



**Support Annex 6
Evacuation and Re-Entry**

Coordinating Agency

West Virginia Division of Homeland Security and Emergency Management (WVDHSEM)

Support Agencies and Organizations

West Virginia Military Affairs and Public Safety (WVDMAPS)
West Virginia Department of Transportation (WVDOT)
West Virginia Department of Education (WVDE)
West Virginia Voluntary Organizations Active in Disaster (WVVOAD)

Purpose

This Evacuation and Re-Entry Annex to the State of West Virginia Emergency Operations Plan (WVEOP) provides guidance to State agencies, local jurisdictions, and voluntary organizations involved in area evacuation and re-entry. It addresses functional responsibilities and tasks applicable in all evacuations without attempting to detail procedures for every evacuation scenario.

Scope

A. This annex adopts a whole of community approach to preparing for and managing evacuations. It establishes a methodology that is applicable to any threat, hazard, or event that results in the need to evacuate. This annex does not replace or supersede local government evacuation plans.

B. Additionally, this annex:

- Identifies the agencies and organizations involved in a State-supported mass evacuation operation.
- Defines the roles and responsibilities of State entities in planning, preparing for, and conducting mass evacuations in support of local authorities.
- Establishes the criteria under which State support to mass evacuations is provided.
- Provides a concept of operations for State mass evacuation support.
- Identifies guidelines to improve coordination among State and local authorities when State evacuation support is required.

Policies

A. This annex is intended to be consistent with the WVEOP, the National Response Framework (NRF), the 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, and mutual aid agreements to successfully accomplish their tasks.

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

D. All records are preserved and kept in accordance with local, State, and Federal records retention schedules.

Situation

An incident or disaster (natural, technological, or intentional) of any magnitude (minor, major or catastrophic) has occurred which will require the evacuation of a local jurisdiction or a larger area; to include the mass migration of evacuees from adjoining States.

Planning Assumptions

A. Evacuation of cities and towns within West Virginia are managed on the local level.

B. Local jurisdictions are seeking mutual-aid from neighboring jurisdictions or from the State of West Virginia.

C. Medical emergencies occur along the evacuation routes that require medical assistance from emergency medical services and/or rescue services.

D. Some evacuees may bring pets and require the activation of pet sheltering.

E. Special needs populations need to be provided for and may require special assistance before, during and after an evacuation.

Organizational Structure

A. The WVDHSEM is the coordinating agency for the State of West Virginia in times of emergencies. In the event of an emergency that may require the activation of the Evacuation and Re-Entry Support Annex, it will be the responsibility of WVDHSEM to

verify the emergency, notify, and coordinate with all other State agencies necessary to handle the emergency

B. The State organization for response to activation of the Evacuation and Re-Entry plan is the same as that for other incidents and events as detailed in the WVEOP Base Plan.

C. State resources will be utilized in accordance with the WVEOP, unless otherwise directed by the Governor or the Director of WVDHSEM.

D. Re-entry considerations are discussed in Attachment #1 Recovery of this annex.

Concept of Operations

A. General

1. The primary responsibility for evacuation lies with the senior executive officer of the local government of the State that has an established emergency services organization and program, as enumerated in West Virginia Code, Chapter 15, Article 5, Sections 1 and 8.
2. Additionally, the Governor may also order the evacuation of an area. (WV Code, §15-5-6).

B. Responsibilities

1. Direction and Control
 - a. Local and State authorities should utilize the National Incident Management System (NIMS) Incident Command System (ICS) structure through all phases and geographic areas of the operation. A Unified Command (UC) structure should be used to coordinate the activities of several jurisdictions.
 - b. Local emergency operations centers are the primary coordination point for direction and control of the evacuation process.
 - c. The West Virginia State Emergency Operations Center (WVSEOC) may be activated and coordinate activities Statewide if the evacuation impacts a significant portion of the State's population or geography. The WVSEOC activation levels and operational structures are contained in the WVSEOC Standard Operating Procedure (SOP).

2. Decision to Evacuate

a. Precautionary evacuations are directed on authority of the senior elected official (or designee(s) cited in the local emergency operations plan) of the local political subdivision/government.

b. Based on the severity of threat to human life, immediate evacuation may be initiated by any duly recognized emergency response team (police, fire, emergency medical services, etc.). However, the conduct of operations for the overall complete evacuation process (warning, movement, mass care and re-entry) remains with the appropriate political subdivision. (Reference Paragraph 1 above.)

c. All decisions to evacuate are immediately made known (through conference calls and other various communication links) to:

- 1) The senior elected official of the jurisdiction.
- 2) The County Emergency Services Director.
- 3) Local fire, law enforcement and emergency medical services.
- 4) The West Virginia Division of Homeland Security and Emergency Management (WVDHSEM) and the WVSEOC.
- 5) Local West Virginia State Police (WVSP) Detachment.
- 6) Local volunteer relief agencies, such as West Virginia Voluntary Organizations Active in Disaster (WVVOAD), will be coordinated for efforts through the WVSEOC.
- 7) Receiving or “Host” officials and Emergency Services Directors in the areas to receive the evacuees.

3. Evacuation Types and Phases

a. Types

- 1) Precautionary - Sufficient warning time is available and/or the threat is only possible.
- 2) Immediate - There is little or no warning and the threat is immediate.
- 3) Voluntary – Individuals on their own may take the necessary steps to leave a potential disaster area.

4) Mandatory – Appropriate authority (WV Code §15-5-6e) has ordered the evacuation for the safety of the public. People within the affected area must leave.

b. Evacuation Phases:

1) Warning

- i. When possible, the public is given advanced “warning” that the evacuation may be ordered at a specific future time. This is possible with developing situations such as a rising river.
- ii. When no advanced warning is possible, the public is merely notified that the evacuation is ordered. This is typical of a situation involving railroad accidents in which hazardous materials are suddenly released.

2) Transportation, traffic control and area security. (See ESF 1 Transportation, ESF 8 Public Health & Medical Services, and ESF 13 Public Safety & Security for detailed information)

- i. Provide transportation to those in need.
- ii. Coordinate emergency medical services and/or rescue services to evacuate hospital patients and nursing home residents, if needed.
- iii. Direct the flow of public and privately-owned vehicles out of the evacuation area and into safe areas.
- iv. Conduct sweeps of areas to assure the public has evacuated.
- v. Provide security for evacuated areas to prevent looting.

3) Mass Care - Shelter, feeding and medical attention (See ESF 6 Mass Care, Emergency Assistance, Housing, and Human Services, ESF 8 Public Health and Medical Services, and ESF 11 Agriculture and Natural Resources for detailed information.)

- i. Establish general population, special needs and pet-friendly Host Shelters.
- ii. Provide for congregate feeding of the evacuees.

- iii. Provide for the sanitation and comfort (restrooms and showers) of the evacuees.
- iv. Provide for emergency medical services to evacuees.
- v. Provide for mental health screening and crisis intervention.

4) Re-entry - Damage assessment and decision

- i. Conduct assessment of the infrastructure to determine if it is safe for re-entry.
- ii. Assess the status of utility service to determine if it is sufficient for re-entry to be authorized.
- iii. Establish a method of controlled re-entry so that residents and business owners are allowed in first.

4. Shelter Issues

a. ESF 6 Mass Care, Emergency Assistance, Housing, and Human Services addresses the issues of Mass Care (sheltering and feeding) of evacuees in detail. However, it is appropriate for some key points to be discussed in this annex.

b. In West Virginia, Mass Care Shelter facilities are surveyed for suitability and designated in advance for possible use where significant threat exists. Standing procedures for activation of shelters on short notice are established by each community.

c. When residents of an area are evacuated to another community that is providing shelter, the process is called “Host Sheltering.” The community providing the shelter is the “Host.”

d. Prior to evacuating an area, the emergency management office of the area to be evacuated should provide the following information to the Host Community:

- 1) An estimate of the total number of persons being evacuated.
- 2) The number estimated to self-evacuate using private transportation and number being provided public transportation.

- 3) The number of special needs persons within the evacuation area and types of special services they require (i.e., oxygen, kidney dialysis, etc.).
 - 4) The number of care-givers who may accompany the special needs persons.
 - 5) The number of people who are being evacuated from nursing homes and who require equivalent level of care.
 - 6) The number of nursing home staff, both professional and support, who may be accompanying the residents.
 - 7) The number of non-ambulatory persons being evacuated from hospitals and their medical needs.
 - 8) The number of hospital professional and support staff who are accompanying the patients and support the staffing surge needed at the host hospital(s).
5. Public Information (See ESF 15 External Affairs for additional Information)
- a. Instructions to the public are disseminated by the most rapid and effective means including radio and television, loudspeaker-equipped vehicles, door-to-door notification and approved outdoor warning sirens.
 - b. Instructions to the public include:
 - 1) Area to be evacuated and perimeter or boundary lines.
 - 2) Time available to complete the evacuation.
 - 3) Shelter facility locations.
 - 4) Transportation and travel directions.
 - 5) Estimated duration of the evacuation.
 - 6) Checkpoint re-entry requirements
 - 7) Other necessary instructions, such as:
 - i. What to bring with them.
 - ii. Information on pets, children, elderly and special needs.

- iii. Information on turning off utilities or utilities that are not functioning.
- iv. Reminders regarding prescriptions, medicines, extra eyeglasses.

6. Transportation Issues

- a. The movement of evacuees is one of the most traditional transportation functions. Moving evacuees also includes both moving them out of the area and returning them to the evacuated area post incident.
- b. When the disaster impacts multiple jurisdictions, the WVDOT, (see ESF 1 Transportation), needs to coordinate with the West Virginia Department of Education (WVDE) the use of school buses to be used in transporting evacuated population.
- c. It is recommended that each local Emergency Services Office maintain a roster of those who need transportation in their service area pre-incident and supply the roster to WVDOH in the event of an evacuation.
- d. Nursing homes, congregate living facilities and hospitals should have pre-incident memorandums of understanding established with transportation providers pre-incident.
- e. Those persons requiring transportation and who are not pre-registered are to notify local 911 or the local Emergency Services Director to coordinate transportation needs with WVDOH.

7. Comfort Stations

- a. If the evacuation is anticipated to involve large numbers of people from several communities and will require evacuees to travel an extended distance, or will extend in duration due to traffic density and weather, then Comfort Stations should be provided.
- b. Comfort Stations are brief rest stops for travelers and provide minimal services. Comfort Stations are not shelters. They provide:
 - 1) Restrooms or port-o-lets.
 - 2) Water and snacks.
 - 3) Areas for pets.

- 4) Providing information to direct evacuees on travel directions and sheltering information.
 - 5) A law enforcement officer, if possible, to provide security.
- c. If circumstances permit, groups, local churches or community service organizations assist in the operation of Comfort Stations by providing staff, equipment and other resources. (See ESF 6 Mass Care, Emergency Assistance, Housing, & Human Services)
8. Security Issues (See ESF 13 Public Safety & Security for additional details)
 - a. Security of the evacuated area is provided by patrols where feasible, and/or perimeter security to control ingress of the affected area. Helicopters, boats or all-terrain vehicles are used for hard to access areas.
 - b. Businesses may want to hire professional security officers to stay behind following the evacuation. This may be handled on a case-by-case basis with approval of the local law enforcement agency with jurisdiction. However, if hazardous materials, biological agents or other health/safety risks are involved, the security officers should not be permitted to remain.
 9. Contamination Issues (See ESF 10 Oil and Hazardous Materials for details)
 - a. Following an accidental hazardous material release, or an intentional act in which biological agents, chemicals or radiological or nuclear substances were released, some evacuees may be contaminated.
 - b. By the time the evacuation is called for, authorities probably know, or at least suspect, contamination is possible. In establishing an evacuation plan, the following should be considered as a minimum:
 - 1) Instructions to the public on how to minimize exposure and cross-contamination. This is to be done utilizing the news media, but may involve emergency crews informing people through public address systems and variable messaging signs.
 - 2) Responders should be warned of the risk and advised to use universal precautions, personal protective equipment or other measures. Responders include:
 - i. Law enforcement.
 - ii. Fire and hazmat crews.

- iii. Emergency medical services and health department/hospital emergency departments.
- iv. Public Works, Utility, Traffic Engineering and other crews assisting with the evacuation.
- v. Volunteer agencies supporting the evacuation.

3) If time permits, equipment and trained staff are available, Decontamination (Decon) stations should be established at exit points from the evacuation area to permit vehicles, equipment and people to be rendered safe as they leave the contaminated area.

4) Hospitals should be prepared to conduct detailed decontamination of arriving patients from the evacuated area.

5) Agencies involved at the termination point of the evacuation (such as those staffing “Host” shelters) should be advised of the potential risk and be provided with appropriate guidance and, if possible, protective equipment.

10. Re-entry

a. There are two primary issues created by the re-entry into an evacuated area. First, the area must be determined to be safe for re-entry. To accomplish this, a Re-Entry Assessment Team is formed to conduct a safety check. As a minimum, the team should consist of representatives of the following organizations or disciplines:

- 1) Law enforcement
 - i. Security of the area
 - ii. Provide escort for the Re-Entry Assessment Team
- 2) Fire / Hazmat
 - i. Fire suppression
 - ii. Hazardous material recognition and management
- 3) Public Utilities
 - i. Water, waste water, electrical, gas

- ii. Determine that adequate restoration exists for occupancy

4) Public Works

- i. Road clearance and accessibility.
- ii. Traffic signage and intersection control (this may require a separate representative from Traffic Engineering in larger communities).

5) Building / Life Safety Inspectors

- i. Identify and mark unsafe structures.
- ii. Approve structures for occupancy.

6) Environmental Health

- i. Testing of public water systems.
- ii. Identify existing health threats.

b. The second issue that must be addressed in re-entry is the security of the area. Residents and business owners must be permitted to enter first while others may be denied access. Those living in, or owning businesses in the impacted area, have the right to secure their belongings prior to the area being opened to the public at large.

c. Not all residents and business owners return in the same timeframe. Some may re-enter several hours or days after the area is opened to them. This creates a situation in which their property is exposed to vandals and looters. Law enforcement must be aware that some of those who reside in, or have businesses in the impact area, may take advantage of the situation in which others have not yet returned to protect their property.

d. Thus, various levels of law enforcement are required. Check points which validate residency or ownership is the first level of enforcement. The second level is to provide roving patrols to assure that unattended property is not vandalized or stolen.

- 1) Check Point Operations - Planners must assure that an appropriate number of checkpoints can be established and maintained to control re-entry. Those wanting to re-enter must provide proof of residency or business ownership.

- i. Proof of residency
 - (1) Driver’s license.
 - (2) Copy of mortgage.
 - (3) Copy of homeowners insurance.
 - (4) Property tax Statement.
 - (5) Utility bill.
 - (6) Copy of a rental or lease agreement for the residence.
- ii. Proof of business ownership
 - (1) Occupational license.
 - (2) Inspection report, such as Health, OSHA, Fire/Life Safety.
 - (3) Mortgage or lease agreement for the business property.
 - (4) Property tax Statement.
 - (5) Copy of property tax Statement.
- iii. Officers selected for checkpoint duty should be selected in part because of their discretion. It is obvious that some people who are entitled to re-enter will have a difficult time producing the appropriate identification.

11. Decision to Re-Enter

- a. The ultimate decision to allow re-entry will rest with the County Commission or the City Mayor as the executive head of the appropriate local jurisdiction. The County Commission or the City Mayor decision will be based on the findings of the Re-Entry Assessment Team and the assurance from the law enforcement agency with jurisdiction that a security plan is established and adequate staffing exists to implement it.

Agency Responsibilities Matrix

Supporting Agency	Acronym	Responsibilities to Annex
West Virginia Division of Homeland Security and Emergency Management	WVDHSEM	<ul style="list-style-type: none"> • Coordinate all evacuation and re-entry activities • May request assistance through Emergency Management Assistance Compact (EMAC) • Coordinate resources provided by local jurisdictions, non- profit organizations, and the private sector • Reallocate resources for coordinating resource management activities
West Virginia Military Affairs and Public Safety	WVDMAPS	<ul style="list-style-type: none"> • Coordinate and support all efforts. • Support local authorities, and if necessary, coordinate decontamination activities if a hazardous materials area is involved • Support local authorities, and if necessary, coordinate Search and Rescue activities in the evacuation area or along the evacuation route • If called to State Active Duty (SAD), provide requested resources in a timely manner to accomplish ground missions • Accomplish air operations as requested and respond to requests for assistance made through WVDHSEM • Provide Traffic Control • Assist local law enforcement personnel with direction and control evacuation operations when local resources are insufficient • Originate requests for additional State or Federal law enforcement forwarding them through WVDHSEM
West Virginia Department of Transportation	WVDOT	<ul style="list-style-type: none"> • Coordinate road clearance to expedite the evacuation • Provide barricades, variable messaging signs and static signs to assist with the evacuation • Provide or implement contract services as needed to expedite the evacuation process • Provide personnel to expedite traffic flow when needed
West Virginia Department of Education	WVDE	<ul style="list-style-type: none"> • Coordinate school buses to be used in transporting evacuated population
West Virginia Voluntary Organizations Active in Disaster	WVVOAD	<ul style="list-style-type: none"> • Coordinate with West Virginia Department of Health and Human Resources (WVDHHR) for mass care needs

Authorities & References

Authorities

West Virginia Code, §15-5-1

West Virginia Code, §15-5-6

West Virginia Code, §15-5-8

References

State of West Virginia Emergency Operations Plan – Basic Plan

National Response Framework, as amended

National Incident Management System



Support Annex 6 Attachment #1 Recovery

Purpose

This attachment to the SPT 6 Annex describes the structure and coordination activities to implement State/Federal disaster programs, support, and technical services that directly assist individuals, families, businesses (including farms), county and local governments to recover from the effects of a major disaster or emergency declared by the President.

Organizational Structure

A. General

1. Coordination and Planning as Key Elements in Recovery

a. As the principal Federal coordinating agency, the Federal Emergency Management Agency (FEMA) is tasked by the Stafford Act to address the unique needs of a particular disaster area by using an interactive process of reviewing, implementing, and delivering the multiple Federal assistance programs. FEMA is responsible for funding, managing, and delivering certain Stafford Act programs. Systematic coordination among Federal agencies and the State is necessary before, during, and after a disaster to ensure effective, efficient delivery of the array of recovery programs that can aid disaster victims in alleviating damage, hardship, loss, and suffering. The Federal/State coordination process must operate effectively, beginning “bottom up” in the field at the Joint Field Office (JFO), with the Federal Coordinating Officer (FCO) and the State Coordinating Officer (SCO) interacting with their staffs and State and local governments. The President assigns the FCO and the Governor names a SCO to focus interagency coordination.

b. Before a disaster, interagency planning/coordination provide a foundation for strengthening relationships among Federal/State agencies, voluntary organizations, and private sector entities; identifying inconsistencies and overlaps in recovery programs; streamlining program delivery; furthering intergovernmental partnerships; and improving customer service.

c. Coordination is critical to promote efficient, timely, and consistent State/Federal action. A structured approach to recovery planning also incorporates mitigation activities and lays the groundwork for the State to oversee long-term redevelopment and reconstruction that promote sustainable development.

d. The involvement of private sector and voluntary organizations at the National, State and local levels is critical to the success of a disaster recovery mission. Voluntary organizations, including the American Red Cross, the Mennonite Disaster Service, the Salvation Army, and other organizations, are encouraged to provide leadership and to coordinate with Federal, State, and local governments in recovery planning and program implementation.

e. Voluntary agency liaisons at FEMA regional offices and WVDHSEM serve as the principal linkages between FEMA, State and voluntary organizations, and as conveners and coordinators of voluntary agency local consortiums. These liaisons assist in facilitating community-based long-term recovery organizations, aid in developing State-based voluntary coalitions called Voluntary Organizations Active in Disasters (VOADs), and coordinate between the FCO/SCO and voluntary organizations during disaster operations.

2. Determination of Recovery Program Priorities

a. The overall responsibility for recovery rests with State and local governments. WVDHSEM recognizes the primacy of State and local governments in defining recovery requirements and identifying needs. The Federal Government's role is to complement and supplement State, local, and private resources to facilitate recovery.

b. State and local governments define recovery priorities in the public sector. However the FCO/SCO is charged with making an assessment of the needs caused by the disaster or emergency. This management information assessment builds upon the PDA in that it provides to program managers at all levels of government the information needed to implement, manage, and staff disaster assistance programs and to prioritize the types of assistance most urgently needed. The management assessment should be conducted jointly (as appropriate) between Federal and State agencies, and continue as needed until the programs are not only in operation but are being appropriately implemented.

3. Recovery Concepts and Requirements

a. As response phases into recovery, and when the Federal/State partners begin to coordinate recovery program priorities, certain Federal laws and requirements must be used as guidance in initiating and implementing recovery programs.

b. Floodplain Management, Flood Insurance, Environmental Protection, Historic Preservation

1) Under Presidential Executive Order 11988, Floodplain Management, all Federal agencies are required to take action to reduce the risk of flood loss; minimize or eliminate the impact of flooding on human safety, health, and welfare; restore and preserve the natural and beneficial functions of floodplains while carrying out their programs and activities. Federal agency implementation of E.O. 11988 is critical during recovery because reconstruction or repair activities offer opportunities for economically feasible flood loss-reduction.

2) Implementation of floodplain management through county and local community participation in the National Flood Insurance Program (NFIP) is also a key component of recovery operations. Local floodplain management ordinances may require repair and reconstruction activities to meet prudent construction code requirements that mitigate future losses. Flood insurance policies now provide additional coverage to assist in paying the costs of bringing existing construction into compliance with current codes.

3) The U.S. Office of Management and Budget and the Council on Environmental Quality jointly issued a policy guidance memorandum on February 18, 1997, entitled Floodplain Management and Procedures for Evaluation and Review of Levee and Associated Restoration Projects, which emphasized the need to consider nonstructural alternatives to flood protection during recovery and the need for coordination at all levels of government. The goal is “to achieve a rapid and effective response to damaged flood and floodplain management systems that will minimize risk to life and property, while ensuring a cost-effective approach to flood damage mitigation and floodplain management and the protection of important environmental and natural resource values that are inherent to the floodplain and adjacent lands.” This policy reflects the fact that recovery should take place in a climate of attention to floodplain management considerations (the Flood Disaster Protection Act of 1973, as amended), and E.O. 11988, environmental considerations (the National Environmental Policy Act of 1994). In citing temporary or permanent structures, the Federal/State agencies agree to comply, within the bounds of recovery program law and regulations, with the spirit and letter of floodplain management and environmental legislation as a way of protecting people, property, and structures against future threats. Federal/State agencies also are encouraged to preserve properties with a historical significance as part of the assistance decision-making process.

4. Other Requirements

a. In addition to the objectives of floodplain management, environmental protection, historic preservation, mitigation, and risk management, agencies must remain cognizant of additional crosscutting statutory and other reasonable protections in facilitating or providing resources for disaster recovery. These considerations include civil rights, fair housing, affordable housing, sustainable development, affordable insurance, disaster-resistant communities, drought-resistant crop planting, and crop insurance.

5. Planning Considerations

a. Planning for recovery begins before a disaster. Recovery coordination necessary to implement disaster assistance programs takes place when lifesaving and emergency operations may still be ongoing. The requirements for recovery operations staffing should be determined as early as possible.

b. State and local governments are responsible for: identifying needs, establishing recovery priorities, requesting appropriate assistance, for contributing cost-shares as established by law; implementing and enforcing regulations for dealing with land use; permitting and land-use waivers; and for identifying sites for temporary facilities. Since State and local resources to carry out these responsibilities may be overwhelmed, Federal technical and financial assistance may be required and requested.

c. In a major disaster, the establishment of the formal recovery processes (Internet and phone registration for Disaster Temporary Housing, SBA disaster loans, and grants; opening of Disaster Recovery Centers (DRCs) and implementation of the other agencies' recovery programs) should be well planned, coordinated, and should start as early as possible.

d. Information sharing protocols, including formal coordination meetings, are critical for interagency coordination, good customer relations, and program implementation.

e. FEMA has responsibility for coordinating (rather than directing or managing) the implementation and funding processes of other Federal agencies. FEMA does not fund programs that are within the authorities of another Federal agency, or other agencies' participation in disaster operations.

f. Mitigation programs are most effective and economical if implemented early during recovery or before a disaster occurs (such as buying flood

insurance or adopting appropriate codes through participation in the NFIP or planning efforts with NFIP Flood Mitigation Assistance funds).

B. Task Responsibilities

1. West Virginia Division of Homeland Security and Emergency Management

a. Individual Assistance Tasks

- 1) Assist the FCO/SCO to assess individual, family, and business needs in the disaster area, and working with State and local officials and other Federal agencies to initiate programs that address those needs;
- 2) Advertise FEMA’s toll-free Tele-registration service and establish one or more DRCs. Openings should be coordinated with the program delivery needs of all Federal/State agencies, including SBA;
- 3) Coordinate program implementation with agencies and organizations;
- 4) Initiate delivery of the individual assistance programs authorized by the Stafford Act;
- 5) Plan, fund, and coordinate with the National Processing Service Centers (NPSCs) the receipt and processing of applications for the Disaster Temporary Housing program; refer cases to the State for processing in the Individual and Family Grant (IFG) program; and coordinate with the SBA on the delivery of its disaster loan programs;
- 6) Coordinate with the NPSCs to ensure policies and procedures are in place to prevent and rectify duplication of benefits or receipt of excessive assistance;
- 7) Perform management functions for grants for individuals/families that are issued by FEMA and the State; and
- 8) Activities are also to include mass care, feeding, disaster temporary housing, and IFG, agency program coordination, donations management and voluntary organization coordination.

b. Public Assistance Tasks

- 1) Coordinate the implementation and management of recovery programs between and among State/Federal officials;
- 2) Serve as technical infrastructure program advisor to the FCO/SCO;
- 3) Assist the Governor’s Authorized Representative (GAR) in briefing State and local officials on the types of infrastructure assistance available;
- 4) Review assistance applications for adherence to eligibility criteria and other policy requirements;
- 5) Prepare inspection teams;
- 6) Brief, coordinate, and supervise Federal/State inspection teams in the preparation of Damage Survey Reports;
- 7) Oversee reviewers who determine the eligibility of projects documented by the inspection teams and the level of assistance to be provided;
- 8) Review the work of the inspection and review teams for accuracy, recommend the funding for eligible work and mitigation measures, and forward the approved funding to the State for final distribution to applicants;
- 9) Coordinate the completion of mission assignments; and
- 10) Identify mitigation opportunities.

c. Mitigation Tasks

- 1) Coordinate between and among State/Federal officials the implementation and management of mitigation activities;
- 2) Provide technical assistance in execution of the Early Implementation Strategy;
- 3) Provide technical support to the Individual Assistance and Public Assistance functions;
- 4) Plan comprehensively for hazard mitigation;

- 5) Address environmental consequences of the disaster;
 - 6) Identify hazards and analyze risks, which may be done by interagency hazard mitigation teams;
 - 7) Accomplish cost/benefit analysis and training;
 - 8) Develop and deliver training and education programs;
 - 9) Disseminate public awareness and information materials at DRCs;
 - 10) Identify disaster-specific mitigation issues, strategies, opportunities, and measures;
 - 11) Assemble and coordinate relevant Federal/State agencies to assess mitigation program needs. This early implementation strategy sets goals for all mitigation partnership players and provides a platform for ongoing coordination and revision of the strategy, as necessary; and
 - 12) Coordinate mitigation resources through the recovery efforts in the JFO through the centralized function of the Deputy Federal Coordinating Officer – Mitigation (DFCO-M), using staff of response operations. After JFO closure, the coordination function is transferred to the Mitigation Division of the FEMA Regional Office or another lead Federal agency office. Mitigation operations have the flexibility to adapt to different sized disasters. Mitigation personnel will participate in inter- and intra–agency coordination to assist in identifying mitigation opportunities and areas of possible funding.
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Concept of Operations

A. General

1. State and Federal agencies operate as a team in disaster recovery, bringing resources of their agencies to address identified needs. The President's disaster program is coordinated by The Department of Homeland Security (DHS)/Federal Emergency Management Agency (FEMA). The State's disaster programs are coordinated by West Virginia Division of Homeland Security and Emergency Management (WVDHSEM).
2. Recovery programs begin once response actions are well underway (or have not been needed) and recovery actions would not interfere with ongoing response

activities; that the communities and families affected are ready for the decision making the programs require; that effective, coordinated, State/Federal recovery planning continues to take place; and that communications and support facilities for effective recovery have been restored. The Federal Coordinating Officer and State Coordinating Officer (FCO/SCO) make use of coordination meetings with State and local officials, along with Federal agency recovery officials, to identify priorities and programs requested, identify and resolve funding issues, and review the milestones for program delivery. Deadlines should be established only after consultation with all major programs.

3. Recovery program funding is provided directly to the affected State, locality, business, or individual/family. Where assistance is provided to a State for community/infrastructure recovery programs, the State administers the grant and passes the funding to the affected communities.

4. A joint State/local preliminary damage assessment (PDA) is conducted in the areas affected before a request for a State declaration, and ultimately a Presidential declaration, is considered or submitted.

5. A request for a Presidential declaration must be made by the Governor.

6. State agencies are responsible for furnishing the Governor, through WVDHSEM, data needed to support his request for a Presidential declaration.

7. An emergency declaration may be requested prior to a disaster's actual occurrence in order to avoid or mitigate its effects.

8. A request for a major disaster declaration may be submitted only after a disaster has occurred and the Governor has implemented the WVEOP.

9. To ensure expedient processing, the Governor's request for a major disaster declaration must include the following information:

a. Date and description of the event and political subdivision affected by the disaster.

b. Data substantiating the disaster severity and magnitude, e.g., number injured, missing and evacuated; number of homes and businesses destroyed or damaged; and damage to facilities providing essential public services.

c. Total estimated damages to each of the following sectors: public, agricultural and private, and non-agricultural.

d. Actions taken or pending by State and local governments in response to the disaster.

- e. Statement that the situation is beyond the State’s capabilities to effectively respond; specific shortages of State resources in terms of funds, material and technical/managerial personnel.
- f. Certification of State and local government’s obligations and expenditures for the disaster, specifying those for which no Federal reimbursement will be sought.
- g. An itemized account of all requests for assistance made directly to Federal agencies under their own statutory authority.
- h. Statement of the extent and nature of Federal assistance needed by each affected political subdivision; estimation of total Federal funds required for public assistance and individual assistance.
- i. List of political subdivision for which assistance is being requested.
- j. Any other consideration in support of the request.

10. A request for assistance under the Individual and Family Grant Program, if not included in the request for a major disaster declaration, may be submitted prior to or subsequent to the President’s Declaration. The request must include:

- a. A certification that other assistance under the Act and from other means is insufficient to meet necessary expenses or serious needs of disaster victims.
- b. An estimate of the number of disaster victims who have expenses or serious needs and the basis for such estimate.
- c. An estimate of the total Federal grant.
- d. A commitment to implement a State Administrative Plan.
- e. A commitment to identify specifically in the accounts of the State all Federal and State funds committed to the grant program.
- f. A commitment to maintain close coordination with the FCO and to provide him/her with such reports as he/she may require to ensure proper program administration, including avoidance of duplication of benefits.
- g. A commitment to implement the grant program throughout the major disaster area designated by the FEMA administrator.

h. A certification that the State will pay its 25 percent share of all grants to individuals or families. If the State is unable immediately to pay its 25 percent share, the State may request an advance of Federal funds.

B. Recovery Organization in the Joint Field Office

Following the establishment of the Joint Field Office (JFO), the recovery process takes its form in the Human Services, Public Assistance and Mitigation Programs.

C. Phases of Management

1. Preparedness

a. Review Federal reimbursement process to ensure that staff understands the cost recovery process during a Presidential or Non-Presidential Disaster declaration.

b. Train staff on public assistance and individual assistance process.

c. Meet with local governments to ensure they understand the cost recovery process.

d. Facilitate interagency meetings to increase understanding and familiarity with recovery programs and priorities. Contacts can be fostered in pre-disaster meetings and in meetings during disaster operations with recovery counterparts. Meetings in both settings serve to:

- 1) Share management information and assessments;
- 2) Identify short-term and long-term needs;
- 3) Discuss resource allocation issues, including funding;
- 4) Identify and resolve program duplication issues;
- 5) Discuss and resolve timing issues (e.g. establishment of centers, workshops, issuance of public information);
- 6) Report progress of established priorities;
- 7) Identify and resolve overlaps or shortfalls in Federal and/or State programs as they arise in the field;
- 8) Discuss and suggest solutions for issues arising from community contacts; and

9) Ensure coordinated State and Federal activities that promote community sustainability.

2. Response

a. Identify logistics staff person from WVDHSEM Administration Department to organize, respond and track all WVSEOC resource requests, when the WVSEOC is activated. This position is responsible for procurement of all resources and maintaining of all records for cost recovery following a disaster.

b. Initiate PDA to determine damages sustained from the disaster.

3. Recovery

a. Identify repairs to public facilities and infrastructure. Priority is given to those facilities most critical to normal emergency response operations, such as roads, bridges, public water and sewer treatment facilities.

b. Identify unsafe structures and actions needed to be taken to prevent their use. This is coordinated between local and State agencies in the interest of public safety.

c. Utilize local government resources which are supported by State and Federal resources, as they become available and are needed.

d. Coordinate public information between local Public Information Officer and the Governor's Office of Communications regarding Disaster Recovery Centers (DRC) where the public can receive assistance.

e. Review building codes, land-use regulations, and reassess the tax base, in light of extensive damages or destroyed properties within the affected disaster areas.

f. Consider lodging/shelter facilities within commuting distance of the affected disaster area for essential workers and their families.

4. Mitigation

a. Consider non-structural alternatives to building, repairing structures and restoring former capability as mitigation/risk management opportunities (e.g., property acquisition, relocation of flood-threatened structures, insurance, insurance revenue plans).

- b. Meet with State/Federal agencies that have statutory mitigation authorities to discuss and plan mitigation projects; delineate those that are temporary measures, vs. permanent restorative work.
- c. Receive technical assistance from DHS/FEMA about mitigation planning and projects.
- d. Incorporate mitigation/risk management concepts and activities into recovery planning.