of contaminating radioactive material from a structure, area, object, or person.

**Deputy** – A fully qualified individual who, in the absence of a superior, can be delegated the authority to manage a functional operation or perform a specific task. In some cases, a deputy can act as relief for a superior and, therefore, must be fully qualified in the position. Deputies can be assigned to the incident commander, general staff, and branch directors.

**Disaster** – An occurrence threatening the health, safety, or property of a community or larger area. Types include manmade, natural, or war-related; such as nuclear attack, earthquakes, floods, drought, mine cave-ins, landslide, tornado, severe winter storm, wildfire, civil disorder, dam failure, hazardous materials incident (fixed facility or transportation), power failure, radiological incident (fixed facility or transportation), power failure, radiological incident (fixed facility or transportation), and urban fire, as well as many others.

**Disaster Assistance Center** – A local center following a major disaster, staffed by various state and federal agencies to provide assistance to individuals.

**Dispatch** – The ordered movement of a resource or resources to an assigned operational mission or an administrative move from one location to another.

**Division** – The partition of an incident into geographical areas of operation. Divisions are established when the number of resources exceeds the manageable span of control of the operations chief. A division is located within the ICS organization between the branch and resources in the operations section.

**Dose** – A quantity (total or accumulated) of ionizing (or nuclear radiation experienced by a person or an animal).

**Dose Rate** – The amount of ionizing (or nuclear) radiation to which an individual would be exposed, or which he/she would receive per unit of time.

**Dosimeter** – An instrument for measuring and registering total accumulated exposure to ionizing radiations.

## E

**Electromagnetic Pulse (EMP)** – Energy radiated by nuclear detonation, which may affect or damage electronic components and equipment.

**Emergency** – Absent a Presidentially declared emergency, any incident(s), human-caused or natural, that requires responsive action to protect life or property. Under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, an emergency means any occasion or instance for which, in the determination of the President, federal assistance is needed to supplement state and local efforts and capabilities to save lives and to protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States.

**Emergency Alert System (EAS)** – Consists of broadcast stations and interconnecting facilities, which have been authorized by the Federal Communications Commission to operate in a controlled manner during a war, state of public peril or disaster, or other

national emergency.

**Emergency Operations Center (EOC)** – The physical location at which the coordination of information and resources to support domestic incident management activities normally takes place. An EOC may be a temporary facility or may be located in a more central or permanently established facility, perhaps at a higher level of organization within a jurisdiction. EOCs may be organized by major functional disciplines (e.g. fire, law enforcement, and medical services), by jurisdiction (e.g. federal, state, regional, county, city, tribal), or some combination thereof.

**Emergency Operations Plan (EOP)** – The “steady-state” plan maintained by various jurisdictional levels for responding to a wide variety of potential hazards.

**Emergency Public Information** – Information that is disseminated primarily in anticipation of an emergency or during an emergency. In addition to providing situational information to the public, it also frequently provides directive actions required to be taken by the general public.

**Emergency Response Provider** – Includes federal, state, local, and tribal emergency public safety, law enforcement, emergency response, emergency medical (including hospital emergency facilities), and related personnel, agencies, and authorities. See Section 2 (6), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002). Also known as “Emergency Responder”.

**Evacuation** – Organized, phased, and supervised withdrawal, dispersal, or removal of civilians from dangerous or potentially dangerous areas, and their reception and care in safe areas.

**Evacuee** – The individual who is moved to a less hazardous area. Also, may be called a relocatee.

**Event** – A planned, non-emergency activity. ICS can be used as the management system for a wide range of events, e.g. parades, concerts, or sporting events.

**Executive Order** – A rule or order having the force of law, issued by an executive authority of a government.

## F

**Federal** – Of or pertaining to the federal government of the United States of America.

**Function** – Function refers to the five (5) major activities in ICS: command, operations, planning, logistics, and finance/administration. The term “function” is also used when describing the activity involved, e.g. the planning function. A sixth function – intelligence – may be established, if required, to meet incident management needs.

## G

**General Staff** – A group of incident management personnel organized according to function and reporting to the incident commander. The general staff normally consists of the operations section chief, planning section chief, logistics section chief, and finance/administration section chief.

**Grant-in-Lieu** – In a major disaster, the scope of work may include improvements.

**Greenwich Mean Time** - The solar time at the Greenwich Meridian. Also called ZULU time or Coordinated Universal Time.

**Group** – Established to divide the incident management structure into functional areas of operation. Groups are composed of resources assembled to perform a special function not necessarily within a single geographic division. Groups, when activated, are located between branches and resources in the operations section. See “Division”.

## H

**Hazards** – Something that is potentially dangerous or harmful, often the root cause of an unwanted outcome.

**Hazardous Material** – Any substance or material a quantity or form which may be harmful or injurious to humans, domestic animals, wildlife, economic crops or property when released into the environment. Hazardous materials are classified as chemical, biological, radiological or explosive. **Chemical** – Toxic, corrosive or injurious substance because of inherent chemical properties and includes but is not limited to such items as

petroleum products, paints, plastics, acids, caustics, industrial chemicals, poisons, drugs, mineral fibers (asbestos). **Biological** – Microorganisms of associated products which may cause disease in humans, animals, or economic crops and includes pathogenic wastes from medical institutions, slaughterhouses, poultry processing plants, and the like; imported unprocessed wool fibers. **Radiological** – Any radioactive substance emitting ionizing radiation at a level to produce a health hazard. **Explosive** – Material capable of releasing energy with blast effect in a split second upon activation the released energy usually damages or destroys objects in close proximity to the blast.

**Host Area** – A specified area unlikely to experience direct weapons effects (blast of 2 psi or more, heat and initial nuclear radiation) from a nuclear attack and designate for reception and care of risk area evacuees.

## I

**Incident** – An occurrence or event, natural or human-caused that requires an emergency response to protect life or property. Incidents can, for example, include major disasters, emergencies, terrorist attacks, terrorist threats, wild land and urban fires, floods, hazardous materials spills, nuclear accidents, aircraft accidents, earthquakes, hurricanes, tornadoes, tropical storms, war-related disasters, public health and medical emergencies, and other occurrences requiring an emergency response.

**Incident Action Plan (IAP)** – An oral or written plan containing general objectives reflecting the overall strategy for managing an incident. It may include the identification of operational resources and assignments. It may also include attachments that provide direction and important information for management of the incident during one or more operational periods.

**Incident Command Post (ICP)** – The field location at which the primary tactical-level, on-scene incident command functions are performed, the ICP may be collocated with the incident base or other incident facilities and is normally identified by a green rotating or flashing light.

**Incident Command System (ICS)** – A standardized on-scene emergency management construct specifically designed to provide for the adoption of an integrated organizational structure that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure, designed to aid in the management of resources during incidents. It is used for all kinds of emergencies and is applicable to small as well as large and complex incidents. ICS is used by various jurisdictions and functional agencies, both public and private, to organize field-level incident management operations.

**Incident Commander** – The individual responsible for all incident activities, including the development of strategies and tactics and the ordering and the release of resources. The IC has overall authority and responsibility for conducting incident operations and is responsible for the management of all incident operations at the incident site.

**Incident Management Team (IMT)** – The IC and appropriate command general staff personnel assigned to an incident.

**Incident Objectives** – Statements of guidance and direction necessary for selecting appropriate strategy(s) and the tactical direction of resources. Incident objectives are based on realistic expectations of what can be accomplished when all allocated resources have been effectively deployed. Incident objectives must be achievable and measurable, yet flexible enough to allow strategic and tactical alternatives.

**Initial Action** – The actions taken by those responders first to arrive at an incident site.

**Initial Response** – Resources initially committed to an incident.

**Intelligence Officer** – The intelligence officer is responsible for managing internal information, intelligence, and operational security requirements supporting incident management activities. These may include information security and operational security activities, as well as the complex task of ensuring that sensitive information of all types (e.g. classified information, law enforcement sensitive information, proprietary

information, or export-controlled information) is handled in a way that not only safeguards the information, but also ensures that it gets to those who need access to it to perform their missions effectively and safely.

## J

**Joint Information Center (JIC)** – A facility established to coordinate all incident-related public information activities. It is the central point of contact for all news media at the scene of the incident. Public information officials from all participating agencies should collocate at the JIC.

**Joint Information System (JIS)** – Integrates incident information and public affairs into a cohesive organization designed to provide consistent, coordinated, timely information during crisis or incident operations. The mission of the JIS is to provide a structure and system for developing and delivering coordinated interagency messages; developing, recommending, and executing public information plans and strategies on behalf of the IC; advising the IC concerning public affairs issues that could affect a response effort; and controlling rumors and inaccurate information that could undermine public confidence in the emergency response effort.

**Jurisdiction** – A range of sphere of authority. Public agencies have jurisdiction at an incident related to their legal responsibilities and authority. Jurisdictional authority at an incident can be political or geographical (e.g. city, county, tribal, state, or federal boundary lines) or functional (e.g. law enforcement, public health).

## K

**Key Worker** – An individual whose skills or services are required to continue operation of vital facilities and activities that will provide goods and services to the relocated population and host county residents. To insure the continuance of the nation's production capabilities and preservation of the economic system.

## L

**Land Use Regulations** – Includes zoning for purpose compatible with prudent hazard mitigation practices and both preventive and corrective restrictions on construction, repairs or alterations of facilities within specified areas. Preventive restrictions provide regulation of new land use such as use of high flood hazard areas for parks, farms and recreational areas. Corrective restrictions tend to address existing problems and include

flood proofing, property acquisition, insurance and removal of non-conforming uses.

**Liaison** – A form of communication for establishing and maintaining mutual understanding and cooperation.

**Liaison Officer** – A member of the command staff responsible for coordinating with representatives from cooperating and assisting agencies.

**Local Government** – A county, municipality, city, town, township, local public authority, school district, special district, intrastate district, council of governments (regardless of whether the council of governments is incorporated as a nonprofit corporation under state law), regional or interstate government entity, or agency or instrumentality of a local government; an Indian tribe or authorized tribal organization, or in Alaska a native village or Alaska Regional Native Corporation; a rural community, unincorporated town or village, or other public entity. See Section 2 (10), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002).

**Local Warning Point** – A facility in a city, town or community, which receives warnings and activates the public warning system in its area of responsibility.

**Logistics** – Providing resources and other services to support incident management.

**Logistics Section** – The section responsible for providing facilities, services, and material support for the incident.

## M

**Major Disaster** – As defined under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 USC 5122), a major disaster is any natural catastrophe (including any hurricane, tornado, storm, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought), or, regardless of cause, any fire, flood, or explosion, in any part of the United States, which in the determination of the President causes damage of sufficient severity and magnitude to warrant disaster assistance under this act to supplement the efforts and available resources of states, tribes, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.

**Management by Objective** – A management approach that involves a four (4)-step process for achieving the incident goal. The “management by objective” approach includes the following: establishing overarching objectives; developing and issuing assignments, plans, procedures, and protocols; establishing specific, measurable objectives for various incident management functional activities and directing efforts to fulfill them, in support of defined strategic objectives; and documenting results to measure performance and facilitate corrective action.

**Mitigation** – The activities designed to reduce or eliminate risks to persons or property or to lessen the actual or potential effects or consequences of an incident. Mitigation measures may be implemented prior to, during, or after an incident. Mitigation measures are often informed by lessons learned from prior incidents. Mitigation involves ongoing actions to reduce exposure to, probability of, or potential loss from hazards. Measures may include zoning and building codes, floodplain buyouts, and analysis of hazard-related data to determine where it is safe to build or locate temporary facilities. Mitigation can include efforts to educate governments, businesses, and the public on measures they can take to reduce loss and injury.

**Mobilization** – The process and procedures used by all organizations (federal, state, local, and tribal) for activating, assembling, and transporting all resources that have been requested to respond to or support an incident.

**Multi-Agency Coordination Entity** – A multi-agency coordination entity functions within a broader multi-agency coordination system. It may establish the priorities among incidents and associated resource allocations, deconflict agency policies, and provide strategic guidance and direction to support incident management activities.

**Multi-Agency Coordination System** – Multi-agency coordination systems provide the architecture to support coordination for incident prioritization, critical resource allocation, communications systems integration, and information coordination. The components of multi-agency coordination systems include facilities, equipment, emergency operations centers (EOCs), specific multi-agency coordination entities, personnel, procedures, and communications. These systems assist agencies and organizations to fully integrate the

subsystems of the NIMS.

**Multi-Jurisdictional Incident** – An incident requiring action from multiple agencies that each have jurisdiction to manage certain aspects of an incident. In ICS, these incidents will be managed under unified command.

**Mutual Aid Agreements** – Written agreements between agencies and/or jurisdictions that they will assist one another on request, by furnishing personnel, equipment, and/or expertise in a specified manner.

## N

**National** – Of a nationwide character, including the federal, state, local, and tribal aspects of governance and polity.

**National Disaster Medical System** – A cooperative, asset-sharing partnership between the US Department of Health and Human Services, the US Department of Veterans Affairs, the US Department of Homeland Security, and the US Department of Defense. NDMS provides resources for meeting the continuity of care and mental health services requirements of the Emergency Support Function 8 in the National Response Plan.

**National Incident Management System (NIMS)** – A system mandated by HSPD-5 that provides a consistent, nationwide approach for federal, state, local, and tribal governments; the private-sector; and nongovernmental organizations to work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents, regardless of cause, size, or complexity. To provide for interoperability and compatibility among federal, state, local, and tribal capabilities, the NIMS includes a core set of concepts, principles, and terminology. HSPD-5 identifies that as the ICS; multi-agency coordination systems; training; identification and management of resources (including systems for classifying types of resources); qualification and certification; and the collection, tracking, and reporting of incident information and incident resources.

**National Response Plan (NRP)** – A plan mandated by HSPD-5 that integrates federal domestic prevention, preparedness, response, and recovery plans into one (1) all-discipline, all-hazards plan.

**National Warning Center** – The facility staffed by Attack Warning Officers situated within the combat operations center at NOAD Headquarters. Controls NAWAS when the Regional Warning Circuits are tied together.

**National Warning System (NAWAS)** – The Federal portion of the civil Defense Warning System, used for the dissemination of Warning and other emergency information from the warning Centers or Regions to Warning Points in each State.

**Nongovernmental Organization** – An entity with an association that is based on interests of its members, individuals, or institutions and that is not created by a government, but may work cooperatively with government. Such organizations serve a public purpose, not a private benefit. Examples of nongovernmental organizations include faith-based charity organizations and the American Red Cross.

**Nuclear Radiation** – Particulate and electromagnetic radiation emitted from atomic nuclei in various nuclear processes. The important nuclear radiations, from the weapons standpoint, are alpha and beta particles, gamma rays, and neutrons.

**Nuclear Weapon** – A general name given to any weapon in which the explosion results from the energy released by reactions involving atomic nuclei, either fission or fusion, or both.

## O

**On-Site Assistance** – A community readiness survey process, involving Federal, State and local personnel, to determine the current operational readiness of a particular local jurisdiction, to identify deficiencies, and to develop a course of future actions that will maximize capabilities to conduct coordinated operations in extraordinary operations.

**Operation** – The process of applying resources to events to achieve specific objectives.

**Operational Period** – The time scheduled for executing a given set of operation actions, as specified in the incident action plan. Operational periods can be of various lengths, although usually not over 24 hours.

**Operations Section** – The section responsible for all tactical incident operations. In ICS, it normally includes subordinate branches, divisions, and/or groups.

## P

**Peacetime Disaster** – Peacetime disaster includes the natural disasters as well as the explosions, nuclear accidents, aircraft crashes in populated areas, etc.

**Personnel Accountability** – The ability to account for the location and welfare of incident personnel. It is accomplished when supervisors ensure that ICS principles and processes are functional and that personnel are working within established incident management guidelines.

**Planning Meeting** – A meeting held as needed prior to and throughout the duration of an incident to select specific strategies and tactics for incident control operations and for service and support planning. For larger incidents, the planning meeting is a major element in the development of the incident action plan.

**Planning Section** – Responsible for the collection, evaluation, and dissemination of operational information related to the incident, and for the preparation and documentation of the incident action plan. This section also maintains information on the current and forecasted situation and on the status of resources assigned to the incident.

**Preparedness** – The range of deliberate, critical tasks and activities necessary to build, sustain, and improve the operational capability to prevent, protect against, respond to, and recover from domestic incidents. Preparedness is a continuous process. Preparedness involves efforts at all levels of government and between government and private sector and nongovernmental organizations to identify threats, determine vulnerabilities, and identify required resources. Within the NIMS, preparedness is operationally focused on establishing guidelines, protocols, and standards for planning, training and exercises, personnel qualification and certification, equipment certification, and publication management.

**Preparedness Organizations** – The groups and fora that provide interagency coordination for domestic incident management activities in a non-emergency context. Preparedness organizations can include all agencies with a role in incident

management, for prevention, preparedness, response, or recovery activities. They represent a wide variety of committees, planning groups, and other organizations that meet and coordinate to ensure the proper level of planning, training, equipping, and other preparedness requirements within a jurisdiction or area.

**Presidential Declared Emergency** – To avert or lessen the threat of major disaster.

**Presidential Declared Major Disaster** – Triggers the disaster relief act for state and local assistance.

**Prevention** – Actions to avoid an incident or to intervene to stop an incident from occurring. Prevention involves actions to protect lives and property. It involves applying intelligence and other information to a range of activities that may include such counter measures as deterrence operations; heightened inspections; improved surveillance and security operations; investigations to determine the full nature and source of the threat; public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and, as appropriate, specific law enforcement operations aimed at deterring, preempting, interdicting, or disrupting illegal activity and apprehending potential perpetrators and bringing them to justice.

**Private Sector** – Organizations and entities that are not part of any governmental structure. It includes for-profit and not-for-profit organizations, formal and information structures, commerce and industry, and private voluntary organizations.

**Processes** – Systems of operations that incorporate standardized procedures, methodologies, and functions necessary to provide resources effectively and efficiently. These include resource typing, resource ordering and tracking, and coordination.

**Public Information Officer** – A member of the command staff responsible for interfacing with the public and media or with other agencies with incident-related information requirements. A county-level public information officer may also be named to function from an activated EOC that supersedes the command staff public information officer.

**Publications Management** – The publications management subsystem includes materials development, publication control, publication supply, and distribution. The development and distribution of NIMS materials is managed through this subsystem. Consistent documentation is critical to success, because it ensures that all responders are familiar with the documentation used in a particular incident regardless of the location or the responding agencies involved.

## Q

**Qualification and Certification** – This subsystem provides recommended qualification and certification standards for emergency responders and incident management personnel. It also allows the development of minimum standards for resources expected to have an interstate application. Standards typically include training, currency, experience, and physical and medical fitness.

## R

**Radiation Exposure Record** – The card issued to individuals for recording their personal radiation exposure doses.

**Radio Amateur Civil Emergency Service (RACES)** – An emergency service designed to make efficient use of the reservoir of skilled radio amateurs throughout the Nation in accordance with approved civil defense communications plans. Many of the states and local governments have federally approved RACES communications plans whereby radio amateurs participating in these plans are permitted to operate during an emergency or emergency condition.

**Radiological Monitor (RM)** – An individual trained to measure, record, and report radiation dose and dose rates. Provide limited field guidance on radiation hazards associated with operations to which he/she is assigned; and perform operator's maintenance of radiological instruments.

**Radiological Protection Program (RPP)** – The organized effort, through warning, detection, and preventive and remedial measures, to minimize the effect of nuclear radiation on people and resources.

**Reception Area** – This refers to a location separate from staging areas, where resources report in for processing and out-processing. Reception areas provide accountability, security, situational awareness briefings, safety awareness, distribution of incident action plans, supplies and equipment, feeding, and bed down.

**Recovery** – The development, coordination, and execution of service and site-restoration plans; the reconstitution of government operations and services; individual, private-sector, nongovernmental, and public assistance programs to provide housing and to promote restoration; long-term care and treatment of affected persons; additional measures for social, political, environmental, and economic restoration; evaluation of the incident to identify lessons learned; post-incident reporting; and development of initiatives to mitigate the effects of future incidents.

**Recovery Plan** – A plan developed by a state, local, or tribal jurisdiction with assistance from responding federal agencies to restore the affected area.

**Resources** – Personnel and major items of equipment, supplies, and facilities available or potentially available for assignment to incident operations and for which status is maintained. Resources are described by kind and type and may be used in operational support or supervisory capacities at an incident or at an EOC.

**Resource Management** – Efficient incident management requires a system for identifying available resources at all jurisdictional levels to enable timely and unimpeded access to resources needed to prepare for, respond to, or recover from an incident. Resource management under the NIMS includes mutual aid agreements; the use of special federal, state, local, and tribal teams; and resource mobilization protocols.

**Resources Unit** – Functional units within the planning section responsible for recording the status of resources committed to the incident. This unit also evaluates resources currently committed to the incident, the effects additional responding resources will have on the incident, and anticipated resource needs.

**Response** – Activities that address the short-term, direct effects of an incident. Response includes immediate actions to save lives, protect property, and meet basic

human needs.

Response also includes the execution of emergency operations plans and of mitigation activities designed to limit the loss of life, personal injury, property damage, and other unfavorable outcomes. As indicated by the situation, response activities including applying intelligence and other information to lessen the effects or consequences of an incident; increased security operations; continuing investigations into nature and source of the threat; ongoing public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; law enforcement operations aimed at preempting, interdicting, or disrupting illegal activity, and apprehending actual perpetrators and bringing them to justice.

## S

**Safety Officer** – A member of the command staff responsible for monitoring and assessing safety hazards or unsafe situations and for developing measures for ensuring personnel safety.

**Section** – The organizational level having responsibility for a major functional area of incident management, e.g. operations, planning, logistics, finance/administration, and intelligence (if established). The section is organizationally situated between the branch and the incident commander.

**Shelter Facility** – A building or subsurface enclosure, other than a single family dwelling, which contains fallout shelter meeting fallout shelter criteria.

**Span of Control** – The number of individuals a supervisor is responsible for, usually expressed as the ratio of supervisors to individuals. (Under the NIMS, an appropriate span of control is between 1:3 and 1:7.)

**Staging Area** – Location established where resources can be placed while awaiting a tactical assignment. The operations section manages staging areas.

**State** – When capitalized, refers to any state of the United States, the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, American Samoa, the Commonwealth of the Northern Mariana Islands, and any possession of the

United States. See Section 2 (14), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002).

**Statement** – Information on developing severe weather, which has occurred or is in existence, which is disseminated to clarify rumors.

**Strategic** – Strategic elements of incident management are characterized by continuous long-term, high-level planning by organizations headed by elected or other senior officials. These elements involve the adoption of long-range goals and objectives, the setting of priorities; the establishment of budgets and other fiscal decisions; policy development; and the application of measures of performance or effectiveness.

**Strike Team** – A set number of resources of the same kind and type that have an established minimum number of personnel.

**Strategy** – The general direction selected to accomplish incident objectives set by the incident commander.

**Supporting Technologies** – Any technology that may be used to support the NIMS is included in this subsystem. These technologies include orthophoto mapping, remote automatic weather stations, infrared technology, and communications, among various others.

## T

**Task Force** – Any combination of resources assembled to support a specific mission or operational need. All resource elements within a task force must have common communications and a designated leader.

**Technical Assistance** – Support provided to state, local, and tribal jurisdictions when they have the resources but lack the complete knowledge and skills needed to perform a required activity (such as mobile-home park design and hazardous material assessments).

**Terrorism** – Under the Homeland Security Act of 2002, terrorism is defined as activity that involves an act dangerous to human life or potentially destructive of critical

infrastructure or key resources and is a violation of the criminal laws of the United States or of any state or other subdivision of the United States in which it occurs and is intended to intimidate or coerce the civilian population or influence a government or affect the conduct of a government by mass destruction, assassination, or kidnapping. See Section 2 (15), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002).

**Threat** – An indication of possible violence, harm, or danger.

**Tools** – Those instruments and capabilities that allow for the professional performance of tasks, such as information systems, agreements, doctrine, capabilities, and legislative authorities.

**Traffic Control Points** – Places along evacuation routes that are manned by law enforcement personnel. To direct and control movement to and from the area that is being evacuated.

**Tribal** – Any Indian tribe, band, nation, or other organized group or community, including any Alaskan Native Village as defined in or established pursuant to the Alaskan Native Claims Settlement Act (85 stat. 688) [43 USCA and 1601 et.seq.], that is recognized as eligible for the special programs and services provided by the United States to Indians because of their status as Indians.

**Type** – A classification of resources in the ICS that refers to capability. Type 1 is generally considered to be more capable than types 2, 3, or 4, respectively, because of size; power; capacity; or, in the case of incident management teams; experience and qualifications.

## U

**Unified Area Command** – A unified area command is established when incidents under an area command are multi-jurisdictional. See “Area Command”.

**Unified Command** – An application of ICS used when there is more than one (1) agency with incident jurisdiction or when incidents cross political jurisdictions. Agencies work together through the designated members of the unified command, often the senior

person from agencies and/or disciplines participating in the unified command, to establish a common set of objectives and strategies and a single incident action plan.

**Unit** – The organizational element having functional responsibility for a specific incident planning, logistics, or finance/administration activity.

**Unity of Command** – The concept by which each person within an organization reports to one and only one designated person. The purpose of unity of command is to ensure unity of effort under one responsible commander for every objective.

## V

**Volunteer** – For purposes of the NIMS, a volunteer is any individual accepted to perform services by the lead agency, which has authority to accept volunteer services, when the individual performs services without promise, expectation, or receipt of compensation for services performed. See, e.g., 16 USC 742f(c) and 29 CFR 553.101.

## W

**Warning** - The alerting of civil defense forces and the public to the threat of extraordinary danger and the related effects of both the enemy caused and natural disorders.

**Warning Point** - A facility that receives warnings and other emergency information over NAWAS and relays this information in accordance with State and local plans.

**Watch** – An announcement indicating that conditions are such that a specific type of destructive force may develop.

**Weapon of Mass Destruction** – Title 18, U.S.C. 2332a, defines a weapon of mass destruction as (1) any destructive device as defined in Section 921 of this title, [which reads] any explosive, incendiary, or poison gas, bomb, grenade, or rocket having a propellant charge of more than four (4) ounces, missile having an explosive or incendiary charge of more than one-quarter ounce, mine or device similar to the above; (2) poison gas; (3) any weapon involving a disease organism; or (4) any weapon that is designed to release radiation or radioactivity at a level dangerous to human life.

## Y

**Yield** – The total effective energy released in a nuclear explosion. It is usually expressed in terms of the equivalent tonnage of TNT required to produce the same energy release in an explosion. The total energy yield is manifested as nuclear radiation, thermal radiation, and shock (and blast) energy. The actual distribution being dependent upon the medium in the explosion occurs (primarily) and also upon the type of weapon and the time after detonation.

## Z

**Zulu (Z) Time** – Greenwich Mean Time

## ACRONYMS

ARC	American Red Cross
C&D	Construction and Demolition (Debris)
CCEMS	Cabell County Emergency Medical Services
CCOES	Cabell County Office of Emergency Services
CDC	Centers for Disease Control and Prevention
CERCLA	Comprehensive Environmental Response, Compensation, and Liability Act
CERT	Community Emergency Response Team
CFR	Code of Federal Regulations
CI/KR	Critical Infrastructure and Key Resources
COOP	Continuity of Operations
DIRT	Disaster Incident Response Team
EMAC	Emergency Management Assistance Compact
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
ESF	Emergency Support Function
FBI	Federal Bureau of Investigation
FEMA	Federal Emergency Management Agency
GSA	(United States) General Services Administration
HHW	Household Hazardous Waste
HICS	Hospital Incident Command System

HSEEP	Homeland Security Exercise and Evaluation Program
HSPD	Homeland Security Presidential Directive
ICS	Incident Command System
JIC	Joint Information Center
LEPC	Local Emergency Planning Committee
NAWAS	National Warning System
NFPA	National Fire Protection Association
NIMS	National Incident Management System
NOAA	National Oceanic and Atmospheric Administration
NRF	National Response Framework
OSTP	Office of Science and Technology Policy
PPD	Presidential Policy Directive
PSC	Public Service Commission of West Virginia
START	Simple Triage and Rapid Treatment
SWAT	Special Weapons and Tactics
TDSR	Temporary Debris Storage and Reduction (Site[s])
TICP	Tactical Interoperable Communications Plan
USACE	United States Army Corps of Engineers
USAR	Urban Search and Rescue
USDA	United States Department of Agriculture
USDHS	United States Department of Homeland Security
USDOE	United States Department of Energy
USDOJ	United States Department of Justice
USDOT	United States Department of Transportation
USHHS	United States Department of Health and Human Services
VFD	Volunteer Fire Department
VOAD	Voluntary Organizations Active in Disaster
WARN	Wide Area Rapid Notification
WVDE	West Virginia Department of Education
WVDHHR	West Virginia Department of Health and Human Resources
WVDHSEM	West Virginia Division of Homeland Security and Emergency Management
WVDNR	West Virginia Department of Natural Resources
WVDO	West Virginia Development Office

WVDOH	West Virginia Division of Highways
WVNG	West Virginia National Guard
WVSP	West Virginia State Police

## CABELL COUNTY EMERGENCY OPERATIONS PLAN EMERGENCY SUPPORT FUNCTION #1 – TRANSPORTATION

**Related Federal Emergency Support Function:** ESF #1: Transportation

**Related State Annex:** Annex K: Transportation

**ESF Coordinator:** Cabell County Office of Emergency Services (CCOES)

**Primary Agencies:** Cabell County Office of Emergency Services

### Support Agencies

- Local Law Enforcement
- Tri-State Transit Authority
- Cabell County Schools
- West Virginia Department of Administration
- West Virginia Department of Education (WVDE)
- West Virginia Division of Highways (WVDOH)
- West Virginia Division of Natural Resources (WVDNR)
- West Virginia National Guard (WVNG)
- West Virginia Division of Homeland Security and Emergency Management (WVDHSEM)
- United States Department of Transportation (USDOT)

### Authorities

- Chapter 5F, Article 2, as amended
- Chapter 15, Article 5, Sections 6 and 12, as amended
- Chapter 17, Article 16, as amended

### References

United States Department of Homeland Security (USDHS). (2013). *National Response Framework*. Washington, D.C.

West Virginia Division of Homeland Security and Emergency Management (WVDHSEM). (2008). *West Virginia Emergency Operations Plan*. Charleston, WV.

## I. INTRODUCTION

- A. **Purpose:** To address emergency transportation services in Cabell County which are vital in disasters, such as mass evacuation; medical evacuation; and transport of food, medicine, clothing, equipment and personnel, and other essential items.
- B. **Scope:** This emergency support function is applicable during all emergencies for which significant transportation assistance is needed, whether for the movement of people or commodities.
- C. Policies
  - 1. Emergency transportation assistance is generally only provided when larger groups of affected individuals can be moved. In other words, the county does not intend to create a “disaster busing service” to get people to shelters, cooling stations, etc. unless it is absolutely necessary and no other options are available.
  - 2. Transportation resources utilized to transport commodities from a central distribution point to other, community-centric, smaller distribution points should also be covered by this support function.

## II. CONCEPT OF OPERATIONS

- A. General
  - 1. The most suitable land routes to accommodate the movement of a large volume of transportation resources include Interstate 64, US Route 60, and State Route 2. Other routes that could be utilized include State Routes 10, 152, and 193. It should be noted that these are also evacuation routes; planning may be necessary to ensure efficient movement of an affected population out and commodities in.
  - 2. The Tri-State Transit Authority is the county’s only provider of public transportation and can be called upon to assist in the movement of people. Cabell County Schools may also assist in a supplemental fashion.

3. Cabell County's local West Virginia Division of Highways facility is located along US Route 60 East in Barboursville. There is also a district office located on Madison Avenue in Huntington. During emergencies, the majority of the coordination with the division of highways that is done locally is done through the Barboursville location.
4. The state division of highways has temporary signage that can be used for traffic control. State resources are tertiary in order of requests. The primary resources for signage include variable message boards owned by the Barboursville Police Department (one unit) and the Huntington Police Department (one unit). Cabell County responders can also access an additional two (2) units via memorandum of understanding with Wayne County.

**B. Fuel Considerations**

1. Cabell County should strive to establish alternate source contracts for fuel (pre-incident) in the event that primary providers are unable to supply fuel.
  - a. County vehicles normally obtain fuel from the Tri-State Transit Authority.
  - b. P-cards serve as a backup means of obtaining fuel. P-cards can be used at a variety of local filling stations.
2. The West Virginia Division of Highways may establish alternate fuel source contracts to assure continuity of service and to help establish fixed pricing.
3. During the response and recovery phases of a disaster, local and state authorities should provide the following when available and appropriate to do so:
  - a. Mobile fuel tenders to provide fuel to responders who are not near fuel points.
  - b. Mobile maintenance personnel, vehicles and supplies to assist responder and evacuee needs. Evacuees who have a vehicle breakdown become an additional problem by blocking traffic or remaining in harm's way and perhaps later requiring search and rescue efforts to remove them to safety.
  - c. Emergency generators at fuel points where commercial power has been interrupted.

d. A list of sources of emergency fuel supplies should be maintained.

C. **Air Transportation:** State air transportation resources are managed utilizing the National Incident Management System (NIMS) *Air Operations Procedures*. State air transportation resources are available from the following, but would need to be requested and approved through the state emergency operations center:

1. West Virginia State Aviation Division,
2. Civil Air Patrol (a volunteer organization with a history of responding when requested by appropriate authorities), and
3. The West Virginia National Guard, upon activation, can support all aspects of air operations.

D. Priority of Transportation Requests

1. Transportation requests should be prioritized as follows:
  - a. Transportation resources for the evacuation of persons from immediate danger;
  - b. Transport of materials, personnel, and supplies to support emergency activities; then
  - c. Transportation of persons registered for evacuation assistance via local databases, if available.
2. The West Virginia Department of Health and Human Resources, Office of Emergency Medical Services is responsible for transportation services required for medical evacuations beyond the capabilities of local emergency medical services and hospitals. Emergency medical services and/or rescue services may be required to evacuate non-ambulatory persons in nursing homes or hospitals.
3. When transportation requests exceed the capabilities of Cabell County agencies, and regional partners, the county office of emergency services may request transportation resources via Eteam through the West Virginia Division of Homeland Security and Emergency Management.

### **III. ORGANIZATION**

- A. Each transportation agency or representative will maintain authority within its own resources/jurisdiction. During a countywide disaster, however, the West Virginia Division of Highways would be responsible for the overall synchronization of all mass transportation service activities.
- B. The state and federal government may impact local authorities to the extent they have authority over issues related to state and/or federal road systems. Utilizing unified command during an emergency or disaster impacting all three levels of government could assist in resolving these issues.
- C. State and Federal Support
  - 1. State
    - a. The West Virginia Division of Highways is responsible and has authority to coordinate issues such as road closures, acquiring fuel, and allocating rolling stock (i.e., trucks of various types and utility, and buses) and vehicle maintenance crews in response to an emergency or disaster.
    - b. The division of highways has developed a Smart Transportation Management Center, which is a transportation management system that consists of fixed message boards and camera systems strategically located throughout the state on interstates and main traffic corridors.
    - c. Cabell County may provide a staging area where arriving state transportation resources can check-in and receive mission assignments. When a mission has been completed the resource can be tasked with a new mission, or return to the staging area to await assignment.
    - d. The state may establish staging areas once the incident has exceeded the capabilities of local government and state resources have been activated.
    - e. When a disaster impacts multiple jurisdictions, the Transportation Division of the West Virginia Department of Education coordinates the use of county school transportation resources during an emergency and assists in transportation planning.

2. Federal

- a. Federal forces may be activated under Emergency Support Function #1 of the *National Response Framework*. Such resources may help determine damage to the transportation infrastructure, which could affect evacuation efforts. Their coordination with local personnel will be facilitated by the local emergency operations center and joint field office.
- b. The National Response Coordination Center issues operation orders and mission assignments to activate Emergency Support Function #1 based on the scope and magnitude of the threat or incident.
- c. The National Response Coordination Center notifies the United States Department of Transportation's Crisis Management Center, which serves as the focal point for the Department's emergency response and the formal point of contact for Emergency Support Function #1 activation within the department of transportation. The department, in turn, activates headquarters and regional Emergency Support Function #1 staff and primary and support agencies as required, including support to specialized teams such as modal transportation experts acting under the *National Response Framework*.
- d. The Secretary of Transportation coordinates Emergency Support Function #1, consistent with United States Department of Transportation's statutory mission, to promote fast, safe, efficient, and convenient transportation in support of the national objectives of general welfare, economic growth and stability, and the security of the United States.
- e. The United States Department of Homeland Security is responsible for the provision of transportation assets and services (including contracts or other agreements for transportation assistance) from responders, equipment, and goods, consistent with Emergency Support Function #7: Logistics Management and Resource Support Annex.

- f. The United States Department of Transportation, with the assistance of the Emergency Support Function #1 support agencies, provides transportation assistance in domestic incident management, including the following activities:
  - i. Monitor and report status of, and damage to, the transportation system and infrastructure as a result of an incident of national significance.
  - ii. Identify temporary alternative transportation solutions that can be implemented by others when systems or infrastructure are damaged, unavailable, or overwhelmed.
  - iii. Perform activities conducted under the direct authority of department of transportation elements as these relate to aviation, maritime, surface, railroad, and pipeline transportation.
  - iv. Coordinate the restoration and recovery of the transportation systems and infrastructure.
  - v. Coordinate and support prevention, preparedness, response, recovery, and mitigation activities among transportation stakeholders within the authorities and resource limitations of Emergency Support Function #1 agencies.
  
- g. Emergency Support Function #1 of the *National Response Framework* is not responsible for movement of goods, equipment, animals, or people.
- h. The United States Coast Guard maintains jurisdiction over the navigable rivers and the barge traffic upon them.
- i. The United States Coast Guard and the United States Army Corps of Engineers authorizes closure of the navigable rivers to traffic.
- j. During flood operations, the United States Coast Guard provides assistance with small aluminum boats.

**IV. RESPONSIBILITIES**

**A. ESF Coordinator**

1. Coordinate transportation planning (in the event of emergencies) for Cabell County.
2. Interface, as necessary, with Tri-State Transit Authority and other resources to ensure agreements to use transportation resources are current and viable.
3. Periodically maintain this document.

**B. Primary Agency: Cabell County Office of Emergency Services**

1. Response
  - a. Identify, obtain, and fill transportation resource requests in coordination with the appropriate local and state authorities.
  - b. Establish pre-incident memoranda of understanding with local and regional partners to ensure transportation resources are adequate to meet the needs of Cabell County.
  - c. Utilize the proper channels to request transportation resources from the state at times when local and regional resources are inadequate to meet demands.
  
2. **Recovery:** Continue to seek requests for transportation assistance during the recovery phase.

**C. Support Agencies**

<b>Agency</b>	<b>Functions</b>
Local Law Enforcement	<ul style="list-style-type: none"> <li>• Provides traffic control to ensure adequate traffic flow.</li> <li>• Reports any damaged transportation infrastructure to the state division of highways.</li> </ul>
Tri-State Transit Authority	<ul style="list-style-type: none"> <li>• Provides buses and vans for various transportation needs when requested, and as available.</li> <li>• Serves as a source of fuel for county vehicles.</li> </ul>
Cabell County Schools	<ul style="list-style-type: none"> <li>• Provides school buses for various transportation needs when requested, and as available.</li> <li>• Maintains a current status board of transportation assets available and currently being utilized for the movement of people.</li> </ul>

<b>Agency</b>	<b>Functions</b>
West Virginia Department of Administration	<ul style="list-style-type: none"> <li>Supplies vehicles on a limited basis as the situation dictates.</li> </ul>
West Virginia Department of Education	<ul style="list-style-type: none"> <li>Assists in emergency transportation planning through the state division of homeland security and emergency management.</li> <li>Coordinates the use of county school buses and drivers from non-affected areas of the state.</li> </ul>
West Virginia Division of Highways	<ul style="list-style-type: none"> <li>Transports supplies and equipment to the disaster area(s).</li> <li>Establishes fuel supply priorities in coordination with the West Virginia Division of Homeland Security and Emergency Management and other state officials following a proclamation of an emergency by the Governor.</li> <li>Deploys division assets to areas in need of debris removal or road restoration operations and requests other department units for assistance, when necessary, to keep transportation flowing freely.</li> <li>Deploys personnel and equipment to evaluate damaged bridges and roadways.</li> <li>Identifies alternate emergency land transportation methods on state and federal routes.</li> <li>Coordinates and reports damage assessment of state and federal land transportation routes.</li> <li>Assists with traffic control by providing barrier and diversion devices, displaying messages to assist with traffic management.</li> <li>Develops a disaster recovery plan that addresses the long-term restoration and continuity of transportation services and facilities following an emergency or disaster.</li> </ul>
West Virginia Division of Natural Resources	<ul style="list-style-type: none"> <li>Provides 4X4 and all terrain vehicle support for transportation needs.</li> <li>Provides watercraft support for waterways access.</li> </ul>
West Virginia National Guard	<ul style="list-style-type: none"> <li>Provides ground transportation based on mission assignments.</li> <li>Provides aviation support for rescue and damage assessment operations based on mission assignments.</li> </ul>
West Virginia Division of Homeland Security and Emergency Management	<ul style="list-style-type: none"> <li>Maintains transportation inventory according to type and controlling agency.</li> <li>Coordinates requests for transportation resources and designates appropriate agency for task.</li> </ul>

<b>Agency</b>	<b>Functions</b>
United States Department of Transportation	<ul style="list-style-type: none"> <li>• Initiates reporting to the Office of the Secretary of Transportation, the National Operations Center, Domestic Readiness Group, Counterterrorism Security Group, department operating administrations and regional offices, and the Regional Emergency Transportation Coordinator.</li> <li>• Activates the department's "emergency response team".</li> <li>• Staffs Emergency Support Function #1 at the National Response Coordination Center.</li> <li>• Informs and invites participation by Emergency Support Function #1 support agencies.</li> <li>• Manages the headquarters and regional Emergency Support Function #1 activities.</li> <li>• Works with primary and support agencies, state and local transportation departments, and industry partners, and with input from the National Infrastructure Coordinating Center and Transportation Security Operations Center, assesses and reports the damage to the transportation infrastructure and analyzes the impact of the incident on transportation operations, nationally and regionally.</li> <li>• Coordinates the restoration and recovery of the transportation infrastructure.</li> <li>• Provides technical assistance to federal, state, tribal, and local governmental entities in determining the most viable transportation networks to, from, and within the incident area and on availability of accessible transportation.</li> <li>• Coordinates and supports prevention, preparedness, and mitigation activities among transportation stakeholders.</li> </ul>

## CABELL COUNTY EMERGENCY OPERATIONS PLAN

### EMERGENCY SUPPORT FUNCTION #2 – COMMUNICATIONS

#### Related Federal Emergency Support Functions:

- ESF #2: Communications
- ESF #5: Emergency Management

#### Related State Annexes:

- Annex B: Notification and Warning
- Annex C: Communications

**ESF Coordinator:** Cabell County 911

#### Primary Agencies:

- Cabell County 911
- Cabell County Office of Emergency Services (CCOES)

#### Support Agencies

- Local Amateur Radio Operators
- Local Media Providers
- Cabell County Schools
- West Virginia Division of Homeland Security and Emergency Management (WVDHSEM)
- United States Department of Homeland Security (USDHS)

#### Authorities

- Public Law (PL) 93-288, Section 202, as amended

#### References

Office of Science and Technology Policy (OSTP). (n.d.). *National Plan for Telecommunications Support in Non-Wartime Emergencies*. Washington, D.C.

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United States Fire Administration. (October, 2008). *Voice Radio Communications Guide for the Fire Service*. Washington, D.C.

West Virginia Division of Homeland Security and Emergency Management (WVDHSEM). (2008). *West Virginia Emergency Operations Plan*. Charleston, WV.

West Virginia Interoperability Working Group. (n.d.). *West Virginia State Interoperability Plan*. Charleston, WV.

## I. INTRODUCTION

A. **Purpose:** To outline communications procedures and capabilities to be employed in the event of an emergency or disaster in Cabell County as well as describe the process for the dissemination of warning information to emergency services organizations in Cabell County during emergency conditions.

### B. Scope

1. The guidelines contained in this emergency support function apply to major emergency situations. While efforts were made to keep these guidelines consistent with those employed by tasked agencies during regular operations, the intent of this function is not to govern routine communications.
2. This document also recognizes that communications systems – particularly those designed for use by the emergency services – can be used as notification and warning resources. (As an example, fire departments are paged off of a radio system.) These systems can be used during both small- and large-scale emergencies.

### C. Policies

1. Tactical communications should be governed by any agency or county-level tactical interoperable communications plans. All agencies would be expected to complete a tactical interoperable communications plans. See Appendix 1 of this emergency support function.

2. Communications and notifications from the 911 center are governed by internal agency protocols.
3. Training on communications can and should be provided at the agency level. Additionally, such training as “CommL” (i.e., communications unit leader) at the county level should be considered.
4. Message logs and other records should be kept in order to maintain an accurate account of the response, including the support that was provided.

## **II. CONCEPT OF OPERATIONS**

### **A. General**

1. The hazards that are most likely to necessitate large-scale communications efforts are hazardous material incidents, terrorist incidents, large fires, planned events (e.g., Marshall University sporting events), aircraft crashes, school incidents, motor vehicle accidents, incidents on the Ohio River, rail incidents, and large-scale search and rescue operations.
2. According to Census 2010 information, approximately 2.7% of Cabell County’s population (approximately 2,601 persons) speaks a language other than English at home. \*NOTE: This does not mean that they cannot understand English. ([www.census.gov](http://www.census.gov))

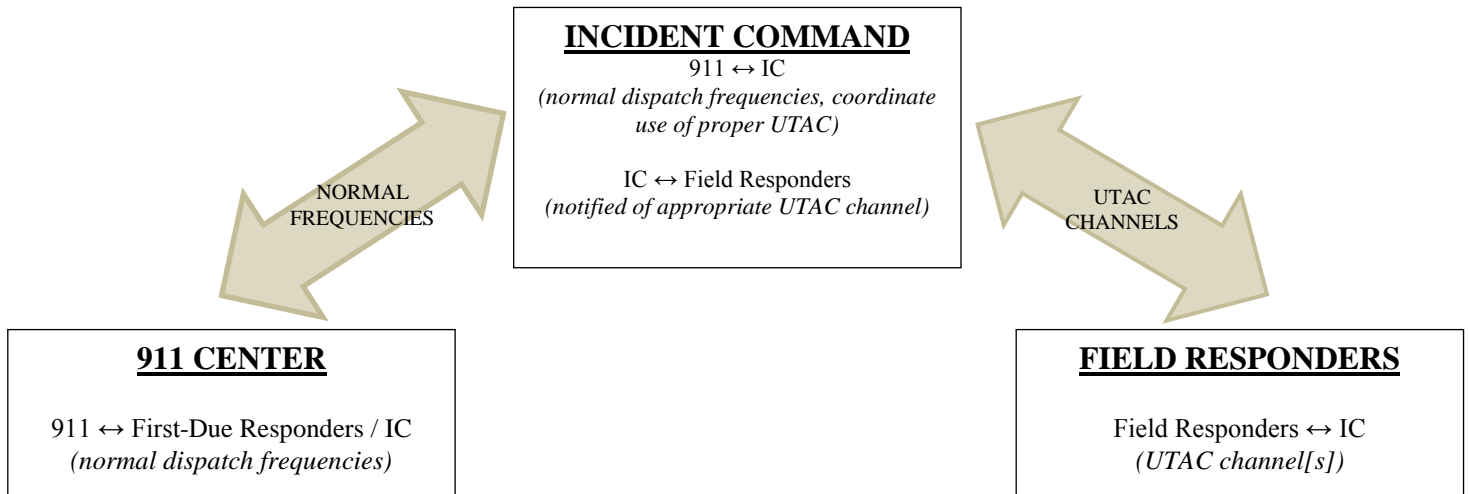
### **B. Communications Considerations**

1. All emergency-related communications should be transmitted in plain language, utilizing no codes or uncommon acronyms.
2. The 911 center is a continually-staffed facility routinely used for the activation and coordination of emergency response personnel. Information should be disseminated, as necessary, to emergency organization representatives; 911 typically relays messages to these individuals.
3. Responders participating in the response may disseminate information to their respective organizations, as they deem necessary, by radio or some other available means.
4. Primary emergency management reporting and tracking with the West Virginia Division of Homeland Security and Emergency Management is via Eteam.

C. On-Scene Communications

1. The on-scene incident commander should ensure that communications are maintained on-scene.
2. The incident command post should serve as a communications link between on-scene personnel from the various responding departments.
  - a. On-scene personnel should communicate with each other through their normal mobile/portable radios.
    - i. Typically, “legacy” (i.e., existing) radio systems are utilized to facilitate communications.
    - ii. There is access to the West Virginia Statewide Interoperable Radio Network in Cabell County; usage of this digital trunked system should be coordinated between incident command, participating agencies (per availability), and the 911 center.
  - b. When a large (i.e., multi-agency) incident occurs, tactical channels (such as UTAC and VTAC channels through the National Interoperability Program) should be used to alleviate traffic on the 911 center (which would still need to answer and dispatch resources to additional emergencies that occur). The county is divided into three areas, each with a UTAC frequency designated for use should an incident occur in that area. At the start of a major response, incident command and the 911 center should coordinate to ensure use (and availability) of the proper UTAC channel. From that point, incident command should ensure that arriving resources are told to switch to the appropriate UTAC channel. (Such a policy may also be referred to as the use of “DIRT channels”.)

c. Communications during Large, Multi-Agency Incidents



d. The Cabell County Sheriff's Office has a mobile communications vehicle that can be used to supplement communications capabilities on-scene. The vehicle can be requested by responding agencies via pre-existing mutual aid or 911 (who would request it from the Sheriff).

e. Potential On-Scene Communications Resources

- i. The county has access to an ACU-100 "gateway" communications unit, which can tie together a number of frequencies (possibly up to 24) for incident communications. The primary negative with the use of the gateway is that each agency would need to give up one radio to plug into the unit.
- ii. The 911 center can "patch" communications as long as a frequency is available. For such an option to be efficient and effective, the available frequency would need to be programmed into radios prior to an incident. (In other words, not only would an available frequency be necessary, but an available frequency shared by the receiving agencies would be necessary.)
- iii. Cabell County 911 has assembled an "incident dispatch team" that can report to an incident scene and run the communications side of the incident. That team could bring all communications up from the

field.

f. Multi-State Incidents

- i. Cabell County, due to location, may be involved in emergencies that bring together responders from West Virginia, Kentucky, and Ohio.
- ii. If the incident is located in Cabell County, the staging area manager may be able to provide each responding agency with a local (i.e., Cabell County) radio from its cache of radios, which would provide a minimum baseline of common communications.
- iii. If such a practice were used, that staging area manager should ask for identification from the incoming responders (such as a drivers license) to ensure that cache radios can be tracked and that the county can retrieve them.

- g. Technical issues – including ensuring that radios are in working order, proper frequency usage, and interoperability – may be delegated to members of the logistics section of the command staff at the discretion of the incident commander.

D. 911 Center Capabilities (including alternate facility designation)

1. In the event that the primary 911 Center is not available, a backup communications center should be established at the Cabell County Emergency Medical Services headquarters.
2. The Cabell County 911 Director is responsible for ensuring that communications shortfalls are quickly identified and overcome during response operations. To rapidly resolve any shortfalls that do arise, 911 director should maintain contact with resource management personnel (and the office of emergency services director) if procuring backup communications resources (including available fire and law units) is necessary.
3. The following systems and capabilities are present or readily available in the 911 center.
  - a. **Commercial Telephone Service:** Used as a backup system for field units and as the primary system for communications between units of

- government and other fixed sites (including neighboring counties).
- b. **National Warning System (NAWAS):** Dedicated telephone circuit providing state and national information.
  - c. **Emergency Alert System:** A federally-coordinated warning system using commercial and public radio and television stations to broadcast emergency warnings to the general public.
  - d. **Weapon/Nlets:** A telephone system used by law enforcement agencies to transmit data on a statewide and nationwide basis.
  - e. **West Virginia State Police:** Only monitoring capabilities are present in the 911 center.
  - f. **West Virginia Statewide Interoperable Radio Network:** Statewide trunked system to facilitate communications.
  - g. **Local Emergency Services Legacy Systems:** Radio systems used for dispatching county departments.
  - h. **Amateur Radio Operators:** A group of local radio enthusiasts with specific training to provide assistance during emergencies. The 911 center has space available to accommodate this resource.
4. Communications Protection
- a. Radio
    - i. Using standard lightning protective techniques during severe weather can guard against lightning.
    - ii. Wind and other hazards can damage antennas, but these can be quickly replaced. With sufficient warning, protective measures can be taken.
  - b. Telephone
    - i. Jammed circuits are possible during emergency situations since telephone use increases dramatically. To prevent an overload condition from jamming available telephone circuits, a procedure known as the “Line Load Limit Control” can be imposed by the telephone company. This restricts telephone usage to essential callers.
    - ii. Priority of service restoration should be negotiated by the appropriate

telephone company and the emergency operations center.

- c. Cellular Telephone
  - i. Cellular towers can be damaged by a variety of hazards, including high winds, significant snowfall, and significant rainfall.
  - ii. With sufficient warning, protective measures can be taken.
  - iii. The emergency operations center, if using cellular telephones as a backup form of communication, will coordinate the correction of service interruptions with the appropriate company, if it is known.
  
- d. Internet (Network)
  - i. Network maintenance is necessary due to Eteam requirements.
  - ii. The 911 center and emergency operations center are served by secure connections.
  - iii. In the event the system goes down, the county can coordinate with its service provider.

5. Security

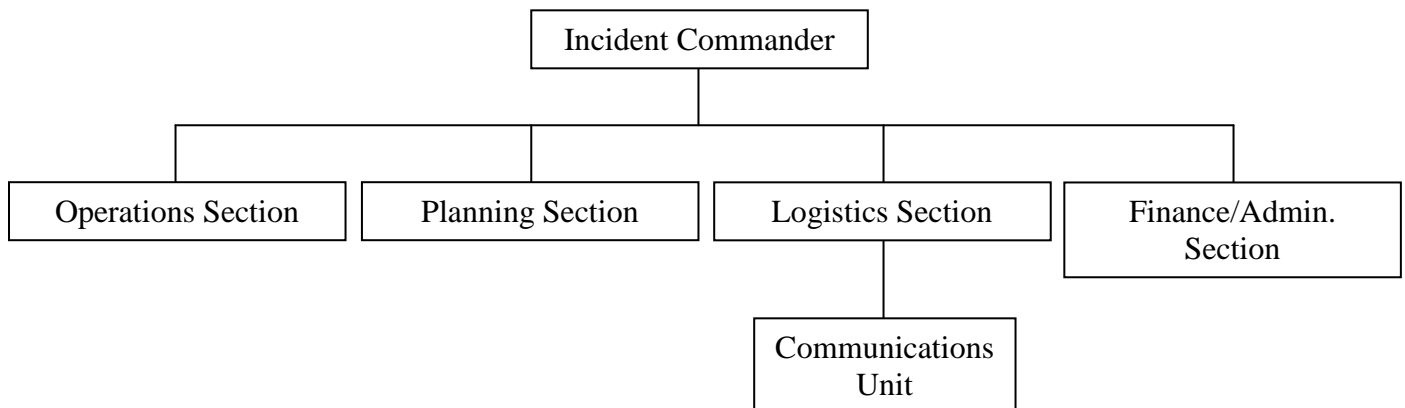
- a. Because of the role of communications and warning and the vulnerability of communications facilities and equipment during emergency operations, particularly during incidents of national and/or state significance, security is necessary.
- b. If available, local law enforcement can provide security to the 911 center (and alternate facilities).
- c. The 911 director reserves the right to conduct background investigations on any person assigned to work in the 911 center.
- d. The office of emergency services director reserves the right to conduct background investigations on any person assigned to work in the emergency operations center.

**III. ORGANIZATION**

- A. Typically, “legacy” radio systems are relied upon for the majority of emergency communications in Cabell County. In some cases, these systems can be supplemented by Statewide Interoperable Radio Network (i.e., digital trunking

system) capabilities.

- B. Field forces of supporting agencies/departments should report activities and current status of operations to the emergency operations center through the incident command post and 911 center.
- C. Incident Command System Considerations Related to Communications
  - 1. Within the traditional incident command system construct, a “communications unit” can be designated within the logistics section of the general staff. See graphic below.



- 2. Sections should be staffed from the bottom up, meaning that if a communications unit is necessary, it can be established prior to formally designating a logistics section and serve under the direction of the incident commander. (If span of control is exceeded within what would typically fill a logistics section, then a section chief may be designated.)
- 3. The “communications unit leader” would be responsible for the completion of the appropriate incident command system form (i.e., Form 205) – if used – which would quickly organize communications resources on-scene as well as serve as a means of identifying and quickly overcoming on-scene communications shortfalls.
- 4. It should be noted that the communications unit leader may make use of agency-specific tactical interoperable communications plans to lay the groundwork for incident communications plans (as and if they are available).

## D. State and Federal Support

### 1. State

- a. Various state agencies provide oversight and support for the Statewide Interoperable Radio Network.
  - i. These agencies are working diligently to provide the system in all areas of the state.
  - ii. The West Virginia Interoperable Steering Committee and West Virginia Interoperability Working Group have been formed to monitor the implementation of the *West Virginia State Interoperability Plan* and to determine statewide priorities related to interoperable communications.
- b. The state emergency operations center has access to a variety of communications systems that can receive warning information. If warnings are received, the state Division of Homeland Security and Emergency Management may disseminate that information to potentially affected areas in the state.
- c. The state's mobile operations center and other equipment may be available to provide mobile communications throughout the state.
- d. The Division of Homeland Security and Emergency Management also coordinates the Eteam software for use throughout West Virginia. This coordination includes the provision of training and ensuring that the system is periodically upgraded and working properly.

### 2. Federal

- a. The General Services Administration/Federal Technology Service appoints a Department of Homeland Security/Information Analysis and Infrastructure Protection/National Communications System Regional Manager in each of the 10 federal regions and the National Capital Region. This regional manager is a telecommunications specialist who can assume the duties of the federal emergency communications center. The federal emergency communications center is the single federal point of contact in the incident area.

- i. Emergency Support Function #2 coordinates federal actions to provide temporary National Security and Emergency Preparedness telecommunications and restoration of general telecommunications infrastructure.
  - ii. The federal emergency communications center may be located at either the regional response coordination center or in the joint field office, as dictated by incident needs.
- 
- b. The federal emergency communications center coordinates the federal telecommunications industry's response in the incident area.
  - c. The federal emergency communications center coordinates with state communications officials to ensure federal communications requirements do not conflict with state needs.
  - d. Local officials access the federal emergency communications center through the West Virginia Division of Homeland Security and Emergency Management.

#### **IV. RESPONSIBILITIES**

##### **A. ESF Coordinator**

- 1. Oversee the communications function in Cabell County.
- 2. Support agency efforts to compile tactical interoperable communications plans.
- 3. Periodically maintain this document.

##### **B. Primary Agencies**

- 1. Cabell County 911
  - a. Response
    - i. Dispatch responders.
    - ii. Appropriately relay communications messages.
    - iii. Receive warning information via telephone, National Warning System, Emergency Alert System, Weapon/Nlets, etc.
    - iv. Notify the Office of Emergency Services Director of significant emergency incidents.

- b. Recovery
  - i. Appropriately relay communications messages.
  - ii. Assess damage to the communications system.
  - iii. Repair the communications system.
  
- 2. Cabell County Office of Emergency Services
  - a. Response
    - i. Coordinate, as necessary, with the 911 center when activating the emergency operations center.
    - ii. Notify local support agencies if necessary.
    - iii. Provide notifications and warnings to the West Virginia Division of Homeland Security and Emergency Management.
    - iv. Notify emergency operations center staff as necessary.
    - v. Coordinate with local media outlets as necessary.
    - vi. Disseminate alerts/notifications via the Wide Area Rapid Notification (WARN) system.
    - vii. Issue messages to the National Weather Service.
  
  - b. Recovery
    - i. Notify local support agencies if necessary.
    - ii. Provide information to the West Virginia Division of Homeland Security and Emergency Management.
    - iii. Update emergency operations center staff as necessary.
    - iv. Coordinate with local media outlets as necessary.
    - v. Continue to disseminate alerts/notifications via the Wide Area Rapid Notification (WARN) system.

C. Support Agencies

<b>Agency</b>	<b>Functions</b>
Local Amateur Radio Operations	<ul style="list-style-type: none"> <li>• Follow proper communications protocols (delineated by the county, state, and Federal Communications Commission) if utilized as a backup communications system.</li> </ul>
Local Media Providers	<ul style="list-style-type: none"> <li>• Publishes emergency press releases as requested by the Cabell County Office of Emergency Services.</li> <li>• Relays accurate information to the public.</li> </ul>
Cabell County Schools	<ul style="list-style-type: none"> <li>• Assist in the dissemination of warnings via the ParentLink system.</li> </ul>
West Virginia Division of Homeland Security and Emergency Management	<ul style="list-style-type: none"> <li>• Supports local requests for communications resources.</li> <li>• Manages the mine and industrial accident rapid reporting system and the state emergency operations center, when activated.</li> <li>• Identifies state communications (and telecommunications) needs.</li> <li>• Develops and maintains communications standard operating guidelines for the state.</li> <li>• Coordinates, as necessary, with federal personnel.</li> </ul>
United States Department of Homeland Security	<ul style="list-style-type: none"> <li>• Coordinates Emergency Support Function #2 operations.</li> </ul>

## CABELL COUNTY EMERGENCY OPERATIONS PLAN EMERGENCY SUPPORT FUNCTION #3 – PUBLIC WORKS

### Related Federal Emergency Support Functions

- ESF #3: Public Works and Engineering
- ESF #12: Energy

**Related State Annex:** N/A

**ESF Coordinator:** Cabell County Office of Emergency Services (CCOES)

**Primary Agencies:** Public Works Organizations (see Section I.B.3 below)

### Support Agencies

- Electricity Providers
- Natural Gas Providers
- West Virginia Division of Highways (WVDOH)
- West Virginia Division of Homeland Security and Emergency Management (WVDHSEM)
- West Virginia National Guard (WVNG)
- US Army Corps of Engineers (USACE)
- US Department of Energy (USDOE)

### References

United States Department of Homeland Security (USDHS). (2013). *National Response Framework*. Washington, D.C.

West Virginia Division of Homeland Security and Emergency Management (WVDHSEM). (2008). *West Virginia Emergency Operations Plan*. Charleston, WV.

## **I. INTRODUCTION**

A. **Purpose:** To provide direction and control for the utility providers, public works and transportation departments in Cabell County, and to outline their functions, responsibilities and activities during periods of emergency.

### **B. Scope**

1. This emergency support function applies to all public works agencies in Cabell County.
2. Activities within the scope of this function include conducting pre-incident and post-incident assessments of public works and infrastructure; executing emergency contract support for life-saving and life-sustaining services; providing technical assistance to include construction management and providing emergency repair of damage public infrastructure and critical facilities.
3. The following public works organizations operate in Cabell County.
  - a. Republic Services
  - b. Cabell County Solid Waste Authority
  - c. Water Quality Board – City of Huntington
  - d. Huntington Streets Department
  - e. Lavalette Public Service District
  - f. Salt Rock Sewer Public Service District
  - g. West Virginia American Water Company

### **C. Policies**

1. Documentation of all work done at work sites should be in the form of “situation reports” and include man-hours committed, equipment hours, materials and supplies consumed, and any damages incurred.
2. Before entering or clearing private property, emergency officials should encourage the landowner to sign a right of entry and/or debris removal agreement.
3. All documentation and agreements should be turned into Cabell County Office of Emergency Services Director within ten days of the conclusion of response operations.

## **II. CONCEPT OF OPERATIONS**

### **A. General**

1. In reality, public works organizations in Cabell County are relatively small in terms of available staff and other resources. As such, emergency situations significantly impacting the public works function in the county would likely necessitate all of a public works organization's personnel and resources for the maintenance and protection of its own system. Rarely would public works personnel be able to report to an incident command post or emergency operations center.
2. Assumptions Regarding the Public Works Function
  - a. Basically, this plan assumes that public works organizations will remain responsible for their own systems, especially in terms of maintenance and repair.
  - b. Technical assistance will likely be available from the engineer(s) that designed public works systems. Public works organizations should be encouraged to develop relationships with their engineers and obtain emergency contact information from them.
  - c. Generators and fuel would likely be the most commonly-requested resources by public works organizations to the local emergency management system. Such resources would likely be needed to continue the operation of systems during such events as power outages.
3. Incident Command System Considerations
  - a. During incidents that are being managed by an on-scene incident command system, public works officials may be contacted by the incident commander, or another authorized command staff member, to request such activities as utility shut-offs in the affected area, materials and assistance for road closures, etc.
  - b. Unless the public works response makes the incident significantly more complex, the emergency operations center (or Office of Emergency Services Director) does not have to be specifically notified if public works resources are requested by on-scene command officials.

4. Emergency Operations Center Considerations
  - a. During an emergency, an *operations section* may be designated in the emergency operations center.
  - b. Public works representative(s) in (or virtually represented) the operations center should coordinate resource needs to the operations center's operations section or directly to the Cabell County Office of Emergency Services Director as the emergency warrants.
  
- B. When the forces of two (2) or more public works organizations are mutually engaged in activities resulting from an emergency, an official from the affected jurisdiction should maintain direction and control of public works units. This individual should make mission assignments to the leaders of the other departments that may be assisting in the response.
  1. All activities at the incident should be done at the direction of the on-scene incident commander in accordance with response objectives.
  2. Communications between field public works units and a public works representative at the emergency operations center may be direct or channeled through the incident command post. The incident commander should determine which is appropriate and communicate instructions to public works leaders on-scene.
  
- C. Damage Assessment
  1. Damage assessment personnel in the "Planning Section" of the emergency operations center should work closely with public works organizations when developing initial and other damage assessments because the restoration of infrastructure is a priority during the recovery and subsequent phases.
  2. Personnel affiliated with public works organizations should conduct "windshield damage assessments" of, at a minimum, the following:
    - a. Public buildings,
    - b. Homes,
    - c. Businesses,
    - d. Roads,
    - e. Bridges, and
    - f. Other infrastructure.

3. Some buildings may require inspection to determine if they are safe or if they are damaged. Requests for inspectors may be made to the emergency operations center or procured via existing agreements.

D. Debris Management

1. Planning for debris management operations is a function of the incident commander Cabell County Emergency Operations Center staff, and public works organizations.
2. Public works organizations may be requested to assist in debris removal from emergency sites.
  - a. Often times, such equipment as dump trucks, backhoes, wheel loaders, etc. is requested.
  - b. Public works officials should coordinate with the Cabell County Office of Emergency Services and others in the emergency operations center regarding disposal sites, etc.
  - c. Other emergency services personnel (e.g., fire service, hazmat specialists, etc.) should be contacted if contamination is suspected. If these individuals are unavailable on-scene, they may be requested through the incident command post and/or emergency operations center.
3. Debris removal will generally be limited to debris in, upon, or brought to public road rights-of-way, municipal properties and facilities, and other public sites.
4. Temporary debris storage and reduction (TDSR) sites should be identified for the temporary staging and reduction of vegetative and woody debris only. Emergency operations center and/or field staff should (coordinate to) identify additional temporary debris storage and reduction sites as needed. These may include homeowner drop-off sites.
5. Waste and debris should be classified into the following five categories, with responsibility as shown.
  - a. **Household trash and garbage:** Cabell County Solid Waste Authority, Republic Services

- b. **Leaves and lawn litter, placed in plastic bags, placed by curb or shoulder of road:** Cabell County Solid Waste Authority, Republic Services
  - c. Vegetative and clean, woody debris, suitable for chipping, grinding or burning, should be loosely stacked and placed by curb or road shoulder.
    - i. This may include logs, stumps, root balls, limbs, branches, or complete trees.
    - ii. Any reduction of size of woody debris to make suitable for chipping, grinding or burning should be part of the contractor's responsibility for removal and disposal (on the assumption that emergencies causing this amount of debris will likely require the services of debris removal contractors).
  - d. **Construction and demolition (C&D) debris, furniture, furnishings, appliances, etc. suitable for being land filled or recycled, stacked by curb or shoulder:** If applicable, it should be the contractor's responsibility for removal and disposal, including ensuring that all construction and demolition debris is directly hauled to the nearest landfill. Depending on the scope of the emergency, this type of debris may be handled by the Cabell County Solid Waste Authority and/or Republic Services per regular scheduled bulk-pickups.
  - e. **Household hazardous waste (HHW) – including televisions, home computers and CRTs, separated from all other types of waste and debris, placed at curb or road shoulder:** Resources procured by the emergency management network (or any established debris management center) may be granted the responsibility for the removal and collection of this household hazardous waste. Services, if necessary, should be requested by an approved task order.
6. Cabell County may execute one (but reserves the right to execute more than one) debris removal and disposal contract on a contingency basis for the purpose of having contractor(s) immediately available and committed to assisting the county in the aftermath of a major disaster. Any contractor, in coordination with any on-scene public works personnel coordinating debris

removal, should be responsible for determining the method and manner of debris removal and lawful disposal operations, consistent with incident and/or public safety objectives.

7. Commercial and industrial hazardous waste such as chemicals, gas containers, transformers, and any other form of hazardous or toxic matter should be set aside for collection and disposal by the West Virginia Department of Environmental Protection or a licensed clean-up contractor.

E. Temporary Repairs and Restoration

1. Public works organizations are expected to make timely temporary repairs to critical facilities and other infrastructure essential to response and recovery operations.
2. Generally, personnel with the Cabell County Office of Emergency Services and/or responders in the field should notify public works organizations of those facilities or systems that are considered “essential”.
3. Major repairs to facilities should commence upon the conclusion of the recovery from the initial emergency. Major re-construction and repair may be contracted out.

### III. ORGANIZATION

- A. Public works units work within their specialty (i.e., road maintenance, building maintenance, water system, wastewater system, electric lines, gas lines, etc.) in accordance with incident objectives developed by the on-scene command staff.
- B. Pursuant to the National Incident Management System, Cabell County should provide general guidance for the public works function and, when necessary, approve requests for state and/or federal resources.
- C. If large-scale debris removal operations are necessary, the Incident Commander may establish a “Debris Removal Unit” under the operations section to coordinate debris removal and disposal.
- D. State and Federal Support
  1. **State Resources:** Contact the West Virginia Division of Highways in Charleston.

2. Federal Resources

- a. Emergency Support Function #3 of the *National Response Framework* provides federal public works and engineering support when an incident or potential incident overwhelms state and local capabilities or when other federal departments or agencies require such assistance while in response.
- b. As with all federal resources, local officials must request their use through state authorities (unless other arrangements have been made).
- c. If activated by the United States Department of Homeland Security, Emergency Support Function #3 personnel report to the joint field office to prepare statements of work, provide cost estimates and completion dates for mission assignments, track ongoing mission assignments, determine resource requirements, assist local and state officials in the setting of priorities, and disseminating public works/engineering-related information to appropriate officials.
  - i. Priorities are developed jointly between federal, state, and local officials.
  - ii. Emergency Support Function #3 personnel in the joint field office relay incident-related reports and information to Emergency Support Function #5 personnel working in higher-level federal multi-agency coordination systems.
  - iii. Emergency Support Function #3 may deploy from the joint field office to a unified command post, if needed and appropriate for the situation, to assist in coordinating public works/engineering needs.
  - iv. Emergency Support Function #3 may also deploy to a regional response coordination center if a joint field office has not been established or while waiting for a joint field office to be established. From this location, Emergency Support Function #3 personnel will likely coordinate upcoming federal public works/engineering assignments and actions.
- d. Local and state governments are responsible, at all times, for their own public works and infrastructures. Federal resources can only support their operation.

- e. While local entities are responsible for the maintenance of their own critical infrastructure systems, United States Department of Energy personnel may deploy under Emergency Support Function #12 to restore critical infrastructure or energy systems, which may include coordination with local public works officials.

#### **IV. RESPONSIBILITIES**

##### **A. ESF Coordinator**

- 1. Coordinate, as necessary, with local public works organizations to ensure adequate emergency preparedness is achieved (with respect to auxiliary power, sustaining critical infrastructure during long-term incidents, etc.).
- 2. Periodically reviews and updates this emergency support function.

##### **B. Primary Agencies: Public Works Organizations**

###### **1. Response**

- a. Monitor normal services and ascertain damage.
- b. Perform maintenance on regular systems based on a priority based (as communicated by incident command and/or the emergency operations center).
- c. Assist, as available, with debris clearance efforts.
- d. Coordinate heavy equipment, as needed.
- e. Obtain portable power equipment for vital services.
- f. Provide traffic signs, barricades, and cones, as needed.
- g. Provide for increased utilities demand in reception areas by adding personnel, adding equipment, restricting non-essential usage, etc.
- h. Ensure that utilities are shut off or reduced to evacuated areas, but that essential facilities have utilities available to remain in operation.
- i. If Cabell County is being utilized as a reception area, ensure that adequate water, sanitation, and sewer services are available.

###### **2. Recovery**

- a. Assist, as available, with debris clearance efforts.
- b. Coordinate heavy equipment, as needed.
- c. Provide traffic signs, barricades, and cones, as needed.

- d. If necessary, increase the frequency of regular garbage and sanitation pickups.
- e. Monitor the restoration and decontamination of utilities, if necessary.

C. Support Agencies

<b>Agency</b>	<b>Functions</b>
Electricity Providers	<ul style="list-style-type: none"> <li>• Restores electric service during emergencies.</li> <li>• Coordinates, as necessary, with local emergency management personnel and/or on-scene command.</li> <li>• Repairs damage to the electric system caused by emergency incidents.</li> </ul>
Natural Gas Providers	<ul style="list-style-type: none"> <li>• Restores gas service during emergencies.</li> <li>• Coordinates, as necessary, with local emergency management personnel and/or on-scene command.</li> <li>• Repairs damage to the natural gas distribution system caused by emergency incidents.</li> </ul>
West Virginia Division of Highways	<ul style="list-style-type: none"> <li>• Coordinates damage repair and, if necessary, inspections of state roadways.</li> <li>• Assists in the movement of supplies and equipment.</li> <li>• Serves as a point of contact for roadway message boards.</li> </ul>
West Virginia Division of Homeland Security & Emergency Management	<ul style="list-style-type: none"> <li>• Receives local resource requests.</li> <li>• Coordinates state resources in response to an incident from the state emergency operations center.</li> <li>• Requests federal resources from the state emergency operations center, if necessary.</li> </ul>
West Virginia National Guard	<ul style="list-style-type: none"> <li>• If appropriate, assists in public works activities through heavy equipment support.</li> </ul>
United States Army Corps of Engineers	<ul style="list-style-type: none"> <li>• Coordinates Emergency Support Function #3 activities at the federal level.</li> <li>• Implements the Emergency Support Function #3 Field Guide as necessary (again, at the federal level).</li> </ul>
United States Department of Energy	<ul style="list-style-type: none"> <li>• Coordinates Emergency Support Function #12 activities (at the federal level).</li> <li>• Assists in the restoration of critical infrastructure systems.</li> </ul>

**V. LIST OF APPENDICES**

Appendix 1: Sample Right of Entry Agreement

## **APPENDIX 1 TO EMERGENCY SUPPORT FUNCTION #3 SAMPLE RIGHT OF ENTRY AGREEMENT**

This appendix contains a sample right of entry agreement that may be utilized by local officials when recovering from disaster.

**RIGHT OF ENTRY / HOLD HARMLESS AGREEMENT**

**RIGHT OF ENTRY PERMIT NO.** \_\_\_\_\_ **DATE** \_\_\_\_\_

**PROPERTY ADDRESS / DESCRIPTION**

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**NAME (OWNER'S OR OWNER'S AUTHORIZED AGENT )**

**RIGHT OF ENTRY:** I certify that I am the owner or the owner's authorized agent of the above-described property. I grant freely and without coercion the right of access and entry to said property to representatives of the Federal Emergency Management Agency (FEMA), the U.S. Army Corps of Engineers (USACE) and the USDA Forest Service to inspect the property for purposes of determining whether disaster-generated debris is eligible for removal under FEMA'S programs and to monitor that removal, and to (eligible applicant) \_\_\_\_\_, its agents, contractors and subcontractors for the purpose of removing and/or clearing that disaster-generated debris from that property.

**HOLD HARMLESS:** I understand that this permit is not an obligation upon the government to perform debris removal. I agree to hold harmless the United States Government, FEMA, USACE, the USDA Forest Service, (eligible applicant) \_\_\_\_\_ and any of their agencies, agents, contractors, and subcontractors, for damages of any type whatsoever, either to the above-described property, or to persons situated thereon. I release, discharge, and waive any action, either legal or equitable, that might arise by reason of any action of the above entities while removing disaster-generated debris from the property. I will mark sewer lines, septic tanks, water lines and utilities located on the property.

**DUPLICATION OF BENEFITS:** Most homeowner's insurance policies have coverage to pay for removal of storm-generated debris. I understand that federal law (42 U.S. C. 5155 *et seq.*) requires me to reimburse (eligible applicant) \_\_\_\_\_ the cost of removing the storm-generated debris to the extent covered in my insurance policy. I also understand that I must provide a copy of the proof/statement of loss from my insurance company to (eligible applicant) \_\_\_\_\_. If I have received payment, or when I receive payment, for debris removal from my insurance company or any other source, I agree to notify and send payment and proof/statement of loss to (eligible applicant) \_\_\_\_\_. I understand that all disaster-related funding, including that for debris removal from private property, is subject to audit.

**SWORN & ATTESTED**

**All owners/agents must sign below.**

**WITNESSED:**

**Printed Name:** \_\_\_\_\_

**Printed Name:** \_\_\_\_\_

**Signature:** \_\_\_\_\_

**Signature:** \_\_\_\_\_

**Name of Insurance Co. Policy No.** \_\_\_\_\_

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## CABELL COUNTY EMERGENCY OPERATIONS PLAN

### EMERGENCY SUPPORT FUNCTION #4 – FIRE SERVICE

**Related Federal Emergency Support Function:** ESF #4: Firefighting

**Related State Annex:** Annex I: Fire Services

**ESF Coordinator:** Cabell County Fire Association

**Primary Agencies:** Local Fire Departments (see Section I.B.3 below)

#### Support Agencies

- Cabell County Emergency Medical Services (CCEMS)
- Cabell County Office of Emergency Services (CCOES)
- West Virginia Division of Forestry
- West Virginia Division of Homeland Security and Emergency Management (WVDHSEM)
- West Virginia State Fire Marshal
- United States Department of Agriculture (Forest Service)

#### References

National Interagency Coordination Center. (2012). *National Interagency Mobilization Guide*. National Interagency Fire Center, Boise, ID. Online. Retrieved from <http://www.nifc.gov/nicc/mobguide/index.html>.

United States Department of Homeland Security (USDHS). (2013). *National Response Framework*. Washington, D.C.

West Virginia Division of Homeland Security and Emergency Management (WVDHSEM). (2008). *West Virginia Emergency Operations Plan*. Charleston, WV.

## I. INTRODUCTION

- A. **Purpose:** To provide Cabell County with firefighting capabilities that are ample to meet the demands of a disaster situation. In addition to firefighting

responsibilities, rescue and warning are addressed.

B. Scope

1. This emergency support function describes a guideline for cooperation and coordination during responses to large-scale emergency incidents. Its primary goal is to describe how the fire service should interact with partner agencies during a large-scale response, how it can access external resources, etc.
2. This document does not contain the protocols for tactical fire operations.
3. The following fire departments serve Cabell County:
  - a. Barboursville Volunteer Fire Department,
  - b. Culloden Volunteer Fire Department,
  - c. Green Valley Volunteer Fire Department,
  - d. Huntington Fire Department,
  - e. Milton Volunteer Fire Department,
  - f. Ohio River Road Volunteer Fire Department,
  - g. Ona Volunteer Fire Department, and
  - h. Salt Rock Volunteer Fire Department.

C. Policies

1. Administration of fire department affairs should continue per internal standard operating guidelines. Such affairs include the following:
  - a. Response within first-due areas per boundaries agreed upon by fire departments, and
  - b. Dispatching second and third-due departments per existing agreements (developed jointly with Cabell County 911).
2. Pre-disaster logistical channels (i.e., mutual aid and other agency-specific agreements) should be utilized throughout the response to an incident.
  - a. There is a formal countywide mutual aid agreement encompassing the fire service in Cabell County.
  - b. When the resources of an individual department and mutual aid are exhausted, external support may be requested through the Cabell County Office of Emergency Services *for resources that cannot be procured through mutual aid*. Resources should be fully exhausted before requesting them from outside communities (outside of the mutual aid

- structure). All mutual aid would need to be exhausted before costs associated with external resource requests could be reimbursed.
- c. All departments retain the ability to request mutual aid in an order they feel is appropriate for the response.
3. West Virginia Code (Chapter 29, Article 3A, Section 1) states that the jurisdictional fire chief shall act as the incident commander for hazardous material incidents. The fire chief, as the incident commander, may request specific assistance from such agencies as law enforcement and emergency medical services, depending on the type of emergency.

## **II. CONCEPT OF OPERATIONS**

### **A. General**

1. The responsibilities of fire service personnel in emergency situations are basically the same as in daily operations. Their primary responsibility is fire control.
2. Supplemental Emergency Service Duties
  - a. A regional hazardous material team operates in Cabell County (which is the only other responsibility that the fire service is sanctioned to do outside of fire suppression)
  - b. Minimal water rescue (via resource support from Huntington Fire Department and Cabell County Emergency Medical Services)
  - c. Minimal confined space search and rescue
  - d. Emergency medical assistance (i.e., driver and first aid capabilities)
  - e. Minimal (i.e., “light”) search and rescue (exclusive of any type of collapse rescue)
3. It should be noted that there could be a variety of capability differences between the various types of departments in Cabell County. For example, the paid departments may have a higher capability level than the volunteer departments for these supplemental duties simply due to time available for training.

- B. Cabell County fire service agencies should be dispatched by Cabell County 911 to emergency situations as per existing protocol.
  - 1. On larger emergency scenes (for which additional resources are needed), the 911 center functions as an arm of the incident command system general staff's logistics section insofar as it notifies the requested additional resources and dispatches/deploys them to the scene.
  - 2. As a supplemental notification capability, the Huntington Fire Department is in the Wide Area Rapid Notification (WARN) system. The system can be used for call-backs should a second-alarm structure fire occur, to disseminate meeting notices in non-emergency times, etc.
  
- C. Communications Considerations
  - 1. In very general terms, fire departments in the county can communicate with one another, though the capabilities of individual departments vary widely.
  - 2. There are gaps in radio frequency availability among the fire service; such interoperability measures as swapping radios may be necessary to ensure communications.
  - 3. Some fire departments may need to program the UTAC channels into their radios (see Emergency Support Function #2: Communications), which should be coordinated through the county fire association and Cabell County 911.
  - 4. The Huntington Fire Department does have Statewide Interoperable Radio Network capabilities and can tap into zones and hear traffic from the county emergency medical services, Sheriff's office, etc.
  
- D. Emergency Operations Center Fire Representative
  - 1. The president of the Cabell County Fire Association should serve as the fire representative in the emergency operations center, if activated. If the president is involved in the response as a member of the jurisdictional fire department, the vice president should fill the role. If either is unavailable or committed to the response, a chief-grade officer from another department could fill the role.
  - 2. Fire Representative Responsibilities
    - a. The fire representative would be responsible for supporting fire operations from the emergency operations center.

- b. This individual should maintain coordination with all responding departments on manpower, firefighting, and rescue vehicles in the county.
  - c. The fire representative position coordinates external resource requests through the emergency operations center and ensures that overall fire objectives are consistent with the objective of the entire response.
3. All field emergency operations should be handled by standard protocol (including use of the incident command system).

### III. ORGANIZATION

- A. Fire operations in the field, even on “small” scenes, conform to the incident command system.
- B. Mutual aid forces that respond should remain under the direction of their regular officers; however, those officers should receive direction from the jurisdictional fire department’s command structure.
- C. State and Federal Support
  1. State
    - a. Various state agencies may play a role within the “fire service area” during or following large-scale disasters.
    - b. Generally, the assistance provided as a result of those roles could be the following.
      - i. Provision of liaisons to local areas
      - ii. Detection of wild land fires
      - iii. Investigation
      - iv. Provision of links to specialized equipment
    - c. More details are contained in Annex I of the *West Virginia Emergency Operations Plan*.
  2. Federal support of local and state rural and urban firefighting operations is outlined by Emergency Support Function #4 of the *National Response Framework*.
    - a. Federal firefighting response support is coordinated by the National Interagency Coordination Center in the National Interagency Fire Center.

- b. Emergency Support Function #4 personnel use established firefighting and support organizations, processes, procedures outlined in the *National Interagency Mobilization Guide*.
3. Coordination with federal fire suppression resources is through the state forester, in cooperation with the State Fire Marshal and the West Virginia Division of Homeland Security and Emergency Management.
4. The responsibility for situation assessment and determining resources needs lays primarily with local, on-scene incident commander.

#### **IV. RESPONSIBILITIES**

##### **A. ESF Coordinator**

1. Serve as a coordinating body for fire issues in Cabell County.
2. Ensure that an appropriate officer serves as the fire representative in the county emergency operations center, if activated.
3. Periodically maintain this emergency support function.

##### **B. Primary Agencies: Local Fire Departments**

1. Response
  - a. Provide firefighting services throughout the county.
  - b. Control and prevent fire.
  - c. Control hazardous materials.
  - d. Operate warning systems.
  - e. Support other public safety operations.
  - f. Conduct rescue operations.
  - g. Provide fire protection to all critical facilities and those facilities used as shelters.
2. Recovery
  - a. Control and prevent fire.
  - b. Support other public safety operations.
  - c. Conduct rescue operations.

C. Support Agencies

Agency	Functions
Cabell County Emergency Medical Services	<ul style="list-style-type: none"> <li>• Supports swiftwater/water rescue efforts upon request.</li> </ul>
Cabell County Office of Emergency Services	<ul style="list-style-type: none"> <li>• Ensures that the county emergency operations center is in a state of readiness.</li> <li>• Recruits volunteer staff members for the county emergency operations center to serve as a fire representative.</li> <li>• Activates and operates the county emergency operations center during emergency situations.</li> </ul>
West Virginia Division of Forestry	<ul style="list-style-type: none"> <li>• Detects and evaluates wildland fires.</li> <li>• Investigates the cause of wildland fires.</li> </ul>
West Virginia Division of Homeland Security & Emergency Management	<ul style="list-style-type: none"> <li>• Receives local requests for fire suppression resources.</li> <li>• Coordinates requests for federal resources.</li> </ul>
West Virginia State Fire Marshal	<ul style="list-style-type: none"> <li>• Provides a state fire representative to the state emergency operations center.</li> <li>• Provides local on-scene fire coordinators, if requested and appropriate.</li> <li>• Provides statewide communications.</li> <li>• Coordinates requests, with the West Virginia Division of Homeland Security and Emergency Management, for federal resources.</li> <li>• Coordinates the deployment of regional response teams.</li> <li>• Analyzes the following (if involved in the resolution of incident – State Fire Marshal services may be requested to provide these services):                             <ul style="list-style-type: none"> <li>○ Fire loss,</li> <li>○ Criminal acts,</li> <li>○ Structural damage,</li> <li>○ Fire protection,</li> <li>○ Electrical systems,</li> <li>○ Flammable materials, and</li> <li>○ Hazardous material identification.</li> </ul> </li> </ul>
United States Department of Agriculture (Forest Service)	<ul style="list-style-type: none"> <li>• Assumes full responsibility for the suppression of fires on national forest system lands in a unified command with the jurisdictional fire department.</li> <li>• Provides liaison with local fire chiefs or incident commanders to coordinate federal assistance in the structural or industrial fire protection operations.</li> </ul>

## **CABELL COUNTY EMERGENCY OPERATIONS PLAN EMERGENCY SUPPORT FUNCTION #5 – EMERGENCY MANAGEMENT**

**Related Federal Emergency Support Function:** ESF #5: Emergency Management

**Related State Annex:** Annex A: Direction and Control

**ESF Coordinator:** Cabell County Office of Emergency Services

### **Primary Agencies:**

- Potential Incident Commanders
- Cabell County Office of Emergency Services

### **Support Agencies**

- Local Fire Service
- Local Law Enforcement
- Local Health and Medical Organizations
- West Virginia Division of Homeland Security and Emergency Management (WVDHSEM)
- United States Department of Homeland Security (USDHS)

### **References**

- Cabell County Office of Emergency Services (CCOES). (2012). *Cabell County Continuity of Operations Plan*. Huntington, WV.
- United States Department of Homeland Security (USDHS). (2013). *National Response Framework*. Washington, D.C.
- West Virginia Division of Homeland Security and Emergency Management (WVDHSEM). (2008). *West Virginia Emergency Operations Plan*. Charleston, WV.

## **I. INTRODUCTION**

A. **Purpose:** To establish the incident command system as the preferred on-scene incident management tool and discuss responsibilities within it. This emergency support function also discusses the activation, staffing, and operation of the county's emergency operations center, a component of an overall multi-agency coordination system. The interaction between an incident command post; the Cabell County Emergency Operations Center; and neighboring county, state, and/or federal multi-agency coordination systems is also addressed.

### **B. Scope**

1. This emergency support function applies to all county-level emergency response and emergency management agencies in Cabell County. It sets forth the incident command system as the primary incident management construct for emergency response and establishes an emergency operations center to support incident management operations.
2. This support function recommends these concepts for all tasked agencies. "How" these concepts are implemented is left to the agencies themselves so long as they are consistent with the concepts.

### **C. Policies**

1. Cabell County has adopted the National Incident Management System and recognizes the incident command system as the preferred incident management construct.
2. All agencies should prepare and disseminate periodic situation reports throughout a response operation in an effort to keep all involved agencies updated.
  - a. The federal department of homeland security's "incident command system forms" may be used for this purpose.
  - b. Situation reports should be communicated to the West Virginia Division of Homeland Security and Emergency Management via the Eteam program.
3. The Cabell County Office of Emergency Services should compile situation reports and cost recovery requests into proper submissions to higher levels of government following the conclusion of emergency operations.

4. All involved agencies should provide all documentation for these requests to the office of emergency services within 10 days of the conclusion of major operations.

## **II. CONCEPT OF OPERATIONS**

### **A. General**

1. Direct tactical and operational decisions during the incident response are made by the incident command structure on-scene. Even for non-site-specific emergencies, such as a flood, widespread utility outage, pandemic flu, etc., the incident command system is established.
2. Cabell County has designated a primary and alternate emergency operations center; however, most incidents in the county are managed entirely by the on-scene command structure with support provided by Cabell County 911 and the Cabell County Office of Emergency Services (rather than an activated operations center).

### **B. Incident Command System**

1. In Cabell County, the incident command system should be used to manage near-term *and* long-term emergency operations. The incident command system should be established during all emergency situations.
2. The highest-ranking officer of the jurisdictional department/agency on-scene should serve as the incident commander.
  - a. Situations in which a fire service representative may serve as the incident commander include (but are not limited to) the following:
    - i. Structure fires,
    - ii. Brush (i.e., wildland) fires,
    - iii. Motor vehicle accidents (with extrication),
    - iv. Aircraft accidents (until the arrival of higher levels of government), or
    - v. Hazardous material incidents.
  - b. Situations in which a law enforcement representative may serve as the incident commander include (but are not limited to) the following:
    - i. Investigations,
    - ii. Motor vehicle accidents (no extrication),

- iii. Terrorist (domestic or foreign) incidents (until the arrival of higher levels of government), or
  - iv. School-related incidents (non-fire).
- 
- c. Incident command may transfer to the emergency medical services if the incident is a mass casualty situation.
  - d. Incident command may transfer to public health agencies during communicable disease outbreaks and other public health emergencies.
  - e. Representatives from other agencies may also serve as the incident commander under certain specialized circumstances or if command is transferred to them.
  - f. The incident commander should first establish an incident command post and a staging area at a nearby location safe from the direct effects of the incident. The incident commander should then notify the dispatching agency of the establishment of the incident command system and the location of the incident command post.
  - g. The incident commander should utilize such techniques as visual site surveys, air quality monitors (if available), interviews with eye witnesses, etc. to assess the immediate risks posed by a disaster and guide initial responder and protective actions.
- 
- 3. The incident commander may determine the need for a command staff and general staff based on the situation.
    - a. The “command staff” would be comprised of the incident commander and selected of the following: the command staff public information officer, the safety officer, and the liaison officer.

- b. The “general staff” may be assigned and organized by the four (4) remaining major functional elements of the incident command system (in addition to “command”): operations section, planning section, logistics section, and finance and administration section. General staff positions may be activated if or as an incident expands in size to provide for effective incident management.
  - i. Any section of the general staff can be activated at the discretion of the incident commander. Not all sections of the general staff may be necessary. The level of general staff involved is based on the size and complexity of the incident.
  - ii. If the operations section is activated, the section chief should come from the jurisdiction with the greatest level of involvement.
  - iii. Each section of the general staff may also be broken into four (4) major elements.
    - *Divisions and Groups* are established when the number of resources exceeds the manageable span of control of the incident commander and the section chief (the target number of personnel under any single individual is five [5]). “Divisions” divide an incident into physical or geographic areas of operation. “Groups” divide an incident into functional areas of operation.
    - *Branches* are established when the number of divisions or groups exceeds the recommended span of control.
    - *Resources* may be organized in three (3) different ways, depending on the requirements of the incident: single resources, task forces, or strike teams.

4. Under the incident command system, an incident action plan should be developed to outline responder responsibilities, coordinate incident actions, and set measurable objectives for personnel to achieve during the response to an incident. The incident action plan should describe the system to incorporate the unplanned arrival of response assistance, including a standard recording process. (Any on-scene arrivals during response should be immediately directed to the staging area.)
  - a. The incident commander should ultimately be responsible for the development of the incident action plan.
  - b. If the planning section of the general staff is activated, the Planning Section Chief should develop the incident action plan. The incident commander would approve the incident action plan in this instance.
  - c. If the operations section of the general staff is activated, the operations section chief should bear the responsibility of implementing the incident action plan.
  
5. The incident commander should establish a tracking system for on-scene personnel and resources in an effort to maintain accountability at the scene at all times. (Such a responsibility may be delegated to another command staff member.) It should be noted that many of the county's response agencies actively participate in the Cabell/Wayne Homeland Security Group, which indirectly allows for better tracking and credentialing on-scene (because there is a familiarity with other individuals from the emergency services).
  
6. The incident command post should serve as a communications link between on-scene personnel if they cannot communicate directly. The incident commander should monitor direct communications between on-scene personnel (to the extent possible) to ensure that response objectives are being followed/achieved.
  - a. The incident commander may also ensure that communications are sufficient with off-scene agencies, such as hospitals, support agencies, etc.
  - b. These responsibilities may be delegated to the command staff public information officer.

7. The incident commander may directly request external resources from other response agencies as they are needed in accordance with mutual aid agreements.
  - a. An accurate account of resources requested and deployed should be maintained in case the emergency operations center is later activated.
  - b. If resources from higher levels of government or from regional agencies are needed, the incident commander should notify the Cabell County Office of Emergency Services (the representative of the county government) and request activation of the county emergency operations center.
    - i. *Resource requests to the state must be channeled through the county emergency operations center.*
    - ii. If requesting activation of the emergency operations center, the incident commander should delegate an individual – *separate from the liaison officer* – to serve as a liaison with the center.
  - c. Resource tracking and procurement may be delegated to the logistics section chief.
8. The incident commander may request activation of the county emergency operations center (partial or full) at any time for resource support or if the incident becomes multi-jurisdictional.
9. When the emergency operations center is activated, it is the responsibility of the incident commander to maintain communications with appropriate representatives in the emergency operations center. This responsibility may be designated to the command staff public information officer. Regular, periodic status reports should be provided to officials in the emergency operations center. (The format and frequency of reports should be specified in the incident action plan.)
10. When an incident becomes multi-agency or multi-jurisdictional, the incident commander may choose to transition to unified command to allow agencies with different legal, geographic, and functional responsibilities to coordinate, plan, and interact efficiently.

C. Emergency Operations Center

1. Primarily, the emergency operations center is viewed as a support entity specializing in logistics (i.e., general procurement of resources, accessing external resources outside of Cabell County, etc.) at the local level.
  - a. The Cabell County Emergency Operations Center is located at 129 Gallaher Street in Huntington and serves as the county's primary operations center.
  - b. Operation of the emergency operations center is done on an as-needed basis, with triggering factors including the scope of the emergency, available personnel, and the support that is needed. Fortunately, most emergencies in Cabell County can be effectively managed via the field-based incident command system; consequently, depending on the length of necessary emergency operations center operations, a lack of trained staff may become a problem.
  
2. The decision to activate the primary emergency operations center or transfer operations to an alternate operations center can be made by the Cabell County Office of Emergency Services Director or the Cabell County Commission. The office of emergency services director (or designated backup) should also formally deactivate the emergency operations center.
  - a. The Cabell County Office of Emergency Services maintains a document entitled, "Automatic Activation of the Cabell County EOC and Mobile Command Post" to outline when the EOC is to be activated.
  - b. Activation may also be by the request of the incident commander or Cabell County Emergency Response Center 911 Supervisor or based on suggestions from higher levels of government.
  - c. *Typically*, the emergency operations center would be activated during incidents expected to be longer than 24 hours in duration.
  - d. Staffing
    - i. Emergency operations center staffing should be accomplished contingent on the needs of the incident. In other words, only the staff that is necessary to support the requests from the incident should be called in (versus the activation of a standing staff).
    - ii. Core Staff

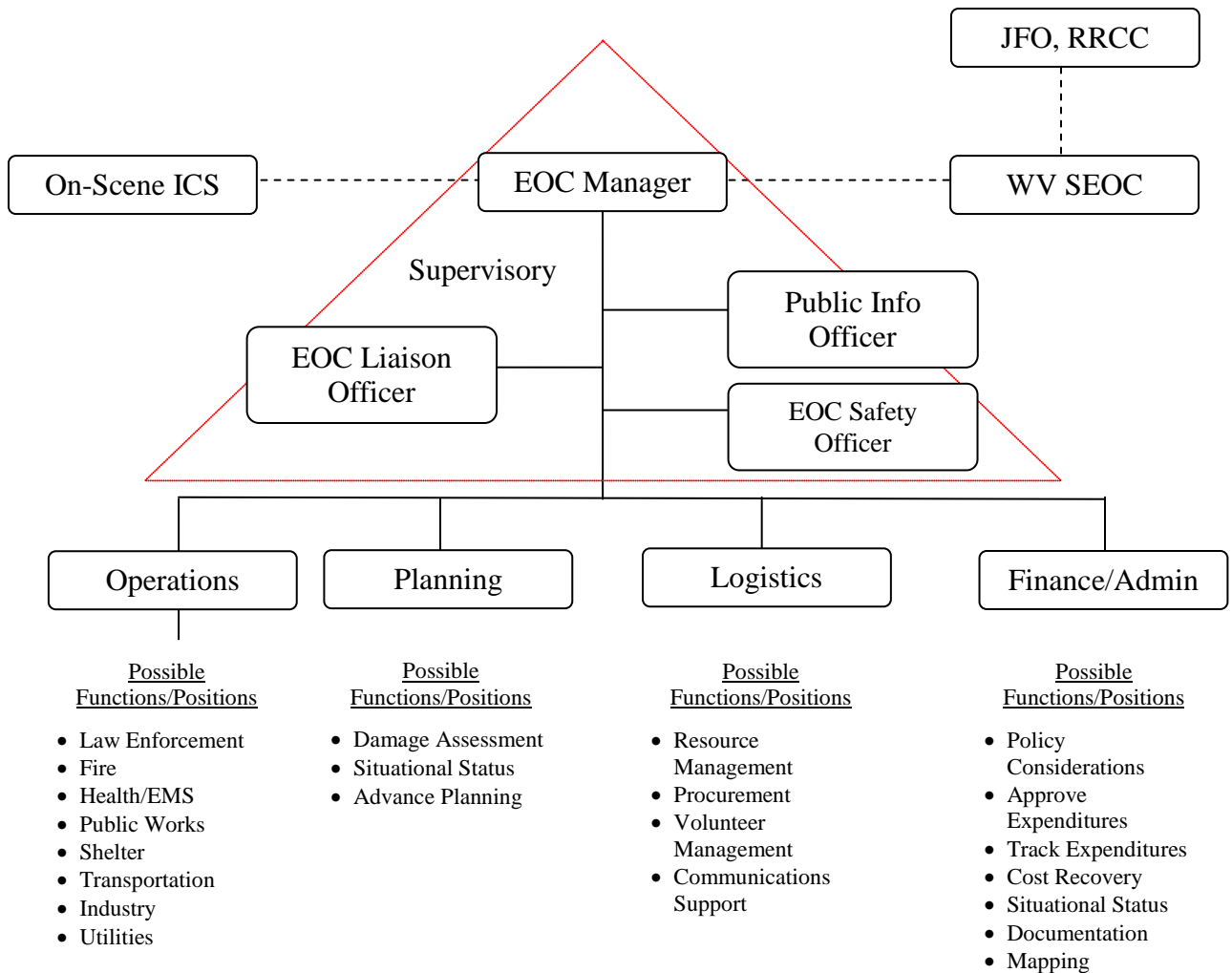
- Office of emergency services director
  - County commission representative
  - Municipal representative (if appropriate)
  - Office of emergency services deputy director
  - Office of emergency services planner
  - Call Takers
    - Supervisory personnel may choose to delegate a small group of individuals to take calls in the center. Taking calls and forwarding messages to other center staff should be their only responsibility.
    - In many ways, this small group would function as a “joint information center”, connecting the various participating agencies through the operations center.
- iii. Supplemental Staff
- Supplementing staff may be achieved by requesting support from neighboring counties not involved in an emergency of their own (similar to an “incident management team” concept).
  - Supplementing staff may also be achieved by using the Cabell-Huntington Health Department’s medical reserve corps (MRC) volunteers.
- iv. Staffing for Emergency Support Functions
- While not officially organized according to emergency support functions, there may be times when specialty expertise is needed in the emergency operations center. During those periods, the office of emergency services may request agency representation in the center (and should organize that staff as discussed below).
- 
- This plan assumes that each response agency in Cabell County

will designate an individual/position to serve in the emergency operations center if requested. Further, those agencies should make reasonable efforts to ensure backups to that individual/position are identified. This list of individuals should be provided to Cabell County 911 to facilitate notification of these individuals and/or inclusion into the WARN system.

- e. Deactivation may be accomplished in stages. Supervisory personnel should determine what staff is necessary to clean-up and restore equipment, complete necessary documentation, etc. Unnecessary staff may be released upon the conclusion of major emergency operations. “Clean-up” staff would then be released upon the completion of assigned tasks.
3. Emergency operations center staff should be organized in the same basic manner as field personnel in the incident command system (i.e., generally into the operations, planning, logistics, and finance/administration sections).
- a. Just as in the field incident command system, there should be an individual or small group of individuals managing emergency operations center operations. This plan makes a deliberate effort to avoid using the term “command” as an element of the emergency operations center. Rather, a supervisor committee in the emergency operations center may be comprised of the following:
    - i. County Commissioners,
    - ii. Prosecuting Attorney,
    - iii. Mayors affected municipalities (if operating jointly with the county),  
and
    - iv. Office of emergency services director.
  - b. The *operations section* should ensure that the policies developed by the executive section are implemented. Primarily, operations staff would *deploy* resources to an incident commander in an effort to overcome the emergency situation.
  - c. The *planning section* should be responsible for operation period planning,

resource identification, etc.

- d. The *logistics section* should be responsible for supporting the communications needs of the operations center. It may also provide support to on-scene communications resources.
- e. The *finance/administration section* should be responsible for ensuring that accurate reports and records are kept, including the compiling of damage assessment information.
- f. Graphically, full organization of the emergency operations center could be depicted as follows.



4. The office of emergency services director maintains a notification roster for emergency operations center staff in the county's Wide Area Rapid Notification (WARN) system. Due to the sensitive nature of the notification roster, it is maintained separately from this plan by the Cabell County Office of Emergency Services.
5. Emergency operations center staffing on a 24-hour basis should be accomplished in two (2) 12-hour shifts.

6. In the event an alternate emergency operations center is activated, direction and control authority should be transferred to a small supervisory group at the alternate location. Once the alternate site is made ready for operations, then individual center staff should transport themselves to the alternate location. See the *Cabell County Continuity of Operations Plan* for additional information. (CCOES, 2012)
  - a. The preferred alternate location would be on the second floor of the Cabell County Emergency Medical Services headquarters on Eighth Avenue in Huntington.
  - b. A secondary alternate could be the Cabell-Huntington Health Department's operations center.

D. Area Command

1. Area command may be established when multiple incidents are being managed by a single incident command system or when a very large incident includes multiple incident command system organizations.
2. In many situations, it may be more appropriate to transition to unified command or request the activation of the county emergency operations center to support multiple incident commanders rather than transition to area command.

### III. ORGANIZATION

- A. Field response units should always establish the incident command system upon arrival at the scene. The incident commander should be the highest-ranking officer of the first responding, jurisdictional department, until and if relinquished to a higher officer or an officer of a more appropriate response agency.
- B. The office of emergency services director should be notified of a variety of emergency incidents so as to maintain the emergency operations center in a state of readiness.
  1. A partial activation should include the mobilization of the office of emergency services director and any other emergency operations center staff position *deemed necessary by the office of emergency services director.*

2. The emergency operations center would ordinarily be fully activated and the executive section would assume overall coordination of operations during an emergency situation that requires widespread mobilization of elements of local government other than those principally involved in emergency services on a day-to-day basis.
- C. Direct tactical and operational responsibilities rest with the incident commander. The emergency operations center is a support entity.
- D. State and Federal Support
1. State
    - a. According to the *West Virginia Emergency Operations Plan*, jurisdictional governing bodies are expected to provide direction and control of county emergency response operations, typically from the local 911 center or emergency operations center, when activated.
    - b. Responding local, state, and federal resources should be integrated into the on-going incident command system structure and accept tactical direction from the established incident commander.
    - c. In situations where multiple jurisdictions are involved and state/federal agencies are providing significant response resources or technical assistance, the state would expect to transition to unified command.
  2. Federal
    - a. *All local requests for federal resources should be channeled through the state emergency operations center.* The determination to request federal resources will most likely be made in coordination with state resources that have already been deployed.

- b. When federal response forces respond (or are requested to respond), those responders establish a federal-level incident management system that coordinates with state and local incident management systems (e.g., initial incident command post, county emergency operations center, state emergency operations center). The establishment of the federal incident management system is governed by Emergency Support Function #5 of the *National Response Framework*.
- i. Specific federal responsibilities to other federal agencies and within the joint field office, National Response Coordination Center, and Regional Response Coordination Center are detailed in Emergency Support Function #5 of the *National Response Framework*; however, these responsibilities are internal to federal agencies and do not directly affect the local response.
  - ii. The on-scene, local incident command post, county emergency operations center, and state emergency operations center are critical resources to the joint field office and other federal multi-agency coordination systems. Emergency Support Function #5 personnel should contact local and state personnel (regardless of whether local and state personnel are requested to report to the joint field office) to support local and state operations as effectively as possible.
    - Local and state “responsibilities” are not described by Emergency Support Function #5. Due to the collaborative and support nature of the federal systems established by Emergency Support Function #5, local and state responsibilities are delineated through coordination with Emergency Support Function #5 personnel that are in response to an incident.
    - As a document, Emergency Support Function #5 only assigns responsibilities applicable to operating federal incident management systems. Direct federal tactical responsibilities are also delineated through local, state, and Emergency Support Function #5 personnel coordination.

- c. Emergency Support Function #5 forces should establish the joint field office, which is where federal field force operations are coordinated. Thus, Emergency Support Function #5 personnel may contact local and state emergency management personnel (likely in the county emergency operations center and/or state emergency operations center) to request a representative(s) to participate in joint field office operations.
- d. Emergency Support Function #5 personnel are responsible for the facilitation of requests for further federal assistance.

#### **IV. RESPONSIBILITIES**

##### **A. ESF Coordinator**

- 1. Maintain a database of National Incident Management System and incident command system training throughout the county.
- 2. Periodically update this emergency support function.

##### **B. Primary Agencies**

###### **1. Potential Incident Commanders**

###### **a. Response**

- i. Establish the incident command system upon arrival at the scene.
- ii. Conduct initial incident assessment (establish an incident command post and a hazard zone, determine necessary public protective actions, and request resource support as necessary).
- iii. Assign a staging area near the incident command post for those responding to the incident and designate a liaison officer to manage the area.
- iv. Develop and/or approve the incident action plan to include an estimate of the duration of the incident.
- v. Establish a communications link with the emergency operations center, once activated (may be delegated to the command staff public information officer).
- vi. Develop, with the liaison and safety officers (if activated), a personnel accountability system to track personnel that are directly implementing the incident action plan in the hazard zone and those that are rehabilitating at the staging area.

- vii. Coordinate and manage the activities of all field forces at the scene.
  - viii. Prepare necessary situation reports and coordinate them with the emergency operations center, if activated.
- b. Recovery
- i. Establish a communications link with the emergency operations center, once activated (may be delegated to the command staff public information officer).
  - ii. Prepare necessary situation reports and coordinate them with the emergency operations center, if activated.
  - iii. Conduct stand-down operations.
2. Cabell County Office of Emergency Services
- a. Response
- i. Activate the emergency operations center (full or partial activation) when appropriate (in coordination with the county commission).
  - ii. Provide for the timely notification of key emergency operations center staff and local officials.
  - iii. Develop or make available an alternate emergency operations center.
  - iv. Maintain liaison and coordination with the local affected municipalities, adjacent jurisdictions, and the state.
  - v. Authorize and control information given to the public via the county public information officer.
  - vi. Coordinate with the county commission to issue a proclamation declaring that an emergency or disaster exists.
  - vii. On authority of the county commission, request a disaster or emergency declaration from the Governor *only after a local declaration of emergency/disaster is issued.*
  - viii. Advise decision makers on the situation and recommend actions to protect the public.
- b. Recovery
- i. Maintain liaison and coordination with the local affected municipalities, adjacent jurisdictions, and the state.

- ii. Authorize and control information given to the public via the county public information officer.
- iii. Advise decision makers on the situation and recommend actions to protect the public.
- iv. Deactivate the emergency operations center upon the conclusion of emergency operations.

C. Support Agencies

<b>Agency</b>	<b>Functions</b>
Local Fire Service	<ul style="list-style-type: none"> <li>• Assume an appropriate role in the incident command system.</li> <li>• See specific fire service responsibilities in Emergency Support Function #4 of this plan.</li> </ul>
Local Law Enforcement	<ul style="list-style-type: none"> <li>• Assume an appropriate role in the incident command system.</li> <li>• See specific law enforcement responsibilities in Emergency Support Function #13 of this plan.</li> </ul>
Local Health and Medical Organizations	<ul style="list-style-type: none"> <li>• Assume an appropriate role in the incident command system.</li> <li>• See specific emergency medical services, public health, and other medical responsibilities in Emergency Support Function #8 of this plan.</li> </ul>
West Virginia Division of Homeland Security and Emergency Management	<ul style="list-style-type: none"> <li>• Receives local resource requests.</li> <li>• Staffs and operates the state emergency operations center.</li> <li>• Assists in the determination of the necessity of any federal resources.</li> <li>• Requests federal resources.</li> </ul>
United States Department of Homeland Security	<ul style="list-style-type: none"> <li>• Coordinates ESF #5 operations.</li> <li>• Receives resource requests from the West Virginia Division of Homeland Security and Emergency Management.</li> </ul>

\*NOTE: A number of operational aids are available that defines the roles of the specific incident command system positions. Included in these are the QuickSeries tools.

## **CABELL COUNTY EMERGENCY OPERATIONS PLAN EMERGENCY SUPPORT FUNCTION #6 – MASS CARE, EMERGENCY ASSISTANCE, HOUSING, AND HUMAN SERVICES**

**Related Federal Emergency Support Function:** ESF #6: Mass Care, Emergency Assistance, Housing, and Human Services

**Related State Annexes:**

- Annex F: Mass Care
- Annex X: Animal Services

**ESF Coordinator:** Cabell County Office of Emergency Services (CCOES)

**Primary Agency:** Cabell County Office of Emergency Services

**Support Agencies**

- Local Sheltering Volunteers
- Cabell-Huntington Health Department
- American Red Cross
- West Virginia Department of Agriculture
- West Virginia Department of Health and Human Resources (WVDHHR)
- United States Department of Homeland Security (USDHS)

**References**

American Red Cross. (n.d.). *Program Guidance*.

United States Department of Homeland Security (USDHS). (2013). *National Response Framework*. Washington, D.C.

West Virginia Division of Homeland Security and Emergency Management (WVDHSEM). (2008). *West Virginia Emergency Operations Plan*. Charleston, WV.

## I. INTRODUCTION

- A. **Purpose:** To outline the process by which Cabell County emergency managers access shelter facility resources.
- B. **Scope:** This emergency support applies to those situations which require the sheltering and mass care of an affected population.
- C. Policies
  - 1. Local policies support sheltering as a local endeavor; as such, the Cabell County Office of Emergency Services has arranged for the use of facilities and created a list of volunteers that can staff these facilities locally.
  - 2. Though a support agency, American Red Cross personnel are expected to maintain their own internal reporting policies throughout an emergency. Such records may include volunteer time records, lists of expended supplies, logs for shelter activation/deactivation, etc. Red Cross personnel should interface with the national shelter database if any shelters are activated. Such an operation allows for an on-going record of accountability for sheltering resources.
  - 3. Requests for Cost Reimbursement
    - a. Cabell County may be eligible for cost reimbursement following some *declared* emergency incidents, in which cases accurate reports are critical.
    - b. The Cabell County Office of Emergency Services compiles such requests for Cabell County (in coordination with pertinent local agencies).
    - c. Reports and records to be included in reimbursement requests should be submitted to the office of emergency services no later than 10 days following the conclusion of response operations.

## II. CONCEPT OF OPERATIONS

- A. General
  - 1. Most mass care operations in Cabell County should be run locally. Such operations could include sheltering, comfort stations, cooling centers, and warming centers.
  - 2. In many areas, the American Red Cross is the primary agency responsible for mass care. In Cabell County, the Red Cross is considered a support/secondary resource.

3. Considerations for Special Needs
  - a. During an emergency, if it is suspected that special needs populations may be impacted, the Cabell County Office of Emergency Services should plan to open a shelter that can serve those special needs individuals.
  - b. If a special needs individual needs to be evacuated, field responders can coordinate with county emergency operations center personnel to arrange for recovery and transport to a shelter facility.
  - c. In general, nursing homes, jails, and other special needs populations should be transported to a reciprocal facility outside of the threatened area.

**B. Shelter Facilities**

1. “Shelter facilities” are defined as public or private structures used to lodge and care for evacuees on the basis of approximately 40 square feet of space per person.
2. The Cabell County Office of Emergency Services maintains memoranda of understanding with potential shelter facilities that would be operated locally.
3. List of Shelter Facilities
  - a. New Baptist Church, corner of 28<sup>th</sup> Street and 5<sup>th</sup> Avenue in Huntington
  - b. Salvation Army, 1277 3<sup>rd</sup> Avenue in Huntington
  - c. Tri-State Fire Academy, 4200 Ohio River Road in Huntington
  - d. Milton Baptist Church, 1123 Church Street in Milton
  - e. Salt Rock Senior Citizens Center, Route 10 in Salt Rock

*NOTE: All of these facilities are wired such that they can be powered by a generator.*

4. Shelter Staffing
  - a. Shelter staffing is typically facilitated via a combination of Medical Reserve Corps volunteers and, where applicable, the congregations at the churches used as shelters.
  - b. The Cabell County Office of Emergency Services maintains a list of volunteers that can staff a shelter.

5. Coordination with the Emergency Operations Center
  - a. Should an incident necessitate the activation of shelters – especially multiple shelters at once – an individual in the emergency operations center should be designated as the appropriate liaison for shelter facilities. (\*NOTE: This can be an “extra” role in addition to others.)
  - b. As the liaison, this individual should attempt to procure external resources (e.g., food, water, ice, bedding, etc.) needed by the shelter. (\*NOTE: Bedding, auxiliary power, and space are available at the primary three shelters listed above.)
  
6. American Red Cross Support
  - a. If sheltering needs exceed those that can be provided locally, the county office of emergency services may request Red Cross support. The Red Cross can be requested through the Eteam program in the emergency operations center.
  - b. Should the Red Cross assist in sheltering, it should be expected to fully staff and operate its facilities without assistance from the local community (on the understanding that local agencies would continue operating their own shelters).
  
- C. Other Mass Care Operations
  1. Comfort Stations
    - a. Comfort stations are facilities that can provide critical services to a population and would likely not include sleeping capabilities.
    - b. Typical uses of comfort stations are for the distribution of food, water, or ice (in which the station would function as a point of dispensing/distribution) or to serve as locations with auxiliary power at which residents on home oxygen therapy can take concentrators for recharging.
    - c. As with shelters, local volunteers from the Medical Reserve Corps or church congregations staff these stations.

2. Cooling and Warming Centers
  - a. In some cases, facilities with congregation areas at which residents without power or natural gas could report to simply warm up or cool down during long-duration incidents would be needed.
  - b. Such facilities could be set-up (similarly to comfort stations) and staffed by local volunteers.
  - c. The Steele Memorial United Methodist Church (Shaw Street in Barboursville) and Ona Volunteer Fire Department (2900 Howell's Mill Road in Ona) can serve as warming/cooling centers, if necessary.
  
3. Feeding
  - a. The Cabell County Office of Emergency Services maintains memoranda of understanding with the Facing Hunger Food Bank and Woodman of the World for feeding during incidents where mass care operations are necessary.
  - b. See Emergency Support Function #11 for additional information.
  
4. **Animal Considerations:** See Emergency Support Function #11.

### III. ORGANIZATION

- A. While not the actual agency that staffs shelters, the Cabell County Office of Emergency Services is the primary agency for sheltering in Cabell County.
  1. The office of emergency services should coordinate shelter operations from its regular office and/or the county emergency operations center.
  2. Agreements for sheltering at the local level specify volunteers that can staff shelters. The volunteer organizations should designate "shelter managers" who coordinate with external agencies (e.g., the office of emergency services) while operating the shelter. Most of these managers would come from the list of MRC members, etc.
  
- B. State and Federal Support
  1. State
    - a. According to the *West Virginia Emergency Operations Plan*, the West Virginia Department of Health and Human Resources and Red Cross

share the lead responsibility for coordinating relief services. This includes, but is not limited to:

- i. Assisting local communities with the provision of sheltering for victims and pets who need to be temporarily relocated, and
  - ii. The mass distribution of food, water, and other basic relief services.
- b. Services for special needs individuals may include (but not be limited to) the following:
- i. Acquisition and delivery of supplies such as cots and blankets,
  - ii. Delivery of basic medical supplies,
  - iii. Provision of equipment, and
  - iv. Additional staffing.
- c. The West Virginia Department of Agriculture may facilitate state and local emergency response teams to assist with the evacuation and sheltering of animals. Additional assistance may include the following:
- i. Facilitate plans and procedures to provide shelter and care to companion animals and livestock during emergencies,
  - ii. Assist local jurisdictions in identifying potential locations for fixed-facility and temporary companion animal and livestock shelters, and
  - iii. Assist local jurisdictions in developing guidelines for returning pets to owners.
2. Federal
- a. As mentioned above, the American Red Cross is a support entity for implementing Emergency Support Function #6 of the *National Response Framework*.
  - b. Red Cross personnel in West Virginia should be familiar with Emergency Support Function #6 and respond in accordance with it.

- c. The Red Cross may have access to federal resources for the provision of short and long-term housing assistance and human services such as counseling, identifying support for persons with special needs, expediting the processing of federal benefits claims, and expediting mail services in affected areas.
  - i. If other federal resources (for housing and/or human services) are deployed, federal representatives may coordinate with the appropriate state agency.
  - ii. As such, the coordinating Red Cross representative and Cabell County Office of Emergency Services should coordinate if additional resources are needed (i.e., if such services are needed, the coordinating Red Cross representative should notify the office of emergency services, who requests the deployment of state resources prior to the coordinating Red Cross representative requesting additional federal support).

#### **IV. RESPONSIBILITIES**

##### **A. ESF Coordinator**

- 1. Coordinate with various volunteers at the local regarding the staffing of shelter sites.
- 2. Negotiate, as necessary, agreements for the use of facilities designated as shelters.
- 3. Periodically update this emergency support function.

##### **B. Primary Agency: Cabell County Office of Emergency Services**

- 1. Response
  - a. Maintains lists of available (locally-run) shelter facilities in Cabell County.
  - b. Coordinates with appropriate emergency personnel and volunteers to open shelter facilities as needed.
  - c. Coordinates the establishment of comfort stations as well as heating and cooling centers.

2. Recovery

- a. Closes shelter facilities when appropriate.
- b. Compiles reports on lessons learned from shelter operations and share with volunteer agencies.

C. Support Agencies

<b>Agency</b>	<b>Functions</b>
Local Sheltering Volunteers (e.g., MRC, faith-based organizations)	<ul style="list-style-type: none"> <li>• Employs policies – as developed in coordination with the county office of emergency services – to operate shelter facilities.</li> <li>• Registers clients at shelters, comfort stations, cooling/heating centers.</li> <li>• Coordinates feeding within a locally-run mass care facility.</li> <li>• Closes shelter facilities when appropriate.</li> </ul>
Cabell-Huntington Health Department	<ul style="list-style-type: none"> <li>• Coordinates the medical reserve corps program for Cabell County.</li> </ul>
American Red Cross	<ul style="list-style-type: none"> <li>• Maintains lists of facilities with which the Red Cross has agreements for use as shelters.</li> <li>• Coordinates with internal volunteers to staff shelters, as necessary.</li> <li>• Employs internal policies and guidance to staff and operate shelter facilities.                             <ul style="list-style-type: none"> <li>○ Registers clients at shelter facilities</li> <li>○ Provides basic health assessments and mental health assessments to clients in shelter facilities</li> </ul> </li> <li>• Establishes fixed feeding sites or mobile feeding routes to serve those housed in shelter facilities.</li> <li>• Staffs and operates the chapter emergency operations center in Charleston to support the needs of Red Cross resources and to maintain liaison with the county emergency operations center.</li> </ul>
West Virginia Department of Health and Human Resources	<ul style="list-style-type: none"> <li>• Coordinates Annex F (i.e., state operations plan) operations.</li> <li>• Assists local communities with the provision of medical care in a mass setting for persons with special needs.</li> <li>• Provides support, staffing, supplies, and resources to local governments if their capabilities are overwhelmed.</li> </ul>

Agency	Functions
West Virginia Department of Agriculture	<ul style="list-style-type: none"> <li>• Coordinates Annex X (i.e., state operations plan) operations.</li> <li>• Coordinates with the WV Division of Homeland Security and Emergency Management in the state emergency operations center.</li> <li>• Facilitates state and local response teams to assist with the evacuation and sheltering of livestock and companion animals.</li> <li>• Facilitates plans and guidelines to provide shelter and care to livestock and companion animals.</li> <li>• Assists local jurisdictions in the development of guidelines for reuniting pets with their owners.</li> </ul>
United States Department of Homeland Security	<ul style="list-style-type: none"> <li>• Serves as the coordinator of Emergency Support Function #6 of the <i>National Response Framework</i>.</li> <li>• Coordinates and leads federal resources to support local and state governments and voluntary agencies in the performance of mass care, emergency assistance, housing, and human services missions.</li> </ul>

## **CABELL COUNTY EMERGENCY OPERATIONS PLAN EMERGENCY SUPPORT FUNCTION #7 – LOGISTICS MANAGEMENT AND RESOURCE SUPPORT**

**Related Federal Emergency Support Function:** ESF #7: Logistics Management and Resource Support

**Related State Annex:** Annex Q: Resource Management

**ESF Coordinator:** Cabell County Office of Emergency Services

**Primary Agency:** Cabell County Office of Emergency Services

### **Support Agencies**

- Cabell County 911
- West Virginia Division of Homeland Security and Emergency Management (WVDHSEM)
- United States Department of Homeland Security (USDHS)
- United States General Services Administration (GSA)
- Voluntary Organizations Active in Disaster (VOAD)

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## **I. INTRODUCTION**

- A. **Purpose:** To provide guidelines, which are based on the National Incident Management System, for the procurement and deployment of external resources in order to effectively respond to an emergency/disaster.
- B. **Scope:** The guidelines contained in this emergency support function apply primarily to the procurement of “external” resources rather than those that can be obtained via mutual aid agreements and memoranda of understanding.
- C. Policies
  - 1. Mutual aid agreements and/or emergency procurement guidelines should be negotiated during pre-disaster periods to ensure efficient delivery during an emergency situation.
  - 2. Records will need to be kept that track resources that are ordered, to include, at a minimum, the purpose, requestor, time requested, time delivered, and status.
  - 3. Detailed reports listing the amounts of resources expended during a response should be maintained by the individual response agencies involved and submitted to the Cabell County Office of Emergency Services Director within ten (10) days of the conclusion of operations for inclusion into reimbursement requests.
  - 4. Cabell County may choose to respond to Emergency Management Assistance Compact requests as and if issued by the state. The county is not required to respond to those requests. Further, the county assumes that the West Virginia Division of Homeland Security and Emergency Management coordinates making Emergency Management Assistance Compact requests for jurisdictions in West Virginia; the county’s responsibility is simply to request support from the state.

## **II. CONCEPT OF OPERATIONS**

- A. General
  - 1. Local government is responsible for commanding all, or any part necessary, of its available resources to protect lives and property and to relieve suffering and hardship in its jurisdiction.
  - 2. In the event that all local resources have been expended or committed, assistance can be sought from outside the jurisdiction.

B. Resource Inventorying

1. Resource inventorying includes categorizing available resources by National Incident Management System (NIMS) types, when applicable (i.e., many resources have corresponding NIMS categories while some do not).
2. The Cabell County Office of Emergency Services, to the extent that is practical, maintains a resource list for the county.
  - a. It should be noted that the county list is heavily dependent on the individual inventories that local agencies keep of their own equipment, supplies, personnel training, etc.
    - i. The Cabell-Wayne Local Emergency Planning Committee maintains a small resource inventory of resources available from local industry. This list is included in the planning committee's plan and is typed per the NIMS.
    - ii. The Cabell/Wayne Homeland Security Group serves as an indirect way of inventorying locally-available resources. Participants often present the basic capabilities of their agencies as well as discuss resources such as generators, technical assistance, "routine" response equipment, etc. that can be requested by other local, partner agencies.
  - b. The *Cabell County Resource List* is not currently categorized according to NIMS types and definitions. A resource-typing project is underway.
  - c. The list also contains specifications for the equipment that does not have a corresponding NIMS type so that emergency managers can accurately procure those resources when necessary.
3. A key component of resource inventorying is deciding whether a particular resource should be stocked and warehoused or simply procured at the time it is needed.
4. Resources should be denoted as either expendable or non-expendable. In basic terms, non-expendable resources can be re-used while expendable resources cannot.

5. Another component of inventorying resources is the certifying and credentialing of personnel resources.
    - a. Credentialing includes the training and certifications that responders have.
    - b. Credentialing also includes physical fitness, programs for which are often provided by a responder's home (law enforcement, fire, emergency medical services, etc.) department.
- C. Identifying and Ordering Resources
1. Requests for items that can be filled locally may be requested directly by the incident commander per existing mutual aid agreements.
  2. In many cases, the 911 center acts as a sort of logistics arm of the command staff, making notifications to those agencies with which responders have the mutual aid agreements.
  3. Requests for resources that cannot be filled locally should be made known to the county office of emergency services (likely through the 911 center).
    - a. The resources of responding departments should first be fully committed.
    - b. Secondly, the resources of other Cabell County departments should be fully committed (through mutual aid).
    - c. If a responding department's resources are depleted and mutual aid resources are either depleted or unavailable, that department should employ whatever internal mechanism is in place to ask for assistance. **All departments in need of external resources must ask for assistance.**
    - d. At that point, the county should attempt to locate the needed resources within Cabell County. If that cannot be done, then the county should declare a state of emergency. The county declaration should be made prior to requesting regional resources (see Appendix 1 of the Basic Plan).
    - e. State assistance should be requested if all local and regional resources are committed or unavailable. For state assistance to be rendered, a local "state of emergency" **must** be declared. Ideally, resource support from the state is requested through the Eteam system.
    - f. State authorities will likely coordinate requests for federal resources. Determining if federal resources are necessary should be a joint decision made by local and state representatives.

4. All resource requests should be tracked on appropriate incident command system forms to ensure a standard record is kept. The form also provides an organized means of simultaneously managing multiple resource requests.
5. All requests for resources from higher levels of government should be made in accordance with National Incident Management System types and categories, where applicable.

**D. Tracking and Reporting Expended Resources**

1. Any local agency or individual that makes a resource request should keep a record of that request. The record should note the initial request, any subsequent calls, the time/place of arrival of the resource, how the resource was used, and, if appropriate, when/how it was deactivated.
2. It is important to note that accurate record keeping is necessary as those records may be compared to (and would be expected to be consistent with) the records maintained by the agencies/organizations/etc. that issued a certain resource.
3. All resource tracking and reporting information should be made available to the emergency services director following the completion of emergency and recovery operations for inclusion into reimbursement requests, where possible.

**III. ORGANIZATION**

- A. The day-to-day operations of Cabell County Office of Emergency Services personnel include planning and personnel training to obtain the maximum use of available resources and materials in the event of an emergency/disaster.
- B. Resource support may be coordinated locally by responding department(s), Cabell County 911, and/or the county office of emergency services.
- C. State and Federal Support
  1. State
    - a. Resource management at the state level is primarily the responsibility of the West Virginia Division of Homeland Security and Emergency Management.

- b. Under Annex Q: Resource Management of the *West Virginia Emergency Operations Plan*, the West Virginia Division of Homeland Security and Emergency Management can:
    - i. Receive resource requests from local jurisdictions,
    - ii. Distribute and manage resources,
    - iii. Coordinate resources for disaster victims,
    - iv. Identify resource distribution centers,
    - v. Coordinate resource requests with local governments, and
    - vi. Document records of services and resources utilized during an emergency.
2. Federal
- a. **In general, federal support is requested by state authorities.** State authorities determine what resources are needed by requests from local officials (or state agencies that are in response to the incident).
  - b. Federal support resources are detailed in other emergency support functions and annexes of this plan based on the functional area under which they are organized.
  - c. Emergency Support Function #7 of the *National Response Framework* provides resource support that is not described by other portions of the *National Response Framework*. Emergency Support Function #7 support includes the use of federal property for emergency purposes (staging, office space for administrative tasks, etc.), office equipment, telecommunications support, contracting services, security services, and personnel.
  - d. All Emergency Support Function #7 support is coordinated by the General Services Administration.
  - e. The determination of resource needs is made at the federal regional response coordination center level, with input from representatives at the joint field office.
    - i. The joint field office makes its resource determinations based on coordination with state representatives (i.e., state-made resource requests).

- ii. State representatives make resource determinations based on coordination with local representatives (i.e., local resource requests).

**IV. RESPONSIBILITIES**

**A. ESF Coordinator**

- 1. Assure that a resource list is developed and properly categorized.
- 2. Coordinate with emergency response organizations, non-governmental organizations, and voluntary organizations active in disaster for the development of standard operating guidelines that detail how resources are ordered and deployed.

**B. Primary Agency: Cabell County Office of Emergency Services**

- 1. Response
  - a. Assure that overall resource management takes place.
  - b. Retain the resource list in the emergency operations center with other pertinent information in case the operations center is activated.
  - c. Determine resource needs based on preliminary information, damage assessments, and past experience.
  - d. Request additional resources through the emergency managers of neighboring counties and higher levels of government.
- 2. Recovery
  - a. Assure that overall resource management takes place.
  - b. Determine resource needs based on preliminary information, damage assessments, and past experience.
  - c. Request additional resources through the emergency managers of neighboring counties and higher levels of government.

**C. Support Agencies**

Agency	Functions
Cabell County 911	<ul style="list-style-type: none"> <li>Notify agencies with which responding departments have mutual aid of the request for said mutual aid.</li> <li>Notify the county office of emergency services if significant external resources are necessary or being requested.</li> </ul>

<b>Agency</b>	<b>Functions</b>
West Virginia Division of Homeland Security & Emergency Management	<ul style="list-style-type: none"> <li>• Receives resource requests from the county emergency operations center.</li> <li>• Coordinates resource requests to other state agencies and puts appropriate state resources in touch with local officials.</li> <li>• Requests resources from the federal government, if necessary.</li> </ul>
United States Department of Homeland Security	<ul style="list-style-type: none"> <li>• Receives resource requests from state authorities.</li> <li>• Provides volunteer and donations management assistance, if requested.</li> </ul>
United States General Service Administration	<ul style="list-style-type: none"> <li>• Coordinates Emergency Support Function #7 resource support.</li> </ul>
Voluntary Organizations Active in Disaster	<ul style="list-style-type: none"> <li>• Provides services during emergency operations at the direction of local leaders in the emergency operations center.</li> <li>• Staffs donations centers at the direction of the county emergency operations center.</li> </ul>

## CABELL COUNTY EMERGENCY OPERATIONS PLAN EMERGENCY SUPPORT FUNCTION #8 – PUBLIC HEALTH AND MEDICAL SERVICES

**Related Federal Emergency Support Function:** ESF #8: Public Health and Medical Services

**Related State Annex:** Annex G: Emergency Health and Medical Services

**ESF Coordinator:** Cabell Huntington Health Department

### Primary Agencies:

- Cabell Huntington Health Department
- Cabell Huntington Hospital
- Riverpark Hospital
- St. Mary's Medical Center
- Cabell County Emergency Medical Services (CCEMS)

### Support Agencies

- Cabell County Office of Emergency Services (CCOES)
- West Virginia Board of Pharmacy
- West Virginia Department of Agriculture (WVDA)
- West Virginia Department of Health and Human Resources (WVDHHR)
- West Virginia National Guard (WVNG)
- United States Department of Health and Human Services (USHHS)

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## I. INTRODUCTION

- A. **Purpose:** To outline the local organization, operational concepts, responsibilities and guidelines to accomplish coordinated public health and medical services during emergency situations.
- B. Scope
  - 1. This emergency support function describes – as generally as possible – the public health and medical capabilities in Cabell County. It outlines how these organizations and agencies should interact with each other as well as with other emergency preparedness partners in the county. Further, it recognizes that during some situations, these agencies may play a primary role in the response and a significant role in the recovery (e.g., mass casualty incidents, pandemic/epidemic situations, etc.).
  - 2. It is significant to note that all of these agencies maintain some form of emergency planning on their own accord. Emergency medical services agencies compile standard operating guidelines; the health department maintains a pandemic influenza plan, Strategic National Stockpile plan, and mass immunization plans; and hospitals maintain their own internal emergency response plan that addresses such functions as internal command, evacuation, and medical surge. *This support function does not*

*supplant any of these documents.*

3. Public health and medical organizations in Cabell County include the following:
  - a. Cabell Huntington Health Department
  - b. Cabell County Emergency Medical Services
  - c. Cabell Huntington Hospital
  - d. Riverpark Hospital
  - e. St. Mary's Medical Center

C. Policies

1. Health Statistics
  - a. **Vital Statistics:** Cabell Huntington Health Department should continue to collect these statistics as under normal operating circumstances.
  - b. **Disease Statistics:** Data related to disease outbreaks should be collected and forwarded to appropriate state and federal officials.
2. Testing and Inspections
  - a. All testing of materials should be accomplished in accordance with the normal practices used by the health department.
  - b. Inspections should be conducted as normal but with increased frequency.
3. Expenditures
  - a. Records should be kept of all expenditures incurred for future reference and in support of possible reimbursement.
  - b. Said records should be provided to the Cabell County Office of Emergency Services Director within 10 days of the conclusion of response operations.

## **II. CONCEPT OF OPERATIONS**

### **A. General**

1. The release of information concerning public health and medical operations on-scene may be managed by a health department public information officer, the incident commander, or the county public information officer in the emergency operations center. Public information should be released in accordance with the guidelines outlined in Emergency Support Function #15: Emergency Public Information for a joint information system.
2. According to the National Incident Management System, incidents are managed locally for as long as possible. As such, the on-scene incident commander may contact public health and medical personnel directly during incidents for which the emergency operations center has not been activated. If these agencies are contacted directly by an incident commander, the Cabell County Office of Emergency Services Director should be notified so as to maintain an accurate account of all responses. The incident commander, public health personnel, or emergency medical team leaders all may contact the emergency services director.

### **B. Public Health Considerations**

1. The Cabell Huntington Health Department is responsible for the management, distribution, and use of public health resources (personnel, material, and facilities).
2. Emergency operations for public health services will likely be an extension of normal duties, although the priorities of certain duties may change.
  - a. These duties, in a general sense, are outlined in the *Cabell-Huntington Health Department All-Hazards Plan*.
    - i. The all hazards plan defines how the health department should assist the response effort for both primary health events (e.g., major outbreak of disease) and the secondary health effects of other emergency situations (e.g., weather incidents, terrorist incidents, etc.).
    - ii. Examples include the following.
      - The health department would provide epidemiological surveys and vaccinations/immunizations/treatment during disease incidents.

- For a chemical spill or the like, the health department can become a resource with technical assistance, public information, etc. There would likely be some phasing; for example, public health would not be involved in containment, but would get involved in testing and education afterwards.
  - Further, it should be noted that public health operations would likely be done in close cooperation with other local agencies. For example, during the 2009 H1N1 pandemic, the health department worked very closely with Cabell County Schools and local hospitals to ensure access to accurate data. In other instances, the public health response should be based on current Centers for Disease Control and Prevention guidelines (on such issues as Standards of Care).
- iii. The health department maintains its own emergency operations center equipped with alternate power to coordinate public health operations if the county center is not activated.
- b. The pandemic influenza plan (which addresses both Cabell and Wayne Counties) describes the response to a pandemic influenza situation in the area.
- c. See below for a discussion of Strategic National Stockpile operational guidelines.
- d. Finally, the *Cabell-Huntington Health Department Continuity of Operations Plan* describes how the health department will maintain business continuity for not only routine operations but also the emergency functions defined in other plans.

3. Duties of the Cabell Huntington Health Department

a. Public Health Division

i. Environmental Health

- Waste disposal
- Refuse
- Food
- Water control
- Vector control
- Basic bacteriological and viral testing (samples go to the state's lab)

ii. Communicable Diseases

- Epidemic intelligence
- Evaluation, prevention, and detection of biological agents

iii. Laboratory Activities

- Examination of food and water
- Diagnostic tests
- Identification, registration, and disposal of the dead in coordination with the West Virginia State Medical Examiner's Office

b. Strategic National Stockpile

- i. The Cabell Huntington Health Department maintains more detailed planning regarding the Strategic National Stockpile (i.e., the *Cabell-Huntington Health Department Local Strategic National Stockpile Mass Vaccination and Dispensing Plan*).
- ii. Strategic National Stockpile planning includes guidelines for requesting Strategic National Stockpile resources.
- iii. Strategic National Stockpile planning includes storage and rapid dispersal of vaccines, antivirals, and antitoxins.
- iv. Strategic National Stockpile planning also outlines shipment of Strategic National Stockpile medications.

4. Mobilization

- a. When an incident occurs requiring a public health response, the health commissioner and key staff should be notified by telephone, cellular phone, or pager.
  - i. Some notifications may come from such partner agencies as the West Virginia Department of Health and Human Resources or the Centers for Disease Control and Prevention (CDC). The typical flow of public health-related information is from the CDC to the state health officer and to the local health officer.
  - ii. Locally, for assistance in situations where public health would not be the lead agency, notifications would likely come from the Cabell County Office of Emergency Services.
- b. It should also be noted that “push kits” may come to the health department directly from the Centers for Disease Control and Prevention.
- c. If the county emergency operations center is activated, a public health official may be requested to report to the center to serve as liaison for public health concerns. The request for representation in the county emergency operations center does not affect (diminish or supplement) “on-scene” public health responsibilities.

C. Medical Considerations

1. Communications

- a. Emergency medical services are typically dispatched by Cabell County 911.
- b. Communications between emergency medical and hospital resources flow through medical command (i.e., MedCom). MedCom transmits such messages as what hospitals should expect, the hospitals to which emergency medical units should transport patients, etc.
- c. Emergency medical services also have access to local, emergency-based communications via legacy radio systems and the Statewide Interoperable Radio Network. See Emergency Support Function #2: Communications for additional information.

2. Initially, it may be difficult to discern the scope of the emergency medical response at the scene of a large incident. As such, it may be most effective to mobilize as many emergency medical units as possible and then call off those that are not needed.
3. Typically, emergency medical units would do a scene assessment upon arriving at the scene, then request local resource support based on that assessment, then notify medical command.
4. Staging for Emergency Medical Services Units
  - a. Emergency medical units may stage at an incident scene until it is safe for their presence on-scene.
  - b. Staging should occur at the designated staging area or, if a specific staging area has not been identified, as close as is possible and safe to the incident. If not at a pre-designated staging area, emergency medical units should notify the incident commander of the location at which they are staging.
  - c. Situations that may necessitate staging include hazardous material emergencies, shootings, general violence, etc.
5. Triage centers should be established as close to the scene as is possible and safe.
  - a. Normally, emergency medical services units are responsible for establishing these areas.
  - b. Fire service personnel with first responder training may be able to assist.
  - c. On-scene emergency medical services personnel may designate a “triage officer” to direct the evaluation of patients and a “transport officer” to direct the distribution of patients to area hospitals. It should be noted that these are not standing positions, but rather are designate as and if needed.

- d. Triage in Cabell County generally conforms to the START triage system.
  - i. “START triage” means *Simple Triage and Rapid Treatment*.
  - ii. This triage system is based off of the use of a quick assessment and tagging procedure to focus emergency medical attention on the casualties most likely to be saved. The color-coded tagging process conforms to the following.  
[http://en.wikipedia.org/wiki/Simple\\_triage\\_and\\_rapid\\_treatment](http://en.wikipedia.org/wiki/Simple_triage_and_rapid_treatment)
    - **Green:** Minor delayed care, can delay up to three hours
    - **Yellow:** Urgent care, can delay up to one hour
    - **Red:** Immediate care, life-threatening injuries
    - **Black:** Deceased or mortally wounded, no care required
  - iii. Emergency medical and, subsequently, hospital personnel in Cabell County should be prepared to use this system.
6. Emergency medical services units are the primary form of field triage (see above) and transport to acute care facilities.
  - a. Emergency medical services units are normally dispatched by the 911 Center.
  - b. MedCom provides medical command between emergency medical and hospital units, which is essential communications between the two as well as transport and diversion direction.
  - c. Local emergency medical services units have established mutual aid agreements with nearby emergency medical services providers to ensure an adequate coverage of Cabell County.
7. The importance of the hospital, with its ability to provide major care to life threatening injuries, is obvious.
  - a. Local emergency services organizations, in concert with local hospitals, should take all actions necessary to ensure the continued functions of the hospital in an emergency situation.
  - b. The local emergency services network assumes that, during major incidents, hospitals will establish an internal command post/emergency operations center that can coordinate with other local partners.

- c. Local hospitals may be able to help during biological (or disease) incidents by segregating populations with symptoms in different areas of the hospital.
8. Hospital Evacuation
    - a. Local hospitals maintain agreements with facilities in neighboring counties (even those neighboring counties in Ohio and Kentucky) to take patients during situations when hospital evacuations are necessary.
    - b. Transport resources are primarily comprised of emergency medical units and would need supplementing should an evacuation occur.
  9. Mass Casualty Considerations
    - a. Locally, emergency medical services personnel in Cabell County are trained in mass casualty incident response. There is also a regional response vehicle for mass casualty available through mutual aid agreement.
    - b. Alternate Care Considerations
      - i. As a community, there is a basic alternate care capability in place.
        - A center with approximately 50 beds, portable IV units, etc. can be established.
        - The health department or county emergency operations center can be utilized to coordinate staffing, food, and other resources, if necessary.
      - ii. It should be noted, though, that there are currently no designated alternate care center sites. Sites can be selected on a case-by-case basis.
    - c. Mass casualty planning at hospitals typically starts with a program for rapid discharge.
      - i. As soon as they are notified by medical command of mass casualties, hospitals should begin call-in procedures per internal disaster response plans.

- ii. Hospitals may designate a variety of “areas” within the facility itself, including waiting areas (for families picking up discharged patients), low-level triage areas, clinic areas, etc. These are designed to alleviate the rush of patients into emergency rooms.
- iii. A key element of hospitals’ mass casualty programs is to stop all unnecessary or elective procedures.
- iv. In some cases, local behavioral health centers can take mass casualty patients where their primary symptoms are “worried well”.

#### 10. Mortuary Capabilities

- a. Mortuary capabilities at local hospitals are minimal.
  - i. Current estimates indicate that approximately eight bodies could be temporarily held at hospitals.
  - ii. Additionally, the hospitals may maintain their own mutual aid agreements to supplement mortuary capabilities. The hospitals maintain those agreements.
- b. During operations for significant emergency incidents (where mass casualties and/or mass fatalities may be present), the county emergency operations center can serve as a communications and coordinating link with mortuary resources (locally, regionally, and statewide via Eteam).
- c. The Cabell/Wayne Homeland Security Group serves as a coordinating vehicle for mortuary resources during pre-emergency periods. Not only are health and medical resources present, so too are local funeral directors. The group also serves as a way for local resources to know about any agreements hospitals maintain to supplement mortuary capabilities.

#### E. Inter-Departmental and Inter-Governmental Relationships

- 1. If the disaster that occurs can be handled without calling into operation other governmental or nongovernmental health forces, normal administrative and control protocols should prevail.

2. Personnel from adjoining county health departments may be requested if the disaster is of a magnitude that the resources of the local department may be overtaxed.
3. If the disaster that occurs is of a magnitude that indicates that resources of the local department and neighboring departments may be overtaxed, the West Virginia Department of Health and Human Resources may respond in accordance with the *West Virginia Emergency Operations Plan*.
4. If the additional resources of the Department of Health and Human Resources and/or other units are insufficient to cope with the emergency, federal support may be requested.

### **III. ORGANIZATION**

- A. Threat preparedness staff at the Cabell Huntington Health Department is responsible for developing local plans that fit into the framework of state public health disaster plans. These plans are to include the legal authorities delegated to the county as well as the municipalities therein.
- B. Individual emergency medical providers, such as ambulance services and hospitals, are responsible for developing standard operating guidelines that detail methods of providing an adequate response.
- C. Emergency medical units may fill the command role for mass casualty incidents. Public health may fill the role during biological incidents (such as pandemic flu). Finally, the medical director should exercise command over mass fatality incidents.
- D. Relationships to an Activated County Emergency Operations Center
  1. Should the county emergency operations center be activated, representatives from any participating health and medical agencies may be asked to send a representative.
    - a. Since the county office of emergency services and emergency medical services share a director and operate closely together, office of emergency services personnel may be able to fill the role for emergency medical services.
    - b. The role would typically be filled by the threat preparedness coordinator (or his/her backup per the health department's continuity plan) for the health department.

2. Hospital representatives would typically be available virtually and most usually be the hospital incident commander per the facility's Hospital Incident Command System (HICS).
- E. State and Federal Support
1. Emergency Support Function #8 of the *National Response Framework* provides supplemental assistance to local and state governments in identifying and meeting the public health needs of victims during incidents necessitating a federal response.
    - a. Local capabilities are supplemented by the West Virginia Bureau for Public Health (within the West Virginia Department of Health and Human Resources). The state health department makes the decision to request support from the United States Department of Health and Human Resources. Federal resources may coordinate with local representatives while gathering information, but they primarily interact with state representatives. Local officials can obtain status updates through these state representatives.
    - b. The United States Department of Health and Human Resources coordinates with the West Virginia Department of Health and Human Resources to enhance existing surveillance systems to monitor the health of the general population and special, high-risk populations; carry out field studies and investigations; monitor injury and disease patterns and potential disease outbreaks; and provide technical assistance and consultations on disease and injury prevention and precautions.
    - c. United States Department of Health and Human Resources designates a senior official to participate as a Senior Federal Official in the joint field office and/or regional response coordination center.
    - d. In addition to the above listings, federal support for the public health operations may include food safety and security, agriculture safety and security, vector control, potable water/wastewater, solid waste disposal, and protection of animal health. Again, all of these services are coordinated through the West Virginia Department of Health and Human Resources.

2. Emergency Support Function #8 personnel with the United States Department of Health and Human Resources may also assist with medical considerations. For medical considerations, local officials again access these federal resources through the West Virginia Department of Health and Human Resources. The following assistance may be available:
  - a. The state and United States Department of Health and Human Resources may deploy assets from the Strategic National Stockpile.
  - b. The United States Department of Health and Human Resources may request the United States Department of Homeland Security, United States Department of Defense, or the Veterans Administration to provide medical equipment and supplies.
  - c. United States Department of Health and Human Resources may task its components and the Medical Reserve Corps and request the Veterans Administration, Department of Defense, and Department of Homeland Security to provide available personnel to support inpatient services (regardless of location and which may include disaster shelters or support facilities).

#### **IV. RESPONSIBILITIES**

##### **A. ESF Coordinator**

1. Represent the public health and medical function during countywide emergency operations planning sessions.
2. Periodically update this emergency support function.

##### **B. Primary Agencies**

1. Cabell Huntington Health Department
  - a. Response
    - i. Re-establish health and sanitary services (including the use of portable toilets in outlying areas) in affected areas.
    - ii. Establish health and sanitary services in shelter facilities if an evacuation becomes necessary.

- iii. Supervise food and drug supplies, including monitoring potentially contaminated supplies and providing alternate uncontaminated supplies. (The West Virginia Department of Agriculture may assist in locating alternate supplies of food when radiation is present).
  - iv. Supervise potable water supplies. (The West Virginia Bureau for Public Health may assist in monitoring and sampling water supplies. The West Virginia Department of Natural Resources may identify unaffected sources of water. The West Virginia Division of Highways may provide appropriate tanks and trucks to transport these supplies if necessary.)
  - v. Supervise food preparation facilities for disaster shelter and support facilities.
  - vi. Issue health instructions to the public in coordination with the county public information officer.
  - vii. Respond to the threat of communicable diseases regarding epidemic intelligence, evaluation, prevention, inoculation and detection of biological war agents.
  - viii. Coordinate laboratory activities regarding examination of food and water, and diagnostic tests.
  - ix. Coordinates with the County Coroner and the West Virginia State Medical Examiner in identification, registration, and disposal of the dead.
- b. Recovery
- i. Supervise food and drug supplies, including monitoring potentially contaminated supplies and providing alternate uncontaminated supplies. (The West Virginia Department of Agriculture may assist in locating alternate supplies of food when radiation is present).
  - ii. Supervise potable water supplies.
  - iii. Issue health instructions to the public in coordination with the county public information officer.
  - iv. Coordinate laboratory activities regarding examination of food and water, and diagnostic tests.

- v. Coordinates with the County Coroner and the West Virginia State Medical Examiner in identification, registration, and disposal of the dead.
2. Hospitals
- a. Response
    - i. Implement an internal command system for the hospital.
    - ii. Provide intensive and long-term medical care.
    - iii. Stabilize casualties before transport to specialist facilities.
    - iv. Provide doctors and nurses for triage teams.
    - v. Provide shelter for evacuees from other hospitals or nursing homes impacted by the disaster.
  - b. Recovery
    - i. Continue treatment of patients presented to the hospital.
    - ii. Maintain command staff operations for as long as necessary.
    - iii. Assess damage to and within the hospital and report it to the proper authorities.
3. Cabell County Emergency Medical Services
- a. Response
    - i. Assume appropriate role in the incident command system.
    - ii. Prepare triage area.
    - iii. Perform triage on casualties.
    - iv. Transport patients from triage areas to fixed medical facilities.
    - v. Provide medical care in disaster shelter and/or support facilities.
    - vi. Support the fire service in swiftwater and water rescue missions, if requested.
    - vii. Request mutual as and if it is needed.
  - b. Recovery
    - i. Maintain appropriate role in the incident command system.
    - ii. Transport patients from triage areas to fixed medical facilities.

C. Support Agencies

Agency	Functions
Cabell County Office of Emergency Services	<ul style="list-style-type: none"> <li>• Provide resource support via the activated emergency operations center.</li> <li>• Relay resource requests from higher levels of government to the state emergency operations center.</li> </ul>
West Virginia Board of Pharmacy	<ul style="list-style-type: none"> <li>• Gains access to appropriate pharmacies for use as medicine distribution points.</li> <li>• Ensures the safety and security of controlled substances.</li> </ul>
West Virginia Department of Agriculture	<ul style="list-style-type: none"> <li>• Investigates animal and plant disease outbreaks.</li> <li>• Supports responses to animal and plant/crop disease situations.</li> </ul>
West Virginia Department of Health and Human Resources	<ul style="list-style-type: none"> <li>• Provides surveillance assistance to local authorities to monitor the health of the general and special needs populations.</li> <li>• Assists in monitoring disease outbreaks.</li> <li>• Coordinate federal assistance.</li> </ul>
West Virginia National Guard	<ul style="list-style-type: none"> <li>• Provides support actions to protect public health through the provision of staff for response activities, medical services, security and crowd control, and air and ground transportation.</li> <li>• West Virginia National Guard resources should be activated by the Governor.</li> </ul>
United States Department of Health and Human Services	<ul style="list-style-type: none"> <li>• Provides monitoring and technical assistance, as requested by local or state agencies (and coordinated through state authorities).</li> </ul>

## **CABELL COUNTY EMERGENCY OPERATIONS PLAN**

### **EMERGENCY SUPPORT FUNCTION #9 – SEARCH AND RESCUE**

**Related Federal Emergency Support Function:** ESF #9: Urban Search and Rescue

**Related State Annex:** Annex D: Search and Rescue

**ESF Coordinator:** Cabell County Fire Chiefs' Association

**Primary Agencies:** County Fire Departments

#### **Support Agencies**

- Cabell County 911
- Cabell County Emergency Medical Services (CCEMS)
- Cabell County Office of Emergency Services (CCOES)
- Local Law Enforcement
- Civil Air Patrol
- West Virginia Division of Administration
- West Virginia Division of Natural Resources (WVDNR)
- West Virginia Division of Homeland Security and Emergency Management (WVDHSEM)
- West Virginia National Guard (WVNG)
- West Virginia State Police (WVSP)
- Air Force Rescue Coordination Center
- Federal Emergency Management Agency
- National Park Service
- United States Coast Guard

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West Virginia Division of Homeland Security and Emergency Management (WVDHSEM). (2008). *West Virginia Emergency Operations Plan*. Charleston, WV.

## I. INTRODUCTION

- A. **Purpose:** To provide a process capable of locating and rescuing people who are lost or stranded.
- B. **Scope:** This emergency support function applies to any emergency where an individual is found to be missing and a large-scale search for that individual would be necessary.
- C. Policies
  - 1. The fire service serves as the lead for search and rescue operations in Cabell County.
  - 2. Law enforcement and other emergency responders serve in a support capacity.

## II. CONCEPT OF OPERATIONS

- A. General
  - 1. Cabell County residents and visitors may become lost as a result of the following types of situations:
    - a. Disorientation,
    - b. General missing persons situations,
    - c. In lost civilian aircraft,
    - d. In lost, stranded, or capsized boats,
    - e. Industrial or transportation accidents, and
    - f. Natural disasters where search is an integral part of the overall disaster response operation.
  - 2. The most common type of search and rescue operation will be for a missing person who has gotten lost or stranded for a reason other than a part of another, more widespread emergency.

3. Notifications
  - a. Notifications of missing persons would likely be made to the 911 center, which should dispatch the jurisdictional fire service agency as per regular protocols.
  - b. Notifications to external resources should be by the request of the fire service incident commander. The 911 center or county emergency operations center would typically make those notifications.
  
4. General Fire Service Search and Rescue Operations
  - a. In general, Cabell County fire departments have minimal search and rescue capabilities beyond personnel.
  - b. Fire departments can perform “light” search and rescue, exclusive of any type of collapse rescue.
  - c. There is no formal water rescue team within the fire service of the county, though some firefighters have had appropriate training in swiftwater rescue. The Cabell County Emergency Medical Services (CCEMS) has a disaster immediate response team (DIRT) that is a fully trained and equipped swiftwater team that supports the fire service. The Huntington Fire Department has a boat available for water rescue. Huntington’s boat is now outfitted with a 1500 gpm pump.
  - d. The Huntington Fire Department has a confined space rescue capability.
  - e. Generally, trench rescue is an area considered to be a gap in Cabell County. External resources through the 911 or emergency operations centers would be necessary for these situations.
  
5. Resource Considerations
  - a. Local law enforcement agencies support search and rescue efforts through manpower resources, scene perimeter control, etc.
  - b. The overall coordination of rescue operations will rest and remain with the appropriate local government, agencies, or department, except when any of the following conditions arise:
    - i. The local government entity requests that the state perform the coordination function, or
    - ii. The Governor of West Virginia directs that the state take over

coordination of rescue operations involving multi-county area due to the magnitude and severity of the hazard event.

- c. Cabell County relies on the state's urban search and rescue team for support for specialized urban operations.
- d. All search operations involving lost aircraft should be conducted in accordance with the West Virginia Civil Air Patrol's search and rescue plans and Emergency Support Function #9 of the *National Response Framework*.

### **III. ORGANIZATION**

- A. In general, all search and rescue operations are managed by an incident command system. Given the complex nature of large-scale search events as well as the number of agencies involved, the original incident command system may quickly transition to unified command or area command.
- B. State and Federal Support
  - 1. State
    - a. If local mutual aid resources are inadequate, or if appropriate expertise is not available, a request for assistance may be made to the state emergency operations center.
    - b. Requests may include the West Virginia "regional response program", urban search and rescue, or federal urban search and rescue teams. These requests must include specific details on the types of search and rescue missions required.
    - c. When state resources are utilized, assignment is on a mission-by-mission basis to the maximum extent possible.
    - d. State agencies that may be involved include the West Virginia State Police, West Virginia Division of Natural Resources, West Virginia National Guard, West Virginia Department of Administration, and West Virginia Civil Air Patrol.

2. Federal
  - a. According to Emergency Support Function #9 of the *National Response Framework*:
    - i. The Federal Emergency Management Agency will initiate the national urban search and rescue response system for incidents likely to result in collapsed structures;
    - ii. The United States Coast Guard will initiate federal waterborne search and rescue response activities for incidents likely to result in waterborne or maritime distress;
    - iii. The National Park Service will initiate federal search and rescue response activities for incidents likely to result in a distress situation in inland/wilderness areas; and
    - iv. The United States Air Force Rescue Coordination Center will initiate federal search and rescue response activities for incidents that result in aeronautical distress.
  - b. As with all federal resources, requests would normally be made by state agencies through the state emergency operations center. (All requests should be channeled through the state emergency operations center.)

#### **IV. RESPONSIBILITIES**

- A. ESF Coordinator
  1. Distribute information related to search and rescue training opportunities throughout Cabell County.
  2. Periodically updates this emergency support function.
- B. **Primary Agencies:** County Fire Departments
  1. Response
    - a. Respond to search and rescue situations as dispatched.
    - b. Establish the incident command system at the start of the response.
    - c. Organize field search teams via such methods as gridding and ensure personnel accountability.
    - d. Request external resource support, as necessary, to include specialty search and rescue teams.

2. Recovery

- a. Provide public information as to the search and rescue operation.
- b. Attempt to put located individuals in contact with agencies/organizations that can provide relief services.

C. Support Agencies

<b>Agency</b>	<b>Functions</b>
Cabell County 911	<ul style="list-style-type: none"> <li>• Dispatch the fire service on search and rescue and missing person calls.</li> <li>• Relay requests for resources to other local agencies, as per the request of the command structure.</li> </ul>
Cabell County Emergency Medical Services DIRT	<ul style="list-style-type: none"> <li>• Supports search and rescue operations with its swiftwater team.</li> </ul>
Cabell County Office of Emergency Services	<ul style="list-style-type: none"> <li>• Support the procurement of external resources, as requested by the command structure.</li> </ul>
Local Law Enforcement	<ul style="list-style-type: none"> <li>• Provide manpower and other support as requested by the fire service.</li> </ul>
Civil Air Patrol	<ul style="list-style-type: none"> <li>• Assists in searches for lost aircraft.</li> </ul>
West Virginia Division of Administration	<ul style="list-style-type: none"> <li>• Provides air and ground transportation in support of search and rescue operations.</li> </ul>
West Virginia Division of Natural Resources	<ul style="list-style-type: none"> <li>• Provides assistance for ground, air, and water search and rescue operations.</li> </ul>
West Virginia Division of Homeland Security and Emergency Management	<ul style="list-style-type: none"> <li>• Receives local requests for state, volunteer (K9, Civil Air Patrol, horse, cave, and Mountaineer), and federal search and rescue assistance.</li> <li>• Requests search and rescue assistance as required from any state agency.</li> <li>• Verifies inventories of available state volunteer resources and keeps current a summary of said resources.</li> <li>• Provides communication assets, as required.</li> <li>• Provides coordination for all state agencies.</li> </ul>
West Virginia National Guard	<ul style="list-style-type: none"> <li>• Provides search and rescue personnel assistance for ground, water, and air operations.</li> </ul>
West Virginia State Police	<ul style="list-style-type: none"> <li>• Provides assistance for ground and air search and rescue operations (including K9 operations).</li> <li>• Provides mobile command center for communications support.</li> </ul>

Agency	Functions
Air Force Rescue Coordination Center	<ul style="list-style-type: none"><li>• Initiate federal search and rescue response activities for incidents that result in aeronautical distress.</li></ul>
Federal Emergency Management Agency	<ul style="list-style-type: none"><li>• Initiate the national urban search and rescue response system for incidents likely to result in collapsed structures.</li></ul>
National Park Service	<ul style="list-style-type: none"><li>• Initiate federal search and rescue response activities for incidents likely to result in a distress situation in inland/wilderness areas.</li></ul>
United States Coast Guard	<ul style="list-style-type: none"><li>• Initiate federal waterborne search and rescue response activities for incidents likely to result in waterborne or maritime distress</li></ul>

**CABELL COUNTY EMERGENCY OPERATIONS PLAN  
EMERGENCY SUPPORT FUNCTION #10 – HAZARDOUS  
MATERIALS RESPONSE**

**Related Federal Emergency Support Function:** ESF #10: Oil and Hazardous Materials Response

**Related State Annex:** Annex O: Hazardous Materials

**ESF Coordinator:** Cabell-Wayne Local Emergency Planning Committee

**Primary Agencies:** Local Fire Departments (see Section I.B.3 below)

**Support Agencies**

- Cabell County Office of Emergency Services (CCOES)
- Local Emergency Preparedness Partners
- Fixed Facilities and Shippers (of Hazardous Materials)
- West Virginia Department of Environmental Protection (WVDEP)
- West Virginia Division of Homeland Security and Emergency Management (WVDHSEM)
- United States Department of Transportation

**Authorities**

- CFR Title 29, Part 1910.106, .109, .120, .1200.
- CFR Title 29, Part 355 (Appendix A).
- CFR Title 40 (Protection of the Environment).
- CFR Title 44 (Emergency Services).
- Section 311 – Clean Water Act, as amended by the Oil Pollution Act of 1990.
- Section 105 of the CERCLA.
- West Virginia Code, Chapter 15, Article 5.
- West Virginia Code, Chapter 15, Article 5B, Section 3A – Industrial Facility Emergency Event Notification and Access.

- West Virginia Code, Chapter 29, Article 3A, Section 1.
- Superfund Amendments and Reauthorization Act of 1986, Title III, The Emergency Planning and Community Right to Know.

## **References**

- Cabell-Wayne Local Emergency Planning Committee. (2009). *Cabell-Wayne LEPC Commodity Flow Study*. Huntington, WV.
- United States Department of Homeland Security (USDHS). (2013). *National Response Framework*. Washington, D.C.
- United States Department of Transportation (USDOT). (2012). *Emergency Response Guidebook*. Washington, D.C.
- West Virginia Division of Homeland Security and Emergency Management (WVDHSEM). (2008). *West Virginia Emergency Operations Plan*. Charleston, WV.

## **I. INTRODUCTION**

- A. **Purpose:** To guide the emergency response resources in Cabell County and develop a coordinated, effective response to protect the residents and environment of the county should a hazardous materials incident occur.
- B. **Scope:** This document applies to all hazardous material emergencies in Cabell County. Those departments and agencies not under the auspices of the county commission (i.e., public or private sector, volunteer, etc.) should consider the guidance contained within as recommendations for appropriate actions.
- C. **Policy:** Hazmat Levels
1. Hazardous materials incidents are separated into four (4) categories based on the severity of the incident and the appropriate emergency response.
    - a. *Level I incidents* involve hazardous materials that can be contained, extinguished, and/or abated by initial emergency responders with little assistance from other local emergency response organizations. The hazardous materials involved in a Level I incident pose little immediate risk to the environment or public health and cause minimal containment or clean-up problems.
      - i. The senior fire official of the jurisdictional department assumes incident command (West Virginia Code 29-3A-1).

- ii. County commissioners assume overall responsibility (West Virginia Code 15-5-9), which may be delegated to the “Community Emergency Coordinator”.
  - iii. The incident command system is established at the scene.
  - iv. Mutual aid may be utilized (West Virginia Code 15-5-9).
  - v. The county emergency operations center may be activated.
- b. *Level IIA incidents* are situations that are beyond the capabilities of the initial emergency response organization, but they can be controlled with assistance from other local response organizations and possibly minimal assistance from state elements. Materials involved in Level IIA incidents typically present significant clean-up and containment problems and pose a potential long-term threat to life, health, and the environment.
- i. The senior fire official of the jurisdictional department assumes incident command (West Virginia Code 29-3A-1).
  - ii. County commissioners assume overall responsibility (West Virginia Code 15-5-9), which may be delegated to an appropriate community agency.
  - iii. The incident command system is established at the scene.
  - iv. Mutual aid may be utilized (West Virginia Code 15-5-9).
  - v. The county emergency operations center may be activated.
  - vi. Support from the state emergency operations center may be requested.
- c. *Level IIB incidents* are situations that are beyond the control of local emergency response organizations and the resources readily available. During Level IIB incidents, the chief elected official of the affected jurisdiction relinquishes control to the Governor, who appoints a state agency to lead the response and recovery efforts. The materials involved in these incidents present significant clean-up and containment problems and pose a potential long-term threat to the environment and public health.
- i. A state agency representative assumes command at the scene.

- ii. The Governor assumes direct operational control (West Virginia Code 15-5-5).
  - iii. The incident command system is maintained at the scene.
  - iv. The county emergency operations center is activated.
  - v. The State emergency operations center is activated.
  - vi. State agencies are committed, as necessary.
  - vii. Federal assistance may be requested through the state emergency operations center.
  - viii. Non-profit organizations such as the American Red Cross or Salvation Army may be involved.
- d. *Level III incidents* are so large in scope so as to force the Governor to declare a state of emergency and request assistance from federal agencies. The materials involved in Level III incident pose a significant, long-term threat to life, health, and the environment and cause significant clean-up and containment problems.
- i. A state agency representative assumes command at the scene.
  - ii. The Governor assumes direct operational control (West Virginia Code 15-5-5).
  - iii. The incident command system is maintained at the scene.
  - iv. The county emergency operations center is activated.
  - v. The state emergency operations center is activated.
  - vi. State agencies are committed, as necessary.
  - vii. Federal assistance is most likely being provided in accordance with the *National Response Framework* and *National Contingency Plan*.
  - viii. Non-profit organizations such as the American Red Cross or Salvation Army are most likely involved.
2. Level II and III incidents are beyond the response capabilities of the individual response agencies in Cabell County.

## **II. CONCEPT OF OPERATIONS**

### **A. General**

1. The Cabell-Wayne Local Emergency Planning coordinates the development and maintenance of a hazardous materials response plan for Cabell County. The general considerations of this emergency support function are detailed in a more operational fashion in that document. The planning committee also participates heavily in training for hazardous material incidents.
2. Vulnerability information related to hazardous material transport is included in the Cabell-Wayne Local Emergency Planning Committee's latest commodity flow study (dated 2008).
3. This document assumes that safety coordinators working at the fixed facilities in the county and shippers transporting hazardous materials through the county develop and maintain appropriate emergency preparedness plans.

### **B. Notifications**

1. Reporting the Incident

**Local 24-hr. Notification: Dial 9-1-1**

**West Virginia Spill Line: 1-800-642-3074**

**Mine/Industrial Incidents: 1-866-987-2338**

**National Response Center: 1-800-424-8802**

- a. In accordance with the requirements of SARA Title III and West Virginia Code 55-1-4, the owner or operator of a facility where a hazardous chemical is produced, used, or stored shall provide emergency notification of any release. The facility should dial 911 to report the incident. A facility should also contact the State Emergency Response Commission and the National Response Center.
- b. The owner or operator of a vessel transporting a hazardous chemical should provide emergency notification of any release, as required by and in accordance with Section 304 of Title III, 42 Code of Federal Regulations. In most instances, the vehicle operator (if able) should call 911 to report the incident.

- c. It is assumed that citizens witnessing an incident would call 911 to report the incident. Those citizens may not, however, realize that the incident is a hazardous materials event.
  - d. 911 dispatchers should notify the Cabell County Office of Emergency Services Director who should in-turn notify the West Virginia Division of Homeland Security and Emergency Management (including the State Emergency Response Commission) and the National Response Center. Notification to the state division of homeland security should be via Eteam.
  - e. The Cabell-Wayne Local Emergency Planning Committee should ensure that facilities are aware of the planned procedure of calling 911 to report an incident locally.
2. Notification of Response Agencies
- a. Response agencies should be notified about fixed facility and transportation incidents by 911 dispatchers as per 911 protocols. 911 dispatchers should notify neighboring (mutual aid) departments per the request of the on-scene incident commander.
  - b. Mutual aid forces should be deployed by 911 dispatchers as per instructions from the on-scene incident commander.
  - c. The county emergency services director should notify local government officials, as appropriate.
- C. Containment
- 1. Most locally-coordinated hazardous materials responses in Cabell County would be considered containment missions. When significant remediation is necessary, external resources would likely be needed.
  - 2. The Huntington Fire Department has basic containment equipment as does the United States Coast Guard office in Barboursville. Should support for containment be necessary, the Huntington Fire Department should be contacted first for personnel support; the West Virginia Regional Response Team (out of the Huntington Fire Department) should be contacted for equipment support; and the Coast Guard should be contacted as a last resort for general support.

D. Decontamination

1. Fire department personnel should be responsible for the decontamination of victims and response personnel. The decontamination point should be established prior to reaching the staging area (and triage area) so as not to contaminate staging equipment or personnel. Rescue operations during a hazardous materials incident cannot be implemented until decontamination is established.
2. All eight fire departments in Cabell County have technical decontamination capabilities (including equipment and trained personnel).
3. Following an incident, the incident commander is responsible for ensuring that committed resources (personnel *and* equipment) are decontaminated before being released.

E. Response Personnel Safety

1. There are many factors to consider when discussing safety, including planning, training, equipment, health and physical fitness, and public awareness.
2. The incident commander is responsible for delineating the following areas at the scene. Such resources as health department monitoring equipment or state-agency monitoring equipment may be used to determine these areas if it can be procured quickly enough through proper channels (see Emergency Support Function #7: Logistics Management and Resource Support). Other resources, such as the current United States Department of Transportation *Emergency Response Guidebook* may aid in quickly establishing these zones. (Zones should be amended as the incident progresses.)
  - a. **Hot (Exclusion) Zone:** The area immediately surrounding the scene. Only personnel wearing appropriate protective equipment are permitted in this area.
  - b. **Warm Zone:** The area surrounding the *hot zone* which presents no danger to properly outfitted personnel. The decontamination area should be established on the outer edge of the *warm zone* just before passing into the *cold zone* so as to protect those that are decontaminated and prevent contaminating the *cold zone*.

- c. **Cold Zone:** The support area surrounding the warm zone that presents no hazard to personnel. The command post and staging area are established in the cold zone.
  
- 3. Incident command should ensure that personnel approach a scene from upwind as well as establish the command post, decontamination area, and staging area upwind.
- 4. The incident commander or the designated command staff safety officer is responsible for ensuring that personnel responding to an exclusion zone are properly outfitted in protective equipment (including Level A, B, C, or D suits).
- 5. The incident commander or the designated command staff safety officer is also responsible for establishing an accountability procedure as properly outfitted personnel rotate in and out of an exclusion zone. This procedure can be as simple as a hand-written chart with unit numbers that is checked as personnel enter and exit. The individual maintaining accountability should also ensure medical monitoring of the personnel, including allowing a suitable period of rest when exiting the exclusion zone.

F. **Public Protection Measures:** See the Population Protection Support Annex.

### III. ORGANIZATION

- A. All hazardous material emergencies in Cabell County are managed by the incident command system.
- B. State and Federal Support
  - 1. State
    - a. If state assistance is necessary (Level IIB or III incident), the activated local emergency operations center should notify the state emergency operations center. The request for state assistance must come from the local emergency operations center. The incident commander should notify the local operations center if state assistance is necessary.

- b. State resources are deployed from the state emergency operations center by the West Virginia Division of Homeland Security and Emergency Management. Such agencies as the West Virginia State Fire Marshal (Regional Response Team) and West Virginia Department of Environmental Protection may be deployed.
  - c. If requested and deployed, a state agency representative should arrive at the staging area and proceed to the Incident Command Post to coordinate with Incident Command. The command of the incident then transitions to a unified command structure with the state agency representative assuming command. The former local Incident Commander remains on the command staff as (most likely) the operations section chief.
    - i. The state agency representative primarily coordinates with the state emergency operations center. The state emergency operations center should maintain communications with the local emergency operations center. The local operations center should maintain *coordination* responsibilities with the regional resources it originally deployed (however, the unified commander exercises *operational* control of those resources on-scene).
    - ii. The state-agency unified commander determines if federal resources are necessary and requests their activation through the state emergency operations center. The unified command notifies the local emergency operations center of this action simply as a means of maintaining accurate incident status.
2. Federal
- a. Federal assistance may be available through Emergency Support Function #10 of the National Response Framework.
    - i. Emergency Support Function #10 operates on the basis of the *National Oil and Hazardous Substances Pollution Contingency Plan*.
    - ii. Unified Command may be asked to provide periodic Situation Reports to federal agencies if they are involved.

- iii. Federal agencies will most likely arrive on-scene after state resources. As such, command would be accomplished via unified command with a state agency representative in charge and federal resources would coordinate primarily with that state agency representative as do local agencies that are still on-scene.
  
- b. Under the *National Contingency Plan* and subsequently Emergency Support Function #10, the National Response Team is the primary vehicle for coordinating federal agency activities during hazardous materials incidents.

#### **IV. RESPONSIBILITIES**

##### **A. ESF Coordinator**

- 1. Serve as the county's emergency planning body, particularly for hazardous material incidents, per Superfund Amendment and Reauthorization Act legislation.
- 2. Maintain copies of Tier II reports filed by local fixed facilities.
- 3. Periodically schedule emergency exercises to help prepare for hazardous material emergencies.
- 4. Periodically update this document.

##### **B. Primary Agencies: Local Fire Departments**

- 1. Response
  - a. According to state law, establish the incident command system.
  - b. Develop an incident action plan.
  - c. Control fires, if necessary, at an incident site.
  - d. Rescue victims, if necessary and per training levels.
  - e. Determine communications needs and capabilities at an incident site.
  - f. Establish communications with the emergency operations center, if necessary.
  - g. Request mutual aid as necessary.
  - h. Request resource assistance from the emergency operations center if necessary.

- i. Provide incident situation reports to the emergency operations center or arriving state agencies, as requested.

2. Recovery

- a. Assess damage and remediate, to the extent possible (and within training), the site.
- b. Request the assistance of specialty contractors, if necessary, for remediation.
- c. Maintain accurate records and reports on all response actions taken, resources expended, etc.

C. Support Agencies

<b>Agency</b>	<b>Functions</b>
Cabell County Office of Emergency Services	<ul style="list-style-type: none"> <li>• Maintain the emergency operations center in a state of readiness (including selecting and training staff).</li> <li>• Notify the National Response Center that an oil or hazardous materials incident has occurred in Marshall County.</li> <li>• Manage external resources and public information from the emergency operations center.</li> <li>• Notify the West Virginia Division of Homeland Security and Emergency Management of the need for state resources.</li> </ul>
Local Emergency Preparedness Partners	<ul style="list-style-type: none"> <li>• Assist in the notification of public protective actions, if requested and appropriate personal protective equipment is available.</li> <li>• Assume an appropriate role within the incident command system.</li> </ul>

Agency	Functions
Fixed Facilities and Shippers	<ul style="list-style-type: none"> <li>• Participate in Superfund Amendment and Reauthorization Act Title III reporting.</li> <li>• Notify appropriate emergency officials of an incident as soon as possible.</li> <li>• Provide liaison to the incident command post or emergency operations center during an incident.               <ul style="list-style-type: none"> <li>○ This liaison may be the Facility Emergency Coordinator.</li> <li>○ Provide technical information on the material(s) involved, proper protective actions, etc.</li> </ul> </li> <li>• Provide technical assistance to responders during an incident.</li> <li>• Develop and maintain an on-site contingency plan which specifies notification and emergency response capabilities and procedures.</li> <li>• Provide planning support to the local emergency planning committee.</li> <li>• Train drivers on proper emergency procedures should they be involved in an incident.</li> </ul>
West Virginia Department of Environmental Protection	<ul style="list-style-type: none"> <li>• Supports large-scale hazmat operations.</li> <li>• Provides access to clean-up resources.</li> </ul>
West Virginia Division of Homeland Security and Emergency Management	<ul style="list-style-type: none"> <li>• Receives requests for state assistance and coordinates those requests with appropriate state agencies (e.g., Department of Environmental Protection, Division of Natural Resources, and State Fire Marshal).</li> <li>• Activates, staffs, and maintains the state emergency operations center.</li> <li>• Supports state agencies in response to an incident.</li> <li>• Requests and initially coordinates federal assistance.</li> <li>• State Emergency Response Commission               <ul style="list-style-type: none"> <li>○ Reviews local response plans.</li> <li>○ Maintains information on covered facilities statewide.</li> <li>○ Coordinates with county local emergency planning committees on Superfund Amendment and Reauthorization Act Title III policies.</li> <li>○ Funds, to the extent possible, county local emergency planning committee planning efforts.</li> </ul> </li> </ul>
United States Environmental Protection Agency	<ul style="list-style-type: none"> <li>• Serves as the coordinating agency for Emergency Support Function #10.</li> <li>• Coordinates, integrates, and overall manages the federal response effort (to chemical incidents).</li> <li>• Provides federal on-scene commanders within its jurisdiction.</li> <li>• Coordinates, as necessary, with other state and local agencies involved in a response.</li> </ul>

## **CABELL COUNTY EMERGENCY OPERATIONS PLAN**

### **EMERGENCY SUPPORT FUNCTION #11 – FOOD SAFETY AND ANIMALS IN DISASTER**

#### **Related Federal Emergency Support Functions:**

- ESF #5: Emergency Management
- ESF #6: Mass Care, Emer. Asst., Housing & Human Services
- ESF #8: Public Health & Medical Services
- ESF #11: Agriculture & Natural Resources
- ESF #15: External Affairs
- Mass Evacuation Incident Annex

#### **Related State Annexes:**

- Annex W: Highly Contagious Animal & Poultry Diseases
- Annex X: Animal Services

**ESF Coordinator:** Cabell-Huntington Health Department

#### **Primary Agencies:**

- Cabell County Dog Warden
- Facing Hunger Food Bank
- Cabell County Office of Emergency Services (CCOES)

#### **Support Agencies**

- Little Victories Shelter
- Cabell County Sheriff
- Local Veterinary/Stockyard
- West Virginia Department of Agriculture
- West Virginia Division of Homeland Security and Emergency Management (WVDHSEM)
- United States Department of Agriculture (USDA)
- United States Department of Health and Human Services (USHHS)

- United States Department of Homeland Security (USDHS)

### Authorities

- Homeland Security Presidential Directive-5: Management of Domestic Incidents
- Pets Evacuation and Transportation Standards Act of 2006
- Americans with Disabilities Act of 1990

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## I. INTRODUCTION

A. **Purpose:** To describe the local capability in Cabell County to ensure food access and safety as well as the care for small and large animals during emergency conditions.

B. Scope

1. This emergency support function describes basic steps that can be taken to assure access to food supplies locally as well as ensure food safety.

2. This support function also describes the basic capabilities that are available locally to address situations involving animals during large-scale emergencies.
  - a. This document primarily focuses on “small animals”, which are commonly pets.
  - b. It further describes basic large animal capabilities and indicates the appropriate agencies with which relationships should be developed to address their needs.

### C. Policies

1. The Americans with Disabilities Act defines “service animals” as any guide dog, signal dog, or other animal individually trained to provide assistance to an individual with a disability, including (but not limited to) guiding individuals with impaired vision, alerting individuals with impaired hearing to intruders or sounds, providing minimal protection or rescue work, pulling a wheelchair, or fetching dropped items. Under American with Disabilities Act regulations, service animals have access to the same facilities as the humans they serve. (<http://www.ada.gov/>)
2. Some distinction needs to be made between “pets” and “large animals”. A household pet is a domesticated animal (such as dog, cat, bird, rabbit, rodent, or turtle) that is traditionally kept in the home for pleasure rather than commercial purposes, can travel in commercial carriers, and be housed in temporary facilities. Household pets do not include reptiles (except turtles), amphibians, insects/arachnids, farm animals, and animals kept for racing purposes. “Large animals” are generally considered to be livestock (e.g., cattle, pigs, and sheep) and horses.

## II. CONCEPT OF OPERATIONS

### A. General

1. Potential Number of Pets
  - a. **Number of People:** 96,317 (<http://quickfacts.census.gov/>)
  - b. **Number of Households:** 40,564 (<http://quickfacts.census.gov/>)
  - c. **Percentage of Households with Pets:** 57.4% (<http://www.avma.org/reference/marketstats/ownership.asp>)

- d. **Potential Number of Pets:** 23,284
- 
- 2. According to the 2012 Census of Agriculture, the following agricultural estimates are available for Cabell County.
    - a. **Cattle and Calves:** 2,621
    - b. **Colonies of Bees:** 147
    - c. **Horses and Ponies:** 413
    - d. **Goats (all):** 213
- 
- 3. Risks Associated with Lost or Abandoned Animals
    - a. Public safety is a concern when animals are left unattended.
      - i. Animals can carry rapidly spreading diseases.
      - ii. More aggressive animals can be a physical danger to emergency responders.
    - b. Public health can become a concern when there are a large number of animal carcasses present.
      - i. Decaying carcasses can spread diseases by contaminating water supplies.
      - ii. Large numbers of carcasses can be expensive and/or difficult to dispose of properly.
      - iii. An increased number of scavenger animals may also be attracted to the area posing the threat of attack and spreading disease.
    - c. Production animals or livestock lost during an emergency can put financial strain on farms and the local economy.
- 
- B. Operational Considerations for Animals in Disaster
    - 1. Cabell County is served by a single dog warden. The dog warden is primarily responsible for enforcing local ordinances related to stray animals, etc. During most incidents with widespread animal concerns, the dog warden could be a resource, but would likely not be relied upon to coordinate the entire animals in disaster portion of the operation.

2. Animal Sheltering
    - a. Animal sheltering is perhaps the most difficult consideration when planning for animals in disaster. Adequate pet sheltering space is not available in Cabell County without augmentation.
    - b. Existing Resources
      - i. The Cabell County Office of Emergency Services maintains a memorandum of understanding with the Little Victories Shelter, a no-kill animal shelter, for emergency pet sheltering.
      - ii. The office of emergency services also maintains a memorandum of understanding with Logan County for the use of its pet sheltering trailer and supplies. These resources can be used to establish expedient, temporary pet shelters near human shelters.
      - iii. Generally, Cabell County resources rely on the West Virginia University Extension service and local farmers for situations with large animals.
        - Such individuals/agencies have access to trailers and other resources that can be utilized to rescue, transport, and shelter large animals.
        - Some of these resources are located in neighboring counties. If necessary, Cabell County resources access them through their counterparts in that county.
  3. Animal Medical Care
    - a. Generally, veterinarians are relied upon to provide medical care for animals.
    - b. Cabell County accesses veterinary resources through its memorandum of understanding with the Little Victories Shelter.
- C. Operational Considerations for Food Distribution
1. The Cabell County Office of Emergency Services maintains a memorandum of understanding with the Facing Hunger Food Bank for food supplies during emergencies.
  2. The food bank also provides water and ice as well as refrigerated trucks to ensure proper food storage, as necessary.

3. Food distribution is most usually done at shelter facilities or comfort stations (see Emergency Support Function #6).
4. Resources from the state serve as a secondary means of obtaining food, water, and ice supplies (see Emergency Support Function #7).

D. Coordination with On-Scene Responders

1. In many instances, on-scene emergency responders may be the ones that come into contact with abandoned animals or animal owners who are requesting care for them.
  - a. The incident commander should ultimately coordinate with the county emergency operations center (or request its activation) if field forces encounter a significant number of animals in the affected area, if sheltering (including pet sheltering) is necessary, etc.
  - b. Field emergency responders may conduct pet rescues. Such rescues are generally for small, household pets. Logistical considerations related to transporting those pets to the shelter would be necessary.
2. As with emergency animal issues, local residents may make responders aware of needed food supplies. Under such a circumstance, field responders (i.e., the incident command structure) should notify the 911 center or county emergency operations center so that accommodations can be made, if possible.

E. Public Information

1. Pre-disaster public outreach efforts should include the importance of personal preparedness. As a part of preparedness, residents should be encouraged to maintain 72-hour supplies of food and water for their families. Storage options, the types of food that can/will store, etc. may also be included in the outreach materials.
2. Pre-disaster public information should also include: the importance of labeling homes to indicate pet occupancy, items to take with pets if an evacuation is necessary, general support for regular vaccinations and the maintenance of medical records for pets, and general pet safety information. During emergency situations, owners need to know where to take their animals, what

to bring with them, and how animal care facilities are organized. Owners should also be notified of pet visitation and access protocols (if any).

### **III. ORGANIZATION**

- A. Food, water, and ice distribution is typically managed through a “comfort station” type of structure. As such, the office of emergency services (or activated emergency operations center) would likely coordinate the establishment of a comfort station with volunteers (see Emergency Support Function #6), then arrange for the delivery of food, refrigerated trucks, etc. from the food bank to that location.
- B. Generally, the overall coordination of animal issues would be done at the 911 center and/or emergency operations center. This is not to say, however, that the county dog warden, animal shelter representatives, veterinarians, and/or other volunteers would not interact with the on-scene command structures in place.
- C. If on-scene (e.g., rescue, corralling, etc. situations), animal care volunteers should report to the staging area and await assignments from the incident commander. Upon issuance of an assignment, animal care resources should assume an appropriate role within the incident command system general staff.
- D. Staff at animal care shelters should designate someone to be in charge at that shelter. Overall coordination of shelter operations should be done at the emergency operations center. If the animal care shelter is located near a Red Cross people shelter, coordination may need to occur between the two. (For example, pet owners in the people shelter can report to the animal care shelter to assist in the care of their pets.)
- E. State and Federal Support
  - 1. State
    - a. State authorities may be available should a large number of animals be at risk during a large-scale emergency. Such assistance includes the identification of emergency veterinary teams.
    - b. Additional state assistance may be available for the identification of animal diseases and may assist in determining if euthanasia is appropriate. Such assistance is usually provided by the West Virginia Department of Agriculture.

2. Federal
  - a. The United States Department of Health and Human Services may assist in providing emergency veterinary care for sheltered and/or rescued animals, epidemiological monitoring and reporting of emergency-related animal health issues, and management of human bite/injury cases.
  - b. Under Emergency Support Function #11, the United States Department of Agriculture can provide assistance regarding any highly contagious animal/zoonotic disease.
    - i. Efforts are coordinated by the United States Department of Agriculture's Animal and Plant Health Inspection Service.
    - ii. Animal/veterinary issues are supported in coordination with Emergency Support Function #8 (Public Health and Medical Services).
    - iii. All animal depopulation activities are conducted as humanely as possible while stopping pathogen spread and limiting the number of animals that must be euthanized.
  - c. The United States Department of Agriculture can also, under Emergency Support Function #11, provide support for the safety and well-being of household pets during an emergency response or evacuation situation.
    - i. Support is provided in accordance with Emergency Support Function #6 (Mass Care, Emergency Assistance, Housing, and Human Services), Emergency Support Function #8 (Public Health and Medical Services), and Emergency Support Function #14 (Long-Term Community Recovery).
    - ii. The United States Department of Agriculture supports state and local efforts to the extent necessary.
  - d. The United States Department of Homeland Security can provide a myriad of services during emergencies affecting animals.
    - i. Through Emergency Support Function #15 (External Affairs), the department of homeland security can work with state/local authorities to ensure that animal evacuation and response instructions and status updates are communicated appropriately and in a timely manner.

- ii. Through Emergency Support Function #6, the department of homeland security may coordinate animal owner identification, tracking, reunification, and social support. Emergency Support Function #6, as it does with human evacuations, may also coordinate pet evacuation, care, and sheltering (with appropriate state and local government and non-government agencies).
- iii. Through Emergency Support Function #5, the department of homeland security may serve as a coordinator of federal assets through the joint field office.

#### **IV. RESPONSIBILITIES**

##### **A. ESF Coordinator**

- 1. Continue coordination with area food supply resources.
- 2. Periodically maintain this emergency support function.

##### **B. Primary Agencies**

- 1. Cabell County Dog Warden
  - a. Response
    - i. Continue to enforce animal and pet ordinances.
    - ii. Assist, as available, with animal transport.
  - b. **Recovery:** Assist, as available and necessary, with animal transport.
- 2. Facing Hunger Food Bank
  - a. Response
    - i. Provides food, water, and ice supplies to shelters and/or comfort stations, as necessary and available.
    - ii. Provides refrigerated trucks to emergency services for not only food storage, but also potential storage of medications, etc.
    - iii. Accepts food donations.

- b. Recovery
  - i. Continues to provide food, water, and ice to mass care facilities.
  - ii. Continues to accept food donations.
  - iii. Replenishes supplies.
  
- 3. Cabell County Office of Emergency Services
  - a. Response
    - i. Coordinate with the Cabell County Dog Warden to issue public information regarding animal issues.
    - ii. Ensure coordination between the shelters and animal care facilities as well as the food bank.
    - iii. Update status of animal care and food distribution operations as a part of the overall incident via Eteam.
    - iv. Relay resource requests to the state emergency operations center.
    - v. Periodically relay appropriate situation reports to higher levels of government.
  
  - b. Recovery
    - i. Relay resource requests to the state emergency operations center.
    - ii. Periodically relay appropriate situation reports to higher levels of government.

C. Support Agencies

<b>Agency</b>	<b>Functions</b>
Little Victories Shelter	<ul style="list-style-type: none"> <li>• Provides shelter for animals during disasters.</li> <li>• Serves as a point of contact for local and regional veterinarians to ensure medical care for animals.</li> </ul>
Cabell County Sheriff	<ul style="list-style-type: none"> <li>• Provide security for animal care facilities, especially if they are established near human shelters.</li> <li>• Provide security for the transport of food supplies, if necessary.</li> <li>• Provide traffic control during movement to shelters and support facilities (including animal care facilities).</li> </ul>
Local Veterinary/ Stockyard	<ul style="list-style-type: none"> <li>• Assists with carcass disposal.</li> <li>• Assists with animal medical care.</li> <li>• Assists with animal sheltering.</li> </ul>

<b>Agency</b>	<b>Functions</b>
West Virginia Department of Agriculture	<ul style="list-style-type: none"> <li>• Coordinates with agencies at the local level to help maintain emergency operations.</li> <li>• Provides state assistance regarding the identification of animal disease.</li> <li>• Provides state assistance regarding the euthanasia of animals based on disease findings.</li> <li>• Assists the county during clean-up, if appropriate.</li> </ul>
West Virginia Division of Homeland Security and Emergency Management	<ul style="list-style-type: none"> <li>• Receives supplemental resource requests at the state emergency operations center.</li> <li>• Relays resource requests to the applicable state agency.</li> <li>• Coordinates the elements of the state-level response from the SEOC.</li> </ul>
United States Department of Agriculture	<ul style="list-style-type: none"> <li>• Deploys animal and plant health inspection services resources, if necessary.</li> <li>• Assists, as necessary and contingent upon availability, during operations dealing with an outbreak of a contagious animal or zoonotic disease.</li> <li>• Supports animal/veterinary issues during natural disasters.</li> <li>• Coordinates with other federal assets as well as state and local assets responding to the incident, as necessary.</li> </ul>
United States Department of Health and Human Resources	<ul style="list-style-type: none"> <li>• Assists in the provision of emergency veterinary care for sheltered and rescued animals.</li> <li>• Assists in the performance of epidemiological monitoring and reporting of emergency-related animal health issues.</li> <li>• Manages human bite/injury cases, as appropriate and in coordination with appropriate state and local authorities.</li> </ul>
United States Department of Homeland Security	<ul style="list-style-type: none"> <li>• Coordinates, with state and local authorities, pet owner identification, tracking, reunification, and social support.</li> <li>• Coordinates pet issues, including pet evacuation, care, and sheltering with the appropriate state and local government and non-governmental agencies.</li> <li>• Coordinates with state and local authorities to ensure that animal evacuation and response instructions and status updates are communicated appropriately and in a timely fashion.</li> <li>• Coordinates the federal response from the joint field office in accordance with Emergency Support Function #5.</li> <li>• Integrates, to the extent necessary and practical, state and local representatives in joint field office operations.</li> <li>• Coordinates the efforts of federal assets responding under Emergency Support Functions 6, 8, 9, and 14.</li> </ul>

## CABELL COUNTY EMERGENCY OPERATIONS PLAN EMERGENCY SUPPORT FUNCTION #12 – ENERGY

**Related Federal Emergency Support Function:** ESF #12: Energy

**Related State Annex:** Annex V: Energy Resources

**ESF Coordinator:** Cabell County Office of Emergency Services (CCOES)

**Primary Agencies:** Cabell County Office of Emergency Services

### Support Agencies

- Appalachian Power
- Cabell-Huntington Health Department
- Huntington Fire Department
- Public Service Commission of West Virginia (PSC)
- West Virginia Development Office (WVDO)
- West Virginia Division of Homeland Security and Emergency Management (WVDHSEM)
- United States Department of Energy (USDOE)

### References

United States Department of Homeland Security. (November, 2010). *Comprehensive Preparedness Guide 101: Guide to Developing and Maintaining Emergency Operations Plans*. Washington, D.C.

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West Virginia Division of Homeland Security and Emergency Management (WVDHSEM). (2008). *West Virginia Emergency Operations Plan*. Charleston, WV.

## I. INTRODUCTION

- A. **Purpose:** To describe the emergency electricity needs of Cabell County during emergencies.
- B. **Scope:** This emergency support function applies to all emergencies in Cabell County during which electricity service is significantly interrupted.
- C. Policies
  - 1. Electricity companies maintain the sole responsibility for their systems.
  - 2. Critical assets throughout Cabell County remain responsible for any generator or other auxiliary power resources they own, including maintenance, fueling, etc.
  - 3. Any auxiliary power needs in the form of resource requests should be channeled through the process described in Emergency Support Function #7: Logistics Management and Resource Support.

## II. CONCEPT OF OPERATIONS

- A. General
  - 1. The primary electricity provider in Cabell County is Appalachian Power (a unit of American Electric Power).
  - 2. It is generally assumed that interruptions in electricity service are common occurrences.
    - a. Should an interruption, though, last for 12 hours or longer (contingent on such weather conditions as heat/cold), problems begin to arise. These problems include loss of personal food supplies, air conditioning during extreme heat, oxygen and other home medical services, etc.
    - b. Obviously, there are certain facilities in Cabell County that would need near constant electricity (and for which the above 12-hour estimate does not apply). See Section II.B below.
  - 3. Cabell County does not maintain any mapping or other documentation as to the location of electricity circuits, routes, etc. Instead, the county office of emergency services has formed a relationship with AEP to ensure that information is shared quickly with the county.
  - 4. The website <https://www.appalachianpower.com/outages/> can be used to monitor power outages in Cabell County.

B. Prime Power Survey Results

1. The following assets are considered critical and should have every attempt made to restore energy as quickly as possible during emergencies.
  - a. Hospitals
  - b. Nursing homes
  - c. Water treatment facilities
  - d. Sewer treatment facilities
  
2. Local Auxiliary Power Capabilities
  - a. Two Portable Generators
    - i. **Owner:** Cabell County Office of Emergency Services
    - ii. **General Capability:** 100 kW
    - iii. **Resources Needed:** Transport, proper wiring into destination facility
  
  - b. Two Portable Generators
    - i. **Owner:** Huntington Fire Department
    - ii. **General Capability:** 100 kW
    - iii. **Resources Needed:** Transport, proper wiring into destination facility
  
  - c. One (Each) Portable Generator
    - i. **Owner:** One (each) Cabell-Huntington Health Department, Cabell County Emergency Medical Services
    - ii. **General Capability:** 100 kW (CHHD), 250 kW (CCEMS)
    - iii. **Resources Needed:** Transport, proper wiring into destination facility
  
  - d. Local emergency management personnel are currently coordinating with critical facilities throughout the county to upgrade the wiring of their facilities so that these portable generators can be more easily wired into their systems (i.e., create a “plug and go” capability).
  
3. The Cabell County Office of Emergency Services periodically updates and maintains a “prime power survey”, which contains a multitude of information about specific high-priority facilities; due to the type of information contained

in that document, it is maintained separately from this plan and is considered protected critical infrastructure information.

### III. ORGANIZATION

- A. In general, maintenance and repair of the electric grid in the county is the responsibility of Appalachian Power. Local emergency services agencies may report outages, relay any information on critical facilities or special needs populations that are without power (if known), etc. *Local organizations are not responsible for any element of the actual electricity grid system.*
- B. State and Federal Support
  1. State
    - a. According to Annex V of the *West Virginia Emergency Operations Plan*, state assets are generally available to assist counties and others with their emergency efforts to provide fuel, power, and other necessary resources. Priorities for allocation of these assets are to provide sufficient fuel supplies to state agencies, emergency response organizations, life support operations (e.g., hospitals, nursing homes, etc.), and areas along evacuation routes.
    - b. The West Virginia Division of Homeland Security and Emergency Management communicates with utility representatives to determine the emergency response and recovery needs.
    - c. In the event of a shortage of automotive transportation fuels or fuels needed for other industrial purposes, the state division of homeland security and emergency management coordinates through the Energy Efficiency Program of the West Virginia Development Office to the industry trade groups and associations to obtain essential fuel supplies.
    - d. The state Public Service Commission is responsible for ensuring that electric and natural gas concerns are addressed.
  2. Federal
    - a. Federal representatives may assist with:
      - i. Advising local authorities on priorities for energy restoration, assistance, and supply;

- ii. Assist local authorities with requests for emergency response actions as required to meet the nation's energy demands; and
  - iii. Provide guidance on the conservation and efficient use of energy to local governments and to the public.
- 
- b. When activated, federal Emergency Support Function #12 representatives deploy as members of incident management teams (and may deploy as members of the rapid needs assessment team).
  - c. For local governments (e.g., Cabell County), Emergency Support Function #12 representatives would most likely be accessed via the state emergency operations center.
  - d. Emergency Support Function #12 coordinates information and requests for assistance with the following private sector entities: the electricity and the oil and natural gas sector coordinating councils, the Electric Reliability Organization, and various associates that represent portions of the energy sector.

#### **IV. RESPONSIBILITIES**

##### **A. ESF Coordinator**

- 1. Continue coordination with Appalachian Power and critical facilities to ensure sustained electricity throughout the county during emergency incidents.
- 2. Periodically update this emergency support function.

##### **B. Primary Agency: Cabell County Office of Emergency Services**

- 1. Response
  - a. Provide access to the office's two generators, as needed and available.
  - b. Coordinate with the power company during outages to determine areas that are affected as well as anticipated restoration times.
  - c. Communicate with the public (see Emergency Support Function #15) regarding outages, location(s) of shelters and/or other mass care facilities, etc.
  - d. Coordinate the operation of comfort stations and/or shelters (see Emergency Support Function #6).

2. Recovery

- a. Continue to coordinate with the power company regarding restoration.
- b. Deactivate shelters and/or comfort stations, as necessary.

C. Support Agencies

<b>Agency</b>	<b>Functions</b>
Appalachian Power	<ul style="list-style-type: none"> <li>• Reports outages as and if necessary.</li> <li>• Repairs the local electricity system.</li> <li>• Coordinates with local authorities to restore services to critical facilities, if necessary.</li> </ul>
Cabell-Huntington Health Department	<ul style="list-style-type: none"> <li>• Provides access to the department's generator, as needed and available.</li> </ul>
Huntington Fire Department	<ul style="list-style-type: none"> <li>• Provides access to the department's generator, as needed and available.</li> </ul>
Public Service Commission of West Virginia	<ul style="list-style-type: none"> <li>• Prioritizes needs for electric and natural gas utility restoration by coordinating and directing the flow of resources with local support agencies.</li> </ul>
West Virginia Development Office	<ul style="list-style-type: none"> <li>• Serves as a state liaison with the United States Department of Energy.</li> </ul>
West Virginia Division of Homeland Security and Emergency Management	<ul style="list-style-type: none"> <li>• Activates the state emergency operations center, if conditions and requirements exceed local resources and state resources are needed.</li> <li>• Assigns state response/damage assessment teams to the disaster area(s) to determine extent of damage, industries involved, and the resources needed for energy restoration.</li> <li>• Coordinates and communicates specific energy needs and requirements with county emergency services offices.</li> </ul>
United States Department of Energy	<ul style="list-style-type: none"> <li>• Provides advice on the priorities for energy restoration, assistance and supply.</li> <li>• Requests emergency response actions required to meet the nation's energy demands.</li> <li>• Provides guidance on energy efficiency and conservation.</li> </ul>

## CABELL COUNTY EMERGENCY OPERATIONS PLAN

### EMERGENCY SUPPORT FUNCTION #13 – PUBLIC SAFETY AND SECURITY

**Related Federal Emergency Support Function:** ESF #13: Public Safety and Security

**Related State Annex:** Annex H: Law Enforcement

**ESF Coordinator:** Cabell County Sheriff's Department

#### Primary Agencies

- Cabell County Sheriff's Department
- Marshall University Police Department

#### Support Agencies

- Barboursville Police Department
- Huntington Police Department
- Milton Police Department
- CSX Special Agents
- West Virginia State Police (WVSP)
- Federal Bureau of Investigation (FBI)
- US Department of Homeland Security (USDHS)
- US Department of Justice (USDOJ)

#### References

United States Department of Homeland Security (USDHS). (2013). *National Response Framework*. Washington, D.C.

West Virginia Division of Homeland Security and Emergency Management (WVDHSEM). (2008). *West Virginia Emergency Operations Plan*. Charleston, WV.

## **I. INTRODUCTION**

A. **Purpose:** To define the roles, assigns responsibilities, and interaction between the law enforcement agencies in Cabell County during emergency or disaster situations.

### **B. Scope**

1. This emergency support function seeks only to describe the relationships between law enforcement agencies from various jurisdictional levels as well as basic law enforcement emergency responsibilities. The primary goal of this function is to outline a process by which law enforcement agencies from various “levels” can work together toward the resolution of large-scale emergency incidents.
2. It does not supplant agency-specific standard operating guidelines nor does it seek to “tell” law enforcement agencies how they are to accomplish their mission.
3. The following are the jurisdictional law enforcement agencies in Cabell County.
  - a. Cabell County Sheriff’s Department
  - b. Barboursville Police Department
  - c. Huntington Police Department
  - d. Milton Police Department
  - e. West Virginia State Police

### **C. Policies**

1. Local law enforcement providers are required to file reports on criminal activities.
2. Other reporting requirements include records kept regarding citations, traffic accident reports, insurance reports, etc.
3. The Cabell County Sheriff is a participant in the statewide Sheriffs’ mutual aid agreement. Local law enforcement agencies in Cabell County have agreements to assist one another (see below).

## II. CONCEPT OF OPERATIONS

- A. This emergency support function is based on the following principle: *incident assessment is critical (one has to assess what he/she has before determining where to go).*
- B. General
1. Law enforcement during an emergency will likely consist of the following.
    - a. Maintaining law and order
      - i. Patrol
      - ii. Investigations
      - iii. Locate and neutralize suspect(s)
      - iv. Affect and arrest
    - b. Protecting life and property (i.e., assist the injured)
    - c. Use of tactical resources (e.g., Special Weapons and Tactics [SWAT] teams)
    - d. Providing perimeter security
    - e. Maintaining traffic control
    - f. Assisting in evacuation
  2. Jurisdictional Considerations
    - a. When discussing public safety and law enforcement operations, most are familiar with geographic jurisdictional issues.
    - b. Another important consideration regarding jurisdiction is more functional in nature. A number of incidents could occur that may at first appear to be non-law situations. Generally, though, emergency responders should be aware of the potential for crime scenes. If a scene appears to be criminal-related, the appropriate law enforcement agency should obviously be integrated into the command structure and appropriate steps taken to preserve evidence.
  3. Law enforcement is also responsible for providing security to the 911 center, emergency operations center, and other critical facilities.

4. On-scene law enforcement personnel should assume an appropriate role within the incident command system.
  - a. Care should be taken to ensure that ranking officers are assuming command roles and that transition to higher ranking officers occur when those higher ranking officers arrive.
  - b. Command should transfer when a more qualified individual or department arrives on-scene.
  - c. Further, it should also be noted that a transition in command may be requested but not implemented for a variety of incident-contingent reasons.

**B. Notifications**

1. The Cabell County 911 Center serves as the primary dispatching point for law enforcement resources in Cabell County. It issues notifications and “links” law enforcement agencies for basic interoperability.
2. Notifications to the primary law enforcement agencies for an incident include:
  - a. Initial notifications of situations would likely go out to patrol officers, who would be responsible for responding and notifying their supervisors;
  - b. Based on reports from patrol officers, supervisors should begin to notify/activate special resources, other supervisors, etc.; and
  - c. Supervisors should then begin a process of incident assessment and sending personnel as requested.
3. Per requests from on-scene law enforcement personnel, the 911 center may also notify resources to go on stand-by or for such needed services as traffic control, evacuation assistance, crowd control, perimeter security, etc. Further, specialty teams (e.g., SWAT) may be organized as groups in the WARN system.
4. Notification policies for planned incidents or special events should be spelled out in event planning and may originate at the supervisor (or higher) level rather than a true “bottom-up” structure as is used during quick-onset emergencies.

C. Communications

1. Primary communications resources for law enforcement agencies include relays through the 911 center, cellular telephones, and text messaging.
  - a. There are some interoperability issues present, as not all law enforcement agency frequencies are programmed into all law enforcement agency radios.
  - b. Assuming that the 911 center is operational, though, these issues can be overcome.
  
2. Law enforcement agencies should also have access to the UTAC and VTAC channels that can be used to supplement/organize incident communications. See Emergency Support Function #2: Communications for additional information.

D. Public Safety and Security Resources

1. Generally, the various law enforcement providers in the county are aware of the basic capabilities of the other departments; however, departments are not always aware of specific equipment inventories, etc.
2. Specific Resource Capabilities (beyond traditional public safety capabilities)
  - a. All law enforcement agencies can maintain contact with local school buses to stay aware of any developing situations on them.
  - b. The Cabell County Sheriff's Office has a mobile communications bus that can serve as an on-scene communications link.
  - c. The Huntington Police Department has personnel trained in public information dissemination as well as a number of media contacts.
  - d. The Sheriff's office and Huntington Police have basic emergency medical capabilities (e.g., basic first aid), crowd control capabilities, and traffic control capabilities.
  - e. The Huntington Police Department may station an officer at a hospital within the city to assist in accountability as well as to keep track of victims, suspects, etc.

3. Mutual aid is in effect for law enforcement agencies in Cabell County. The Huntington and Milton police departments maintain written agreements with the Sheriff's office.
    - a. Local law enforcement agencies maintain agreements with other law enforcement providers in neighboring areas, though these are more to ensure accurate contact information, etc. should support be necessary.
    - b. Local agencies also maintain contact with a number of partner agencies, such as the United States Attorney's Office and the Federal Bureau of Investigation to ensure cohesion of operations should all be involved.
    - c. The Sheriff's office and Milton Police Department maintain an agreement that allows for Sheriff's office support for responding to calls in Milton.
    - d. West Virginia State Police resources should be accessed via regular mutual assistance protocols (i.e., the same procedures as during non-emergency times). It is significant to note that state police may not be available as those resources may be deployed to other parts of the state.
- E. Relationship to an Activated Emergency Operations Center
1. Law enforcement agencies may send a representative to the county emergency operations center should it be activated to support response operations.
    - a. The operations center would be a support entity, primarily assisting in resource procurement (i.e., assisting incident command logistics operations) as opposed to a location where tactical decisions would be made.
    - b. Ideal Personnel Designated to the Emergency Operations Center
      - i. Sheriff's Office
        - Patrol Bureau Commander
        - Detective Bureau Commander (primary backup)
        - Executive Assistant (secondary backup)
      - ii. Huntington
        - Investigative Bureau Commander
        - Patrol Bureau Commander (primary backup)

- iii. **Milton:** Representative based on who would be available at time of incident
- 
- 2. Should the emergency situation require all available law enforcement personnel, a representative from the local departments would likely not be available to report to the center. In such a situation, personnel in the emergency operations center should stay abreast of law enforcement needs by monitoring radio communications and coordinating with the 911 center.

### **III. ORGANIZATION**

- A. The law enforcement function during emergencies follows the same geographical jurisdictional structure as during regular operations.
- B. Incident Command System
  - 1. Local law enforcement agencies are trained in the incident command system and can establish or integrate into the structure during significant emergency responses.
  - 2. If an incident is thought to be a crime, law enforcement would then likely serve in the “incident commander” role.
  - 3. Since a number of other situations could be contributing to an emergency that is also a crime scene, law enforcement in Cabell County would prefer to transition to a unified command structure during these instances to ensure that the skills of other agencies in the county are best utilized and the situation resolved as quickly and effectively as possible.
- C. State and Federal Support
  - 1. State
    - a. The West Virginia State Police provides police services when requested by local authorities when an emergency situation is beyond local capability or upon request of the Director of the West Virginia Division of Homeland Security and Emergency Management.
    - b. Depending on the requests for services and its operational capabilities, state law enforcement assistance may consist of the following:
      - i. On-scene needs assessment,
      - ii. Administrative support and/or full mobilization, and

- iii. Deployment of personnel and equipment.
  - iv. Such support may include law enforcement in security of the disaster area, traffic control activities, anti-looting activities, and other related operations (as appropriate).
- c. More details are contained in Annex H of the *West Virginia Emergency Operations Plan*.
2. Federal
- a. Emergency Support Function #13 of the *National Response Framework* provides a mechanism for coordinating and providing federal support to state and local authorities to include non-investigative/non-criminal law enforcement, public safety, and security capabilities and resources during potential or actual incidents for which a federal response is necessary. The following assistance can be provided by Emergency Support Function #13 personnel, if activated.
    - i. **Pre-Incident Coordination:** Support to the development of operational and tactical public safety and security and/or vulnerability assessments, and appropriate deployment of federal public safety and security resources
    - ii. **Technical Assistance:** Expertise and coordination for security planning efforts
    - iii. **Public Safety and Security Assessment:** Identification of the need for further Emergency Support Function #13 support
    - iv. **Badging and Credentialing:** Assisting in the establishment of personnel tracking processes and access control systems
    - v. **Access Control:** Security forces to support local and state forces
    - vi. **Site Security:** Perimeter security to support local and state forces
    - vii. **Traffic and Crowd Control:** Resource support to local and state forces
    - viii. **Force Protection:** Protection support of emergency responders in high-threat environments

- b. Emergency Support Function #13 personnel are requested by state authorities. Local requests for federal assistance are channeled through these state authorities.
- c. When Emergency Support Function #13 is activated, federal representatives deploy to the regional response coordination center and coordinate mission assignments with the joint field office. As these temporary offices are established, federal personnel may notify state personnel of their location and access, who may notify local personnel of the same.

#### **IV. RESPONSIBILITIES**

##### **A. ESF Coordinator**

- 1. Maintain this emergency support function document.
- 2. Maintain and review standard operating guidelines and other job aids for the Sheriff's department.
- 3. Coordinate and prepare mutual aid agreements between local, county, state, and federal law enforcement agencies.
- 4. Coordinate and prepare agreements with military and private security forces detailing the extent of aid expected and the control of those forces during emergency operations.
- 5. Coordinate and prepare agreements with volunteer organizations and private citizens with special skills, particularly for search and rescue activities.
- 6. Arrange for the protection, relocation, and housing of prisoners during emergency situations.

##### **B. Primary Agencies**

- 1. Cabell County Sheriff's Department
  - a. Response
    - i. Oversee and coordinate law enforcement activities at the county level.
    - ii. Maintain law and order.
    - iii. Provide for traffic control.
    - iv. Provide security for facilities.
    - v. Disseminate warnings by mobile police radio.
    - vi. Support other emergency response and recovery activities.

- vii. Train law enforcement personnel, including National Incident Management System and incident command system requirements.
- viii. Monitor the national warning system for information and warning.
- ix. Authenticate all information to be channeled to the emergency operations center, particularly to the county public information officer.

b. Recovery

- i. Oversee and coordinate law enforcement activities at the county level.
- ii. Maintain law and order.
- iii. Support other emergency response and recovery activities.
- iv. Monitor the national warning system for information and warning.

2. Marshall University Police Department

a. Response

- i. Oversee and coordinate law enforcement activities on Marshall's campus.
- ii. Maintain law and order on campus.
- iii. Maintain law and order during athletic events on campus.

b. Recovery

- i. Oversee and coordinate law enforcement activities on campus.
- ii. Support other emergency response and recovery activities as appropriate.

C. Support Agencies

<b>Agency</b>	<b>Functions</b>
Barboursville, Huntington, and Milton Police Departments	<ul style="list-style-type: none"> <li>• Maintain law and order.</li> <li>• Provide mobile units for warning.</li> <li>• Secure critical and key facilities.</li> <li>• Provide traffic control and crowd control.</li> <li>• Support other response activities.</li> </ul>
CSX Special Agents	<ul style="list-style-type: none"> <li>• Coordinates investigative elements when CSX trains are involved in an accident.</li> <li>• Participates in the maintenance of law and order when a train accident has occurred.</li> </ul>

Agency	Functions
West Virginia State Police	<ul style="list-style-type: none"> <li>• Supports local law enforcement efforts, if requested.</li> <li>• Provides security services such as roving patrol, point security, and access control.</li> <li>• Provides traffic management and accident investigation.</li> <li>• Provides routine criminal investigation.</li> <li>• Assists (unless in areas under state jurisdiction) evidence collection and preservation.</li> <li>• Provides hostage negotiation services.</li> </ul>
Federal Bureau of Investigation	<ul style="list-style-type: none"> <li>• Coordinates investigation activities if the incident is believed to be a terrorist incident.</li> </ul>
United States Department of Homeland Security	<ul style="list-style-type: none"> <li>• Coordinates federal operations under Emergency Support Function #5 with Emergency Support Function #13 and other federal response efforts.</li> <li>• Serves as a coordinating agency for the implementation of Emergency Support Function #13.</li> </ul>
United States Department of Justice	<ul style="list-style-type: none"> <li>• Coordinates Emergency Support Function #13 operations and the federal level.</li> </ul>

## **CABELL COUNTY EMERGENCY OPERATIONS PLAN EMERGENCY SUPPORT FUNCTION #14 – LONG-TERM COMMUNITY RECOVERY**

**Related Federal Emergency Support Functions:**

- ESF #14: Long-Term Community Recovery and Mitigation
- ESF #6: Mass Care, Emergency Assistance, Housing, and Human Services

**Related State Annex:** Annex AA: Damage Assessment

**ESF Coordinator:** Cabell County Office of Emergency Services

**Primary Agency:** Cabell County Office of Emergency Services

**Support Agencies**

- Local Law Enforcement
- Local Fire Departments
- Cabell County Emergency Medical Services (CCEMS)
- Cabell County Assessor
- West Virginia University Extension Service
- West Virginia Voluntary Organizations Active in Disaster (VOAD)
- West Virginia Division of Homeland Security and Emergency Management (WVDHSEM)
- American Red Cross (ARC)
- United States Department of Homeland Security (USDHS)

**References**

- United States Department of Homeland Security (USDHS). (2013). *National Response Framework*. Washington, D.C.
- West Virginia Division of Homeland Security and Emergency Management (WVDHSEM). (2008). *West Virginia Emergency Operations Plan*. Charleston, WV.

## I. INTRODUCTION

- A. **Purpose:** To describe those guidelines to be followed in the assessment of damages resulting from natural, technological, or man-made hazards, or other major incidents. The information obtained during the survey is essential in assessing the extent of damage within the county and is required when requesting state and federal assistance.
- B. **Scope:** A damage assessment should be conducted for all emergencies that affect Cabell County. While this emergency support function focuses on those incidents for which disaster assistance may be needed, the guidance contained within it could complement the completion of assessments to any level.
- C. **Policies:** Damage assessment covers two (2) broad categories of information: public damage and private damage.
  - 1. Public Damage
    - a. Estimates of damage to government-owned facilities, such as public buildings, sewage and water treatment plants, and other publicly-owned utilities, roads, bridges, parks, public schools, etc.
    - b. Estimates of cost to government's emergency response (i.e., cost of debris removal, police and fire overtime, protective measures taken, etc.)
    - c. The impact of the disaster on the public sector
    - d. Lost Tax Base
      - i. The affected government's annual and maintenance budget
      - ii. Lack of resources available from public sector to meet the needs of the private sector
      - iii. Economic conditions of the community
      - iv. Substantial loss of public-owned utilities to private sector (water, sewer, power), which could create hardship on even those residents who sustained minimal or no damage
  - 2. Private Damage
    - a. Estimates of people displaced and in need of housing; also, number of potential persons in disaster shelters or support facilities
    - b. Number of persons injured
    - c. Number of confirmed fatalities

- d. Degree and dollar estimates of damage to private property, including single family homes, multi-family homes, mobile homes, and business operations
  - i. **Destroyed:** Permanently uninhabitable
  - ii. **Major Damage:** The structural damage is such that the resident/business cannot repair the structure in 30 days or less; uninhabitable without major repairs
  - iii. **Minor Damage:** The structural damage can be repaired within a 30-day time period
  - iv. **Affected:** The structural damage does not prevent habitation; repairs needed are minimal and can be accomplished in a relatively short period of time
  
- e. The degree of structural loss, as defined above for damage assessment purposes, is based on actual structural damage and not on financial capability of the victim to make the repairs
  
- f. The impact of the private sector stricken, including (a) unemployment estimated due to businesses shut down because of the disaster, (b) number of stricken on fixed income, (c) lack of insurance, (e) needs of the elderly, (e) minority problems, and (f) general update on unmet needs in the community as a result of the incident

## **II. CONCEPT OF OPERATIONS**

### **A. General**

- 1. Responsibility for damage assessment ultimately lies with local government entities.
- 2. Damage assessment personnel should be trained in order to provide fast and accurate information to the county emergency operations center so that effective response and recovery efforts may be utilized.

### **B. Initial Assessment**

- 1. Subsequent to rescue and damage-limiting operations, a damage assessment survey should be made to develop specific information on the severity and magnitude of the disaster.

2. Local government officials should conduct the initial damage assessment using all available resources (e.g., fire, police, Cabell County Office of Emergency Services, etc.) as soon as possible following an emergency.
  3. Early identification of problems affecting the population can enable the emergency operations center to make prompt and efficient decisions concerning resources available and needed.
  4. Items to Consider for the Initial Assessment
    - a. Estimate of homes affected
    - b. Estimate of businesses affected
    - c. Road closures
    - d. Infrastructure (e.g., power line, water main, etc.) damage
    - e. Various verbal reports from first responders
  5. This initial report (or windshield report) should be submitted to the West Virginia Division of Homeland Security and Emergency Management within 12 hours of the incident.
- C. In an effort to compile more detailed damage assessment information, Cabell County officials may be asked to support state and federal damage assessment activities later in the response and/or during the early recovery.
- D. Reports and Records
1. Survey Team Reports
    - a. Each damage assessment team should collect data using a revised survey form.
    - b. Formats for the surveys should be developed at the time of an emergency.
    - c. All survey team reports should be forwarded to the county emergency operations center.
  2. A map should be prepared that illustrates damage and graphically displays where the worst and minimal damage is located.
  3. Supporting Documentation
    - a. Damage assessment record keeping is a vital activity when used as a means of substantiating and justifying assistance requests.

- b. Standard administrative guidelines such as those listed below support the activity.
  - i. Accomplishment and retention of activity logs
  - ii. Accomplishment and retention of assessment forms and reports
  - iii. Status boards
  - iv. Retention of assistance requests and declarations
  - v. Detailed accounting of emergency fiscal expenditures
  
- E. Release of Information
  - 1. Private appraisers, insurance adjusters, reporters, and others may obtain damage assessment information from the Cabell County Office of Emergency Services (or the county emergency operations center, if activated).
  - 2. The county public information officer may set up a joint information center and arrange to have periodic press briefings, during which damage assessment information could be discussed. See Emergency Support Function #15: Emergency Public Information.
  
- F. During emergency situations, county emergency operations center staff *coordinates* damage assessment activities. All damage information should be forwarded to the operations center.
  
- G. Repairs to public facilities may begin as soon as possible. Priority should be given to those facilities that are critical to emergency response activities. County and municipal resources as well as the private sector will likely be relied upon for most of the work, with resource support from state, federal, and non-government organizations, as it is available.

### **III. ORGANIZATION**

- A. The “damage assessment staff” may be comprised of regular public employees or officials who assume damage assessment responsibilities whenever an emergency of major proportion strikes the community. Mobilization occurs upon notification by the Cabell County Office of Emergency Services Director or the planning section of the emergency operations center.
  
- B. Assessment of damage is the responsibility of the affected government. Reports of property damage in total numbers and degree of damage (destroyed, major,

- and minor) are required. Total dollar losses in current replacement or repair costs and the uninsured portion of the dollar loss are also needed. The dollar amounts should be estimates for the total replacement cost of each type of property.
- C. Local government makes assessment for public and private property within its jurisdiction.
1. Assessment of damages to public buildings (municipal or county) can be the responsibility of maintenance staffs or retained engineering consultants.
  2. Damage assessment of county roads, bridges, and culverts may be accomplished by the county detachment of the West Virginia Division of Highways and assessment of municipal streets may be accomplished by street commissioners, maintenance staff, or retained engineers.
  3. Assessment of damages to public utilities should be accomplished by public works departments. Privately-owned utilities, such as public service districts, should also be assessed by public works officials with heavy assistance from the utility's own personnel.
- D. State departments and agencies assess damage to properties under their cognizance.
1. The American Red Cross may conduct an independent damage assessment survey to analyze the situation and determine human necessities. The result of the Red Cross Survey can be useful as a cross-check.
  2. Insurance company adjusters/appraisers may be another source of damage information.
- E. State and Federal Support
1. Both state and federal assistance to county residents may be coordinated by the Cabell County Office of Emergency Services Director, or a designee, who is responsible for contacting state and federal programs during the recovery period on an as-needed basis.
  2. State
    - a. According to the *West Virginia Emergency Operations Plan*, all state agencies should assign a damage assessment coordinate and assess damages to their facilities.
    - b. State agencies compile damage assessment information for submission

to the Governor.

- c. State and local representatives may be accompanied by federal personnel to verify damage assessments.
- d. The state emergency operations plan contains reports, forms, and instructions that state agencies may use to report damage assessment information. Those forms are reproduced as part of this support function to be used for local assessments (in an attempt to make local/state coordination more efficient).

### 3. Federal

- a. Emergency Support Function #6 of the *National Response Framework* includes provisions for federal housing aid programs for those impacted and/or displaced by an incident requiring a federal response.
- b. Emergency Support Function #14 of the *National Response Framework* provides a framework for federal government support to local governments, non-governmental organizations, and the private sector to enable community recovery from long-term consequences of large-scale incidents.
  - i. Although federal damage assessment recovery resources may be requested during or nearing the end of a response through appropriate state representatives (excluding human services, housing, and other *aid* programs), Emergency Support Function #14 personnel are most likely mobilized based on information gathered from other federal support function personnel in response to a major incident.
    - The Emergency Support Function #14 Coordinator (United States Department of Homeland Security/ Federal Emergency Management Agency) and other primary agencies meet to determine the need to activate Emergency Support Function #14 elements when the nature of the incident is likely to require federal long-term recovery assistance.
    - It is likely that the Emergency Support Function #14 Coordinator will contact local (as well as state) officials to assist in the determination of recovery needs.

- Emergency Support Function #14 personnel organize within the operations section of the federal joint field office. They may coordinate with appropriate damage assessment staff in the county and state emergency operations centers.
- ii. A variety of federal assistance may be available under Emergency Support Function #14.
- Assessment of the social and economic consequences in the impacted area
  - Advise on long-term recovery implications and assist in coordinating the transition from response to recovery operations
  - Work with local and state governments to conduct a comprehensive market disruption and loss analysis and develop a market-based recovery plan
  - Identify appropriate federal programs to support the recovery plan
  - Assist in identifying gaps in available recovery resources
- c. Specific federal responsibilities are outlined in Emergency Support Function #14 and do not affect local (or state) damage assessment or recovery operations. If local assistance is needed, the appropriate Emergency Support Function #14 personnel contact local officials through the emergency operations center.

#### **IV. RESPONSIBILITIES**

##### **A. ESF Coordinator**

1. Establish a point of contact with officials of affected jurisdictions (e.g., commission president, mayors) and determine the approximate area affected.
2. Coordinate with the West Virginia Division of Homeland Security and Emergency Management on the development of damage assessment guidelines.
3. Maintain and update this emergency support function on an annual basis.

**B. Primary Agency:** Cabell County Office of Emergency Services

1. Response

- a. Establish a point of contact with officials of affected jurisdictions (e.g., commission president, mayors) and determine the approximate area affected.
- b. Alert and activate damage assessment teams. Include information on the following:
  - i. Guidelines, checklists, and forms;
  - ii. Points of contact in affected areas;
  - iii. Specifics of the emergency;
  - iv. Schedule for reporting information; and
  - v. Guidelines for verifying damage assessment information.
- c. Provide updated disaster information to emergency operations center staff. Information should also be posted in the emergency operations center to provide readily available data to all emergency operations center staff.
- d. Collect and consolidate missing persons information and submit it to the appropriate authority.
- e. Coordinate with the county public information officer to keep the public informed of hazardous conditions (i.e., unsafe roads, bridges, buildings, etc.).
- f. Provide for the posting of unsafe roads, buildings, bridges, etc.
- g. Coordinate priority debris removal and emergency work with appropriate personnel.
- h. Assist in the collection of damage assessment data and preparation of reports to be forwarded to the West Virginia Division of Homeland Security and Emergency Management.

2. Recovery

- a. Provide updated disaster information to the emergency operations center planning section. Information should also be posted in the emergency operations center to provide readily available data to all operations center staff.

- b. Collect and consolidate missing persons information and submit it to the appropriate authority.
- c. Coordinate with the county public information officer to keep the public informed of hazardous conditions (i.e., unsafe roads, bridges, buildings, etc.).
- d. Provide for the posting of unsafe roads, buildings, bridges, etc.
- e. Coordinate priority debris removal and emergency work with appropriate personnel.
- f. Assist in the collection of damage assessment data and preparation of reports to be forwarded to the West Virginia Division of Homeland Security and Emergency Management.
- g. Serve as a conduit to state and federal assistance, to include the establishment of local offices for state and federal officials (to obtain damage information).

C. Support Agencies

<b>Agency</b>	<b>Functions</b>
Local Law Enforcement, Fire Service Providers, and Emergency Medical Services	<ul style="list-style-type: none"> <li>• Collect and report the following information to the emergency operations center:                             <ul style="list-style-type: none"> <li>○ Number of fatalities (by name and address, if possible, to avoid duplications);</li> <li>○ Number of injured (by name and address, if possible, to avoid duplications); and</li> <li>○ Any other pertinent information to compiling an accurate damage assessment.</li> </ul> </li> <li>• Assist damage assessment teams to verify public and private damages, if personnel are available.</li> </ul>
Cabell County Assessor	<ul style="list-style-type: none"> <li>• If requested by the emergency operations center, research and report the value of affected properties.</li> </ul>
West Virginia VOAD	<ul style="list-style-type: none"> <li>• Serves as an umbrella organizations for a variety of voluntary agencies throughout the state.</li> </ul>

<b>Agency</b>	<b>Functions</b>
West Virginia Division of Homeland Security and Emergency Management	<ul style="list-style-type: none"> <li>• Receives damage assessment information from the county emergency operations center.</li> <li>• Directs state damage assessments.</li> <li>• Assigns teams to assess damage to private, non-profit facilities, as required.</li> <li>• Briefs, coordinates, and supervises federal/state inspection teams in the preparation of damage survey reports.</li> <li>• Compiles final damage assessments for the Governor's use.</li> <li>• Coordinates requests for state/federal assistance from the local level during recovery.</li> </ul>
American Red Cross	<ul style="list-style-type: none"> <li>• Provides internal Red Cross damage assessment information to the emergency operations center.</li> </ul>
United States Department of Homeland Security	<ul style="list-style-type: none"> <li>• Activates Emergency Support Function #14, if necessary.</li> <li>• Coordinates requests for federal assistance (from states) during recovery.</li> </ul>

## CABELL COUNTY EMERGENCY OPERATIONS PLAN

### EMERGENCY SUPPORT FUNCTION #15 – EMERGENCY PUBLIC INFORMATION

#### Related Federal Emergency Support Functions:

- ESF #5: Emergency Management
- ESF #15: External Affairs
- Public Affairs Support Annex

**Related State Annex:** Annex M: Public Information

**ESF Coordinator:** Cabell County Office of Emergency Services

**Primary Agency:** Cabell County Office of Emergency Services

#### Support Agencies

- Local Media Providers
- Huntington Police Department
- West Virginia Division of Homeland Security and Emergency Management (WVDHSEM)
- National Weather Service
- United States Department of Homeland Security (USDHS)

#### References

United States Department of Homeland Security (USDHS). (2013). *National Response Framework*. Washington, D.C.

West Virginia Division of Homeland Security and Emergency Management (WVDHSEM). (2008). *West Virginia Emergency Operations Plan*. Charleston, WV.

#### I. INTRODUCTION

A. **Purpose:** To describe the county's public information system and local capabilities to be employed in the event of an emergency. This emergency

- support function also describes the guidelines for activating the county’s “joint information center”.
- B. **Scope:** This emergency support function applies to all emergency incidents for which a coordinated “joint information system” would be necessary to adequately and efficiently provide information to the general public in Cabell County. This function may also be activated should Cabell County need to release information for a planned event or agree to a supporting role for public information management during a region-wide incident, even if the county is not severely impacted by the emergency.
- C. Policies
1. All press releases should be reviewed and approved by the incident commander. If an incident commander requests public information support from the county’s office of emergency services or emergency operations center, he/she should indicate that approval from that point on is either implied or remains necessary. All press releases should be reviewed and approved *before* they are released.
  2. All agencies involved in an emergency response – especially those emergencies that cover a broad area (i.e., more than a single incident scene) – will likely have designated spokespersons.
    - a. Those spokespersons should be responsible for crafting messages or portions of messages *for their agency*.
    - b. The task of the incident commander and/or public information officer would then be to ensure consistency between the messages and, possibly, compile information from multiple agencies into a single release.
    - c. The purpose of this policy is to ensure that the experts available locally are commenting on the appropriate portions of emergency public information messages.
  3. Copies of all press releases should be maintained by the appropriate public information officer.
  4. Public information representatives from state, federal, and private sector organizations may be asked to coordinate information for release to the public (as part of the overall joint information system). Such information includes (but is not limited to) health risks related to the hazard; type and

availability of assistance; and geographic, geological, meteorological, and demographic information related to population protection.

## **II. CONCEPT OF OPERATIONS**

### **A. General**

1. The intent is to provide consistent, accurate, and timely information to the public. All emergency services personnel should work together to release concise, beneficial information and eliminate contradictory public information releases.
2. The Cabell-Wayne Homeland Security Group serves as a means of educating and reaching out to partner agencies throughout both Cabell and Wayne Counties. The group meets monthly and serves as an example of a public-private partnership that discusses homeland security *and* emergency preparedness issues locally. This group can serve as a source of information to representatives of various participating agencies, who can in turn take the information back to the other personnel within their agency.
3. Most generally, local authorities rely more on television outlets than radio outlets for emergency public outreach. Such an action is reasonable and based on a number of factors. Television feeds stream video to the internet; broadcast video live and, sometimes, on-scene; etc. History has shown that residents throughout Cabell County appear to be more inclined to initially (and better) understand messages disseminated via television.
4. Dissemination of Public Information During Emergencies
  - a. The following organizations regularly release public information and may do so during emergencies.
    - i. Cabell County Office of Emergency Services
    - ii. Cabell County Schools
    - iii. Cabell County Sheriff's Office
    - iv. Cabell Huntington Health Department
    - v. Huntington Police Department
    - vi. Marshall University

- vii. Cabell-Wayne Local Emergency Planning Committee
  - The committee’s dissemination is regular, but not according to any set schedule.
  - The committee provides significant amounts of preparedness information during flu season and facilitates preparedness workshops in concert with other civic organizations.
  
- b. Cabell County most usually employs a “joint information system” to disseminate information, wherein spokespersons from various partner organizations maintain contact to ensure a consistent message is released.
  
- c. Public Information Resources
  - i. The Cabell County Office of Emergency Services can establish a public hotline within the emergency operations center to assist in the dissemination of public information.
  - ii. The local health department can coordinate with Poison Control to establish a phone bank for public inquiries. Through such an arrangement, Poison Control can set up the system and take the calls, but local public health would provide the message. In most cases, the magnitude of the incident would need to be great in order to successfully use this resource.
  - iii. Multiple partners throughout Cabell County have access to social media resources.
    - The primary social media outlets utilized in Cabell County include Facebook and Twitter.
      - Heads Up Huntington links to the CCOES Facebook page.
      - To maximize the reach of emergency public information being disseminated via social media, partners throughout Cabell County frequently tag other partners with social media accounts. These partners include the following.

▪ American Red Cross	▪ Culloden VFD
▪ Barboursville Police Dept.	▪ Huntington Police Dept.
▪ Barboursville VFD	▪ Milton Police Dept.
▪ Cabell County 911	▪ Milton VFD

- Cabell County Board of Education
  - Cabell County EMS
  - Cabell County Sheriff
  - Cabell-Huntington Health Dept.
  - Ohio River Road VFD
  - Tri-State Transit Authority
  - WV Division of Highways
  - WV State Police
- During large-scale incidents, the CCOES and/or county public information officer should assign a social media position so that regular monitoring/posting can occur.
- The National Fire Protection Association (NFPA) has developed a basic social media policy for its employs that bears relevance to social media's usage in the emergency services as a whole. Key concepts include:
    - Respect proprietary information;
    - Ask a superior should any questions about what content is appropriate arise;
    - Respect copyright material and trademarks;
    - Avoid commercial content (i.e., content that advertises for a manufacturer or vendor);
    - Be honest;
    - The author of the message should identify him/herself;
    - Stay on topic;
    - Keep it fresh;
    - Link to related content (if appropriate); and
    - Moderate comments.
  - It should be stressed that this policy is evolving and is only a policy for NFPA employees.
- d. The public information officer for Cabell County should serve as a coordinator for public information. This individual typically does not serve as a *spokesperson* for the various organizations active in Cabell County.

Rather – and, as such, in support of the overall *joint information system* – the information officer would likely create an ad hoc network between these spokespersons, monitoring the various messages for consistency, rumor control, etc. **It should be stressed, though, that agency spokespersons bear the responsibility of communicating their agency’s message.**

5. Potential Problems
    - a. There are times, during quick onset emergencies, when the normal venues for disseminating public information cannot react quickly enough. For this reason, it is important that, prior to the occurrence of an incident, the public be made aware of potential hazards and the protective measures they can take.
    - b. Local television stations normally used to disseminate public information may not have access to backup power and may thus be out of operation during emergency incidents. For this reason, it is important to identify multiple venues for public information and establish redundancy when information is released.
    - c. Rumors may be started and spread regarding the emergency incident. The public information system should be flexible enough to identify rumors and quickly (and definitively) issue corrective messages.
  6. Periodic media briefings may be scheduled. The briefings should, if possible, be held from a single, easily-accessible location. Uncontrolled media access to the scene should be strongly discouraged.
  7. Coordination between the local level and the state should be between the county emergency operations center and the state emergency operations center. Cabell County officials in the county operations center may also be put into contact with officials from other counties through the state center.
- B. Joint Information Center Considerations
1. Currently, there is not a separate facility identified as a “joint information center” for Cabell County.

2. Emergency public information is typically coordinated via a joint information system, as outlined above, or, if a central facility is necessary, by the emergency operations center.
3. If the media demands of an incident become great enough, the county Office of Emergency Services Director, in coordination with the county commission and public information officer, may decide to open a separate joint information center. The location of the center should be determined based on the circumstances of the incident and announced upon its activation.

C. Public Information for Functional Needs Populations

1. **Visually Impaired:** Emergency Alert System messages and news releases via radio, National Oceanic and Atmospheric Association weather radio, and door-to-door notification
2. **Hearing Impaired:** Emergency Alert System messages and news releases via television, print media, and door-to-door notification
3. **Group Populations (e.g., nursing homes, school facilities, etc.):** Emergency Alert System messages and news releases via radio, television, and print media; National Oceanic and Atmospheric Association weather radio, and through liaison with the head of that agency/facility.

### III. ORGANIZATION

- A. Whenever it is deemed necessary by the county commissioners (with input from the county Office of Emergency Services Director), the county public information officer should be activated.
  1. The public information officer should be available to advise local officials and participating personnel on communications with the media and public.
  2. The public information officer may coordinate with on-scene personnel, local government representatives, and other experts to ensure that messages are accurate and that agencies participating in a joint information system are included.
  3. The public information officer has no authority over state and federal resources as well as public information representatives supplied by participating agencies. The information officer simply serves as a coordinator and liaison to those individuals. The information officer releases information

as accurately as possible with the data that is available. Any agency involved in the response has the right to choose not to participate in the joint information system.

- B. The on-scene incident commander may request activation of the county public information officer by contacting the office of emergency services director, who should coordinate the request with the county commissioners.
- C. If the incident commander activates the command staff public information officer position or disseminates any public information from the scene (when the emergency operations center is not activated), he/she should coordinate with the Cabell County Office of Emergency Services Director. The director should coordinate with pertinent other local officials to ensure appropriate monitoring of public information.
- D. State and Federal Support
  - 1. As incidents expand and, naturally, public information needs increase, state and federal resources should be integrated into the overall joint information system.
  - 2. State
    - a. State assets respond under the appropriate sections of the *West Virginia Emergency Operations Plan*.
    - b. Normally, state agencies release public information regarding either a state response or with regard to state assets that have been affected by the incident.
    - c. As in other support functions throughout the plan, state assistance with public information is requested through the local emergency operations center.
  - 3. Federal
    - a. Emergency Support Function #15 of the *National Response Framework* ensures that sufficient federal assets are deployed during incidents requiring a coordinated federal response to provide accurate, coordinated, timely, and accessible information to affected audiences, including governments, media, the private sector, and the local populace.

- b. External affairs resources are coordinated from the National Response Coordination Center.
- c. Local assets generally reach federal assets through state authorities. In most cases, federal assets may issue public information regarding federal response activities or other federal involvement in the incident. Local assets should continue to release information regarding the local situation.

#### **IV. RESPONSIBILITIES**

##### **A. ESF Coordinator**

- 1. Assist in the development and maintenance of pre-disaster emergency public information and education programs.
- 2. Develop and maintain working relationships with local and regional media.
- 3. Assure the periodic updating of this emergency support function.

##### **B. Primary Agency: Cabell County Office of Emergency Services**

- 1. Response
  - a. Continually develop and disseminate public information.
  - b. Assist in the development and maintenance of pre-disaster emergency public information and education programs.
  - c. Develop and maintain working relationships with local and regional media.
  - d. Provide information releases to the media.
  - e. During an incident, review all media reports for accuracy.
  - f. Maintain a record of emergency-related events (including a media release log).
  - g. Supervise *public information responsibilities* within the emergency operations center and/or joint information center.
  - h. Monitor for rumors and issue corrective messages should rumors be discovered.
  - i. Designate personnel to handle public inquiries and supply them with updated information.
  - j. Make arrangements for appropriate local officials to speak with the media.
  - k. Disseminate public information materials for special needs populations.

2. Recovery

- a. Assist in the development and maintenance of pre-disaster emergency public information and education programs.
- b. Develop and maintain working relationships with local and regional media.
- c. Communicate information about individual recovery options.

C. Support Agencies

<b>Agency</b>	<b>Functions</b>
Local Media Providers	<ul style="list-style-type: none"> <li>• Releases information as received from local authorities when capable.</li> <li>• Participates, as necessary, in the overall joint information system.</li> </ul>
Huntington Police Department	<ul style="list-style-type: none"> <li>• Maintains and operates the Heads Up Huntington app for disseminating information.</li> </ul>
West Virginia Division of Homeland Security and Emergency Management	<ul style="list-style-type: none"> <li>• Receives local requests for assistance within the public information function.</li> <li>• Coordinates state resources serving in a public information capacity.</li> <li>• Participates, as necessary, in the overall joint information system.</li> </ul>
National Weather Service	<ul style="list-style-type: none"> <li>• Issues weather advisories, watches, and warnings.</li> <li>• Supports IPAWS notices, if applicable.</li> </ul>
United States Department of Homeland Security	<ul style="list-style-type: none"> <li>• Coordinates Emergency Support Function #15 activities.</li> <li>• Participates, as necessary, in the overall joint information system.</li> <li>• Manages public information regarding federal assets in response to an incident.</li> </ul>

# CABELL COUNTY EMERGENCY OPERATIONS PLAN

## CONTINUITY OF GOVERNMENT/OPERATIONS SUPPORT

### ANNEX

**Purpose:** The purpose of this support annex is to describe the core elements of a viable continuity of government/operations program as well as the interplay between this emergency operations plan and the *Cabell County Continuity of Operations Plan*.

**Primary Agency:** Cabell County Office of Emergency Services

#### Support Agencies

- Cabell County Commission
- Other county government departments that have developed continuity plans

#### References

Cabell County Office of Emergency Services (CCOES). (2012). *Cabell County Continuity of Operations Plan*. Huntington, WV.

Quick Series. (2010). *Planning for Continuity of Operations*. Quick Series Publishing, [www.quickseries.com](http://www.quickseries.com).

United States Department of Homeland Security (USDHS). (February, 2008). *Federal Continuity Directive 1 (FCD 1) Federal Executive Branch National Continuity Program and Requirements*. Washington, D.C.

United States Department of Homeland Security (USDHS). (January, 2009). *Continuity Guidance Circular 1 (CGC 1) Continuity Guidance for Non-Federal Entities*. Washington, D.C.

West Virginia Division of Homeland Security and Emergency Management (WVDHSEM). (2008). *West Virginia Emergency Operations Plan*. Charleston, WV.

Given the importance of continuity of government and continuity of operations planning, the Cabell County Office of Emergency Services sponsored the completion of a continuity of operations plan for various departments within Cabell County government.

Those departments included the following.

- County Commission
- Office of Emergency Services
- 911
- Assessor
- County Clerk
- Cabell County Emergency Medical Services
- Information Technology
- Sheriff (Law Enforcement)
- Sheriff (Tax Office)

That county plan serves as the primary continuity document for the participating agencies and applicable department heads are encouraged to continue training and maintaining their sections by submitting revisions to the office of emergency services. That document also encourages the completion of continuity plans by partner agencies, including those within the public sector (e.g., municipalities, emergency services departments, etc.) as well as the private sector (e.g., resource providers). In an effort to ensure consistency between the county document and the continuity plans of partner agencies, this support annex presents what Cabell County considers the *core concepts* as related to continuity planning.

#### SUMMARY OF CORE CONTINUITY CONCEPTS

1. Mission Essential Functions
2. Lines of Succession
3. Delegation of Authority
4. Devolution of Control
5. Human Capital
6. Continuity Facilities
7. Vital Records Management
8. Vital Systems and Equipment
9. Continuity Communications
10. Reconstitution
11. Training, Testing, and Exercises

## I. CORE CONCEPTS

### A. Continuity Pillars

#### 1. Human Capital

- a. Human capital is “the sum of energy, knowledge, and skills invested in efforts to prepare for, respond to and recover from emergencies” (QuickSeries, p. 12).
- b. At a practical level, managing human capital involves assessing and selecting the most qualified individuals for leadership positions for implementation of a continuity response. In some cases, this designation may follow routine hierarchies; in other cases, individuals lower on the routine chain of command may have to be temporarily promoted based on their ability to better handle an emergency situation.
- c. Those selected for continuity operations – dubbed *continuity personnel* – should be provided with training and exercising opportunities to refine and practice the skills necessary to perform their roles.

#### 2. Continuity Communications

- a. Continuity communications include traditional means of communication (e.g., telephones and fax lines), electronic communication such as email, and emergency-oriented communications such as mobile/portable radios.
- b. Ensuring continuity of communications may also involve the incorporation of new or emergent technologies.
- c. Paths for continuity communications include those messages/directives between leaders, between local organizations, with external organizations and resources, and with the public.
- d. It is important to note that communications would need to be maintained at **both** primary and alternate (i.e., continuity) facilities.
- e. Continuity communications should be able to operate under all-hazards conditions.

#### 3. Continuity Facilities

- a. *Continuity facilities* are those to which mission essential functions can be relocated to facilitate continuance of operation.

- b. Establishing continuity facilities “could involve the relocation of operations to a separate external site, revising how an existing site is used, or utilizing virtual office resources” (QuickSeries, p. 13).
- c. Continuity Facility Options
  - i. Existing space owned by the agency
  - ii. Virtual offices
  - iii. Co-location of a site
  - iv. Entirely separate site in a different area

## B. Continuity Phases

1. **Readiness and Preparedness:** This phase includes the development of the continuity plan, procurement of the resources necessary to implement the plan, and training and exercises designed to make plan implementation efficient and effective.
2. Activation and Relocation
  - a. This phase includes the decision to activate the continuity plan and the subsequent actions to begin implementation of continuity operations.
  - b. Potential Levels of Activation
    - i. Alert
    - ii. Stand-by
    - iii. Partial activation
    - iv. Full activation
  - c. The efforts to either relocate operations to a continuity facility or begin devolution of control to other agencies/individuals fall under this phase.
3. Continuity Operations
  - a. When functions have been relocated, devolved, etc., full operations can begin in the continuity environment.
  - b. Emergency public information (to ensure the public can regain access to services), personnel accountability, and ongoing incident assessment are important considerations during the third phase.

4. **Reconstitution:** This phase includes all of the efforts necessary to restore operations to pre-emergency conditions.

C. Maintaining a Continuity Capability

1. **Continuity Program Management Cycle:** Like any other emergency planning effort, continuity planning is a cyclical process wherein plans are developed then tested, evaluated, revised, and re-issued.
2. Plans and Procedures
  - a. The continuity plan as well as the notification rosters, job aids, documentation, forms, etc. all comprise components of *plans and procedures*.
  - b. The following chart, adapted from the QuickSeries publication “Planning for Continuity of Operations” (p. 66), presents continuity requirements and associated planning metrics.

Continuity Requirement	Metric
Essential functions should be continued up to 30 days or until normal operations can be resumed, with the ability to be fully operational at alternate sites not later than 12 hours after continuity activation.	Measure ability to perform essential functions through tests, training, and exercises, identifying gaps and solutions. Measure capability to be fully operational at a continuity facility within 12 hours through tests, training, and exercises, identifying gaps and solutions.
Succession orders and pre-planned devolution of authorities should be planned and documented in advance in accordance with applicable law.	Document and train on succession orders. Document and train on devolution of authorities.
Vital resources, facilities, and records should be safeguarded, and official access to them must be provided.	Document measures to safeguard vital resources, facilities, and records. Document measures taken to ensure official access to vital resources, facilities, and records.
Acquisition of necessary resources for continuity operations on an emergency basis.	Identify emergency continuity resource requirements. Identify what agreements/contracts have been made to meet those requirements. Identify what additional agreements/contracts are needed.
Critical communications at alternate sites should be available and in sufficient quantities in order to support connectivity between and among key leadership, personnel, critical partners, and the public.	Identify current communications capabilities at alternate site(s). Identify what communications capability is necessary. Identify the plan to improve communications at alternate site in six months, one year, and two years.

Continuity Requirement	Metric
Reconstitution capabilities must be established to resume normal operations.	Identify reconstitution capability plan.
Personnel to relocate to continuity facilities to support continued essential functions must be identified, trained, and prepared.	Verify that staff are identified, trained, and prepared to relocate to alternate sites.

3. Training, Testing, and Exercises

- a. Training, testing, and exercising assists organizations in preparing and validating their capabilities to perform mission essential functions during emergencies (QuickSeries, p. 67).
- b. Programs should be designed to (a) communicate the objectives and standards of the local continuity program, (b) improve coordination and capability, (c) establish a framework of performance criteria to measure progress and success, (d) deliver training on a regular schedule, (e) identify best practices and corrective action, (f) test communications, alert, notification, and activation capabilities, and (g) provide input into the development of corrective action plans (QuickSeries, p. 67).

4. Evaluations, After-Action Reports, and Lessons Learned

- a. Evaluations and after-action reports officially communicate the results of tests, training, and exercises. These documents can be used to justify requests for equipment resources, additional training, etc.
- b. These documents also provide evidence of the progression of the local continuity program.
- c. As with any other emergency exercise, coordinating agencies should be expected to prepare after-action reports that both recognize strengths and present areas for improvement.

5. Corrective Action Plans

- a. Corrective action plans, sometimes referred to as “improvement plans”, outline the necessary steps to correct deficiencies noted in the after-action report for a test or exercise.

- b. The corrective action plan should include (a) a description of actions to correct poor-performing areas, (b) an allocation of personnel to implement the corrective action, and (c) timelines for action completion (QuickSeries, p. 69).
  
6. **Multi-Year Strategy and Program Management Plan:** This element serves as another representation of the cyclical nature of continuity planning. Further, this element should include the planning process (i.e., updating the plan) as well as different levels of potential tests and exercises (e.g., training events, tabletop exercises, functional exercises, and full-scale exercises).

## II. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

### A. Organization

1. This annex (as well as the *Cabell County Continuity of Operations Plan*) assumes that the responsibility for continuity planning rests with the individual department and/or agency.
  - a. Even as the department that sponsored the development of the county's plan, the Cabell County Office of Emergency Services relies on implementation at the departmental level.
  - b. In the role of *COOP Coordinator*, the office of emergency services may disseminate information on continuity training, continuity exercises, and other general resources. Also as COOP Coordinator, the office may be the primary warning agency for continuity activations and would likely coordinate activation of the county plan with the county commission. Finally, the office of emergency services would support county continuity operations through public information and resource management.
  
2. This support annex *does not* serve as the continuity plan for Cabell County. It is meant to be a resource to ensure consistency of plans developed by agencies within Cabell County.

B. Assignment of Responsibilities

1. Primary Agency

- a. Serve as a technical resource for other partner agencies in Cabell County regarding continuity planning and its core concepts.
- b. Serve as the coordinator/facilitator of county-level continuity operations by notifying affected agencies, providing access to external resources, supporting public information efforts, etc.
- c. Maintain the *Cabell County Continuity of Operations Plan*.

2. Support Agencies

- a. Maintain agency/department-specific continuity plans.
- b. Train personnel regarding continuity implementation.
- c. Identify alternate facilities for operation of mission essential functions.
- d. Plan for complete devolution of control of mission essential functions by, at a minimum, identifying a secondary agency/department/resource that can provide the service and documenting how operations would be transferred to that resource.
- e. Commit appropriate resources toward the purchase of equipment supporting a viable continuity program.

## CABELL COUNTY EMERGENCY OPERATIONS PLAN

### WARNING SUPPORT ANNEX

**Purpose:** The purpose of this support annex is to describe the process for the dissemination of warning information to emergency services organizations and the general public in Cabell County during emergency conditions.

#### Related Federal Emergency Support Functions

- ESF #2: Communications
- ESF #5: Emergency Management

**Related State Annex:** Annex B: Notification and Warning

**Primary Agency:** Cabell County Office of Emergency Services (CCOES)

#### Support Agencies

- Cabell County 911
- Cabell County Schools
- Huntington Police Department
- Marshall University
- Local Media Outlets
- National Weather Service

**Authorities:** Public Law 93-288, Section 202, as amended

#### References

West Virginia State Emergency Communications Committee. (May, 2007). *West Virginia Emergency Alert System Operational Plan*. Charleston, WV.

West Virginia Division of Homeland Security and Emergency Management (WVDHSEM). (2008). *West Virginia Emergency Operations Plan*. Charleston, WV.

Federal Emergency Management Agency. (2015). Integrated Public Alert & Warning System. Online. <https://www.fema.gov/integrated-public-alert-warning-system>

United States Department of Homeland Security (USDHS). (2013). *National Response Framework*. Washington, D.C.

## I. SCOPE

This support annex describes a number of notification and warning mechanisms designed to reach the broadest segment of the Cabell County population. These systems can be used during both small- and large-scale emergencies.

This annex was developed by a small planning committee consisting of Cabell County Office of Emergency Services and Cabell County 9-1-1 personnel.

## II. SITUATION AND ASSUMPTIONS

### A. Situation

1. The Cabell County warning point is located at the Cabell County 911 Center (129 Gallaher Street, Huntington).
2. The following print and broadcast media are available locally.
  - a. **Emergency Alert System (EAS):** WRVC AM 930
  - b. **Newspaper:** *Huntington Herald-Dispatch*
  - c. **Radio (Emergency Alert System Station):** WRVC (AM 930), WVVV (FM 89.9)
  - d. **Television:** WCHS (Channel 8), WOWK (Channel 13 – station located in Charleston), WSAZ (Channel 3)
  - e. Contact information for these media outlets is listed in the *Cabell County Resource List*.
3. Multiple preparedness partners throughout Cabell County have social media capabilities and may use those to supplement warning efforts.

4. The National Weather Service and the Huntington Police Department are also substantial partners assisting with warning the population of emergencies in Cabell County.
    - a. The National Weather Service (NWS) is a key partner in the issuance of IPAWS alerts (see below), particularly with respect to weather emergencies. The NWS typically serves as the interface throughout which local authorities can request dissemination of messages via the IPAWS system.
    - b. The Huntington Police Department organizes and supports the Heads Up Huntington program, which operates as an app for mobile devices. The app enables emergency information to be quickly disseminated.
  
  5. According to Census 2010 information, approximately 2.7% of Cabell County's population (approximately 2,601 persons) speaks a language other than English at home. (\*NOTE: This does not mean that they cannot understand English.)
  
  6. Any hazard incident or special event could necessitate the dissemination of warnings.
- B. Assumptions
1. Existing forms of warning will require augmentation in order to provide sufficient warning to large segments the population.
  2. The use of mobile public address systems and/or door-to-door notification by emergency response personnel will be required when a quick onset emergency (e.g., hazardous material spill) occurs necessitating an evacuation.
  3. The warning system will withstand the effects of most hazards that could affect the county.
  4. Some people directly threatened by the hazard may misunderstand, not hear, or ignore warning information.

### III. CONCEPT OF OPERATIONS

#### A. General

1. Warnings can be disseminated by one or a combination of the following.
  - a. National Oceanic and Atmospheric Administration (NOAA) radio
  - b. AM and FM commercial radio stations
  - c. Cable television providers
  - d. Commercial television stations
  - e. Emergency alert system (EAS)
  - f. Siren and Public Address system-equipped emergency vehicles
  - g. National Weather Service
  - h. Heads Up Huntington app (a free download for Apple and Android devices)
  - i. Wide Area Rapid Notification (i.e., WARN) system
  - j. Integrated Public Alert and Warning System (IPAWS) – Utilizes a variety of systems, including the EAS, wireless emergency alerts (WEA), NOAA weather/all-hazard radios, and other public alerting systems. The benefits of IPAWS is the ability to release a message from a single interface (<https://www.fema.gov/integrated-public-alert-warning-system>, 2015).
  - k. Cabell County Schools (mass notification system, primarily to its faculty, staff, students, and parents)
  - l. Marshall University (mass notification system, primarily to its faculty, staff, and students)
2. The West Virginia State Police is the point of contact for the National Warning System (NAWAS) and operates the West Virginia portion of the system. (WVDHSEM, 2006, Annex B)

#### B. Activation of the Warning System

1. Emergency services organizations (i.e., all fire services in the county, Cabell County Emergency Medical Services, public sector law enforcement agencies [with the exception of Marshall University], home confinement officers, and, partially, the West Virginia State Police) should be notified of emergency incidents by dispatchers in the 911 center.

2. Support agencies can be notified as follows.
  - a. WARN System
    - i. Can be activated by requests from agency heads by the 911 center and/or Cabell County Emergency Medical Services/Cabell County Office of Emergency Services)
    - ii. Tested monthly by notifying members of the Cabell/Wayne Homeland Security Group of the monthly meeting
  - b. Landline or cellular telephone
  - c. Email
  - d. Radio or television
  - e. Cabell County School's mass notification system
  - f. Heads Up Huntington app
  - g. Marshall University's mass notification system (contact the Chief of the Marshall Police Department with a message to disseminate)
3. Activating Warnings via NOAA Radios and/or the Emergency Alert System
  - a. Cabell County can request activation of portions of the West Virginia Emergency Alert System.
    - i. According to the *West Virginia Emergency Alert System Operating Plan*, the state Emergency Alert System is activated by a request from authorized officials to the National Weather Service first.
    - ii. Requests for activation can be faxed directly to the Charleston National Weather Service forecasting office or submitted via the HazCollect program.
  - b. The Cabell County Office of Emergency Services and 911 Center can request activation from the Local Primary source serving the affected Emergency Alert System area.
    - i. Cabell County is in the Huntington Local Emergency Alert System area.
    - ii. The LP1 source for Cabell County is WVVV, 89.9 in Huntington.

4. Notifications to the State
  - a. Prior to the activation of the emergency operations center, the county Office of Emergency Services Director should notify the West Virginia Division of Homeland Security and Emergency Management.
  - b. If the county emergency operations center is activated, the emergency operations center and/or the 911 center should assume the responsibility for maintaining communications with the state emergency operations center.
  - c. The state operations center should be notified on any significant changes in emergency conditions.
  - d. Eteam should be used whenever possible to notify and communicate with the state (especially since Eteam posts can be viewed throughout West Virginia). Additional means of notifying the state include telephone, facsimile, or email.

C. Functional Needs (i.e., Special Needs) Populations

1. Cabell County participates in a regional special needs registry system (see Emergency Support Function #15: Emergency Public Information). The registry can be accessed as a resource alerting local officials of any “pockets” or concentrations of functional needs populations that would need additional warning.
2. Warnings for the hearing impaired can be via print media, crawlers on television stations, or by door-to-door notifications from responders.
3. Warnings to nursing homes can be provided via weather radio, telephone, AM/FM radio, and/or television. Staff in nursing homes can disseminate warnings to residents.

**IV. DIRECTION, CONTROL, AND COORDINATION**

- A. The shift supervisor in the 911 center should ultimately coordinate the warnings that are issued by the center.
- B. The office of emergency services director should maintain control over the warning information released from either the Cabell County Office of Emergency Services or the emergency operations center.

## **V. INFORMATION COLLECTION, ANALYSIS, AND DISSEMINATION**

- A. The information for warnings may be received in the following ways:
  - 1. 911 calls,
  - 2. National Oceanic and Atmospheric Administration weather radio,
  - 3. The National Weather Service,
  - 4. Internet sources (e.g., weather radar),
  - 5. Notification from neighboring counties,
  - 6. Notification from the state, and/or
  - 7. Notification from the federal government.
  
- B. See Section III above regarding the dissemination of warning information.

## **VI. COMMUNICATIONS**

- A. See Section III above regarding the communications of warning information.
- B. See Emergency Support Function #2: Communications.

## **VII. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES**

- A. Organization
  - 1. Those that receive the notifications outlined in this annex should ensure full notification of their personnel.
  - 2. Generally, Cabell County 911 is the primary county agency responsible for the dissemination of warnings to emergency response agencies.
  - 3. Notification to ancillary emergency preparedness partners, such as the Cabell-Huntington Health Department, neighboring counties, etc. should generally be done by the Cabell County Office of Emergency Services.
  
- B. Assignment of Responsibilities
  - 1. Primary Agencies
    - a. Cabell County Office of Emergency Services
      - i. Notify local support agencies if necessary.
      - ii. Provide notifications and warnings to the West Virginia Division of Homeland Security and Emergency Management.
      - iii. Notify emergency operations center staff as necessary.
      - iv. Coordinate with local media outlets as necessary.

- v. Disseminate alerts/notifications via WARN system.
- vi. Issue message(s) to National Weather Service.

2. Support Agencies

- a. Cabell County 911
  - i. Dispatch emergency services organizations.
  - ii. Receive warning information via telephone, National Warning System (NAWAS), Emergency Alert System, Weapon/Nlets, etc.
  - iii. Notify the office of emergency services director of significant emergency incidents.
  - iv. Disseminate alerts/notifications via WARN system.
- b. **Cabell County Schools:** Assist in the dissemination of warnings via its mass notification system.
- c. Huntington Police Department
  - i. Continue to manage the Heads Up Huntington app.
  - ii. Publicize the availability of the app throughout the Cabell County area.
- d. **Marshall University:** Assist in the dissemination of warnings via its mass notification system, primarily to faculty, staff, and students.
- e. Local Media Providers
  - i. Publishes emergency press releases as requested by the office of emergency services.
  - ii. Relays accurate information to the public.
- f. National Weather Service
  - i. Releases weather advisories, watches, and warnings.
  - ii. Serves as a resource for the IPAWS system.

**VIII. ADMINISTRATION, FINANCE, AND LOGISTICS**

A. Administration

- 1. Individual agencies should maintain their own internal protocols for documenting the receipt of warnings.

2. Cabell County Office of Emergency Services and Cabell County 911 personnel (including emergency operations center staff) should keep records of when they provide notifications to support agencies and the state.
- B. **Finance:** Cabell County maintains the WARN system via a contract. The Cabell County Office of Emergency Services and Cabell County 911 split the cost of the service.
- C. Logistics
1. Most notifications should be provided via telephone, cellular phone, or email.
  2. The following warning systems are available in the 911 center:
    - a. **National Warning System (NAWAS):** Dedicated telephone circuit providing state and national information.
    - b. **Emergency Alert System:** A federally-coordinated warning system using commercial and public radio and television stations to broadcast emergency warnings to the general public.
    - c. **Wide Area Rapid Notification (WARN):** Alerts/notifications can be sent out to registered persons via voice recording, email, text messages, etc.
    - d. **National Weather Service:** May be contacted by the office of emergency services director to alert the National Weather Service to issue warning over local media outlets. The following alerts may be issued in the area:
      - i. ADR – Administrative Message
      - ii. AVA – Avalanche Watch
      - iii. AVW – Avalanche Warning
      - iv. CAE – Child Abduction Emergency
      - v. CDW – Civil Danger Warning
      - vi. CEM – Civil Emergency Message
      - vii. EQW – Earthquake Warning
      - viii. EVI – Evacuation Immediate
      - ix. FRW – Fire Warning
      - x. HMW – Hazardous Materials Warning
      - xi. LEW – Law Enforcement Warning
      - xii. LAE – Local Area Emergency
      - xiii. NUW – Nuclear Power Plant Warning
      - xiv. SPW – Shelter In Place Warning

- xv. TOE – 911 Telephone Outage Emergency
- xvi. VOW – Volcano Warning

3. State and Federal Involvement

a. State

- i. State resources may be notified of an incident in many ways, including county, local, and other sources.
- ii. According to the *West Virginia Emergency Operations Plan*, local and county warning points are to relay warnings to the state level.
- iii. If a notice is received by the state warning point, it should activate the NAWAS warning terminals to disseminate messages to county warning points.

b. Federal

- i. If federal assistance is necessary, the appropriate state agency should make requests for those resources.
- ii. The United States Department of Homeland Security is responsible for notifying deploying federal agencies via guidelines outlined in Emergency Support Function #5 of the *National Response Framework*.
- iii. Emergency Support Function #2 communications guidelines may be employed internally by federal agencies. Local and state communication with federal forces should be coordinated at the incident when federal forces arrive.

**IX. PLAN DEVELOPMENT AND MAINTENANCE**

- A. The county Office of Emergency Services Director and 911 Center Director should collaborate in the maintenance and improvement of this annex.
- B. The annex should be reviewed, updated, and modified as necessary, but not less than annually.

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## CABELL COUNTY EMERGENCY OPERATIONS PLAN

### POPULATION PROTECTION SUPPORT ANNEX

**Purpose:** This annex was developed to help provide for an orderly and coordinated evacuation of the people of Cabell County. The need to evacuate all or parts of the county may arise because of a natural hazard, technological hazard, or other major incident. This annex includes provisions for a mass evacuation, partial evacuation, and site-specific evacuation.

Further, as a population protection measure, this support annex also considers shelter-in-place actions.

#### Related Federal Emergency Support Functions

- ESF #1: Transportation
- Mass Evacuation Incident Annex

#### Related State Annexes

- Annex E: Evacuation and Re-Entry
- Annex Y: Urban to Rural Evacuation

#### Primary Agencies

- Potential Incident Commanders
- Local Government

#### Support Agencies

- Local Law Enforcement
- Local Fire Service Providers
- Cabell County Office of Emergency Services (CCOES)
- Cabell County Schools
- Cabell-Huntington Health Department
- Tri-State Transit Authority
- West Virginia Division of Homeland Security and Emergency Management (WVDHSEM)

- West Virginia Department of Transportation (WVDOT)
- United States Department of Transportation (USDOT)

### Authorities

- WV Code, §15-5-6
- WV Code, §15-5-8
- Pets Evacuation and Transportation Standards Act of 2006
- Post-Katrina Emergency Management Reform Act
- 42 USC §§5121-5206: The Robert T. Stafford Disaster Relief and Emergency Assistance Act, PL 92-288, as amended.
- 6 USC 317: The role of FEMA includes evacuating disaster victims.
- 42 USC 960(23): Temporary housing and evacuation of threatened persons are to be included in the scope of hazardous substance removal.

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## I. SCOPE

This annex applies to the entire area encompassed by Cabell County, West Virginia, though official population protection orders must come from the governing body having jurisdiction for an area. The guidelines contained in this annex can be used for any emergency situation necessitating public protective actions. It is stressed that this annex contains guidelines, some of which should be amended, if necessary, based on specific incident conditions.

## II. SITUATION AND ASSUMPTIONS

### A. Situation

1. There are three (3) types of evacuations that may occur in Cabell County.
  - a. **Mass Evacuation:** An evacuation is termed a “mass evacuation” when all of Cabell County needs to be evacuated due to a threat or when a nearby area (neighboring county, state, etc.) is completely evacuated and it is anticipated that that evacuating population will pass through or shelter in Cabell County.
  - b. **Partial Evacuation:** An evacuation is termed a “partial evacuation” when a portion of Cabell County should be evacuated to protect that segment of the population from an impending hazard.
  - c. **Site-Specific Evacuation:** A “site-specific evacuation” occurs when a specific area should be evacuated in direct response to a hazard event (e.g., when a small area is evacuated due to rising flood waters).
2. Primary responsibility for evacuation lies within the senior executive official of the political subdivision of the state that has an established emergency services organization and program, as enumerated in West Virginia Code, Chapter 15, Article 5, Section 8.

3. The governor may also order the evacuation of a threatened area (West Virginia Code §15-5-6).
4. It is possible that Cabell County may be called upon to act as a reception area for evacuees from another area. (In such instances, specific attention is directed to Emergency Support Function #6: Mass Care, Emergency Assistance, Housing, and Human Services.)
5. Hazard Analysis
  - a. Flooding
    - i. Areas within the 100-year floodplain may repeatedly and frequently evacuate due to high waters.
    - ii. Communities within the 100-year floodplain include the following.
      - Municipalities
        - Barboursville (portions)
        - Huntington (portions)
      - Unincorporated Communities
        - Leesage
        - Ona
        - Pea Ridge
        - Salt Rock
  - b. Severe Winter Weather
    - i. Severe winter weather affects all of Cabell County equally.
    - ii. Those areas accessed by narrow, one (1)-lane roads are more susceptible to isolation during winter storms.
    - iii. The cascading effects of winter storms are more likely to cause evacuations (e.g., power outages, heating and cooling problems, etc.) than the actual storm.

- c. Severe Wind
  - i. Tornadoes or straight line winds may damage homes, forcing people to evacuate.
  - ii. All of Cabell County is equally susceptible to severe wind.
  - iii. Sufficient warning time often does not exist to order evacuations due to severe wind.
  
- d. Extreme Temperatures
  - i. Evacuations due to extreme temperatures are actually due to the cascading effects surrounding extreme temperature events (i.e., heating and cooling problems, water line ruptures, etc.).
  - ii. The entire county is susceptible to extreme temperature events.
  
- e. Utility Outages
  - i. Long-term utility outages can force an evacuation due to lack of running water, lack of electricity, or lack of gas/electricity for heating and cooling.
  - ii. Utility outages, while they can be widespread, are often localized. An evacuated population can usually shelter in another part of the county or with friends and family.
  - iii. All areas served by electricity and natural gas as well as public water are susceptible to utility outages.
  
- f. Hazardous Material Incidents
  - i. Hazardous material incidents may force a shelter-in-place or evacuation, depending on the material involved in the incident and the method of release. The duration of public protective measures may be relatively short (i.e., hours) to very long (i.e., days or weeks).
  - ii. Areas along Interstate 64 and the Ohio River (because of rail) may be most susceptible to transportation hazardous material incidents.  
\*NOTE: Transportation incidents are possible along any roadway.

- g. Industrial Explosions
  - i. Large industrial explosions may significantly damage the surrounding community.
  - ii. Industrial accidents, including explosions, may result in a significant hazardous material incident.
  - iii. Areas along the Ohio River may be susceptible to such incidents.
  
- h. Large Fires
  - i. Large fires may include wildfires and urban fires.
  - ii. Rural areas may be more susceptible to wildfires.
  - iii. Areas in downtown Huntington are most susceptible to quickly-spreading urban fires.

**B. Assumptions**

1. Each member of the community, whether residents of or workers within, is responsible for preparing their own personal emergency plans.
2. The fundamental assumption for evacuation is that sufficient warning time will be available to evacuate the population that is threatened.
3. The public will both receive and understand official information related to an evacuation. The public will act in its own interest and evacuate dangerous areas when advised to do so by local government authorities.
4. Pick-up points where evacuees without cars can obtain transportation; locations where evacuees can obtain fuel, water, medical aid, vehicle maintenance, information, and sanitary facilities; and staging areas which will serve as holding points for resources during major evacuations will generally be determined at the time of an emergency/disaster. The information on these will be given to the public through the methods listed in the Warning Support Annex and Emergency Support Function #15: Emergency Public Information.
5. Provision should be made to shelter up to 10% of the affected population. (NOTE: Based on studies conducted at the Natural Hazards Research and Applications Information Center, University of Colorado, with advance warnings, approximately 50% of a population will voluntarily evacuate the area even before being ordered based on their perception of danger. Once

an order is issued, up to 90% can be expected to evacuate. Some individuals may not evacuate because of property protection concerns, pets, family health concerns, and other issues.)

6. Family pets are an important consideration when implementing evacuation orders.

### III. CONCEPT OF OPERATIONS

#### A. General

##### 1. Definitions

- a. **Evacuation:** The organized, phased, and supervised withdrawal, dispersal, or removal of civilians from dangerous or potentially dangerous areas, and their reception and care in safe areas. (USDHS, December 2008, p. 139)
- b. **Shelter-in-Place:** A process for taking immediate shelter in a location readily accessible to the affected individual by sealing a single area from outside contaminants. ([http://en.wikipedia.org/wiki/Shelter\\_in\\_place](http://en.wikipedia.org/wiki/Shelter_in_place))

##### 2. Types of Evacuations

###### a. Mass Evacuation

- i. Mass evacuations are unlikely. The primary evacuation route in and through Cabell County is Interstate 64. Other, secondary routes that could be used to move large numbers of people include US Route 60 and State Route 2.
- ii. Mass evacuations are most likely ordered by the Governor of West Virginia (or possibly the governor of another state) in coordination with the West Virginia Governor.
- iii. Mass evacuations are likely to be of long duration.
- iv. Sheltering will most likely be necessary and significant if a population is relocated to Cabell County.
- v. Sheltering will likely not be necessary if a large portion of the population of Cabell County is ordered to evacuate.

b. Partial Evacuation

i. Partial evacuations are likely to be more common than mass evacuations but not as common as site-specific evacuations. The following scenarios may force a partial evacuation.

- Flooding
- Hazardous material incident (transportation and/or fixed facility)
- Widespread power outages

ii. Partial evacuations may be ordered by the Governor of West Virginia, the Cabell County Commission, a combination of the county commission and the municipal council of an affected municipality (if the incident affects both jurisdictions), or a municipal council (if the incident is wholly contained within a municipality).

iii. Partial evacuations may be of short or long duration. Sheltering may or may not be necessary.

c. Site-Specific Evacuation

i. Site-specific evacuations are likely to be the most common type of evacuation. They are often quickly implemented and of short duration.

ii. The following situations may warrant a site-specific evacuation.

- Flooding
- Hazardous material incidents (transportation and/or fixed facility)

iii. These types of evacuations may be ordered by an incident commander, the Cabell County Commission, or a municipal council (depending upon the location of the incident).

iv. Sheltering may or may not be necessary, depending on the situation.

3. Shelter-in-Place
  - a. The evacuation of a population poses some inherent safety concerns associated with the rapid movement of large numbers of people (especially vulnerable populations) away from their resources, support facilities, and familiar surroundings. Moving them to areas that may lack the level and quality of support and resources needed could be life-threatening.
    - i. For these reasons, an evacuation should be considered a “last resort” solution and shelter-in-place should be encouraged if possible.
    - ii. If people are not directly impacted by the incident, shelter-in-place provides the advantage over evacuation in that it allows families to stay together in familiar surroundings, with easy access to media reports, phones, the internet, food, water, and medicines.
    - iii. Sheltering can only be maintained, however, as long as personal and emergency supplies last.
  - b. Shelter-in-place operations may also provide the advantage of reducing congestion on major roadways and reducing the strain on mass transportation systems.
  - c. If a shelter-in-place is implemented, emergency officials should continue frequent monitoring of the situation to ensure that the shelter-in-place action adequately protects the affected population.
4. Sheltering concerns are addressed in Emergency Support Function #6: Mass Care, Emergency Assistance, Housing, and Human Services.
5. Field and/or emergency operations center personnel should coordinate with Cabell County Animal Control and/or the Huntington/Cabell/Wayne Animal Shelter to ensure that pets left in the evacuated area are provided with basic needs.

B. Security and Coordination of an Evacuation

1. Direction and Control

- a. Ensuring direction and control is of the utmost importance when implementing an evacuation. In general, the guidelines outlined in the Basic Plan and Emergency Support Function #5: Emergency Management of this document should be followed.
- b. As with all emergency incidents, an incident command system should be established on-scene. The incident commander should be in overall charge *at the scene*.
  - i. For most evacuations, law enforcement would act as the implementing agency. A law enforcement representative may not, however, be filling the role of incident commander. In such a case, the incident commander will likely designate a law enforcement official to serve on the command staff (possibly within the operations section) as the “Evacuation Group Leader”.
  - ii. All resources implementing an evacuation should serve at the direction and control of the Evacuation Group Leader, who would answer to the Operations Section Chief, who answers to the Incident Commander.
  - iii. The county emergency operations center should be activated to assist in the coordination of evacuations.
- c. Mass Evacuations
  - i. The governor may place the state in charge of direction and control of a mass evacuation.
  - ii. If a large portion of Cabell County’s population must be evacuated, the Cabell County Commission should maintain direction and control.
  - iii. The evacuation would most likely be coordinated from the Cabell County Emergency Operations Center.
- d. Partial Evacuations
  - i. The governor may place the state in charge of direction and control of a partial evacuation.

- ii. The Cabell County Commission provides direction and control for partial evacuations when the affected area is wholly within county jurisdiction or when a municipal and county area is involved and the county area is the larger of the two.
    - The commission may also provide direction and control if requested by a municipality.
    - The county commission may request that such an evacuation be coordinated at the Cabell County Emergency Operations Center.
  - iii. Municipal councils provide direction and control for partial evacuations when the affected area falls entirely within their jurisdiction.
- e. Site-Specific Evacuations
- i. The governor may place the state in charge of direction and control of a site-specific evacuation.
  - ii. The county commission may provide direction and control if the area is entirely under county jurisdiction.
  - iii. A municipal council may provide direction and control if the area is entirely within municipal boundaries.
  - iv. An incident commander may provide direction and control if a localized evacuation was ordered directly because of on-scene conditions.
- f. On-scene resources may be supported by the county emergency operations center, especially if the county commission is in charge of the overall situation. The emergency operations center serves as a coordinating entity for the evacuation, managing external resource procurement, media relations, public interface, etc.
2. Security
- a. Definition
    - i. Security may be needed within an evacuated area to ensure that personal and public property is not disturbed while the area is evacuated.

- ii. Security must also be ensured during an evacuation (i.e., traffic control, perimeter security, crowd control, etc.).
- iii. Finally, security should be maintained in the affected area during a shelter-in-place scenario to ensure that sheltering residents feel safe in the area(s).

- b. In general, during evacuations for which the county commission is providing direction and control, security is provided by the Cabell County Sheriff's Department and the West Virginia State Police.
- c. Security may be provided by a municipal police department if the evacuation is entirely within the municipal jurisdiction. Further, municipal police departments (i.e., Huntington and Milton) may support overall security operations.
- d. A combination of law enforcement, fire services personnel, and emergency medical services personnel may provide security for a localized, site-specific public protective action ordered by an incident commander.
- e. Resource Support
  - i. Law enforcement agencies maintain mutual aid agreements that may be needed to provide adequate security for a public protective action.
  - ii. Such resources include the use of personnel and equipment.
  - iii. The West Virginia Division of Highways may also be requested to assist in security by erecting barricades and signage (including mobile variable message boards) along roadways.

### C. Evacuation Routes

- 1. In general, the county has been divided into two (2) evacuation areas. These areas can be utilized if a mass evacuation is necessary. (These routes provide a means for residents of Cabell County to evacuate or for residents of an affected area to efficiently "pass through" Cabell County while evacuating.)
  - a. Area 1 is comprised of the areas north of Interstate 64.
  - b. Area 2 is comprised of the areas south of Interstate 64

- c. The boundaries of these areas may be amended on an “ad hoc” basis at the time of an incident based on incident conditions. Such authority rests with the first-due emergency response agency, Cabell County Commission, Cabell County Sheriff, Cabell County Office of Emergency Services Director, etc.
2. The following evacuation routes provide a means for residents of Cabell County to evacuate or for residents of an affected area to “pass through” Cabell County while evacuating.
    - a. Primary Routes
      - i. Area 1
        - Interstate 64
        - State Route 2
      - ii. Area 2
        - Interstate 64
        - US Route 60
        - State Route 10
    - b. Suggested Secondary Routes
      - i. Secondary routes, by nature, would be fully determined at the time an evacuation is ordered. The exact routes are contingent upon the areas to be evacuated as well as the hazard.
      - ii. **Area 1:** State Route 193, Johns Creek Road, Edmonds Branch Road, 7 Mile Creek Dry Ridge Road
      - iii. **Area 2:** State Route 152, East Mud River Road, Davis Creek Road

- c. Estimated Time to Evacuate
  - i. Ultimately, many evacuating populations would end up on Interstate 64. As such, for the purposes of this annex, the estimated time to evacuate is based on a figure of time for the population to first reach the interstate and then for the population to evacuate on the interstate. It should be stressed that these figures are estimates *only meant to be used as potential indicators for issuing population protection orders when lead time is available.*
  - ii. **Estimated Time to Reach Interstate 64:** 18 hours (Transportation Research Board, 2010)
  - iii. **Estimated Time to Evacuate Via Interstate 64:** 12 hours (Transportation Research Board, 2010)
  - iv. **Total Estimated Time to Evacuate Cabell County:** 30 hours
  - v. Note: When calculating capacities for Interstate 64, truck traffic and state traffic count data were averaged per sites at the east and west borders of Cabell County. To calculate time to reach the interstate, average capacities based on data from State Route 2 and US Route 60 were utilized. (CWLEPC, 2009, Appendix 2)

3. See Appendix 1 for a map showing the primary evacuation routes.

#### D. Staging and Rest Areas

- 1. Staging areas may be established by law enforcement and fire services personnel.
- 2. Staging and rest areas *may* be established at the following intersections.
  - a. Area 1
    - i. Huntington Mall Area
    - ii. Interstate 64 – Exit 15 (US Route 60 Interchange)
  - b. Area 2
    - i. Cabell Midland High School
    - ii. Huntington Mall Area
    - iii. Huntington Plaza along State Route 152

3. Other staging and rest areas may be established as needed and as personnel are available to staff them.
  4. The location of staging areas should be publicized via pre-established methods for disseminating public information. See Emergency Support Function #15: Emergency Public Information.
- E. Transportation considerations during evacuation efforts are inferred by ESF #1: Transportation. As noted in that section of the plan, the primary transportation providers in Cabell County are Cabell County Schools and the Tri-State Transit Authority. CCOES maintains memoranda of understanding (MOUs) with both.
- F. Considerations for Special Needs Individuals
1. A list of special needs individuals should be developed for Cabell County. (This list should be as comprehensive as possible and updated regularly.) It should contain a characterization of the need so that emergency managers can allocate proper resources to those individuals (as and if available). The Cabell County Office of Emergency Services is generally responsible for ensuring that this list is compiled. The CCOES may use whatever resources are available (e.g., American Red Cross, Cabell-Huntington Health Department, Pristera Center, etc.) to compile the list.
  2. Schools
    - a. Cabell County contains 26 school facilities.
    - b. If an evacuation of a school facility is necessary, bus transportation should be utilized as is normally done upon the close of regular school days. As such, transportation of school children is coordinated by Cabell County Schools.
    - c. Emergency services personnel in an affected area should coordinate with Cabell County Schools and bus drivers if the areas into which students are normally bused are to be evacuated. Ad hoc staging areas (or collection points) may have to be established in a safe area to allow parents and children to reunite. The locations of these areas, by nature, would be determined on an as-needed basis.

3. Health Care Facilities

- a. There are 101 licensed health care facilities in Cabell County. (Source: West Virginia Department of Health and Human Resources, Bureau for Public Health, Office of Health Facility Licensure and Certification) A breakdown of these facilities is as follows.
  - i. **Alzheimer-Dementia Unit – Nursing Home:** 1 facility
  - ii. **Assisted Living Residence:** 8 facilities
  - iii. **Behavioral Health Center:** 29 facilities
  - iv. **Community Mental Health Center:** 1 facility
  - v. **End-Stage Renal Dialysis Center:** 2 facilities
  - vi. **Federally-Qualified Health Center:** 16 facilities
  - vii. **ICF/MR:** 9 facilities
  - viii. **Long-Term Care:** 4 facilities (3 of which are part of hospitals in the county)
  - ix. **Psychiatric Hospital:** 1 facility
  - x. **Psychiatric Residential Treatment:** 3 facilities
  - xi. **Rehabilitation Hospital:** 1 facility
- b. Facilities should utilize their own transportation resources, if applicable.
- c. Some residents/patients in these facilities may be ambulatory. The director of the appropriate facility should notify emergency services personnel if ambulances are needed.
- d. Facilities in need of assistance are likely to ask it from emergency services personnel operating in the area. Emergency services personnel should relay such resource requests to the incident commander or emergency operations center, if activated.

4. Clinics

- a. In many cases, patients at clinics drove themselves. Those patients who are able should be expected to drive themselves to safety.
- b. If a patient is unable to drive, the clinic should request ambulance assistance.

5. Western Regional Jail

- a. The Western Regional Jail, located in Barboursville, houses inmates from Cabell, Lincoln, Mason, Putnam, and Wayne Counties.
- b. The jail is listed as a 400-bed facility.
- c. The jail maintains its own internal plan, which is shared with appropriate local authorities.

G. Deactivation and Recovery

1. The implementation of recovery efforts would vary according to the nature of the specific emergency situation. Recovery operations should be implemented over whatever timeframe is appropriate.
2. Terminating Protective Actions
  - a. Protective actions may be terminated for a variety of reasons, including (but not limited to) the following.
    - i. The emergency condition has been resolved
    - ii. The need for future protective actions has been reduced
    - iii. The cost of maintaining protective actions becomes excessive and outweighs the anticipated benefit of maintaining the action
  - b. External resources may be available to assist in making the determination to terminate protective actions. Such resources may include facility representatives (if a fixed facility is involved in the incident), National Weather Service personnel, etc.
  - c. Previously identified methods for disseminating public information should be utilized for notification of the suspension of protective actions. See the Warning Support Annex and Emergency Support Function #15: Emergency Public Information.
  - d. Emergency services providers working in the affected area *may* be able to spread the word that protective action requirements are being lifted.
3. Re-Entry
  - a. Re-entry should only be allowed after protective actions have been terminated and it is deemed that the affected area is no longer susceptible to the hazard.

- b. On-scene emergency services personnel should ensure that no one re-enters an affected area until the evacuation order has been lifted.
  - c. Those issuing the evacuation order are responsible for notifying on-scene resources when the order is lifted and re-entry can begin.
  - d. Previously identified methods for disseminating public information should be utilized for notification of an allowable re-entry.
4. Decontamination may be necessary prior to re-entry.

#### **IV. DIRECTION, CONTROL, AND COORDINATION**

- A. For mass evacuations, direction and control rests with the county commission, who should coordinate extensively with other affected governmental jurisdictions (including the state).
- B. For partial evacuations that are completely contained within the boundaries of a municipality, the municipal council should maintain direction and control. If the affected area spans more than one (1) municipal jurisdiction, direction and control rests with the municipal council of the jurisdiction with the larger affected area. Under such a circumstance, the municipal councils would coordinate extensively. If a municipality and county jurisdiction are affected, the county should maintain direction and control and coordinate extensively with the municipal council.
- C. Site-specific evacuations are under the direction and control of the chief elected/executive official of the jurisdiction in which the affected area is located.
- D. If an on-scene incident commander orders a localized evacuation based on rapidly escalating incident conditions, that individual should maintain direction and control from the scene. He/she must coordinate to the extent possible with the chief executive of the applicable jurisdiction.
- E. In general, law enforcement personnel would be responsible for implementing and coordinating an evacuation order. Law enforcement personnel would ultimately serve at the direction of the on-scene Incident Commander and work with other field resources as necessary. During circumstances where the evacuation is coordinated from the emergency operations center, law enforcement should work extensively with operations center staff.

## V. INFORMATION COLLECTION, ANALYSIS, AND DISSEMINATION

A. There are several factors that should be taken into account when considering an evacuation or shelter-in-place, beginning with the characteristics of the hazard.

Other principal factors include the following:

1. The speed of on-set, magnitude, duration, and intensity of the threat (will determine the number of people who need to be protected),
2. The time and distance required to travel to a safe location (will determine the affected area and if it is more advantageous to shelter-in-place),
3. The road conditions (will also determine the affected area and whether it is feasible to order evacuation),
4. The means of transport and vulnerability of routes to the hazard (will create resource concerns and, again, whether it is more practical to shelter-in-place), and
5. The availability of shelters and/or mass feeding facilities (may create the need for external assistance from neighboring counties or states).

B. On-Going Incident Assessment

1. Population protection decisions (even ad hoc decisions made as the measure is being implemented) should be based on the circumstances of the incident. As such, on-going incident assessment is very important.
2. An on-going incident assessment should be maintained by establishing communications and status checks with on-scene personnel.
3. Things to Monitor
  - a. Traffic flow information (estimate of heavy/light traffic)
  - b. Traffic counts per emergency operations center request (duration specified by the center)
  - c. Presence of any emergency or military vehicles
  - d. Identification of potential problems
  - e. Status of problem resolution (if applicable)
  - f. Other general observations

C. Emergency Public Information

1. Public information should be released by the Cabell County Public Information Officer.

2. All public information must be reviewed by the individual or agency providing direction and control (or the Cabell County Office of Emergency Services Director, if such delegation of authority is made).
3. Pre-emergency public outreach efforts should educate residents on how to prepare individual, household disaster supply kits, explain the process of shelter-in-place, publicize potential evacuation routes, etc.
4. See Emergency Support Function #15: Emergency Public Information for more details.

## **VI. COMMUNICATIONS**

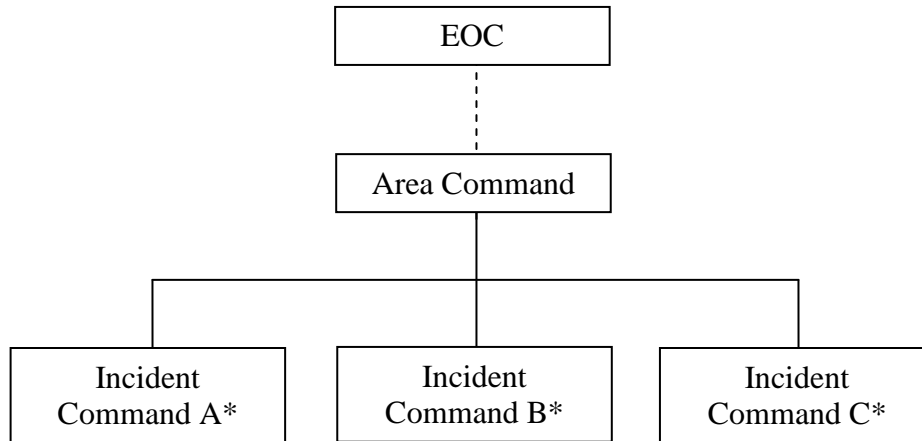
- A. In general, normal emergency communications protocols should be utilized when coordinating an evacuation.
- B. See Emergency Support Function #2: Communications.

## **VII. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES**

- A. Organization
  1. Traditional incident command or unified command structures should be used to manage small, site-specific evacuations (often smaller than what would necessitate activation of the full emergency operations plan).
  2. These command structures are discussed in Emergency Support Function #5: Emergency Management.
  3. Consideration of and Field Transition to Area Command
    - a. According to the United States Department of Homeland Security, area command is particularly relevant to incidents that are typically site-specific, are geographically dispersed, and evolve over longer periods of time. An evacuation could be considered as such. Shelter-in-place incidents would not likely be managed by an area command.
    - b. The responsibilities of the field area command should not be confused with those of the emergency operations center.
      - i. The emergency operations center coordinates the “macro” elements of an evacuation and serves as a liaison with the numerous local, regional, state, and federal partners that could be affected by or support the evacuation. The operations center provides resources to the area command.

- ii. The area command, on the other hand, should manage resources that are deployed to implement the evacuation (e.g., traffic control, crowd control, security, etc.).

c. Potential Area Command Structure



*The dotted line connecting the EOC to the Area Command represents the coordination and communications that should occur.*

*\* “Incident Command A” and “Incident Command B” could each represent an evacuation in a given area or a function within the overall evacuation (e.g., traffic control, security, etc.)*

B. Assignment of Responsibilities

1. Primary Agencies

a. Potential Incident Commanders

- i. Determine the need for public protective actions, including evacuation or shelter-in-place, at the scene.
- ii. If a public protective measure is warranted, coordinate with the jurisdiction’s executive body to order it.
- iii. If jurisdictional executives cannot be reached, direct law enforcement personnel at the scene to implement the measure.

b. Local Government

- i. Issue evacuation or shelter-in-place order (or approve order recommendations from field personnel) for the appropriate jurisdiction.
- ii. Coordinate evacuation and/or shelter-in-place efforts.

- iii. Coordinate relocation into other jurisdictions, if necessary.
- iv. Designate personnel (e.g., maintenance, public works) to assist law enforcement in implementing population protective measures.
- v. Maintain timely and accurate public information through the public information officer.

## 2. Support Agencies

### a. Law Enforcement

- i. Coordinate the on-scene components of the protective measure in coordination with jurisdiction officials.
- ii. Coordinate, with other on-scene emergency services personnel, the notification of individuals to be protected.
- iii. Ensure the orderly flow of evacuees from the affected area.
- iv. Maintain law and order.
- v. Provide security for the affected area (including perimeter and/or traffic control).
- vi. Provide liaison to the emergency operations center for coordination of efforts.
- vii. Assist in the determination of when the area is safe for the return of evacuees or release of shelterees.

### b. Fire Service Providers

- i. Maintain fire security in impacted areas.
- ii. Assist in the notification of individuals to be protected.
- iii. Assist in ensuring the orderly flow of evacuees from the affected area.
- iv. Provide search and rescue services for lost individuals and for those unable to evacuate without assistance.
- v. Provide liaison to the emergency operations center for coordination of efforts.
- vi. Assist in the determination of when the area is safe for the return of evacuees or release of shelterees.
- vii. Assist in recovery operations.

- c. Cabell County Office of Emergency Services
  - i. Activate the county emergency operations center during all evacuation/large-scale shelter-in-place situations to provide support.
  - ii. Coordinate efforts, if delegated the responsibility by the county commission.
  - iii. Coordinate resource requests and recovery efforts with on-scene personnel.
  - iv. Coordinate public information efforts with the county public information officer.
  - v. Assist in the staffing of staging/rest areas (by delegating staff, volunteers, etc.).
  
- d. Cabell County Schools
  - i. Ensure the safety of students during an evacuation or shelter-in-place.
  - ii. Provide buses and drivers for evacuation, if necessary and available.
  - iii. Assist the American Red Cross in establishing disaster shelters and support facilities, if needed.
  
- e. **West Virginia Division of Homeland Security and Emergency Management:** Coordinates the resources of state agencies through the state emergency operations center if requested by the county emergency operations center.
  
- f. West Virginia Division of Highways
  - i. Provides personnel and equipment resources, if needed and requested.
  - ii. Assists in the maintenance of the transportation infrastructure.
  - iii. Assists in the provision of security by erecting barricades along roadways (at the request of field response personnel and upon approval by state authority).
  
- g. United States Department of Transportation
  - i. Provides transportation resources as requested by the state and directed by Emergency Support Function #1 of the *National Response Framework*.

- ii. Assists in the maintenance of the transportation infrastructure.

## VIII. ADMINISTRATION, FINANCE, AND LOGISTICS

### A. Administration

1. The Cabell County Office of Emergency Services Director, in coordination with the county commission and other pertinent agencies, develops and maintains applicable agreements with such agencies as special facilities (i.e., Marshall University, nursing homes, hospitals, schools, etc.), the American Red Cross, local media, etc. to ensure that an evacuation proceeds as smoothly as possible. Such agreements include (but are not limited to) the following.
  - a. Communications protocols
  - b. Guidelines for opening and using shelters
  - c. Guidelines for temporarily closing or rerouting roadways
  - d. Guidelines ensuring the timely release of public information
2. Evacuees should receive instructional materials showing evacuated areas, routes, parking facilities, shelters, and support facilities (with food service and medical assistance) at staging areas.

**B. Finance:** Records regarding reimbursement should be submitted to the head of the applicable jurisdiction (county commission or municipal council) within ten days of the conclusion of response operations. Documentation should include man hours, equipment hours, materials and supplies consumed, and any damages incurred.

### C. Logistics

1. The county emergency operations center should be activated to assist in the coordination of and provide support to an evacuation under the direction and control of the county.
2. Transportation for essential workers to and from risk areas should be provided by their respective organization. Should additional transportation be required, requests should be made through the on-scene Incident Commander to the activated emergency operations center.

3. State and Federal Support

a. State

- i. State assistance may come in many forms during an evacuation.
- ii. Because local resources are limited to implement a full-scale evacuation, West Virginia State Police units may assist local law enforcement to ensure an orderly traffic flow and to provide perimeter security at the affected area.
- iii. The West Virginia Division of Highways may be available to assist in implementing road closures, including the identification of roads that can be closed, erecting barricades, and providing manpower to enforce road closures.
- iv. The West Virginia Division of Homeland Security and Emergency Management should act as a liaison between the emergency operations center and other state resources around the state as well as federal resources.
- v. All state assistance is coordinated through the county emergency operations center.
  - Mutual aid provided by the West Virginia State Police may be requested and coordinated by local law enforcement agencies.
  - The on-scene incident commander makes formal requests for state assistance to the emergency operations center.
- vi. Many state resources will act under the authorities outlined in the *West Virginia Emergency Operations Plan*.

b. Federal

- i. Federal support may be available for the movement of resources and transportation equipment needs through Emergency Support Function #1 of the *National Response Framework*.
- ii. Emergency Support Function #1 personnel may also assist with the restoration of the transportation infrastructure during or following hazard events.

- iii. The Mass Evacuation Incident Annex of the *National Response Framework* outlines the steps which federal resources coordinate the many federal assets that may respond to a mass evacuation.
- iv. Federal assets are accessed through state authorities. Local officials request state assistance through the county emergency operations center to the West Virginia Division of Homeland Security and Emergency Management in the state emergency operations center. West Virginia Division of Homeland Security and Emergency Management personnel distribute requests, as necessary.

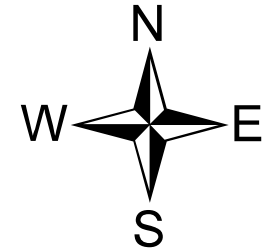
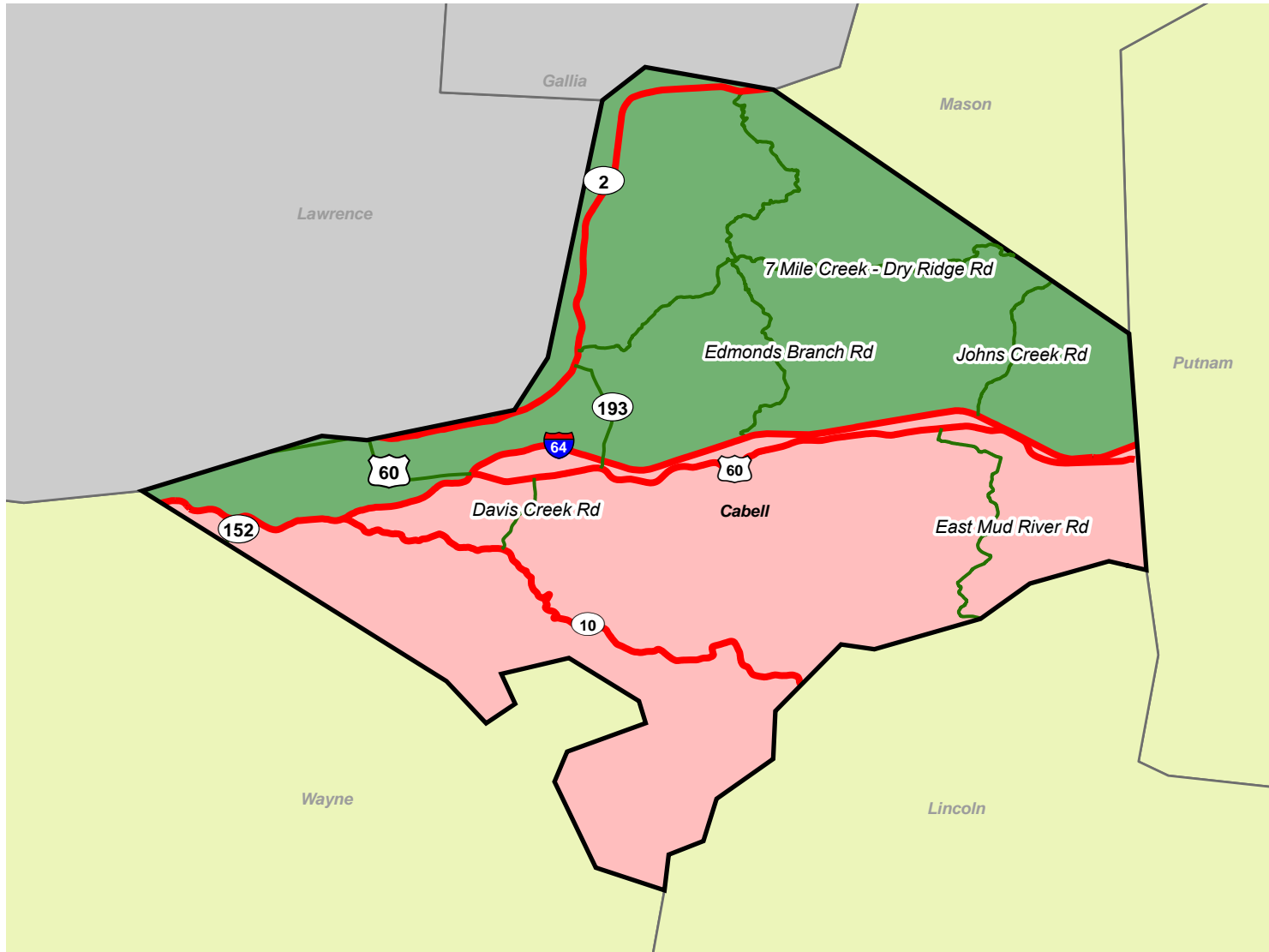
#### **IX. PLAN DEVELOPMENT AND MAINTENANCE**

- A. The Cabell County Office of Emergency Services Director should ensure the maintenance and improvement of this annex.
- B. The annex should be reviewed, updated, and modified as necessary, but not less than annually.

#### **X. LIST OF APPENDICES**

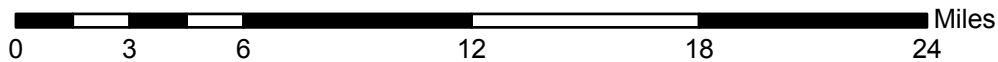
- Appendix 1: Evacuation Routes Map
- Appendix 2: Evacuation Planning Checklist

### APPENDIX 1 TO THE POPULATION PROTECTION SUPPORT ANNEX EVACUATION ROUTES MAP



**Legend**

- Primary Route (Red line)
- Secondary Route (Green line)
- WV (Light Green box)
- OH (Grey box)



## APPENDIX 2 TO THE POPULATION PROTECTION SUPPORT ANNEX

### EVACUATION PLANNING CHECKLIST

CONTROL ACTIVITY	CONVENTIONAL MEASURES (To be applied in all instances)	CONTINGENT MEASURES (To be considered only if conventional measures prove inadequate)	CONTRAPRODUCTIVE MEASURES (To be avoided)
	ALWAYS	SOMETIMES	NEVER
<b>ROUTE ASSIGNMENT</b>	<ul style="list-style-type: none"> <li>Use all available outbound resources</li> <li>Balance flow to minimize clearance time</li> <li>Inspect all evacuation routes</li> <li>Develop contingency plans</li> <li>Provide clear instructions</li> </ul>	<ul style="list-style-type: none"> <li>Revise risk/reception assignments</li> <li>Redefine risk areas</li> </ul>	<ul style="list-style-type: none"> <li>Discourage individuals with personal reception area destinations</li> </ul>
<b>DEPARTURE SCHEDULING</b>	<ul style="list-style-type: none"> <li>Broadcast traffic information</li> <li>Encourage off-peak departures</li> <li>Operate support services around the clock</li> <li>Schedule departures of autoless and critical workers</li> </ul>	<ul style="list-style-type: none"> <li>Schedule departure of all risk-area residents on a geographic basis (begin with densely populated core and work outward)</li> </ul>	<ul style="list-style-type: none"> <li>Prepare off-again, on-again schedules with short time frames (i.e. hour-by-hour)</li> <li>Use arbitrary scheduling rules (i.e. even/odd license plates)</li> <li>Develop schedules requiring individual vehicle inspection</li> </ul>
<b>ROAD CAPACITY EXPANSION</b>	<ul style="list-style-type: none"> <li>Use shoulders where feasible</li> <li>Adjust signal timing</li> <li>Post adequate signs</li> <li>Encourage first auto use</li> </ul>	<ul style="list-style-type: none"> <li>Establish wrong-way flow</li> <li>Adopt vehicle occupancy restrictions on separate rights-of-way</li> </ul>	
<b>ENTRY CONTROL FOR OUTBOUND ROUTES</b>	<ul style="list-style-type: none"> <li>Identify key control points</li> <li>Assign officers to key merging points</li> <li>Use barricades of heavy equipment where necessary to deny access and force geographic schedules</li> </ul>	<ul style="list-style-type: none"> <li>Station police officers at barricades</li> <li>Use police officers to meter flow of freeway entrance ramps</li> </ul>	<ul style="list-style-type: none"> <li>Use moveable barricades (i.e. saw horses or cones) without police presence</li> <li>Establish systems requiring individual vehicle inspection</li> </ul>
<b>PERIMETER CONTROL ON INBOUND ROUTES</b>	<ul style="list-style-type: none"> <li>Establish control points on all routes (at reception/risk boundary and reception area outskirts)</li> <li>Layout ample holding areas adjacent to control points</li> <li>Intercept and interrogate all inbound traffic</li> </ul>		<ul style="list-style-type: none"> <li>Use road shoulders for holding area parking</li> </ul>
<b>FLOW MAINTENANCE</b>	<ul style="list-style-type: none"> <li>Prepare personnel deployment plans</li> <li>Undertake dynamic surveillance of traffic patterns and redirect accordingly</li> <li>Patrol all segments of evacuation routes (particularly bottleneck intersections)</li> <li>Respond to all incidents, clearing stalled and disabled vehicles and reinstate flow ASAP</li> </ul>		<ul style="list-style-type: none"> <li>Stop traffic flow to answer individual questions or redirect misrouted vehicles</li> </ul>
<b>DESTINATION</b>	<ul style="list-style-type: none"> <li>Review reception area parking plans</li> <li>Direct vehicle flow to parking area</li> <li>Supervise parking activities</li> </ul>		<ul style="list-style-type: none"> <li>Allow parking to back up onto evacuation routes</li> </ul>

# **CABELL COUNTY EMERGENCY OPERATIONS PLAN**

## **VOLUNTEER AND DONATIONS MANAGEMENT SUPPORT**

### **ANNEX**

**Purpose:** The purpose of this support annex is to define and describe the structure available to integrate volunteers from private, non-profit, and unaffiliated organizations into emergency management efforts during the response and recovery phases. General donations management guidelines are also discussed.

#### **Related Federal Emergency Support Functions**

- ESF #5: Emergency Management
- ESF #7: Resource Support
- ESF #14: Long-Term Community Recovery and Mitigation
- Volunteer and Donations Management Support Annex

#### **Related State Annexes:**

- Annex L: Volunteer Relief Organizations
- Annex GG: Donations Management

#### **Primary Agency:**

- Medical Reserve Corps
- Salvation Army

#### **Support Agencies**

- Cabell County Office of Emergency Services
- Facing Hunger Food Bank
- West Virginia Division of Homeland Security and Emergency Management (WVDHSEM)
- United States Department of Homeland Security (USDHS)/Federal Emergency Management Agency (FEMA)

## **Authorities**

- WV Code, §5-26a-4: WV Commission for National and Community Service
- WV Code, §15-5-4: WV Disaster Recovery Board
- WV Code, §23-2-1: Workers Compensation
- WV Code, §55-7C-2: Immunity from Civil Liability
- WV Code, §55-7D: Good Samaritan Food Donation Act

## **References**

West Virginia Division of Homeland Security and Emergency Management (WVDHSEM). (2008). *West Virginia Emergency Operations Plan*. Charleston, WV.

United States Department of Homeland Security (USDHS). (2013). *National Response Framework*. Washington, D.C.

## **I. SCOPE**

This support annex pertains to the utilization of volunteers and donations during response and recovery efforts, including (generally) what volunteers can do, how they should be registered and deployed, what types of donations can be accepted, etc. It does not describe “how” volunteers become affiliated with an agency and it does not outline volunteer recruitment guidelines.

## **II. SITUATION AND ASSUMPTIONS**

### **A. Situation**

1. While well-intentioned, the uncoordinated efforts of volunteers could hinder the efforts of emergency responders.
2. A number of organizations throughout Cabell County maintain registries of potentially-available volunteers.

### **B. Assumptions**

1. Unaffiliated (i.e., spontaneous) volunteers will congregate at city halls, fire stations, community centers, incident sites, and other places throughout the county where they believe there may be opportunities to volunteer.

2. The efforts of volunteers could reduce the actual cost and time of disaster response and clean-up.
3. There will be many areas of the response and recovery for which the use of volunteers would not be applicable.

### **III. CONCEPT OF OPERATIONS**

#### **A. General**

1. The widespread use of *unaffiliated, spontaneous volunteers* during emergencies in Cabell County is not anticipated. If they arrive on-scene, they should be sent home.
  - a. **Affiliated Volunteers:** Volunteers that have registered with a known or recognized disaster relief organization. Registration allows affiliated volunteers to pre-certify their credentials and capabilities. They may be more readily deployed during emergencies.
  - b. **Unaffiliated, Spontaneous Volunteers:** Volunteers that are not yet associated with a response or relief agency that could be involved in the incident. Also known as “convergent” or “spontaneous” volunteers. Because unaffiliated volunteers have not certified their credentials or skills, they must be passed through a registration process before deployment.
2. During pre-emergency conditions, disaster-related public awareness campaigns should encourage those wishing to volunteer to register with an established organization.
  - a. Established organizations include the following:
    - i. Amateur radio emergency services (ARES),
    - ii. American Red Cross,
    - iii. Salvation Army,
    - iv. Citizen corps, and/or
    - v. Medical reserve corps (through the Cabell-Huntington Health Department).

- b. When registering potential volunteers, obtaining the following information could be helpful:
  - i. Any special skills possessed by the volunteer;
  - ii. Fluency in languages other than English;
  - iii. Any licenses or certifications held by the volunteer (e.g., a medical license);
  - iv. Professional background;
  - v. Educational background;
  - vi. Computer skills; and
  - vii. Prior disaster-related experience.
  
3. Volunteers should be properly credentialed to ensure that they are capable of performing the tasks assigned to them (and to ensure that appropriate tasks are assigned to them in the first place), which again supports the need to pre-register with established organizations.

#### B. Local Response

1. Due to resource availability, there are currently no plans to establish a “volunteer reception center” or “volunteer management center” to register and deploy spontaneous volunteers. This limitation strongly supports the need for those wishing to volunteer to register with an established organization.
2. There are significant plans locally to use a network of volunteers for sheltering operations. See Emergency Support Function #6 for more information.
3. If the use of volunteers is expected to be a significant element of the response, a staff member in the emergency operations center should be tasked with supporting the volunteer effort. See Section IV below.
4. Generally, volunteers should be considered “external resources” by field responders.
  - a. As such, they can be requested through the resource management process (outlined in Emergency Support Function #7: Logistics Management and Resource Support) through the emergency operations center.

- b. In many cases, field responders would not typically think to request the use of volunteers (primarily because their inclination would likely be to obtain support through mutual aid and other “traditional” channels). As such, if a significant number of relevant, registered volunteers are available, the emergency operations center (or the office of emergency services director if the operations center is not activated) may ask that a message be transmitted to the Incident Commander to alert him/her of the potential availability and skills of volunteers.

### C. Recovery

- 1. Volunteer efforts (and donated goods) may be appropriately utilized during the recovery phase. Consider the following as examples:
  - a. Donated food and volunteer efforts to prepare food could be utilized at “longer running” shelter facilities;
  - b. Faith-based organizations may volunteer to set up soup kitchens at local churches;
  - c. Volunteers may further wish to establish and operate donated goods centers.
- 2. For the portion of the recovery phase during which the emergency operations center remains activated, volunteer efforts should be coordinated and supported by the emergency operations center (as during the response phase). Upon the deactivation of the operations center, coordination of volunteer efforts should transfer to the organization with which the volunteers are registered.

### D. Donations Management

- 1. The county emergency operations center (or office of emergency services during the recovery period following the deactivation of the center), should direct the county public information officer to disseminate instructions for those members of the public wishing to make donations, including cash contributions.

2. During any situation, local (i.e., county) agencies should refer donations to another agency/organization. For example, food donations should be referred to the Facing Hunger Food Bank. All other donations – for material items and cash – should be referred to the Salvation Army.
3. Under Annex GG: Donations Management of the *West Virginia Emergency Operations Plan*, the West Virginia Division of Homeland Security and Emergency Management can request assistance via the Emergency Management Assistance Compact (EMAC).
4. Federal support may be available from the United States Department of Homeland Security under the Volunteer and Donations Management Support Annex of the *National Response Framework*. Federal support for the management of donations and/or volunteers should not be requested until all local or regional support is exhausted.
  - a. Requests for federal assistance are channeled through the county emergency operations center, which should relay them to the state emergency operations center.
  - b. Support may include establishing volunteer and donations coordination centers (including hotlines), managing large corporate offers or large collection drives, expedited training of volunteers, etc.

#### **IV. DIRECTION, CONTROL, AND COORDINATION**

- A. Volunteers should serve at the direction and control of the leader in the area to which they are sent. For example, if assisting shelter operations, they should serve at the direction of the designated Shelter Manager. If helping an on-scene operation, they should serve the appropriate operations section chief, branch director, group supervisor, unit leader, etc.
- B. In general, overall coordination of volunteer efforts should be done at the emergency operations center (if it is activated).
  1. As the use of volunteers becomes more significant, a staff position in the emergency operations center should be delegated the task of supporting volunteers and coordinating their effort.
    - a. Support entails obtaining resources, making other emergency operations center staff aware of volunteer efforts and capabilities, getting information for active volunteers, etc.

- b. Coordination entails maintaining a running status of the volunteers that are active, what they are doing, to whom they are reporting, etc.
- 2. Some of the agencies that regularly register volunteers (e.g., amateur radio emergency services, medical reserve corps, etc.) may be operating in the emergency operations center but have significantly different responsibilities.
- C. If the emergency operations center is not activated (or the recovery phase is underway and the operations center has been deactivated), volunteers should serve under the direction of the agency with which they registered.

## **V. INFORMATION COLLECTION, ANALYSIS, AND DISSEMINATION**

- A. The following types of information related to the volunteer effort may be necessary:
  - 1. How many volunteers are active;
  - 2. What tasks volunteers have been assigned;
  - 3. Which agency registered the volunteers that are active;
  - 4. General status of volunteer activities;
  - 5. Periodic checks on the effectiveness of volunteer efforts; and
  - 6. The names of any unaccounted for volunteers.
  - 7. \*NOTE: This is not an exhaustive list.
- B. Volunteers themselves should be expected to share information accordingly, just as any other responder would be expected to share information. To ensure this occurs, the registering agency/organization should determine what is to be shared and how often updates are expected. A point of contact for the registering agency should then share this information with the county office of emergency services director or other appropriate source.
- C. If the emergency operations center is activated, staff may determine what is to be shared and the frequency with which information should be transmitted.

## **VI. COMMUNICATIONS**

- A. Volunteers should be integrated into any appropriate communications plans developed for the response to ensure that they can communicate with their registering agency and/or the emergency operations center.
- B. See Emergency Support Function #2: Communications for a general discussion of emergency communications.

## **VII. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES**

- A. Organization
  - 1. See Section IV above.
  - 2. An affected local government, the Cabell County Office of Emergency Services, or any agency/organization that has registered volunteers may decide that volunteer efforts are not appropriate for an emergency response and thereby not use volunteers. The use of volunteers is at these agencies'/organizations' discretion.
  
- B. Responsibilities
  - 1. Primary Agencies
    - a. Medical Reserve Corps
      - i. Register volunteers, as appropriate.
      - ii. Provide training (or disseminate information on training opportunities) to registered volunteers.
      - iii. Participate in countywide emergency operations planning to ensure the skills and capabilities of volunteers are appropriately integrated into local efforts.
  
    - b. Salvation Army
      - i. Accepts donations.
      - ii. Establishes a process for accepting and processing donations.
      - iii. Coordinates with the county office of emergency services when donations are received to ensure word is disseminated to the public about accessing donated goods.
  
  - 2. Support Agencies

- a. Amateur Radio Emergency Services
  - i. Provides communications, as needed.
  - ii. Assist emergency responses as necessary (i.e., other duties as assigned).
  
- b. **Cabell County Office of Emergency Services:** Continue to work with local and regional agencies interested in creating a regional voluntary organization active in disaster.
  
- c. **Facing Hunger Food Bank:** Receives donations of food items.
  
- d. West Virginia Division of Homeland Security and Emergency Management
  - i. Receives local requests for support of the volunteer management effort.
  - ii. Appoints a “State Volunteer Coordinator” on an as-needed basis.
  - iii. Maintains the state’s volunteer management plan.
  
- e. United States Department of Homeland Security/Federal Emergency Management Agency
  - i. Coordinates Emergency Support Function #5 (of the *National Response Framework*) activities.
  
  - ii. Coordinates federal activities under the Volunteer and Donations Management Support Annex (of the *National Response Framework*).

## **VIII. ADMINISTRATION, FINANCE, AND LOGISTICS**

### **A. Administration**

1. The agencies that register volunteers should be expected to maintain documentation confirming the registration and listing the skills and abilities of the volunteers.
2. Workers compensation and other liability issues should be covered so long as volunteers are registered with an organization such as the medical reserve corps, ARES, etc.
3. A record of volunteer efforts should be maintained throughout the response and recovery phases so that appropriate gratitude can be expressed

following the operation (e.g., a media release thanking those that volunteered and recognizing the agencies that participated, thank-you cards sent to agencies, etc.).

B. Finance

1. By virtue of their status as “volunteers”, volunteers would not receive compensation for services rendered.
2. For other resource reimbursement considerations, see Section VIII.B of the Basic Plan.

C. Logistics

1. Generalized lists of volunteer capabilities should be provided to the Cabell County Office of Emergency Services for appropriate inclusion into the county’s resource list.
2. Training
  - a. Agencies that register volunteers may offer training to the volunteers.
  - b. Volunteers themselves may take additional training, offered by such organizations as the West Virginia Division of Homeland Security and Emergency Management (WVDHSEM), American Red Cross, etc. In these situations, it should be the volunteer’s responsibility to provide documentation of completed training to their registering agency. *If no documentation is provided, then the volunteer cannot be assigned a task predicated on the completion of said training.*
3. State and Federal Involvement
  - a. State
    - i. The state maintains a volunteer management plan to include training of volunteers and ways to manage and deal with spontaneous volunteers.
    - ii. Volunteer liaisons within the state emergency operations center determine responsibilities for their respective areas.
    - iii. The WVDHSEM may appoint a “State Volunteer Coordinator”, who would liaison with statewide and/or national volunteer organizations; assess needs between multiple requesting communities and allocate

resources among them; assess services to minimize duplication of effort and resources while maximizing utilization of resources; identify shortfalls and seek solutions to them; and liaison to their federal representatives in the case of a Presidentially-declared emergency.

- iv. Volunteer support from the state should be requested through the state emergency operations center. Support could include a volunteer response element or assistance from the state in coordinating volunteer efforts.

b. Federal

- i. Federal support within the arena of volunteers is normally rendered to the state.
- ii. Support could include:
  - Activation of a volunteer/donations coordination team to expedite service provided to donors from large private-sector entities, large civic organizations, and others, and to address large national media-driven collection drives and other complex situations involving donated goods and volunteer services;
  - Establishment of a national donations and volunteer management web-based application that enables the general public to register their offers of donated goods and services;
  - Coordination of appropriate stakeholders;
  - Facilitates management such as multi-agency warehouses and volunteer reception centers; and
  - Communications support such as the coordination of a national hotline and/or call center.
- iii. Support is generally coordinated through a regional response coordination center or joint field office.

**IX. PLAN DEVELOPMENT AND MAINTENANCE**

- A. The Cabell County Office of Emergency Services should ensure that this annex is reviewed and updated. It would also be responsible for distributing changes. Agencies to be involved in the review should include (but may not be limited to):
1. Cabell-Huntington Health Department (for medical reserve corps considerations), and
  2. Salvation Army.
- B. The annex should be reviewed, updated, and modified as necessary, but not less than annually.

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## CABELL COUNTY EMERGENCY OPERATIONS PLAN PREVENTION AND PROTECTION SUPPORT ANNEX

**Purpose:** The purpose of this support annex is to provide guidance for actions meant to reduce risk from human-caused incidents as well as reduce human-caused threats to the people, property, and environment of Cabell County.

**Primary Agency:** Cabell County Office of Emergency Services

### Support Agencies

- Cabell/Wayne Homeland Security Group
- Cabell/Wayne Local Emergency Planning Committee
- Representatives from Local Critical Infrastructure and Key Resources
- General Public

### Authorities

- 42 USC §5195C – Critical Infrastructures Protection
- Homeland Security Presidential Directive (HSPD)-7 – Critical Infrastructure
- Public Law 107-296 – Homeland Security Act of 2002

### References

Cabell Wayne Local Emergency Planning Committee (LEPC). (2007). *Cabell Wayne LEPC Emergency Response Plan*. Huntington, WV.

Congressional Research Service (CRS). (October, 2004). *Critical Infrastructure and Key Assets: Definition and Identification*. Library of Congress, Washington, D.C.

Legal Information Institute. *42 USC §5195C – Critical Infrastructures Protection*.

Online. Retrieved 21 June 2012.

<http://www.law.cornell.edu/uscode/text/42/5195c>.

United States Congress. *Public Law 107-296 – Homeland Security Act of 2002*.

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[http://www.dhs.gov/xlibrary/assets/hr\\_5005\\_enr.pdf](http://www.dhs.gov/xlibrary/assets/hr_5005_enr.pdf).

United States Department of Homeland Security (USDHS). (November, 2010).  
*Comprehensive Preparedness Guide 101: Developing and Maintaining  
Emergency Operations Plans*. Washington, D.C.

## I. SCOPE

The scope of this annex is to provide guidance to Cabell County assets regarding protection and prevention activities; it is a preparedness-centric support annex. It applies to all Cabell County governmental agencies as well as partner agencies residing within (but not under the auspices of) Cabell County. The actions suggested by this annex may, at times, be supported by a countywide (or county-funded) effort, but implementation of specific actions would remain the responsibility of the individual department/agency/organization.

## II. DEFINITIONS

- A. **Prevention:** “Actions that reduce risk from human-caused incidents, primarily terrorism...Prevention planning can also help mitigate secondary or opportunistic incidents that may occur after the primary incident. Incorporating prevention methods into the comprehensive planning process also helps a jurisdiction identify information or intelligence requirements that support the overall planning process” (USDHS, November 2010, p. 1-8).
- B. **Protection:** Actions that reduce or eliminate “a threat to people, property, and the environment. Primarily focused on adversarial incidents, the protection of critical infrastructure and key resources...is vital to local jurisdictions, national security, public health and safety, and economic vitality. Protection planning safeguards citizens and their freedoms, critical infrastructure, property, and the economy from acts of terrorism, natural disasters, or other emergencies. It includes actions or measures taken to cover or shield assets from exposure, injury, or destruction. Protective actions may occur before, during, or after an incident and prevent, minimize, or contain the impact of an incident” (USDHS, November 2010, pp. 1-8, 9).

- C. **Critical Infrastructure:** Systems and assets, whether physical or virtual, so vital to the United States that the incapacity or destruction of such systems and assets would have a debilitating impact on security, national economic security, national public health or safety, or any combination of those matters (<http://www.law.cornell.edu/uscode/text/42/5195c>).
- D. **Key Resources:** Publicly- or privately-controlled resources essential to the minimal operations of the economy and government ([http://www.dhs.gov/xlibrary/assets/hr\\_5005\\_enr.pdf](http://www.dhs.gov/xlibrary/assets/hr_5005_enr.pdf)).

### III. PLANNING AND PREPAREDNESS

- A. The Cabell County Office of Emergency Services and Cabell Wayne Local Emergency Planning Committee serve as the primary emergency planning organizations for Cabell County, West Virginia. As such, these agencies will likely be the most visible agencies during the preparedness phase of emergency management.
  - 1. The Cabell County Office of Emergency Services conducts *all-hazards* emergency planning, which includes terrorism and hazardous materials.
  - 2. The Cabell Wayne Local Emergency Planning Committee also plans from an all-hazard perspective; however, planning efforts by the committee focus on hazardous material preparedness.
- B. Critical Infrastructure and Key Resources (CI/KR) in Cabell County may include the following types of assets (CRS, 2004).
  - 1. Government Facilities
  - 2. Water Distribution Facilities (including treatment plants, pump stations, and tank sites)
  - 3. Wastewater (i.e., Sewer) Collection Facilities (including treatment plants and lift stations)
  - 4. Schools (including higher education facilities)
  - 5. Hospitals
  - 6. Industrial Operations (i.e., key components of the local or regional economy)
  - 7. Transportation Infrastructure (e.g., interstate highways, rail lines, waterborne commerce facilities, etc.)
  - 8. Postal and Shipping Facilities

#### IV. CONCEPT OF OPERATIONS

- A. Protection and prevention are functions of many actions, including planning, target hardening, training and exercises, intelligence and information gathering, etc. This plan is based on the assumption that all assets in Cabell County perform as many of these tasks as allowable by existing capabilities *for their own jurisdiction and/or resources*.
- B. Potential Protection and Prevention Measures
  - 1. Risk Assessment
    - a. **Definition:** The identification of potential threats and vulnerabilities. Risk equals the threat times the vulnerability. Threats could include known credible threats to a facility, event, or area; the presence of groups known to make or carry out threats, etc. Vulnerabilities include security lapses, insufficient planning and/or equipment, insufficient response capability, etc. Commonly, *risk assessment* and *hazard analysis* are thought of as synonymous; however, a hazard analysis typically looks at the probability and severity of a hazard. Risk assessment for the purpose of prevention and protection includes these elements, but also considers the impacts should vulnerabilities be exploited.
    - b. Responsible Party(ies)
      - i. The Cabell County Office of Emergency Services completes a variety of hazard analyses and risk/vulnerability assessments on a countywide basis with respect to human-caused hazards. It should be noted, though, that these analyses are necessarily general due to their countywide focus.
      - ii. The Cabell Wayne Local Emergency Planning Committee considers the hazardous material risk as it pertains to human-caused incidents. Again, this analysis is generalized due to a countywide focus.
      - iii. Individual assets should examine their own vulnerabilities from the perspective of risk to natural, technological, and human-caused community events as well as potential threats from customers, stakeholders, etc. and associated gaps in security.

- iv. The general public should examine its own vulnerability to human-caused hazards so as to plan for where to go if evacuation is necessary, how to communicate critical information about itself to responders, etc.

2. Response Planning

- a. **Definition:** Based on known risk, response planning outlines strategies for mobilizing existing resources to resolve actual incidents. It may involve the identification of additional resources that would be necessary, to include procuring them from partner agencies or purchasing them.
- b. Responsible Party(ies)
  - i. The Cabell County Office of Emergency Services maintains this document – the countywide emergency operations plan. Like a countywide risk assessment, this document is necessarily general and offers guidance to individual agencies on the preparation of individual emergency plans and Standard Operating Guidelines.
  - ii. The Cabell Wayne Local Emergency Planning Committee compiles a response plan for hazardous material responses. Like this document, it is necessarily generalized.
  - iii. Individual assets should develop their own response plans and share those, as appropriate, with county and/or municipal agencies to ensure a standard set of expectations and coordinated response.

3. Target Hardening

- a. **Definition:** Hardening includes actions to strengthen security and resilience to known risks at assets considered Critical Infrastructure/Key Resources (CI/KR) in Cabell County. Examples include the installation of perimeter security, monitoring systems, etc.
- b. **Responsible Party(ies):** Individual facilities should protect their own property, interests, facilities, etc.

4. Training and Exercises

- a. **Definition:** Any event designed to test a response plan or security element.

- b. Responsible Party(ies)
  - i. The Cabell County Office of Emergency Services and Cabell Wayne Local Emergency Planning Committee may sponsor countywide training and exercise events on a variety of hazards, including terrorist actions and hazardous materials. Participating agencies would be invited contingent on the objectives of individual events.
  - ii. Emergency response agencies should sponsor periodic training for their personnel on such topics as equipment and vehicle usage, response techniques, special response protocols, etc.
  - iii. Individual assets should periodically train their personnel on such topics as Occupational Safety and Health Administration regulations, general safety, emergency procedures (including notifications), etc.
  - iv. The general public should practice its own response to emergencies by doing household fire drills, calling friends or relatives to see if it could shelter with them, etc.

5. Intelligence/Information Gathering

- a. **Definition:** Actions to gather information on known and emerging threats, to include when/where, intended targets, the capabilities of the person/organization making the threat, etc.
- b. **Responsible Party(ies):** Law enforcement agencies

## V. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

### A. Organization

- 1. This support annex presents a set of minimum expectations that county assets should employ for their own protection. Work toward these expectations may result in the prevention of some human-caused incidents.
- 2. Individual assets would be responsible for the implementation of any of these actions.
- 3. While this annex offers a number of suggested actions, it cannot force any agency to undertake these actions.

B. Assignment of Responsibilities

1. **Primary Agency:** Cabell County Office of Emergency Services

- a. Periodically complete countywide risk assessments that include human-caused hazards.
- b. Serve as a source of technical assistance for county government protection and prevention efforts.
- c. Maintain the *Cabell County Emergency Operations Plan*.

2. Support Agencies

- a. **Cabell/Wayne Homeland Security Group:** Supports information sharing among partners throughout Cabell and Wayne Counties.

- b. Cabell/Wayne Local Emergency Planning Committee

- i. Assists county agencies in the planning for hazardous material emergencies, particularly those that may involve a human-caused (i.e., terroristic) element.
- ii. Serves as a resource for industrial facilities and provide a conduit to response agencies and other local preparedness organizations.
- iii. Undertakes outreach efforts to educate the general public on protection measures, specifically to hazardous material emergencies.
- iv. Maintains the *Cabell Wayne LEPC Emergency Response Plan*.

- c. Individual Assets

- i. Prepares facility-specific response plans.
- ii. Understands facility- or site-specific risks and vulnerabilities.
- iii. Undertakes efforts to strengthen security and resilience.
- iv. Coordinates with community organizations to ensure a coordinated response to incidents at their facilities/sites.

- d. General Public

- i. Maintains family disaster plans.
- ii. Heeds community warnings for protective actions.

## CABELL COUNTY EMERGENCY OPERATIONS PLAN SPECIAL EVENTS HAZARD-SPECIFIC ANNEX

**Purpose:** To briefly describe the emergency planning and management processes during any special events held in Cabell County.

**Related Federal Emergency Support Functions:** N/A

**Related State Annex:** N/A

**Primary Agency:** Local Law Enforcement

**Support Agencies:**

- County Volunteer Fire Departments
- Cabell County Emergency Medical Services
- Cabell County Office of Emergency Services
- Cabell-Huntington Health Department
- West Virginia State Police (WVSP)

**Authorities:** N/A

**References:**

- West Virginia Division of Homeland Security and Emergency Management (WVDHSEM). (2009). *West Virginia Emergency Operations Plan*. Charleston, WV.
- United States Department of Homeland Security (USDHS). (2013). *National Response Framework*. Washington, D.C.

## I. SCOPE

This annex describes the planning phases as well as the general operational constructs used by emergency services providers during special (or “planned”) events. The events under consideration are those that typically draw large crowds of spectators/visitors into an area that is typically not home to that number of people. These events also typically draw visitors from outside of Cabell County who may not be familiar with the location of evacuation routes, shelters, etc.

## II. SITUATION AND ASSUMPTIONS

### A. Situation

1. Emergencies at recent special events held across the country (e.g., the Indiana State Fair stage collapse) have demonstrated the need for event-specific emergency planning.
2. The following special events are held on a recurring basis in Cabell County.
  - a. Pumpkin Festival
    - i. **Location:** Milton
    - ii. **Duration:** Typically three to four days in October
    - iii. **Average Attendees:** 50,000+
  - b. Rib Fest
    - i. **Location:** Harris Riverfront Park, Huntington
    - ii. **Duration:** Typically three to four days in August
    - iii. **Average Attendees:** N/A
  - c. Marshall University Home Football Games
    - i. **Location:** Joan C. Edwards Stadium, Huntington
    - ii. **Duration:** Three to five hours on (usually) Saturdays, August through December
    - iii. **Average Attendees:** 38,000+

B. Assumptions

1. Emergencies will occur at special events, ranging from individual injuries to incidents necessitating an evacuation of the event.
2. Special events will attract visitors unfamiliar with the host area.
3. The general populace may not view special events as likely sources of emergencies.

**III. CONCEPT OF OPERATIONS**

A. As a general observation, law enforcement agencies should work closely with event organizers as the lead emergency services organization (on the assumption that events are, at their core, crowd-centric situations).

B. Operational Phases

1. Events generally contain three operational phases: pre-planning, the event, and post-event. Plans for emergencies at special events should take all three phases into consideration.
2. Pre-Planning Phase
  - a. This phase exclusively includes the development of an emergency preparedness plan that contains a risk assessment for the event and guidelines for the response to emergencies during the event.
  - b. Pre-planning may begin immediately following an event (in preparation for the next recurring event) or as little as six weeks in advance of an event. The ideal starting point should be three months prior to an event.
  - c. Pre-Plan Contents (at a minimum)
    - i. Any permitting considerations (e.g., liability insurance, parades, alcohol consumption, pyrotechnics, road/street closures, public health, etc.)
    - ii. Crowd density estimates
    - iii. Crowd census considerations (e.g., maximum occupancies, crowd behavioral tendencies, common characteristics of crowd disasters, etc.)
    - iv. Security (to include perimeter control)
    - v. Appropriate health services

- vi. Weather considerations (e.g., trigger points for evacuation, postponement, or cancellation; authority to make weather decisions; monitoring of storm and other warnings; crowd sheltering concerns [for outdoor events]; etc.)
- vii. Emergency services/security personnel credentialing
- viii. Ambulance/first aid access points (to include emergency routes to medical care facilities, how costs for services would be collected, landing zones, etc.)
- ix. Communications systems to be used for event *emergency* communications (i.e., how event organizers talk with emergency services providers)
- x. Public health considerations for vendors
- xi. Dissemination of information to visitors/spectators
- xii. Visitor/spectator accountability
- xiii. Location(s) of event incident command post, whether an event or the county emergency operations center would be activated, etc.
- xiv. Traffic control and parking considerations
- xv. Listings of stakeholders

### 3. Event Phase

- a. This phase is inclusive of the event itself.
- b. This phase, from an emergency standpoint, focuses on the implementation of the event pre-plan.

### 4. Post-Event Phase

- a. As with all emergency responses, a post-event/incident after-action session should be scheduled.
- b. Topics of discussion should be what actions were successful/unsuccessful with the current iteration of the pre-plan, listing any unforeseen incidents associated with the event, etc.
- c. Should an emergency occur at an event, the post-event phase may also include working with appropriate resources to provide counseling support to visitors, reclamation of the event site, media coordination to re-establish trust in event management, etc.

#### **IV. DIRECTION, CONTROL, AND COORDINATION**

- A. The incident command system should be used to manage the preparedness elements of the event, just as it is used during more traditional emergency responses.
- B. Unless otherwise determined (in the planning phase), events should be managed by a unified command with the jurisdictional law enforcement agency and the event organizer(s) as the “incident commanders”. See Emergency Support Function #5.

#### **V. INFORMATION COLLECTION, ANALYSIS, AND DISSEMINATION**

- A. Event organizers should consider how information about emergency warnings, evacuation notices, etc. would be disseminated to spectators/visitors. Dissemination of information would be a critical consideration in the event plan.
- B. Organizers may choose to disseminate evacuation maps, muster point locations, etc. in event literature.

#### **VI. COMMUNICATIONS**

- A. Another significant component of the event plan would be how organizers should communicate with emergency services agencies that are supporting the incident.
- B. See Emergency Support Function #2 for appropriate incident command system forms, the development of tactical interoperable communications plans, etc.

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## CABELL COUNTY EMERGENCY OPERATIONS PLAN

### TERRORISM INCIDENT HAZARD-SPECIFIC ANNEX

**Purpose:** To develop a consequence management plan for responding to and recovering from a terrorist-initiated incident. The annex, in addition to assigning responsibilities for preparing for and responding to terrorist incidents that may occur, describes state and federal assistance that may be available to assist in the response to a terrorist incident.

**Related Federal Emergency Support Functions:**

- Biological Incident Annex
- Catastrophic Incident Annex
- Nuclear/Radiological Incident Annex
- Terrorism Incident Law Enforcement and Investigation Incident Annex

**Related State Annex:** Annex T: Terrorism

**Primary Agency:** Federal Bureau of Investigation

**Support Agencies:**

- Cabell County Sheriff
- Local Law Enforcement
- Cabell County Office of Emergency Services
- West Virginia State Police (WVSP)
- Cabell-Huntington Health Department
- County Fire Departments
- Cabell County Emergency Medical Services
- West Virginia Division of Homeland Security and Emergency Management (WVDHSEM)
- US Department of Homeland Security (USDHS)

**Authorities:**

- *Homeland Security Presidential Directive (HSPD)-5, Management of Domestic Incidents.*
- *Presidential Policy Directive (PPD)-8, National Preparedness.*
- West Virginia Code Chapter 15, as amended
- West Virginia Code Chapter 16, as amended

**References:**

West Virginia Division of Homeland Security and Emergency Management (WVDHSEM). (2008). *West Virginia Emergency Operations Plan*. Charleston, WV.

United States Department of Homeland Security (USDHS). (2013). *National Response Framework*. Washington, D.C.

**I. SCOPE**

The annex attempts to outline the community-based response to all terrorist incidents in Cabell County – whether domestic or international. It presents guidelines above what the other emergency support functions in this plan convey.

**II. SITUATION AND ASSUMPTIONS**

**A. Situation**

1. Terrorist incidents, including threats of potential incidents, create a unique challenge to public safety officials at every level of government. There are distinct legal authorities that impact how either the threat of occurrence of acts of terrorism are managed. There are special organizational structures that come into play only in terrorist incidents, such as specialized resources that may be required, supported, and managed, as well as special risks to the general public, first responders, and local public officials.
2. Cabell County is susceptible to terrorist incidents. The consequences of a major terrorist incident could be catastrophic; hence, mitigating against, preparing for, responding to, and recovering from such incidents is an important function of all levels of government.

3. Potential terrorist targets in Cabell County include (but are not limited to): industrial facilities and operations, public works facilities and support infrastructure, highway infrastructure, and economic targets (e.g., banking, cyber elements, etc.).
4. Cabell County, which is home to one of the largest cities in West Virginia (Huntington) and one of the two largest universities in the state (Marshall University), could be an attractive symbolic target for terrorists. Additionally, the county is located along the Ohio River within close proximity to a number of lock and dam facilities and bridges. Further, large manufacturing facilities are located within and near the county. Cabell County is also located within an hour's drive of the capital of West Virginia (Charleston), which could result in county emergency services agencies supporting a terrorism incident in Kanawha County.
5. Because of the importance of computers and communications, cyber attacks or other attempts to disrupt infrastructure may occur.
6. Terrorism is both a law enforcement and an emergency management problem.
  - a. Virtually all terrorist acts involve violation of laws. Hence, law enforcement agencies gather and analyze intelligence on terrorists and may develop estimates of their intentions. Access to this criminal intelligence information is necessarily limited, but significant threats must be communicated by law enforcement agencies to those local officials who can implement protective measures and alert emergency responders. Coordination between law enforcement and emergency management personnel is vital to ensure that appropriate readiness actions are taken, while still protecting law enforcement sources and methods.
  - b. During a terrorist incident, the incident area may be simultaneously a crime scene, a hazmat scene, and a disaster area that may cross the boundaries of several jurisdictions. There are often competing needs in the aftermath of a terrorist act – law enforcement agencies want to protect the crime scene in order to gather evidence while emergency responders may need to bring in extensive equipment and personnel to conduct search and rescue operations. It is essential that the incident command

team establish operating areas and formulate a plan of action that considers the needs of both groups.

7. Since terrorist acts may be violations of local, state, and federal law, the response to a significant local terrorism threat or actual incident may include state and federal response agencies.
  8. Local resources for combating true terrorism incidents are somewhat limited. In the event of a significant terrorist threat or incident, it is anticipated that state and federal resources will be requested in order to supplement local capabilities.
  9. The presence of chemical, biological, radiological, or nuclear agents may not be recognized until some time after casualties occur. There may be a delay in identifying the agent present and in determining the appropriate protective measures. Such agents may quickly dissipate or be persistent.
  10. In the case of an attack with a biological agent, the initial dissemination of the agent may occur outside the local area or even in other counties, but still produce victims in the local area.
- B. Assumptions
1. The first responder or health and medical personnel will, in most cases, initially detect and evaluate the potential or actual incident, assess casualties (if any), and determine whether assistance is required.
  2. Terrorist attacks may be directed at government facilities, public and private institutions, business or industry, transportation, and individuals and groups. Such acts may involve:
    - a. Arson
    - b. Shootings
    - c. Bombings (including use of weapons of mass destruction, chemical agents, or biological agents, radioactive materials, or nuclear devices)
    - d. Kidnapping or hostage taking
    - e. Sabotage
    - f. Other activities

3. Terrorist attacks may or may not be preceded by a warning or a threat and may at first appear to be an ordinary hazardous materials or other man-made incident. Attacks may occur at multiple locations and may be accompanied by fire, explosion, or other acts of sabotage.
4. A device may be set off to attract emergency responders, then a secondary device deployed for the purpose of injuring emergency responders.
5. Effective response to a weapons of mass destruction incident may require:
  - a. Specialized equipment to detect and identify chemical, biological, radioactive, or nuclear agents.
  - b. A mass decontamination capability.
  - c. The means to treat mass casualties, including conducting triage and using specialized pharmaceuticals that have a narrow window of effect.
  - d. The capability to deal with mass fatalities.
6. Injuries from a terrorist attack may be both physical and psychological.
7. Recovery from a terrorist attack can be complicated in the presence of persistent agents, additional threats, extensive physical damage, and mass casualties.
8. In most cases, significant state and federal terrorist incident response support cannot be provided within the first few hours of an incident. Considerable state and federal terrorism resources are available, but it may take six to 12 hours to activate and deploy such resources on a large scale. The Federal Bureau of Investigation is the lead federal agency for crisis management and the Federal Emergency Management Agency is the lead federal agency for consequence management. Other, more generalized, responsibilities are as follows:

AGENCY	RESPONSIBILITIES	APPLICABLE EMERGENCY SUPPORT FUNCTION OR ANNEX
Local Government	<ul style="list-style-type: none"> <li>• Provide policy guidance during emergency situations.</li> <li>• Initiate and authorize emergency contracts during recovery operations.</li> <li>• Request declarations of emergency.</li> </ul>	<ul style="list-style-type: none"> <li>• ESF #5</li> <li>• ESF #15</li> <li>• Warning Support Annex</li> </ul>
Office of Emergency Services	<ul style="list-style-type: none"> <li>• Formulate plans for comprehensive, integrated emergency management.</li> <li>• Ensure emergency notification and warning.</li> <li>• Public information and education.</li> <li>• Resource management.</li> <li>• Emergency operations center maintenance.</li> <li>• Coordinate periodic drills and exercises to test plans.</li> </ul>	<ul style="list-style-type: none"> <li>• ESF #2</li> <li>• ESF #5</li> <li>• ESF #6</li> <li>• ESF #7</li> <li>• ESF #14</li> <li>• ESF #15</li> <li>• Warning Support Annex</li> </ul>
Law Enforcement	<ul style="list-style-type: none"> <li>• Maintain law and order.</li> <li>• Investigate criminal acts.</li> <li>• Protect vital facilities.</li> <li>• Evacuation/perimeter/crowd control.</li> <li>• Conduct anti-terrorist operations.</li> </ul>	<ul style="list-style-type: none"> <li>• ESF #5</li> <li>• ESF #8</li> <li>• ESF #13</li> <li>• Population Protection Support Annex</li> <li>• Warning Support Annex</li> </ul>
Fire Service	<ul style="list-style-type: none"> <li>• Fire suppression and control.</li> <li>• Hazardous materials response.</li> <li>• Search and rescue.</li> <li>• Emergency notification and warning.</li> </ul>	<ul style="list-style-type: none"> <li>• ESF #2</li> <li>• ESF #4</li> <li>• ESF #5</li> <li>• ESF #8</li> <li>• Population Protection Support Annex</li> <li>• Warning Support Annex</li> </ul>

AGENCY	RESPONSIBILITIES	APPLICABLE EMERGENCY SUPPORT FUNCTION OR ANNEX
Public Health	<ul style="list-style-type: none"> <li>• Vaccinations and/or inoculating of individuals.</li> <li>• Provide guidance in the treatment of contaminated water.</li> <li>• Food consultation services.</li> <li>• Vector control consultation services</li> <li>• Refuse disposal consultation services.</li> </ul>	<ul style="list-style-type: none"> <li>• ESF #5</li> <li>• ESF #6</li> <li>• ESF #8</li> <li>• ESF #15</li> </ul>
Hospitals	<ul style="list-style-type: none"> <li>• Provide medical treatment to the injured.</li> <li>• Decontaminate victims, as appropriate.</li> </ul>	<ul style="list-style-type: none"> <li>• ESF #8</li> </ul>
Emergency Medical Services	<ul style="list-style-type: none"> <li>• Provide emergency medical treatment on-site.</li> <li>• Provide emergency transportation of the injured.</li> <li>• Assist in decontamination operations.</li> </ul>	<ul style="list-style-type: none"> <li>• ESF #6</li> <li>• ESF #8</li> </ul>
Public Works	<ul style="list-style-type: none"> <li>• Ensure operation of public utilities.</li> <li>• Debris and garbage removal.</li> <li>• Street/road/bridge construction and maintenance.</li> </ul>	<ul style="list-style-type: none"> <li>• ESF #3</li> <li>• ESF #5</li> <li>• ESF #6</li> <li>• ESF #8</li> <li>• Population Protection Support Annex</li> </ul>
American Red Cross	<ul style="list-style-type: none"> <li>• Welfare services (e.g. temporary housing, food, clothing, household goods).</li> <li>• Provide first aid, blood, counseling.</li> <li>• Shelter operations.</li> <li>• Reception and care.</li> </ul>	<ul style="list-style-type: none"> <li>• ESF #6</li> <li>• ESF #8</li> </ul>
Salvation Army	<ul style="list-style-type: none"> <li>• Welfare services (e.g. temporary housing, food, clothing, household goods).</li> <li>• Shelter operations.</li> </ul>	<ul style="list-style-type: none"> <li>• ESF #6</li> </ul>

AGENCY	RESPONSIBILITIES	APPLICABLE EMERGENCY SUPPORT FUNCTION OR ANNEX
School Systems	<ul style="list-style-type: none"> <li>• Provide buses for large-scale evacuations.</li> <li>• Assist with establishing care centers.</li> </ul>	<ul style="list-style-type: none"> <li>• Population Protection Support Annex</li> </ul>
Medical Examiner	<ul style="list-style-type: none"> <li>• Victim identification.</li> <li>• Expansion of morgue or set-up temporary satellite morgue operations.</li> <li>• Notification of next of kin.</li> </ul>	<ul style="list-style-type: none"> <li>• ESF #8</li> </ul>

9. Local law enforcement agencies maintain a Special Weapons and Tactics (SWAT) team for Cabell County. Further, a Federal Bureau of Investigation field office is located in Huntington. Regionally, the Kanawha County Sheriff's Department's bomb squad, West Virginia State Police's bomb squad, and the state's Weapons of Mass Destruction (WMD)/hazardous material team may assist during terrorist incident operations. The state's urban search and rescue team may also assist.
10. Jurisdictional areas of responsibility and working perimeters defined by local, state, and federal departments and agencies may overlap. Perimeters may be used to control access to the affected area, target public information messages, assign operational sectors among responding organizations, and assess potential effects on the population and the environment. Control of these perimeters may be enforced by different authorities, which will impede the overall response if adequate coordination is not established.
11. Terrorist attacks may be intended at multiple locations.
12. There may be a delay in identifying the chemical or biological agent present and in determining the appropriate protective measures.
13. Investigation of the cause of the event and those responsible for it are important law enforcement activities.

### III. CONCEPT OF OPERATIONS

A. A significant amount of planning for terrorism incidents occurs locally through the Cabell/Wayne Homeland Security Group. This group has met monthly since the September 11<sup>th</sup> terrorist attacks and discusses interoperability issues, resource availability, etc. Membership in the group includes (but is not limited to) the following.

1. Boards of education
2. Communications (911 and amateur radio)
3. Emergency services (including fire and EMS)
4. Functional needs facilities (e.g., the Woodlands)
5. Funeral directors
6. Jails
7. Law enforcement (Federal Bureau of Investigation, West Virginia State Police, local agencies)
8. Retail establishments (local and “big box”)
9. Utility providers
10. Volunteer organizations (e.g., Salvation Army)

#### B. General

1. The response to terrorist incidents includes two (2) major functions: crisis management and consequence management, which may be carried out consecutively or concurrently in the case of an incident that occurs without warning.

a. **Crisis Management:** Pre-incident crisis management activities include efforts to define the threat, identify terrorists, and prevent terrorist acts. Post incident crisis management activities include efforts to resolve the terrorist incident, investigate it, and apprehend those responsible. Law enforcement agencies have the lead role in terrorism crisis management activities.

i. Local police departments (within their jurisdiction) have the lead local role in terrorism crisis management and will coordinate their efforts with state and federal law enforcement agencies as is appropriate.

- ii. The West Virginia State Police is the lead state agency for terrorism incident response on state property and state highways. The state police will coordinate the state's law enforcement response to a potential terrorist incident and the use of state resources to support crisis management activities.
  - iii. The Federal Bureau of Investigation is the lead federal agency and will manage the federal crisis management response.
- b. Consequence Management
- i. Consequence management activities undertaken to deal with the effects of a terrorist incident are conducted in essentially the same manner as the response and recovery operations for other emergencies or disasters. Post-incident crisis management activities, such as investigation, gathering evidence, and pursuit of suspects, may continue during consequence management. The lead agencies for crisis management and consequence management should mutually determine when crisis management activities are complete.
    - The police or fire chief of the affected jurisdiction will normally be the incident commander in terrorism consequence management for most types of terrorist incidents, but he/she may relinquish this role to the Cabell-Huntington Health Department for incidents involving biological agents.
    - The West Virginia Division of Homeland Security and Emergency Management is the lead state agency in terrorism consequence management. The state emergency operations center will coordinate state resource support for local terrorism consequence management operations.
    - The Federal Emergency Management Agency is the lead federal agency for consequence management operations and shall coordinate federal resource support for such operations.
  - ii. The agencies responsible for terrorism consequence management should coordinate their efforts with law enforcement authorities conducting crisis management operations.

- c. Crisis Management and Consequence Management Approach
  - i. Law enforcement agencies involved in crisis management should keep those responsible for consequence management informed of decisions made that may have implications for consequence management so that resources may be properly postured for emergency response and recovery should consequence management become necessary. Because of the sensitivity of law enforcement sources and methods and certain crisis management activities, it may be necessary to restrict dissemination of some information to selected emergency management and public health officials who have a need to know. Those individuals may have to carry out some preparedness activities surreptitiously.
  - ii. Until such time as law enforcement and emergency management personnel agree that crisis management activities have been concluded, law enforcement personnel shall participate in the incident command or county support operations to advise those carrying out consequence management operations with respect to protection of the crime scene, evidence collection, and investigative results that may have bearing on emergency operations. The West Virginia State Police and the Federal Bureau of Investigation will normally provide personnel to participate in the unified command operation to coordinate state and federal law enforcement assistance.
  - iii. A Joint Information Center (JIC), staffed by local, state, and federal public affairs personnel, may be established as part of the unified command organization to collect, process, and disseminate information to the public.

C. Protective Actions

1. Emergency personnel responding to a terrorist incident must be protected from the various hazards that a terrorist incident can produce. They include blast effects, penetrating and fragmenting weapons, fire, asphyxiation, hazardous chemicals, toxic substances, radioactive materials, and disease-causing materials, and secondary devices. Though the type of protection varies depending on the hazard, there are three (3) basic principles of protection that apply to all hazards: time, distance, and shielding.
  - a. **Time:** Emergency workers should spend the shortest amount of time possible in the hazard area or exposed to the hazard. Use techniques such as rapid entries to execute reconnaissance or rescue and rotate personnel in the hazard area.
  - b. **Distance:** Maximize the distance between hazards and emergency responders and the public. For chemical, radiological, and explosive hazards, recommended isolation and protective action distances are included in the United States Department of Transportation's *Emergency Response Guidebook*.
  - c. **Shielding:** Use appropriate shielding to address specific hazards. Shielding can include vehicles, buildings, protective clothing, and personal protective equipment.
  
2. Protective actions for the public should be selected and implemented based on the hazards present and appropriate instruction and information that has been provided to the public through usual means of warning and public information. Protective actions for the public may include:
  - a. Evacuation,
  - b. Shelter-in-place,
  - c. Access control to deny entry into contaminated areas,
  - d. Restrictions on the use of contaminated foodstuffs (normally imposed by the Cabell-Huntington Health Department), and
  - e. Restrictions on the use of contaminated public water supplies (normally imposed by the West Virginia Department of Environmental Protection, Cabell-Huntington Health Department, or by local public works officials).

- f. For instances involving biological agents, protective actions taken to prevent the spread of disease may include:
    - i. Isolation of diseased victims within medical facilities.
    - ii. Quarantines to restrict movement of people and livestock in specific geographic areas.
    - iii. Closure of schools and/or businesses.
    - iv. Restrictions on public gatherings, such as sporting events.
3. Perimeter Control
- a. Recognizing and evaluating dangers is critical to implementing perimeter control. Adequately evaluating potential harm will guide decisions and considerations for “standoff” distances or establishing “work zones”. It is better to over-estimate the perimeter than to under-estimate it. Further, it is easier to reduce the perimeter than increase it after operations are set up.
  - b. Depending on the size and complexity of the incident, the perimeter boundaries may need to be divided or identified as having “outer” and “inner” zones.
    - i. The outer zone is the most distant control point or boundary of the incident or perimeter. It is used to restrict all public access to the incident. Establish the standard “control areas” within the outer zone, to include the hot, warm, and cold areas.
    - ii. The inner zone isolates known hazards within the outer zone. It is used to control movement of responders.
    - iii. Types of terrorist incidents that may require outer and inner zone control include:
      - Improvised explosive devices.
      - Chemical or biological dispersion devices.
      - Radioactive contamination.
  - c. Perimeter control may be influenced by the following components:
    - i. Amount and type of resources on hand.
    - ii. Capability of available resources (training level).
    - iii. Ability of the resources to provide self-protection.

- iv. Size and configuration of the incident.
  - v. Stability of the incident.
- d. Because of the potential for secondary and/or tertiary events, the perimeter and control areas should be mapped. Therefore, if the incident escalates, boundaries can be expanded using established reference points that are familiar to on-scene responders. Mapping components should include:
- i. Topography.
  - ii. Structures and other landmarks.
  - iii. Access and egress points.
  - iv. Perimeter boundaries.
4. Protective actions to take during biological incidents include the following:
- a. Isolation of infectious persons/sources.
  - b. Quarantines of infectious persons/sources.
  - c. Vaccinations and prophylaxis.
  - d. Use of personal protective equipment.
  - e. Closing of public gatherings/transportation carriers/facilities.
5. The Cabell County Office of Emergency Services should contact neighboring jurisdictions as necessary if protective actions in those jurisdictions become necessary.

#### **IV. DIRECTION, CONTROL, AND COORDINATION**

- A. The executive groups of local government should provide general guidance for emergency operations, including the response to terrorist incidents. They should provide financial support, deployment of resources, and will make formal declarations of emergency upon advice from the state and federal agencies as well as local emergency responders and managers.
- B. The county office of emergency services, in coordination with the executive group(s), should provide overall support of the terrorist incident response activities of the responding departments and agencies.

C. Actions vs. Heightened Awareness Levels

1. Elevated Threat Alert

- a. **Definition:** Warns of a credible terrorist threat against the United States.
- b. Potential Actions
- c. During these conditions, no overt emergency operations or incident management activities would be necessary.
- d. Regular preparedness and training activities should continue.
- e. Response agencies should continue to remain on-call.
- f. EOC staff may be notified in an effort to maintain a readiness (to active) capability.

2. Imminent Threat Alert

- a. **Definition:** Warns of a credible, specific, and impending terrorist threat against the United States.
- b. Potential Actions
- c. Emergency response agencies should be prepared for deployment.
- d. EOC staff may be notified in an effort to maintain a readiness (to active) capability.
- e. EOC should be activated if the threat is in the general Cabell County region.

D. Implementation of the Incident Command System

1. If there is a local incident site, an incident command post will be established to manage emergency operations at that incident site. Typical operating area boundaries established for a terrorist incident may include:
  - a. The **crime scene boundary** defines the crime scene. State, federal, or local law enforcement personnel may restrict access to the crime scene. Response activities within the crime scene may require special care in order to protect evidence.
  - b. The **hazmat boundary** defines the hazmat site, which is referred to in hazmat operations as the “hot zone”, and may be termed “isolation area” or “exclusion zone” by other responders. The hazmat boundary may also include the hazmat upwind “warm zone” that is utilized for contamination control and rescue staging. Depending on the spread of contaminants,

the hazmat site may include some of the crime scene. Entry into the hazmat boundary is normally restricted to response personnel equipped with personal protective equipment and using decontamination procedures.

- c. The **incident boundary** includes the crime scene, the hazmat area, and the “cool zone” or “support zone” used for incident support operations such as shelter-in-place or evacuation. Access to this area is normally controlled; if quarantine is implemented, egress may also be limited.
2. Implementation of Unified Command
    - a. As state and federal responders arrive, there will likely be a transition from an incident command operation to unified command.
    - b. The unified command structure used at the scene will expand as support units and agency representatives arrive to support crisis and consequence management operations.
  3. If there is no local incident site, which may be the case in incidents involving biological agents, consequence management activities will be directed and controlled from a local multi-agency coordination center. An incident commander may be designated. The transition to unified command may occur as detailed above.

## **V. INFORMATION COLLECTION, ANALYSIS, AND DISSEMINATION**

### **A. Notification and Warning**

1. When an individual receives what is believed to be a potential or credible terrorist threat or observes activity that could be potential terrorist in nature, such information should be immediately provided to local law enforcement.
2. Locally, the Sheriff’s office and municipal police departments should evaluate threats to determine credibility, all in coordination with the West Virginia Intelligence Fusion Center.
3. Local law enforcement should determine if the area potentially impacted needs to be evacuated and will establish and secure a perimeter as appropriate.

4. If a threat is deemed credible, the local (i.e., Huntington) Federal Bureau of Investigation office should be notified immediately. The county Sheriff should initiate such a call. (\*NOTE: This may be a “repetition” call; for example, if a threat is credible, the Fusion Center may also initiate a number of notifications.)
  5. Reference the Warning Support Annex for a description of permanent and back-up means to expedite and maintain dissemination of warnings.
- B. The responsibilities for emergency public information operations during initial response include maintaining and releasing hazard specific public information as needed pertaining to the terrorist threat in Cabell County. Such responsibilities will be in affect prior to state and/or federal involvement and may be in affect during state and/or federal involvement.

## **VI. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES**

### **A. Organization**

1. As terrorist acts violate state and federal laws and regulations, state and federal law enforcement agencies and other agencies having regulatory responsibilities may be involved in the response to such incidents. To effectively coordinate efforts with state and federal agencies, transitioning from normal incident command to unified command may be necessary.
2. The “Assignment of Responsibilities” below indicates responsibilities for each indicated agency that are in addition to the responsibilities assigned elsewhere in this plan or are specific to response to terrorist incidents.

### **B. Assignment of Responsibilities**

1. The chief executive official of the affected jurisdiction(s) (i.e., county commission, municipal mayor) should:
  - a. Provide policy guidance with respect to anti-terrorism and counter-terrorism.
  - b. Provide general direction for response and recovery operations in the aftermath of an incident.
  - c. Initiate and authorize contracts with appropriate private contractors during recovery operations, if necessary.

2. The Cabell County Office of Emergency Services should:
  - a. Coordinate regularly with law enforcement agencies with respect to the terrorist threat and determine appropriate readiness actions during periods of increased threat.
  - b. In conjunction with other local officials, make an assessment of the local terrorist threat, identify high-risk targets susceptible to the threat, determine the vulnerabilities of those targets and the potential impact on the population, and recommend appropriate mitigation and preparedness activities.
  - c. In coordination with other local officials, recommend appropriate training for emergency responders, emergency management personnel, and other local officials.
  - d. Develop and conduct terrorism awareness programs for the public and local businesses dealing in weapons or materials that may be used by terrorists to produce weapons.
  - e. Notify appropriate individuals for mental health concerns.
  - f. In coordination with such agencies as the American Red Cross, make arrangements for extended relocation.
  - g. Oversee preparation of necessary paperwork following the terrorist incident.
  
3. The incident commander should:
  - a. Determine and implement initial protective actions for emergency responders and the public in the vicinity of the incident site.
  - b. Serve as the lead individual for terrorism consequence management at the incident site.
  - c. Transition the incident command operation to unified command when significant external resources arrive.

4. Law enforcement should:
  - a. Pre-Incident
    - i. Conduct anti-terrorist operations and maintain terrorist profile information, which includes advising the emergency management staff, West Virginia State Police, and the Federal Bureau of Investigation of significant terrorist threats.
    - ii. Recommend passive protection and security programs for high-risk government facilities and make recommendations for such programs to the owners/operators of private facilities.
    - iii. Conduct terrorism response training programs for the law enforcement personnel and support public education and awareness activities.
  - b. Response
    - i. Notify the West Virginia Intelligence Fusion Center and Huntington office of the Federal Bureau of Investigation of a potential or credible terrorist threat.
    - ii. Serve as the lead local agency for crisis management operations.
    - iii. Determine the impacted area; establish and secure the perimeter.
    - v. Secure the scene, re-route traffic, and implement crowd control measures if necessary.
    - vi. Brief emergency response personnel on crime scene protection.
    - vii. Coordinate the deployment and operation of counter-terrorism response elements.
    - viii. Conduct reconnaissance in vicinity of the incident site to identify threats from delayed action and secondary weapons.
    - ix. In coordination with state and federal authorities, investigate incident; identify and apprehend suspects.
5. Fire departments should:
  - a. Coordinate all fire and rescue operations during terrorist incidents.
  - b. Identify apparently unsafe structures; restrict access to such structures pending further evaluation by the public works/engineering staff.

6. Emergency medical services should:
  - a. If mass casualties have occurred, establish triage and appropriate patient tracking.
  - b. Assist the “worried well” population.
7. Public health should coordinate local operations during biological terrorism incidents.
8. The American Red Cross should coordinate extended relocation with the Cabell County Office of Emergency Services.
9. All other departments and agencies should:
  - a. Provide personnel, equipment, and supply support for emergency operations upon request.
  - b. Provide technical assistance to the incident commander and/or the emergency operations center upon request.
  - c. Participate in terrorism awareness training, drills, and exercises.

## VII. ADMINISTRATION, FINANCE, AND LOGISTICS

### A. Administration

1. Information regarding the employment of Cabell County-level resources and capabilities for counter terrorism actions and activities as maintained in a secure status by all agencies and local governments, as well as emergency authorities granted to agencies and offices of local government are to be in accordance with the West Virginia Code.
2. **Preservation of Records:** As terrorists often target government facilities, government records are at risk during terrorist incidents. To the extent possible, legal, property, and tax records should be protected. See the *Cabell County Continuity of Operations Plan*.

### B. Finance

1. For terrorist incidents, all departments and agencies participating in the emergency response shall maintain detailed records of labor costs, equipment usage, and supplies expended. Such records should be submitted within ten days to the Cabell County Office of Emergency Services.

2. These records may be used to recover allowable response and recovery costs from the federal government in the event a federal emergency or disaster declaration is issued by the President.
- C. Logistics
1. Arrangements for and purchase of logistical support for counter terrorist operations (food, water, emergency lighting, equipment, etc.) will be coordinated from the incident command post and/or emergency operations center, so as to ensure proper purchasing procedures and eliminate duplicate efforts.
  2. Local law enforcement agencies maintain contact with a number of partner agencies, such as the United States Attorney's Office and the Federal Bureau of Investigation to ensure cohesion of operations should all be involved.
  3. Requesting External Assistance
    - a. Depending on the severity of the incident, the county commissioners or mayor of an affected jurisdiction may issue a local disaster declaration and request assistance from the State of West Virginia.
    - b. The county office of emergency services director may assist in submitting the request. The governor may declare a State of Emergency or Disaster for the local area and request the president issue an emergency or disaster declaration for the local area.