



## Incident Specific Annex 5 Water Crisis Response



### Coordinating Agencies

West Virginia Department of Health and Human Resources (WVDHHR)  
West Virginia Division of Homeland Security and Emergency Management (WVDHSEM)

### Support Agencies and Organizations

West Virginia Department of Agriculture  
West Virginia Department of Transportation (WVDOT)  
West Virginia Department of Environmental Protection (WVDEP)  
West Virginia Department of Military Affairs and Public Safety (WVDMAPS)  
U. S. Department of Homeland Security (DHS)  
Federal Emergency Management Agency (FEMA)  
U.S. Department of Health and Human Services-Centers for Disease Control (WVDHHS-CDC)  
U.S. Environmental Protection Agency (EPA)  
National Guard Bureau (NGB)

### Purpose

This section of the West Virginia Emergency Operations Plan (WVEOP) will discuss the State of West Virginia's plan of action in the event of a water crisis, and the steps to be taken to prepare for an event. It will deal with contamination of, and threats to, drinking water, service water, and wastewater. It does not encompass emergency flooding in the state.

### Scope

This annex applies to all Emergency Support Functions (ESFs) of the State of West Virginia.

### Policies

A. This annex is intended to be consistent with the WVEOP, the National Response Framework (NRF), National Disaster Recovery Framework (NDRF), and the National Incident Management System (NIMS).

**B.** All agencies assigned responsibilities within this annex will develop and maintain the necessary plans, standard operating procedures, mutual aid agreements, and model contracts to successfully accomplish their tasks.

**C.** The WVDHSEM is responsible for the development and maintenance of this annex. This should occur, at minimum, once every two years.

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## **Situation**

**A.** The chemical and petrochemical industry has had a long presence in West Virginia. There are regional concentrations of chemical facilities in the Kanawha Valley, along the Ohio River, and in less concentrated areas throughout the State. The chemicals used to support this industry are shipped over the state highways, rail systems, and waterways. They pass through the narrow valleys that make up the state's topography, and they pass along the streams and rivers that often provide source water to the local communities.

**B.** Local authorities have the primary responsibility of planning for and managing the consequences of a water crisis using available resources in the critical hours before State and Federal assistance can arrive.

**C.** The consequences of any of these crises might result in the loss of life, injuries, damage to homes and businesses, damage to infrastructure, and response costs that have the potential to be devastating to the citizens of West Virginia.

**D.** A water crisis event can be the result of a drought, earthquake, extreme cold and winter storms, extreme heat, flooding, hurricane, tornado, wildfire, or the introduction of chemical, biological, or radiological substances into waterways that are used by local and state municipalities in the production of water; or the failure of equipment and/or facilities that produce and distribute water.

**E.** A water crisis can affect large portions of the state and cause significant hardship on those who reside in the area and receive their drinking water from a contaminated water source.

**F.** Failure of the production, processing, and distribution infrastructure can likewise produce significant hardship and deviation from daily and long-term norms.

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## **Planning Assumptions**

**A.** The citizens of the state are at risk of potential contaminants being leaked into water sources.

**B.** The citizens of the state are at risk of potential failure of the production/distribution network(s) that deliver water.

**C.** Planning and training for preparedness, prevention, response, recovery, and the implementation of clearly defined policies and procedures can reduce the potential for significant impact on the citizens of the state.

**D.** Contamination of a water source can occur with little or no advanced warning.

**E.** Partial failure of water production, processing, and distribution networks occurs on a regular and routine basis. It can be caused by water/wastewater main failure, a broken hydrant, or loss of pressure due to pumping station issues. It is the intent of this annex to address those larger-scale failures that impact a significant portion of the population over an extended period of time.

**F.** The nature and scope of a water crisis event or the failure of production, processing, and distribution networks may require assistance and support from the Federal and State governments during the response and recovery phases of an operation.

**G.** Government facilities, including emergency facilities, may be destroyed or become inoperable during a major disaster.

**H.** Local on-scene emergency operations, including mutual aid for response resources, are directed by local government officials, except in those situations where state law requires that a state agency exercise lead responsibility, or where local government personnel require special expertise to cope with the problem(s) at hand.

**I.** On-scene coordination of emergency response is accomplished within the Incident Command System (ICS) framework prescribed in NIMS, allowing for the incorporation of local, State, and Federal agencies, and other responsible parties into one organizational framework called Area or Unified Command.

**J.** Normal communications systems may be destroyed, degraded, or rendered inoperable in a disaster. Compatible, alternate, and/or mobile communications capabilities will be available and operational. State and non-governmental agencies will coordinate the effective use of communication assets during crisis situations.

**K.** Local emergency managers and volunteer organizations coordinate evacuation and sheltering.

**L.** With the possibility of terrorism and weapons of mass destruction (WMD), any incident will be approached as if it could be a possible terrorist attack. Refer to IS 2 Terrorism Response.

**M.** A representative form of government is maintained in the State.

N. When local and State resources are depleted or committed to response operations, the State will request assistance through the Emergency Management Accreditation Compact (EMAC).

O. All levels of government (local, State, Federal) are prepared to carry out emergency response and recovery actions independently and at the lowest level required. This means that the local emergency director will activate their response plan. When the scope of the emergency becomes greater than their ability to mitigate it, the local Emergency Operations Center (EOC) will notify the State, which will activate its emergency response plan. When the emergency becomes too great for the State to mitigate, it will then contact the Federal government for support.

P. Memorandums of Understanding (MOU) with neighboring states and FEMA Region III will be upheld, and will be executable during localized, major disasters under the consent of the Governor. (MOUs and pre-coordinated EMAC agreements may not be able to be executed for regional disasters, if multiple states are affected).

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## Organizational Structure

A. At the local level, local emergency managers will coordinate emergency response.

B. At the State level, water crisis response coordination is the responsibility of WVDHSEM.

C. Requests for support will be generated through E Team by the local emergency manager. The Shift Leader in the WVSEOC will prioritize and staff requests for execution.

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## Concept of Operations

### A. General

1. The State of West Virginia and local jurisdictions exercise the preeminent authority to make decisions regarding management of incidents of this type. The Federal government will provide assistance, as required and requested by the State of West Virginia. The NRF provides the Department of Homeland Security (DHS)/ Federal Emergency Management Agency (FEMA) an outline for the coordination of federal support agencies in response to requests from the State of West Virginia.

### B. Phases of Management

1. Preparedness
  - a. Pre-Incident Management

- 1) Disseminate information and warnings.
- 2) Identify areas that may be affected by an incident, and provide safety information to people located within those areas.
- 3) Provide an alert system for information so that the proper agencies are notified of incidents.
- 4) Provide emergency response and preparedness training.
- 5) Increase the ability and readiness to respond.
- 6) Inform Community Water Systems (CWS) of the benefits of opting into the West Virginia Water/Wastewater Agency Response Network.
- 7) The WVDEP compiles and inspects all tanks located along WV waterways and ensures they are within compliance to rules and regulations as set forth in the West Virginia Code, Chapter 22.
- 8) Water production, processing, and distribution facilities create and exercise effective continuity of operations (COOP) planning.

## 2. Response

- a. In some situations, the discovery of a water crisis may be reported by private companies or the local population. In this event, the information needs to be relayed to the WVDHHR and WVDHSEM Watch Center for internal and external distribution in accordance with the Watch Center instructions.
- b. Local emergency management directors will evaluate each emergency and determine an appropriate level of response. All situations will be evaluated on a continuous basis. Local directors will keep WVDHSEM informed of situations so that additional assistance can be provided when local support efforts are insufficient, or the situation is beyond the scope of local capabilities.
- c. The State of West Virginia will continuously evaluate all situations, and when the emergency becomes too large or serious in nature, or they lack the internal expertise, then they will contact the Federal government (i.e. FEMA, HHS/CDC, FBI, EPA, etc).
- d. Initial response to a water emergency will focus on exposure prevention and reduction, and return to normal operations. This can be accomplished

through several means such as isolating contaminates at the source, announcing boil water advisories, or closing water plant intakes.

3. Recovery

a. Recovery operations will continue until the danger to the health and well-being of the citizens of the State of West Virginia has been negated and the threat to the state infrastructure has been sufficiently mitigated.

b. Responding organizations will submit After Action Review (AAR) information and financial documentation so that they can receive rightful reimbursement, and they are prepared to meet the next emergency.

c. Improvements in response recommendations will be collected from personnel involved with the event.

d. Equipment will return to normal operation.

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## Agency Responsibilities Matrix

Supporting Agency	Acronym	Responsibilities
West Virginia Division of Homeland Security and Emergency Management	WVDHSEM	<ul style="list-style-type: none"> <li>• Act as the overall coordination and control for State and local emergencies.</li> <li>• Ensure the safety and well-being of the citizens of West Virginia.</li> <li>• Advise and keep the Governor informed of any issues or updates.</li> <li>• Request additional assistance from Federal government agencies other than FEMA as required.</li> <li>• Support the plan of the local Emergency Management Director and help to meet any shortfalls.</li> <li>• Receive and Track E Team requests from local Emergency Directors, and coordinate response resources with appropriate agencies.</li> <li>• Conduct a preliminary damage assessment. If it is beyond the capability of the State, then activate EMAC and/or request assistance from the FEMA Region III Administrator</li> <li>• Schedule, manage, and coordinate yearly training requirements for Emergency Management Directors.</li> <li>• Track costs associated with emergency response.</li> <li>• Provide oversight and guidance to other state agencies as they go through the audit process.</li> <li>• Notifying the public.</li> <li>• Monitoring the situation.</li> <li>• Preventing additional water source contamination.</li> <li>• Coordinating any waste or soil removal.</li> <li>• Providing an alternative source of drinking water.</li> <li>• Ensuring critical facilities (i.e. hospitals, nursing homes, and prisons) have sufficient resources to operate.</li> <li>• Providing direction to the public about exposure to or use of contaminated water (i.e. boil water advisory, system flushing, uses for purposes other than drinking).</li> </ul>

## **Authorities & References**

### *Authorities*

West Virginia Code §15-5

West Virginia Code §16

West Virginia Code §22

### *References*

WV Emergency Operations Plan, Basic Plan

PL 93-288, Section 202, as amended “Disaster Warnings”

CPG101v2 Developing and Maintaining Emergency Operations

CPG201 Threat and Hazard Identification and Risk Assessment

44CFR, Emergency Management Assistance

42U.S.C 5121-5208, Disaster Relief

The Stafford Act 93-288

FEMA Publication 322 FEMA Public Assistance Guide

FEMA Publication 323 FEMA Public Assistance Applicant Handbooks