

# State of West Virginia Emergency Operations Plan



**West Virginia Department of Military Affairs and Public Safety  
West Virginia Division of Homeland Security and Emergency Management**

**WVEOP 2016**

**FOREWORD**

West Virginia Code §15-5, Division of Homeland Security and Emergency Management provides the legal authority to establish and implement comprehensive homeland security and emergency management plans for development, maintenance and implementation of the West Virginia Emergency Management Program to deal with disasters and large-scale threats that result from terrorism, enemy attack, sabotage or other hostile action, or from fire, flood, earthquakes or other natural or man-made causes. It confers emergency powers upon the Governor and executive heads of governing bodies of the political subdivisions of the state and defines the emergency powers, authorities, and responsibilities of the Governor, the Secretary of the Department of Military Affairs and Public Safety and the Director of the Division of Homeland Security and Emergency Management (WVDHSEM). Furthermore, West Virginia Code §15-5 requires that state and local jurisdictions develop and maintain current emergency operations plans (EOPs) in order to be prepared for a variety of natural and human-caused hazards. Executive Orders by the Governor supplement the laws and establish specific planning initiatives and requirements.

WVDHSEM maintains the West Virginia Emergency Operations Plan (WVEOP) and presents an updated plan to the Governor for adoption once every two years, at a minimum.



## GOVERNOR'S PROMULGATION



STATE OF WEST VIRGINIA  
OFFICE OF THE GOVERNOR  
1900 KANAWHA BOULEVARD, EAST  
CHARLESTON, WV 25305  
(304) 558-2000

EARL RAY TOMBLIN  
GOVERNOR

I, Earl Ray Tomblin, Governor of the State of West Virginia, am responsible for the preservation of life and property of the people of this State. In compliance with West Virginia Code, Chapter 15, Article 5, Section 5(2), I have directed the West Virginia Emergency Operations Plan, dated January 5, 2016, to be implemented and thereby supersede all previous versions of the plan.

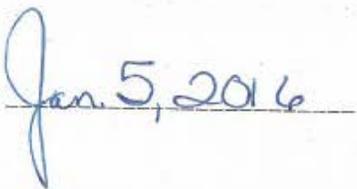
This plan reflects the existing capabilities and resources of State government and how they will be effectively used to ensure that the citizens of West Virginia can obtain relief and recovery assistance in the most timely and effective manner when an emergency or disaster occurs. This plan provides guidance to cope with both natural and man-made disasters.

Responsibilities for emergency functions are assigned to appropriate state agencies. I, hereby, direct that these agencies be aware of, and prepared to discharge their responsibilities in the event of an emergency or disaster under the coordination of the Division of Homeland Security and Emergency Management.

The Director of the Division of Homeland Security and Emergency Management is authorized to make minor changes or amend the Annexes as necessary in order to achieve the Preparedness Goals and Initiatives of the Nation and this State in consultation with appropriate state agencies support.

This plan is approved for distribution and implementation.

Signed:   
Earl Ray Tomblin  
Governor  
State of West Virginia

Dated: 

CABINET SECRETARY STATEMENT OF CONCURRENCE

The undersigned concur with and recommend approval of the State of West Virginia Emergency Operations Plan.

Cabinet Secretary Jason Pizatella
Department of Administration
Date 12/16/2015

Cabinet Secretary Keith Burdette
Department of Commerce
Date 12/29/15

Superintendent Dr. Michael J. Martirano
Department of Education
Date 1/4/16

Cabinet Secretary Kay Huffman Goodwin
Department of Education and the Arts
Date 12/22/2015

Cabinet Secretary Randy C. Huffman
Department of Environmental Protection
Date 12/17/15

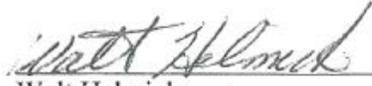
Cabinet Secretary Karen L. Bowling
Department of Health and Human Resources
Date 12/17/2015

Cabinet Secretary Joseph Thornton
Department of Military Affairs and Public Safety
Date 12/22/15

Cabinet Secretary Robert S. Kiss
Department of Revenue
Date 12/22/15

Cabinet Secretary Paul A. Mattox, Jr. P.E.
Department of Transportation
Date 12/21/15

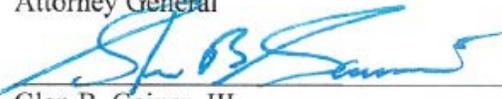
Cabinet Secretary Rick Thompson
Department of Veterans Assistance
Date 12/22/15

  
\_\_\_\_\_  
Walt Helmick  
Commissioner of Agriculture

12-15-15  
Date

  
\_\_\_\_\_  
Patrick Morrissey  
Attorney General

1/9/16  
Date

  
\_\_\_\_\_  
Glen B. Gainer, III  
State Auditor

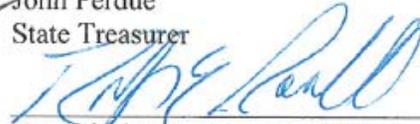
1-4-16  
Date

  
\_\_\_\_\_  
Natalie Tennant  
Secretary of State

12/22/15  
Date

  
\_\_\_\_\_  
John Perdue  
State Treasurer

12-15-15  
Date

  
\_\_\_\_\_  
Commissioner Robert E. Roswall  
Bureau of Senior Services

12/22/15  
Date

**RECORD OF DISTRIBUTION**

Distribution of the WVEOP is primarily via electronic format through one of the following methods:

Posting to the WVDHSEM web site at: [www.dhsem.wv.gov](http://www.dhsem.wv.gov).

Posting in References portion of the WVDHSEM electronic emergency management collaboration site (E Team). Access is controlled by the Director of Operations, WVDHSEM.

Printed copies are provided to the following:

Office of the Governor

Cabinet Secretary, Department of Administration

Cabinet Secretary, Department of Commerce

Superintendent, Department of Education

Cabinet Secretary, Department of Education and the Arts

Cabinet Secretary, Department of Environmental Protection

Cabinet Secretary, Department of Health and Human Resources

Cabinet Secretary, Department of Military Affairs and Public Safety

Cabinet Secretary, Department of Revenue

Cabinet Secretary, Department of Transportation

Cabinet Secretary, Department of Veterans Assistance

Commissioner of Agriculture

Attorney General

State Auditor

Secretary of State

State Treasurer

Commissioner, Bureau of Senior Services

## PREFACE

### EMERGENCY MANAGEMENT PROGRAM FOR THE STATE

The strategies and objectives are established in several plans including:

- A. Other incident specific plans developed by individual agencies to address specific incidents or pursuant to federal guidance.
- B. Agency strategic plans that focus on prioritized actions including the functions of each agency, which are critical to the emergency response and recovery operations of the State of West Virginia.
- C. Agency continuity plans that address an agency's ability to continue to provide essential government functions in the event of a disruption. Plans include orders of succession, delegations of authority, and essential records, systems, and equipment. They also address the procedures for restoring essential government functions, including those that are critical to emergency response and recovery operations.

### COMPONENTS OF WEST VIRGINIA EMERGENCY OPERATIONS PLAN (WVEOP)

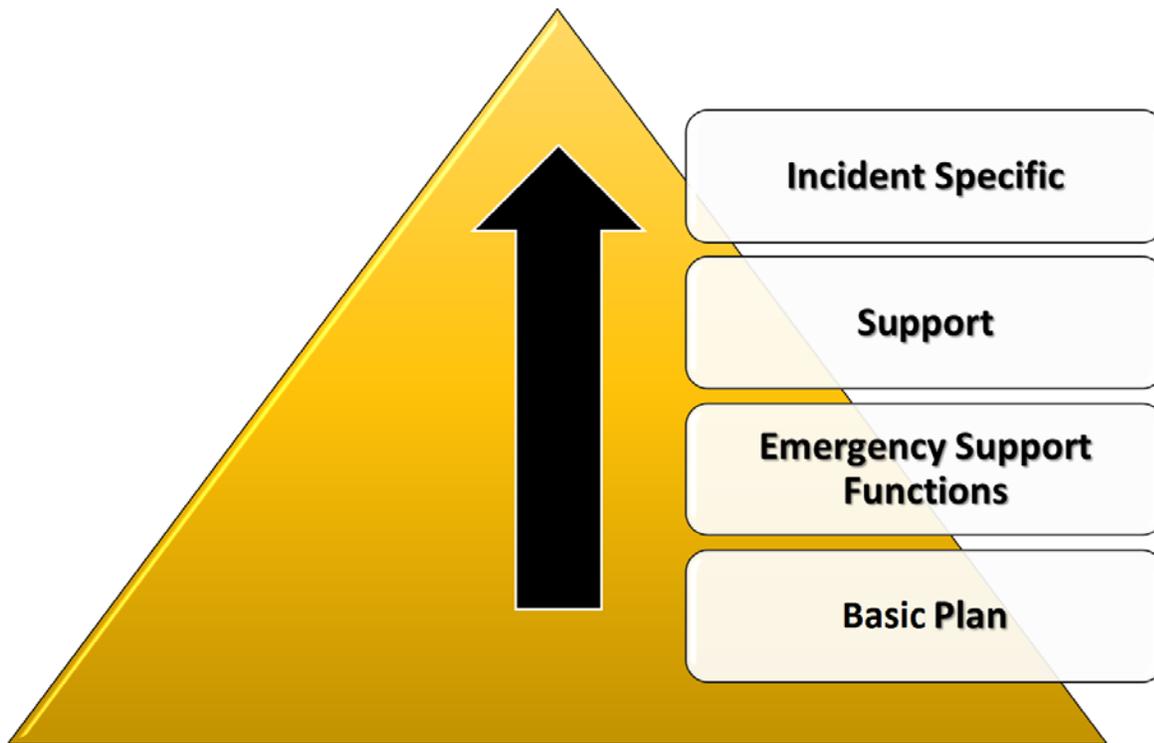
The Basic Plan uses a “whole of community” approach to incident management. It describes the concepts and structures of response and recovery operations, identifies agencies and coordinating Non-Government Organizations (NGOs) and Private Sector Stakeholders (PSSs) with primary and support emergency management functions, and defines emergency preparedness, response, recovery, and mitigation responsibilities of local jurisdictions. The Basic Plan includes the Governor's letter promulgating the WVEOP and the Record of Changes section to document updates made between promulgation years and approved by the Governor or the Director of the Homeland Security and Emergency Management under the direction of the Secretary of Military Affairs and Public Safety, as appropriate. There are fourteen (14) Emergency Support Function (ESF) Annexes, seven (7) Support Annexes, and six (6) Incident Specific Annexes to the Basic Plan.

The Emergency Support Function Annexes provide the structure for state coordinated emergency operations in support of affected local jurisdictions, individuals, and businesses. The annexes identify primary and supporting agencies, NGO and PSS, and explain in general terms how the State of West Virginia will organize and implement support functions. Agencies, NGOs, or PSSs are assigned to primary or support roles for each of the ESFs based on authorities, resources, and capabilities.

The Support Annexes describe the framework through which state agencies, NGOs, and PSSs coordinate and execute the common functional processes and administrative requirements necessary to ensure efficient and effective incident management.

The Incident Specific Annexes address contingency or hazard situations requiring specialized response and recovery procedures. They describe policies, situations, concepts of operations and responsibilities pertinent to incidents such as radiological emergencies, public health threats like pandemic influenza, terrorism incidents, technological hazards, and large-scale hazardous-materials incidents.

## **WHOLE OF COMMUNITY APPROACH**



The diagram above reflects the whole of community approach and illustrates the process by which the EOP annexes are implemented. The Basic Plan serves as the foundation and is always implemented during an incident. As the state’s response grows, select ESF annexes are called upon to support specific mission requirements. Support annexes may then be implemented to supplement actions carried out under the Basic Plan and ESFs. Located at the top of the pyramid, Incident-Specific sub-plans to the WVEOP and local EOPs contain more detailed procedures as needed, to include increased readiness action checklists and specific reporting requirements. These incident-specific annexes address enhanced response actions not identified in the Basic Plan and underlying ESFs. Additionally, this series of plans and supporting documents is developed to meet the needs of the entire population of West Virginia, including those who possess or are limited by access and functional needs.

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## I. INTRODUCTION

The WVEOP Basic Plan provides the coordinating structures, processes, and mechanisms in a collective framework for the coordination of state support to affected local jurisdictions, individuals, and businesses. It is compatible with the National Response Framework (NRF) and National Disaster Recovery Framework (NDRF), and provides the structure for coordinating with the federal government in the delivery of federal disaster assistance. The plan supports the emergency management mission of the State by improving the capability to respond to and recover from natural and human-caused disasters. State agencies that have been assigned primary emergency response or recovery duties and responsibilities maintain their designated components of the WVEOP. Local governments also maintain their local EOPs in accordance with the guidance and operational concepts set forth in the WVEOP.

### A. Purpose

1. Reduce the vulnerability of the citizens and communities of this State to loss of life, injury, environmental damage, economic damage and/or the loss of property resulting from natural, technological, criminal, or hostile acts;
2. identify the roles, responsibilities and actions required of State and non-governmental agencies in responding to major disasters and emergencies and integrating these with the NRF;
3. protect and restore critical infrastructure and key resources. Facilitate recovery of individuals, businesses, communities, governments, and the environment;
4. identify the relationship between State response functions and those of federal ESFs;
5. provide a framework of policies, objectives and approaches for coordinating, integrating, and administering the emergency operations and related plans of local, State and federal governments;
6. ensure a coordinated response among local, state and federal governments along with nongovernmental agencies in managing emergencies or disasters in order to reduce injuries and preserve lives, economy, property, and the environment;
7. address the steps necessary to ensure continuity of the State's representative form of government in the event of a disruptive emergency; as well as the continuity of State government operations to continue public safety and other essential services to citizens of the State; and,

8. provide for flexibility of methods, operations, and actions needed to facilitate efforts of the State and local jurisdictions in accomplishing emergency management objectives.

## **B. Scope & Applicability**

1. The WVEOP is based on a “whole of community” approach to emergency response; except for Terrorism, Pandemic Influenza and similar scenarios. It is utilized in any public emergency situation.

2. The WVEOP establishes a method of operation that spans the direction and control of an emergency from response through initial recovery activities.

3. The WVEOP and its annexes assign specific functions to appropriate State agencies and non-governmental organizations, as well as outlining methods to coordinate with the private sector and voluntary organizations.

4. The WVEOP addresses various types of incidents that are likely to occur within the State ranging from local emergencies to catastrophic disasters.

5. The WVEOP identifies actions that WVDHSEM initiates in coordination with local jurisdictions, non-governmental partners and federal counterparts regardless of the incident magnitude; and,

6. The WVEOP defines the mechanisms that facilitate delivery of assistance including direction and control of intrastate, interstate, and federal response and recovery aid.

7. The WVEOP covers the full range of complex and constantly changing requirements in anticipation of or in response to threats or acts of terrorism, major disasters, other emergencies, and events within or affecting the State.

8. The WVEOP establishes interagency, multi-jurisdictional, and public/private mechanisms for state agency involvement in domestic incident management operations. It provides the framework for the rendering of mutual aid among the political subdivisions of the state and with other states and to cooperate with the federal government with respect to the carrying out of emergency services and homeland security functions in accordance with WV Code §15-5.

9. This plan is applicable to all agencies of the State of West Virginia, and coordinating NGOs and PSSs that may be requested to provide assistance or conduct operations in response to an incident or event. Depending on the severity of the incident or event, the governor may declare an emergency or determine that state emergency management coordination is required in order to protect or save lives, prevent or minimize property or environmental impacts, or

otherwise assist affected areas. Moreover, this plan also provides the foundation for the organization and coordination of community recovery and mitigation activities.

### **C. Situation**

1. West Virginia covers approximately 24,231 square miles and is geographically characterized by the Appalachian Ridge and Valley Region and the Appalachian Plateau. The Allegheny and Blue Ridge Mountain Ranges run in a broad strip from the northeast to southwest across the most eastern portion of the State. These mountains are characterized by long parallel ridges with streams running through the valleys separating the ridges. Where the Ridge and Valley region meets the Plateau on the western edge of the mountains is known as the Allegheny Front; sharper, rugged mountains of the east meet the more rolling terrain of the Plateau. Many of the peaks in this area rise to over 4,000 feet above sea level. The more prominent Appalachian Plateau is remarkable for flat-topped highlands and more rounded hills. The State's transportation infrastructure consists of six (6) major interstate highways, two (2) major railway corridors, thirty-seven (37) airports, and five (5) rivers.
2. The State is divided into 55 counties and 233 incorporated municipalities with a total population of approximately 1,816,856. County populations range from as low as 5,873 in Wirt County to more than 200,073 in Kanawha County.
3. Millions of travelers are attracted to the State for business, outdoor recreational opportunities and leisure activities each year. The combination of high hazard areas and a large number of out-of-state visitors, who are unfamiliar with local conditions and emergency response capabilities, present a unique emergency planning and response challenge to both State and local jurisdictions.
4. Approximately, fifteen (15) percent of the State's population is 65 years of age and over.

### **D. Planning Assumptions**

1. Local emergency operation centers will commit all of their available resources to save lives, minimize property damage, and protect the environment while working to maintain direction and control.
2. Large numbers of casualties, heavy damage to buildings or basic infrastructure, and/or disruption of essential public services may overwhelm the capabilities of a local jurisdiction.
3. Outside assistance is available either through mutual aid agreements with nearby jurisdictions or from the State.

4. Government offices, including emergency facilities, may be destroyed or become inoperable during a major disaster.
5. Normal communication systems may be destroyed, degraded, or rendered inoperable in a disaster.
6. A disaster event may cause such widespread damage to State and local governments' infrastructure that existing emergency response capabilities to provide for the safety and welfare of the general public are curtailed or otherwise inadequate to meet the needs of the situation.
7. The State may modify normal operations and redirect appropriate resources to save lives, relieve human suffering, sustain survivors, protect property, economic recovery and the environment, and reestablish essential services.
8. Emergency situations may cause death, injury, or incapacitation of key elected or appointed officials.
9. The State and its political subdivisions may experience emergency situations that cause injury, possible casualties, property loss, environmental damage, economic situation disruption and its effects, disruption of normal support systems, evacuation and/or sheltering of the public at risk.
10. The factors influencing the need for federal involvement in response and recovery may include, but are not limited to:
  - a. Severity and magnitude of the incident.
  - b. State or local needs exceeding available resources. Incident type or location. The need to protect the public health, welfare, or the environment.
  - c. The economic ability of the state and/or the affected localities to recover from the incident.
11. The negative effects on West Virginia's residents and its economy from natural disasters such as floods, winter storms, earthquakes, and wildfires may increase due to development in flood prone areas, industrial infrastructure, and widespread use and transport of hazardous materials. These factors may also increase the risk of human-caused emergencies such as hazardous materials accidents, gas pipeline accidents, power failures, resource shortages and environmental contamination. In addition, the State's proximity to nuclear facilities located in Pennsylvania and various federal facilities located throughout the state increase the potential for terrorism.

## E. Policies

1. West Virginia Code §15-5, Public Safety requires that the state as well as each city and county establish an emergency management organization, and develop and maintain a current EOP structured around the existing constitutional government.
2. Incidents are typically managed at the lowest possible geographic, organizational, and jurisdictional level. As such, direction of emergency operations will be exercised by the level of affected local jurisdiction closest to the incident. If an incident is determined to have a terrorism nexus, appropriate federal agencies will likely assume direction and control of the investigation, in coordination with state and local authorities.
3. Coordination of emergency response will be accomplished within the Incident Command System (ICS), allowing for the incorporation of local, state, and federal agencies, and other responsible parties.
4. In West Virginia, all counties and cities have the primary responsibility for emergency operations and will commit all available resources to save lives, minimize property damage, and protect the environment. Should local emergency response capabilities be exceeded, outside assistance is available through mutual aid agreements, members of the West Virginia Statewide Mutual Aid Agreement (WVSMAA) Program, or from the state through a request for assistance submitted to WVDHSEM WV State Emergency Operations Center (WVSEOC).
5. The provision of state assistance and the deployment of resources for emergency response are dependent upon the receipt of prompt and accurate situational information from local officials. Local situation reports and/or requests for assistance will be submitted to WVDHSEM and the WVSEOC by methods identified in the WVSEOC Standard Operating Procedures (SOP).
6. The Governor may issue an Executive Order declaring that a “state of preparedness” or “state of emergency” exists in all or a portion of the State.
7. All Executive Branch agencies (including state institutions of higher education) are resources of the Governor, and therefore may be activated to provide support during response and/or recovery activities.
8. Requests for assistance from entities including, but not necessarily limited to, nursing homes, colleges and universities, and authorities will be submitted to the local Emergency Management Coordinator in the jurisdiction in which the entity resides. Requests for assistance will be submitted to the WVSEOC by the local Emergency Management Coordinator or their designee when local capabilities are exceeded.

9. Emergency response and recovery activities will be initiated and conducted using the principles contained in the National Incident Management System (NIMS) ICS process.

10. Assistance from state agencies will be coordinated by the WVSEOC. The WVSEOC is the primary location from which state coordination is executed.

11. Resources furnished to local jurisdictions from state agencies, NGOs, and PSSs will be assigned on a mission-type basis to the appropriate ESF and will be under the operational control of the agency, or organization furnishing the resources. These resources will be furnished as soon as reasonably possible.

12. The State may participate in interstate cooperation that includes requesting response and recovery resources from other states and sending resources to other states in accordance with the Emergency Management Assistance Compact (EMAC). The Code of West Virginia §15-5-22 authorizes reimbursement for services the State requests from other states and payment for services sent to other states through EMAC.

13. If the need for resources exceeds the capabilities of localities and the state, the Governor may request federal assistance. The Governor may request that the President declare an emergency or major disaster, and may request federal assistance for individuals, public entities, state agencies, and local jurisdictions.

14. During incidents for which the President has declared an emergency or major disaster, federal support is delivered in accordance with relevant provisions of the *Robert T. Stafford Act*, as well as other available disaster assistance programs in coordination with the appropriate agencies of the State. This support is requested and coordinated through the WVSEOC.

## II. THREAT AND HAZARD IDENTIFICATION AND RISK ASSESSMENT

### A. Hazards

Preparedness, response, recovery, prevention, and mitigation strategies are largely based on analyses of natural and human-caused hazards with a history of or potential for impacts in West Virginia. The State of West Virginia Hazard Mitigation Plan identifies and assesses risk to both natural and human-caused hazards. It is possible for emergency situations to occur at any time or place in the state requiring a multi-level governmental response with little or no warning. Dissemination of timely warning messages and implementation of preventative measures may be possible to reduce the threat to lives, property and the environment for emergency situations that develop slowly. Credible intelligence on terrorist threats may aid local and State officials in preventing potential terrorist acts with timely dissemination.

## B. Risks

1. Many of the identified threats facing the State have the potential to cause catastrophic damage and mass casualties. The State of West Virginia utilizes a Threat and Hazard Identification and Risk Assessment (THIRA) Process, which is developed using current year guidance from the US Department of Homeland Security, to help review the potential threats and hazards the state may encounter. This process provides for input from many key stakeholders, including the WV Intelligence Fusion Center, primary state response agencies, and local stakeholders, to ensure the greatest input in identifying these issues. This process also takes into account potential gaps in capabilities and also highlights our strengths and weaknesses. This document is reviewed annually and incorporated into our planning and resource capability development as well as grant funding. The occurrence of a major disaster could quickly overwhelm affected local jurisdictions and rapidly deplete State resources. It is essential that all levels of government perform effectively during crisis situations to ensure continuance of public safety, provision of essential services, and maintenance of uninterrupted direction and control capabilities. The THIRA is a living document and is included by reference. Additional hazards are identified in the THIRA, including festivals, seasonal events, and impacts from time of day, and is updated annually as part of this plan.

2. Historically, West Virginia has experienced emergencies such as floods, tropical storms, tornados, winter storms, hazardous materials incidents, power failures, resource shortages, droughts, forest fires, and environmental contamination. Such hazards are ever-increasing due to factors such as urban development, industrial expansion, traffic congestion, and widespread use and transport of hazardous materials. The state continues to be vulnerable to a multitude of hazards including:

a. Natural disaster – Nearly every year, West Virginia experiences floods, tropical storms, tornados, or winter storms of disaster magnitude in some portion of the state. In some years, multiple natural disasters have occurred, taxing the available resources within the state. Floodplain management and enforcement is accomplished through local jurisdiction ordinances with floodplain mapping being managed by Federal Emergency Management Agency (FEMA).

b. Dam failure – Dam failure is a technological threat facing many communities. The most significant event in recent West Virginia history was the Buffalo Creek Disaster of 1972, which resulted in 125 deaths and extensive property and environmental damage. There are 325 High Hazard, 95 Moderate Hazard, and 25 Low Hazard dams located throughout the state. The failure of any of these dams has the potential of causing extensive property damage and possibly loss of life.

c. Hazardous Materials – Hazardous materials used in agriculture, industry and homes pose a potential hazard to people and the environment. Daily, West Virginians are vulnerable to the adverse effects of accidental leakage of hazardous materials. Over a recent four (4) year period, there were 371 recorded releases of reportable concentrations during the manufacture, storage, usage, or transport of hazardous materials. The steady growth in chemical usage increases the need to transport these materials over nearly every roadway, railway, and waterway throughout the State. The state has put into place six (6) Hazardous Materials Regional Response Teams to meet the needs and demands for hazardous materials response. The teams are strategically placed throughout the state and correspond with the WV State Police regions. In addition, protecting the state’s water resources is a key priority. Dealing with the contamination of the public water system creates severe hardships with cascading consequences on the citizens of the state.

d. Terrorism – West Virginia is at risk for terrorism, both domestic and international. These incidents could take the form of threats and hoaxes, small-scale conventional weapons or explosives, large improvised explosives, chemical, biological, radiological, nuclear or cyber-attacks.

3. In addition to the threats and hazards listed here, additional issues are identified in the state THIRA as an ongoing process to enhance our capabilities and improve our responses. Other less frequent but still potentially dangerous natural or technological hazards include: landslide, coal mine emergencies, earthquake (fault zone mapping is managed the US Geologic Survey), agricultural incidents, subsidence, civil disorder, pandemics, major transportation accidents, and/or the breakdown of the energy or information technology infrastructure. Critical Infrastructure/Key Resources (CI/KR) issues are monitored on an ongoing basis by dedicated program staff within the WV Intelligence Fusion Center (WVIFC) and within the WV National Guard (WVNG). These efforts provide timely information related to potential threats and activities at an unclassified level to appropriate stakeholders.

4. In addition to the above, the following hazards have been historically addressed by the State organizations shown below:

a. Agricultural and Food supply security is under WV Code authorities given to the West Virginia Department of Agriculture (WVDA) and the West Virginia Department of Health and Human Resources (WVDHHR) as described in ESF 11.

b. Cyber Security within state government is the responsibility of the WV Office of Technology (WVOT) and supported primarily by

WVDHSEM. Cyber Security issues statewide are monitored and managed by the WVIFC.

c. Chemical, biological, radiological, nuclear, and high-yield explosive (CBRNE) incidents are monitored by WVDHSEM with response capabilities within the 35th Civil Support Team, WVNG, and the West Virginia Regional Response Team (WVRRRT) program and WVDHHR.

d. Emerging infectious disease outbreaks are under the WV Code authority granted to WVDHHR with assistance from other stakeholders included in All Hazards Response planning documents developed under leadership of WVDHHR. These plans are included in this WVEOP by reference.

e. West Virginia has four counties within the 50 mile Emergency Planning Zone (EPZ) of the Beaver Valley Power Station in Shippingport, PA. The state's Radiological Emergency Preparedness (REP) Program within WVDHSEM manages all planning related to this hazard.

5. All threats and hazards identified could easily initiate in a neighboring state and affect West Virginia. The response planning and activities would be no different within our borders. Initial notification of these events could well be from neighboring state emergency management agencies, intelligence fusion centers, and/or FEMA Region III.

**PRIMARY EVENT TRIGGERS THAT CAUSE SECONDARY OR CASCADING EVENTS**

| Primary Event              | D | E | F | L | TO | W | WS | CD | DF | H | PF | RI | TR | UF | TE | AG | ID |
|----------------------------|---|---|---|---|----|---|----|----|----|---|----|----|----|----|----|----|----|
| Drought (D)                |   |   |   |   |    | X |    |    |    |   |    |    |    | X  |    | X  | X  |
| Earthquake (E)             | X |   | X | X |    |   |    |    | X  | X | X  | X  | X  | X  |    |    | X  |
| Flood (F)                  |   |   |   | X |    |   |    | X  | X  | X | X  | X  | X  |    |    | X  | X  |
| Landslide (L)              |   |   | X |   |    |   |    |    | X  | X | X  | X  | X  |    |    |    | X  |
| Tornado (TO)               |   |   |   |   |    |   |    | X  |    | X | X  | X  | X  | X  |    |    | X  |
| Wildfire (W)               |   |   | X | X |    |   |    |    |    | X | X  | X  | X  | X  |    |    |    |
| Winter storm (WS)          |   |   | X | X |    |   |    |    | X  | X | X  | X  | X  |    |    |    |    |
| Civil disorder (CD)        |   |   |   |   |    | X |    |    |    | X | X  | X  | X  | X  |    |    |    |
| Dam failure (DF)           |   |   | X |   |    |   |    |    |    | X | X  | X  | X  |    |    |    |    |
| HAZMAT (H)                 |   |   |   |   |    |   |    | X  |    |   |    |    | X  |    |    | X  |    |
| Power failure (PF)         |   |   |   |   |    |   |    | X  |    | X |    |    |    |    |    |    |    |
| Radiological Incident (RI) |   |   |   |   |    |   |    | X  |    | X |    |    | X  |    |    | X  |    |
| Transportation (TR)        |   |   |   |   |    | X |    |    |    | X |    | X  |    |    |    |    |    |
| Urban fire (UF)            |   |   |   |   |    | X |    | X  |    | X | X  | X  |    |    |    |    |    |
| Terrorism (TE)             |   |   |   |   |    |   |    | X  | X  | X | X  | X  | X  | X  |    | X  | X  |
| Agricultural (AG)          |   |   |   |   |    |   |    | X  |    | X |    |    |    |    |    |    | X  |
| Infectious Disease (ID)    |   |   |   |   |    |   |    | X  |    |   |    |    | X  |    |    |    |    |

Table 1: Cascading Events Matrix

**III. ORGANIZATIONAL STRUCTURE**

**A.** The West Virginia Code, § 15-5 “Emergency Services,” as amended, provides that emergency services organizations and operations are structured around the existing constitutional government. West Virginia political subdivisions have the primary responsibility for emergency operations. The Governor is granted general direction and control of the Division of Homeland Security and Emergency Management for the state. As authorized by the West Virginia Code, the Governor appoints a Director of Homeland Security and Emergency Management to head WVDHSEM.

**B.** Reflecting the NIMS organizational structure, WVDHSEM uses the Multi-Agency Coordination System (MACS) as an operational structure for the WVSEOC with operations conducted in accordance with the WVSEOC SOP. WVSEOC management

establishes priorities among incidents and associated resource allocations, de-conflicts agency policies, and provides strategic guidance and direction to support incident management activities. WVDHSEM has divided the state into six Homeland Security Regions. Each of these are served by an Area Liaison, who performs a number of coordinating functions between WVDHSEM and the local jurisdictions and is available for deployment within the state during emergency situations.

C. Local jurisdictions are required to have an emergency management organization. Locally available manpower, materials, equipment, and facilities should be identified in each local EOP. Localities not affected may be asked to provide assistance.

D. WVDHSEM will coordinate the delivery of disaster assistance with FEMA through the WVSEOC. The state organization for recovery and mitigation parallels the federal organization at the WVSEOC to ensure the effective interface and coordination from both a functional and programmatic perspective. The recovery framework is structured to be flexible and scalable to quickly adapt to any disaster situation.

### Organizational Structure

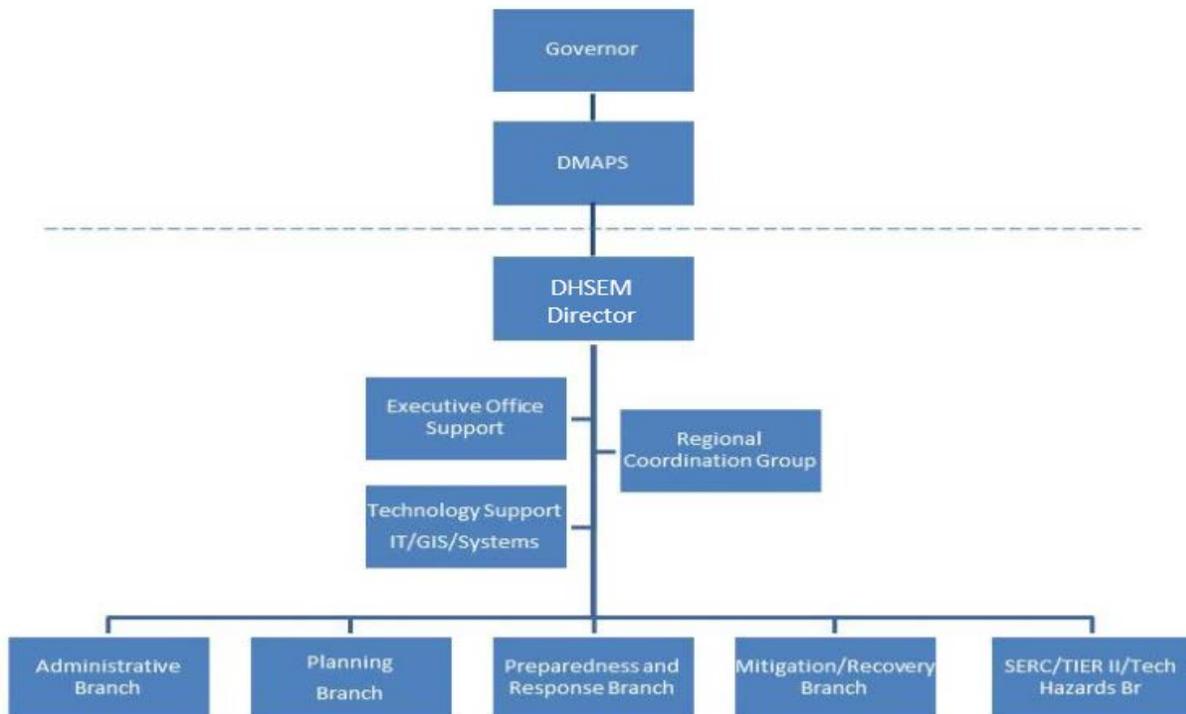


Figure 1: Emergency Management Organizational Structure.  
<http://www.dhsem.wv.gov/about/Pages/default.aspx>

## IV. CONCEPT OF OPERATIONS

### A. General

1. The WVEOP and local emergency operations plans are predicated upon the concept that emergency operations are managed at the lowest jurisdictional level possible until their abilities are exceeded or resources depleted before requesting state assistance. Local resources provide the first response for all incidents impacting their jurisdiction. However, under certain circumstances such as terrorist threats, wild land fires, hazardous material incidents, or public health emergencies, State or federal agencies may have the primary jurisdiction for the overall response effort. State assistance, when authorized, is provided by appropriate agencies operating under their own authority, as part of a coordinated WVDHSEM effort, or operating on behalf of the Governor. The Governor may request assistance from the federal government if the capabilities and resources of both local and state governments are exceeded.

2. Continuity of emergency operations from the local jurisdiction(s) through the state level response is manifested through standardization. Standardized operational management concepts are based on NIMS, ICS, and the hierarchy of governmental responsibility and authority. NIMS establishes a clear progression of coordination and communication from the local and state levels to federal regional and headquarters levels addressing both site-specific incident management activities and the broader regional or national issues related to the incident. While the majority of incidents are managed by local jurisdictions, there are domestic incidents where management operations depend on the involvement of multiple jurisdictions, functional agencies, and emergency responder disciplines. The basic functional modules of ICS can be expanded or contracted to meet requirements as an emergency event of any size or type progresses to control response personnel, facilities, and equipment. ICS principles include the use of common terminology, modular organization, integrated communications, unified command structure, action planning, manageable span-of-control, pre-designated facilities and comprehensive resource management.

3. Upon identification of an impending or occurring incident, emergency management stakeholders who are assigned roles and responsibilities in the WVEOP will begin initial emergency response operations and actions as specified in their respective parts of the WVEOP. Actions may include, but are not limited to, notification and warning, activation of the WVSEOC, response actions, assessment of impact, request for federal assistance, and recovery and mitigation activities. The intent is that emergency response will begin as soon as possible in order to preserve life, property, the environment, meet basic human needs, and maintain the social, economic, and political structure of the affected community up to and including preparatory actions in order to accelerate response.

4. Coordinating (C), Primary Support (P), and Support (S) agencies for each ESF, Support Annexes, and identified Threats and Hazards are noted on the following charts:

Table 2: ESF Responsibilities Matrix (C - Coordinating, P - Primary Support, S - Support Agency)

| AGENCY NAME   | ABRV    | ESF 1 | ESF 2 | ESF 3 | ESF 4 | ESF 5 | ESF 6 | ESF 7 | ESF 8 | ESF 9 | ESF 10 | ESF 11 | ESF 12 | ESF 13 | ESF 15 |
|---|---------|-------|-------|-------|-------|-------|-------|-------|-------|-------|--------|--------|--------|--------|--------|
| West Virginia Governor’s Office                           | GO      |       |       |       |       | P     |       |       |       |       |        |        |        |        | S      |
| WV Division of Homeland Security and Emergency Management | WVDHSEM | P     | C     | P     | S     | C     | S     | C     | S     | C     | S      | C      | C      |        | C      |
| WV Department of Education                                | WVDE    | S     |       | S     |       | S     | S     |       | S     |       |        |        |        |        | S      |
| WV Department of Environmental Protection                 | WVDEP   | S     |       | P     |       | S     |       |       | S     |       | P      | S      |        | S      | S      |
| WV Department of Commerce                                 |         | S     | S     | S     | S     | S     |       |       |       | S     |        |        |        | S      | S      |
| WV Department of Health and Human Resources               | WVDHHR  | S     | S     | C     |       | S     | C     |       | C     | S     | S      | S      |        | S      | S      |
| WV Department of Education and the Arts                   |         |       |       |       |       | S     | S     |       | S     |       |        | S      |        |        | S      |
| WV Bureau of Senior Services                              | WVBSS   | S     |       | S     |       | S     | S     |       | S     |       |        |        |        |        | S      |
| WV Civil Air Patrol                                       | CAP     | S     | S     |       |       | S     |       |       | S     | S     |        |        |        |        | S      |
| Public Service Commission of West Virginia                | PSC     | S     |       | S     |       | S     |       |       |       |       | S      |        | S      | S      | S      |
| West Virginia Department of Veterans Assistance           | WVDVA   |       |       |       |       | S     | S     |       |       |       |        |        |        |        | S      |
| WV Department of Administration                           |         |       | P     |       |       | S     |       |       |       | S     |        |        |        |        | S      |
| WV Department of Transportation                           | WVDOT   | C     |       | C     | S     | S     | S     | S     | S     |       | S      | S      | S      | S      | S      |
| WV Conservation Agency                                    | WVCA    |       |       | S     |       | S     |       |       |       |       |        |        |        |        | S      |
| WV Department of Agriculture                              | WVDA    | S     |       | S     |       | S     | S     |       | S     |       |        | P      |        |        | S      |
| WV Farm Bureau  |         |       |       |       |       | S     |       |       |       |       |        | S      |        |        | S      |
| WV University Cooperative Extension Service               |         |       |       |       |       | S     |       |       |       |       |        | S      |        |        | S      |
| WV Department of Military Affairs and Public Safety       | WVDMAPS | S     | S     | S     | C     | S     | S     | S     | S     | S     | C      |        | S      | C      | S      |
| WV Development Office – Energy Efficiency Program         | WVDOE   |       |       |       |       | S     |       |       |       |       |        |        | S      |        | S      |
| WV Voluntary Organizations Active in Disasters            | WVVOAD  |       | S     |       |       | S     | P     |       | S     | S     |        | S      |        |        | S      |
| American Electric Power                                   | AEP     |       |       |       |       | S     |       |       |       |       |        |        | S      |        | S      |
| First Energy  | FE      |       |       |       |       | S     |       |       |       |       |        |        | S      |        | S      |
| WV Board of Pharmacy                                      | WVBOP   |       |       |       |       | S     |       |       | S     |       |        |        |        |        | S      |

- ESF 1 – Transportation
- ESF 2 – Communication
- ESF 3 – Public Works
- ESF 4 – Firefighting
- ESF 5 – Emergency Management
- ESF 6 – Mass Care
- ESF 7 – Logistics
- ESF 8 – Public Health
- ESF 9 – Search and Rescue
- ESF 10 – Hazmat
- ESF 11 – Agriculture
- ESF 12 – Energy
- ESF 13 – Public Safety
- ESF 15 – External Affairs

Table 3: Support and Incident Annex Responsibilities Matrix (C - Coordinating, P - Primary Support, S - Support Agency)

| AGENCY NAME   | ABRV    | SUPPORT ANNEX |   |   |   |   |   |   | INCIDENT ANNEX |   |   |   |   |   |
|---|---------|---------------|---|---|---|---|---|---|----------------|---|---|---|---|---|
|   |         | 1             | 2 | 3 | 4 | 5 | 6 | 7 | 1              | 2 | 3 | 4 | 5 | 6 |
| WV Governor’s Office                                      | GO      | S             | S |   |   |   |   |   |                | S |   | S |   |   |
| WV Division of Homeland Security and Emergency Management | WVDHSEM | C             | S | C | C |   | C | C | C              | C | C | P | C | C |
| WV Department of Education                                | WVDE    |               |   |   |   |   | S |   |                | S |   |   |   |   |
| WV Department of Environmental Protection                 | WVDEP   |               |   |   |   | S |   |   | S              | S |   |   | S | P |
| WV Department of Commerce                                 |         |               |   |   |   | C |   |   |                | S |   | C |   | S |
| WV Department of Health and Human Resources               | WVDHHR  | S             |   | S |   | S |   | S | S              | S |   | S | P | P |
| WV Civil Air Patrol                                       | CAP     |               |   |   |   |   |   |   |                | S |   |   |   |   |
| Public Service Commission of WV                           | PSC     |               |   |   |   | S |   |   | S              | S |   |   |   | S |
| WV Department Of Administration                           | WVDA    | S             |   |   |   |   |   |   |                |   | P |   |   |   |
| WV Department of Transportation                           | WVDOT   | S             |   |   |   |   | S |   | S              | S |   |   | S | S |
| WV Conservation Agency                                    | WVCA    |               |   |   |   |   |   |   |                |   |   |   |   | S |
| WV Department of Agriculture                              | WVDA    |               |   |   |   |   |   |   | S              |   |   |   | S | P |
| WV Humane Society   |         |               |   |   |   |   |   | S |                |   |   |   |   |   |
| WV Department of Education and the Arts                   |         | S             |   |   |   |   |   |   |                |   |   |   |   |   |
| WV Department of Military Affairs and Public Safety       | WVDMAPS | S             | C |   |   | S | S | S | S              | P | S | S | S | S |
| WV Voluntary Organizations Active in Disasters            | WVVOAD  |               |   |   |   |   | S | S | S              | S |   |   |   | S |
| WV Attorney General Office                                |         | S             |   |   |   |   |   |   |                |   |   |   |   |   |
| WV State Treasurer's Office                               |         |               |   |   | S |   |   |   |                |   |   |   |   |   |
| WV Department of Tax and Revenue                          | WVDTR   |               |   |   |   |   |   |   |                |   |   |   |   | S |

- SPT 1 – Continuity of Government
- SPT 2 – Military Support
- SPT 3 – Private Sector Coordination
- SPT 4 – Financial Management
- SPT 5 – Worker Safety and Health
- SPT 6 – Evacuation and Re-Entry
- SPT 7 – Volunteer and Donations

- IS 1 – Nuclear/Radiological
- IS 2 – Terrorism
- IS 3 – Cyber
- IS 4 – Coal Mine Emergency
- IS 5 – Water Crisis
- IS 6 – Drought

## **B. Direction, Control, and Coordination**

1. Reflecting the NIMS organizational structure, WVDHSEM uses the MACS as an operational structure for the WVSEOC. WVSEOC management establishes priorities among incidents and associated resource allocations, de-conflict agency policies, and provides strategic guidance and direction to support incident management activities. ICS/Unified Command is used for managing resources on- scene at Incident Command Post(s), and Area Command (where needed).
2. The activated WVSEOC is located in the current WVDHSEM offices. It may be moved to another designated site for various reasons to assume operational responsibility for coordinating public emergency response based on requirements identified by local Office of Emergency Services (OES) directors and using priorities jointly set by the local authorities and WVSEOC.
3. State agencies may engage and support the use of agency specific incident command/coordination centers, depending on the organization's size or scope of response requirements. These structures must align with and provide support to the activities and personnel within the WVSEOC.
4. In a majority of disasters, local resources will operate under the umbrella of a mutual aid agreement to provide the first line of emergency response and incident management support. In some instances, a state or federal agency with principal activities or facilities in a local area may act as a first responder and may provide direction or assistance consistent with its specific statutory authorities and responsibilities.
5. An emergency declaration indicates that local resources capable of handling the situation are fully committed before state assistance is requested. State assistance will be provided upon request when needs exceed local capabilities. Exceptions are made to these procedures when localities request state assistance with search and rescue or hazardous materials response. Situations in which several localities are threatened or affected concurrently may involve the state from the onset.
6. If the state's capabilities are exceeded or depletion is pending, the Governor may request federal assistance. At each level, the government should officially declare a 'state of emergency' exists in order to request assistance. State resources should be fully committed before federal assistance is requested.

## **C. Phases of Emergency Response**

The WVEOP, by its nature, focuses on response and short-term recovery activities. The phases below list all roles conducted by each level of government

before, during, and after an emergency situations illustrating the placement of response and recovery activities within the overall scope of operations that include:

1. **Preparedness:** Preparedness involves actions to enhance readiness and minimize the impact of a potential incident. Note that this plan applies preparedness within the context of an incident. NIMS addresses the broader definition, defining preparedness as the full 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.
2. **Prevention:** Prevention involves actions to avoid an incident or to stop the incident from occurring. This includes applying intelligence and other information to a range of activities that may include such countermeasures as deterrence operations; security operations; investigations to determine the full nature and source of the threat; public health and agricultural surveillance and testing; and law enforcement operations aimed at deterring, preempting, interdicting, or disrupting illegal activity and apprehending potential perpetrators.
3. **Response:** Response involves activities that address the short-term, direct effects of an incident. Response includes immediate actions to: preserve life, property, and the environment; meet basic human needs; and maintain the social, economic, and political structure of the community. Response also includes the execution of emergency operations plans and incident mitigation activities designed to limit the loss of life, personal injury, property damage, and other unfavorable outcomes.
4. **Recovery:** Recovery involves actions and the implementation of programs needed to help individuals, communities, and the environment directly impacted by the incident return to pre-event conditions. Recovery actions assist victims and their families, restore institutions to regain economic stability and confidence, rebuild or replace destroyed property, and reconstitute government operations and services. Recovery actions often extend long after the incident itself. Recovery programs include hazard mitigation components designed to avoid damage from future incidents.
5. **Mitigation:** Mitigation includes activities designed to reduce or eliminate risks to persons and/or property or to lessen the actual or potential effects or consequences of a potential incident. Mitigation measures may be implemented prior to, during, or after an emergency. Mitigation measures are often formed by lessons learned from prior incidents. The Basic Plan distinguishes between hazard mitigation and

incident mitigation. Hazard 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, as described in the West Virginia Statewide Standard Hazard Mitigation Plan, as amended.

#### **D. Activation and Notification**

##### **1. Activation**

The State uses a four-tier flexible response level scheme that allows the Director of WVDHSEM to activate agencies as the emergency situation dictates. Activated agencies provide representation in the WVSEOC. Plans and standard operating guidelines provide that certain actions are taken at each response level based upon the specific hazard anticipated or encountered. The State readiness and response conditions are:

a. Level 4 – Normal Operations. This condition reflects normal WVDHSEM daily operations. The Mine and Industrial Accident Rapid Response System (MIARRS) Call Center provides a 24/7/365 presence in the WVDHSEM complex. Phone lines monitored in the Call Center include, but are not limited to: MIARRS Line, Safe Schools Helpline, Arson and Insurance Fraud Investigation Hotline, the Department of Environmental Protection’s Spill Reporting Hotline, and after hours calls for the WV Department of Agriculture.

b. Level 3 – Enhanced Watch. This condition reflects those times when the WVDHSEM Director determines that it is prudent to expand the number of WVDHSEM personnel on duty in the MIARRS Call Center.

c. Level 2 – Partial Activation. This condition is appropriate when more specialized actions beyond the capabilities of the MIARRS Call Center staff may be required under compressed timeframes. Typically, under partial activation, WVDHSEM personnel will activate the WVSEOC with a limited number of agencies being represented based on decisions by WVDHSEM leadership. Activities associated with partial activation include monitoring a significant situation for changes in conditions that may warrant full activation of the WVSEOC and providing appropriate response operations.

d. Level 1 – Full Activation. This condition reflects those periods when the WVSEOC is activated and is staffed by WVDHSEM personnel and emergency coordinators from appropriate external agencies, including governmental, nongovernmental, and private sectors. The agencies and

entities represented are based on the current situation and potential response requirements.

e. The relationship between these activation levels and the National Terrorism Advisory System (NTAS) are contained in Appendix 1 to this Basic Plan.

## 2. Notifications

The WVEOP places great emphasis on reaching out to citizens to ensure that they have the necessary information concerning an emergency operation. This begins with the initial notification to the public during emergent conditions by the operation of the Emergency Alert System (EAS) in accordance with the West Virginia Emergency Alert System Plan. New capabilities of the Integrated Public Alert and Warning System (IPAWS) have been integrated in the State EAS plan and those capabilities authorized for utilization by local emergency management agencies. The WVEOP includes an annex dedicated to that objective, which clarifies the State's intent to provide timely, appropriate, and accurate information to all who require it. In addition to organizations operating under the provisions of the WVEOP, information is made available to a wide range of state constituencies including neighborhoods, community organizations, volunteer groups, business and industry associations, financial institutions, educational institutions, and others needing information for individual and organizational decision-making. Where it is beneficial to the emergency operation, selected organizations may be asked to provide contact liaisons or other representation to function as an information broker between the WVSEOC and the constituencies they represent.

## E. Response

1. Upon indication of an imminent or actual public emergency, WVDHSEM notifies appropriate key personnel and agencies of essential information outlining the scope of the incident.
2. The Director of WVDHSEM contacts the Cabinet Secretary of the WV Department of Military Affairs and Public Safety (WVDMAPS) to discuss the current situation and evaluate the State's operational level.
3. At the direction of the Director, WVDHSEM and using the WVSEOC SOP, the WVSEOC informs appropriate agency coordinators of the activation. Based upon the event's nature, WVSEOC members convene to assess the impact of the situation, collect damage information and determine initial support requirements. Agency representatives are available to meet at any time during the response.

4. The WVIFC will collect information regarding the event and provide that information to the WVSEOC. The Intelligence Fusion Center, based on the nature of the event, will provide a liaison to the WVSEOC to ensure that all information gathered is passed to the appropriate personnel. In the event the incident is of a nature that deals with classified information, the Intelligence Fusion Center will notify appropriate personnel within WVDHSEM who have necessary clearances for such information.
5. The WVDHSEM Director or Director of Operations augments the WVSEOC operations by adding representatives of appropriate support agencies, as necessary.
6. Federal ESF liaisons also may operate within the WVSEOC as the situation dictates, maintaining contact with their federal counterparts to the extent necessary and possible.
7. The WVDHSEM Director, contacts the DHS/FEMA Region III Regional Response Coordination Center (RRCC), based on the severity of the event and potential for the incident to create an impact outside State boundaries.
8. Primary agencies are responsible for coordinating with their support agencies, if required.
9. Agencies may activate their headquarters EOC to provide further coordination and direction to response elements in the field.
10. Agencies assess the impact of the emergency on internal operational capabilities and identify, mobilize, and deploy resources to support response activities in the affected area, as needed.
11. The Governor or the Governor's designated liaison officer is briefed by appropriate WVDHSEM staff and others on the situation assessment. Upon evaluation of this information, the Governor may declare a State of Emergency based upon the situation and recommendations provided in the briefing.
12. The state conducts a damage assessment to determine the extent of damages and what level of federal assistance, if any, should be sought. Depending on the results of this survey, the state may provide recovery assistance to those affected, request DHS/FEMA join the state in doing a Preliminary Damage Assessment (PDA) in the affected area, and/or request a disaster declaration from the United States Small Business Administration.
13. If the PDA indicates the damages are of such magnitude as to be beyond the State's ability to respond, the Governor may submit a request for either an Emergency or Major Disaster Declaration to the President through DHS/FEMA

Region III. In this request, the Governor designates a State Coordinating Officer (SCO). However, it is not necessary for the Governor to declare a State of Emergency to submit a request for a major disaster or emergency declaration to the President; but, the request must certify that the WVEOP has been implemented.

14. If either an emergency or major disaster is declared to exist in the state, the President appoints a Federal Coordinating Officer (FCO), and DHS/FEMA designates the types of assistance available and the counties that qualify.

15. The WVSEOC supports the establishment of a Joint Field Office (JFO) and other recovery facilities such as Disaster Recovery Centers (DRCs) based on the Federal-State Agreement.

16. The Joint Information Center (JIC) is established, as required, to provide a central point for coordinating emergency public information activities and conducting briefings for the media and public as appropriate at a desirable location.

17. The activated WVSEOC is located in the current WVDHSEM offices. It may be moved to another designated site for various reasons to assume operational responsibility for coordinating public emergency response based on requirements identified by local OES directors and using priorities jointly set by WVDHSEM and local OES directors.

18. During response operations, WVDHSEM leadership, in conjunction with other State and local agencies, develops a demobilization plan for the WVSEOC and first responders. Once immediate response missions and lifesaving activities conclude, emergency teams are demobilized and the emphasis shifts from response to recovery operations.

## **F. Recovery/Mitigation**

1. If the emergency is a state declared disaster, the WVDHSEM Recovery/Mitigation Branch will become the central coordination point for delivering recovery assistance programs in coordination with other state agencies. The Recovery/ Mitigation Branch of WVDHSEM assesses recovery needs at the outset of the emergency and develops relevant time frames for program delivery. The Branch ensures that appropriate recovery assistance program staff are notified of the emergency event and they share relevant applicant and damage information with all involved agencies. If there is a federal declaration, DHS/FEMA coordinates delivery of these programs.

2. DHS/FEMA determines the need for Disaster Recovery Centers within the emergency area. State agencies provide input and staff the centers with

knowledgeable officials who provide recovery program information, advice, counseling, and technical assistance related to mitigation.

3. The Recovery/Mitigation Branch of WVDHSEM coordinates assistance programs to help individuals, families, and businesses meet basic needs and return to self-sufficiency.
4. The Recovery/Mitigation Branch of WVDHSEM coordinates assistance programs to aid the local governments and eligible private nonprofit organizations to repair or replace damaged public facilities.
5. Branch personnel assist in identifying appropriate agency assistance programs to meet applicant needs, synchronizing assistance delivery, and encouraging incorporation of mitigation measures where possible.
6. Additionally, they track the overall progress of the recovery effort, particularly noting potential program deficiencies and problem areas.
7. When a centralized state emergency coordination presence is no longer required, the WVSEOC demobilizes and transfers responsibilities for the recovery assistance program oversight and monitoring to the Recovery/Mitigation Branch and local long term recovery boards.
8. Following a public emergency, the Director, WVDHSEM submits an after action report through the WVDMAPS to the Governor detailing operational successes, challenges and key issues affecting incident management. Data from these reports and targeted reviews are analyzed and provided to agencies, departments and localities as appropriate. After a particularly large or unique public emergency operation, the WVSEOC also may convene an interagency forum to identify lessons learned. Lessons learned are evaluated by the Director of WVDHSEM and implement necessary changes into the WVEOP and implementation of appropriate mitigation measures. Each state agency involved is encouraged to keep records of its activity to assist in preparing its own after action report.

## **V. ROLES AND RESPONSIBILITIES**

### **A. State Government**

#### **1. Governor of West Virginia**

As the chief executive officer of the State of West Virginia, the Governor is responsible for the public safety and welfare of the people of West Virginia. The powers and duties of the Governor in emergency management are summarized below. Complete language can be found in the Code of West Virginia §15 – 5 and 6.

- a. Responsible for implementing the WVEOP and coordinating state resources to address the full spectrum of actions to respond to and recover from incidents in an all-hazards context to include terrorism, natural disasters, accidents, and other contingencies.
- b. If appropriate, makes a verbal declaration of a “state of preparedness” or a “state of emergency”, to include an authorization to grant or seek temporary overweight, over width, registration, license, or hours worked exemptions to carriers transporting emergency relief supplies or providing utility restoration services. These verbal orders will be followed by a written authorization and an executive order.
- c. If appropriate, amends and rescinds orders and regulations and/or directs and compels evacuation of all or part of the populace from any threatened or affected area.
- d. Ensures the provision of essential services, including emergency and disaster response and recovery activities by executive branch agencies and institutions of higher education.
- e. Provides leadership and plays a key role in communicating to the public and in helping people, businesses, and organizations cope with the consequences of any type of declared emergency within any jurisdiction of West Virginia.
- f. Encourages participation in mutual aid and implements authorities for the state to enter into mutual aid agreements with other states to facilitate resource sharing.
- g. May request federal assistance when it becomes clear that the capabilities of the State will be insufficient or have been exceeded or exhausted.
- h. May, without an Emergency Declaration, authorize the deployment of all or any part of the members of the West Virginia National Guard and materials (pursuant to Code §15-1) to assist in times of emergency.
- i. May provide financial assistance to localities.
- j. Serves as the Commander-in-Chief of the State military forces pursuant to West Virginia Code §15-1-2.

## 2. WVDHSEM Director

The WVDHSEM Director serves as the State Emergency Planning Director and has the following powers and duties as summarized below. Complete language can be found in Code of West Virginia §15 - 5-3b.

- a. Implements portions of the WVEOP to provide timely assistance to localities for non-declared incidents or events.
- b. Coordinates and provides guidance and assistance to affected political subdivisions to ensure orderly and timely response to and recovery from disaster effects.
- c. Coordinates disaster response actions of Federal, State, and volunteer relief agencies.
- d. Establishes and maintains liaison with affected political subdivisions.
- e. In an emergency which does not warrant a gubernatorial declaration of a state of emergency, may after consultation with and approval of the Secretary of WVDMAPS, enter into contracts and incur obligations necessary to prevent or alleviate damage, loss, hardship, or suffering caused by such emergency and to protect the health and safety of persons or property.
- f. Determines requirements for disaster relief and recovery assistance.
- g. Responsible for ensuring that state response and recovery actions consider the resources needed for individuals with disabilities and/or access and functional needs.

## 3. WVSEOC

- a. Maintain situational awareness through the collection, analysis, and dissemination of information and intelligence data.
- b. Receive, track, and coordinate requests for resources.
- c. Ensure all incident-applicable ESFs are staffed.
- d. Implement plans to coordinate emergency management efforts among local, State, and Federal entities; as well as NGOs and PSSs.

- e. Facilitate resolution of legal, policy, political, social, and economic concerns of the affected jurisdiction(s) as they affect response and recovery operations.
- f. Facilitate formulation of Protective Action Decisions, as needed.
- g. Facilitate demobilization plans and procedures.
- h. Participate in the AAR process.

#### 4. State Agencies and Institutions of Higher Education

It is the responsibility of state government to provide for the well-being of the citizens of the State and ensure the continuity of state government operations, including the delivery of essential state government services during a disaster as tasked in this plan. Therefore, state agencies and institutions of higher education must continue to be prepared for all disasters.

- a. Develop plans or procedures to implement their specific responsibilities outlined in the WVEOP.
- b. Develop and document emergency action and continuity plans for their response to and recovery from a natural or human-caused disaster.
- c. Direct agency area supervisors (from applicable division, district, or local offices) to participate in the local emergency planning process and become a part of the local emergency response organization, as appropriate.
- d. During small localized events, when possible, provide assistance directly to political subdivisions.

### **B. Local jurisdictions**

The Code of West Virginia §15-5-8 designates powers and duties for emergency management to political subdivisions (summarized below). Each jurisdiction:

- 1. Shall have a director of emergency management that may request assistance from the state when local resources and capabilities are overwhelmed.
- 2. The local Emergency Management Director in the political subdivision within the disaster area may, under the supervision and

control of the executive officer or governing body of the political subdivision:

- a. Control, restrict, allocate or regulate the use, sale, production, and distribution of food, fuel, clothing, and other commodities, materials, goods, services and resource systems which fall within the boundaries of that jurisdiction and which do not impact systems affecting adjoining or other political subdivisions.
- b. Enter into contracts and incur obligations necessary to combat threatened or actual disaster, protect the health and safety of person and property, and provide emergency assistance to the victims of such disaster.
- c. Proceed without regard to time-consuming procedures and formalities prescribed by law (except mandatory constitutional requirements) pertaining to the performance of public work, entering into contracts, incurring of obligations, employment of temporary works, rental of equipment, purchase of supplies and materials, levying of taxes, and appropriation and expenditure of public funds.

3. In addition, the local jurisdictions:

- a. Identify a primary party responsible for managing emergencies within their jurisdiction.
- b. Responsible for coordinating local resources to address the full spectrum of actions to respond to, and recover from incidents involving all hazards including terrorism, natural disasters, accidents, and other contingencies.
- c. Responsible for ensuring that local actions include and accommodate individuals with disabilities and/or access and functional needs.
- d. May develop, or cause to be developed, mutual aid agreements for reciprocal assistance in the case of a disaster too great to be dealt with unassisted. Such arrangements shall be consistent with state plans and programs and it shall be the duty of each local organization for emergency management to render assistance in accordance with the provisions of such mutual aid agreements.
- e. Receive and fulfill requests for assistance from entities including, but not necessarily limited to, nursing homes, colleges,

universities, and authorities within their jurisdiction until local capabilities have been exceeded or exhausted.

f. Coordinate with state and federal officials after a disaster to implement recovery and mitigation strategies and programs.

g. May form strong partnerships with citizen groups and organizations who provide support for incident management response, recovery, and mitigation. Local citizen groups, such as Community Emergency Response Teams and Medical Reserve Corps may coordinate with local and state agencies to provide resources to augment response and recovery activities.

#### **C. Non-governmental Organizations (NGOs) (including voluntary organizations)**

NGO's may, if appropriate, provide specific disaster relief services during response and recovery operations in cooperation with state or local officials. This includes collaborating with first responders, governments at all levels, and other agencies and organizations providing relief services to sustain life, reduce physical and emotional distress, and promote recovery of disaster victims.

#### **D. Private Sector Stakeholders (PSSs)**

PSSs may be critical to the response capabilities of the WVSEOC. They may:

1. If appropriate, provide specific disaster relief services during response and recovery in cooperation with state or local officials.
2. Support the WVSEOC by participating in the planning process, sharing information, identifying risks, performing vulnerability assessments, developing emergency response and business continuity plans, enhancing their overall readiness, implementing appropriate prevention and protection programs, and donating or otherwise providing goods and services through contractual arrangement or government purchases to assist in response to and recovery from an incident.

## **VI. PLAN MANAGEMENT AND MAINTENANCE**

### **A. General**

1. The WVDHSEM Director is responsible for maintaining the WVEOP. The WVEOP is continually reviewed and periodically updated as required to incorporate federal policy changes, gubernatorial directives, legislative changes, and operational changes based on lessons learned from exercises and actual events.

2. This WVEOP and subsequent revisions supersede all previous editions and is effective immediately for planning and response operations.
3. All plans, annexes, appendices, implementing procedures, and resource inventories are based on those potential hazards to which the state is subject, along with the support needed to assist local governments during and after an emergency or disaster incident. Plans, annexes, appendixes, and procedures detail who (by title), what, when, where, and how emergency tasks and responsibilities are conducted.
4. The WVEOP, its annexes and appendixes, State agency plans, checklists, and notification/recall lists are maintained and kept current by all parties on the following schedule:
  - a. Review of the WVEOP, annexes, and appendixes every two (2) years.
  - b. Resource inventories/database list and department internal plans and checklists yearly.
  - c. Verify agency notification/recall lists every six (6) months.
  - d. Review and revise procedures following critiques of actual emergency or disaster operations and/or exercises where deficiencies were noted.
5. All recommendations for changes, revisions, and/or updates to the WVEOP, its annexes and appendixes are forwarded to WVDHSEM for review, coordination, approval, publication, and distribution to all holders of the WVEOP. If no changes, revisions, and/or up-dates are required after a scheduled review, the reviewing agency head notifies WVDHSEM that the respective plans, annexes, appendixes, etc., have been reviewed and are considered valid and current.

## **B. Supporting Documents and Standards for Other Emergency Plans**

1. The WVEOP is the core plan for response and recovery to emergency situations in West Virginia. Following the guidance provided in Homeland Security Presidential Directive – 5: Management of Domestic Incidents (HSPD-5) and the NRF, it incorporates existing emergency and incident management plans (with appropriate modifications and revisions) as integrated components of the WVEOP, supplements, or supporting operational plans.
2. When agencies develop an interagency plan that involves emergency events, then such plans are coordinated with WVDHSEM to ensure consistency with

the WVEOP and are incorporated into the WVEOP, either by reference or as a whole. WVDHSEM is to be included on the distribution list of agencies preparing plans involving emergency events.

### **C. Plan Testing, Training, and Exercises**

1. Responsible state agencies, and coordinating NGOs and PSSs, will conduct training to ensure the WVEOP can be effectively implemented in a timely manner.
2. WVDHSEM will conduct an annual exercise or a series of exercises of the WVEOP. One exercise must address, among other issues, a prolonged and widespread loss of electric power. Exercises may include multiple agencies, jurisdictions, NGOs, and PSSs. In addition, the WVSEOC will participate with FEMA and The Commonwealth of Pennsylvania in any exercise of the Radiological Emergency Preparedness Plan. Any deficiencies, findings, areas recommended for corrective action, or improvement arising from these exercises, or any other exercises conducted, will be considered and corrected by appropriate training, plan update, and/or demonstration in any subsequent exercise.
3. WVDHSEM will utilize an After Action Review (AAR) process in which all emergency response agencies participate. Local government, NGO, and PSS representatives are encouraged to participate in the AAR process.

### **D. Plan Implementation**

This plan is effective for execution upon and pursuant to the Governor's signature approving the same. The WVDHSEM Director will ensure that this document is subject to a minimum of an annual maintenance, review, and update based on selective evaluations, AARs, and new guidance.

## **VII. AUTHORITIES**

### **A. Federal Laws**

1. The Homeland Security Act of 2002, Public Law 107-296, 6 U.S.C. 101 et seq., November 25, 2003
2. The Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended, 42 U.S.C. 5121 et seq.
3. The Public Health Security and Bioterrorism Preparedness and Response Act of 2002, Public Law 107-188, 42 U.S.C. 201

4. The Defense Production Act of 1950 (DPA), as amended by P.L. 102-558, 106 Stat. 4201, 50 U.S.C. App. 2062, and the Defense Production Reauthorization Act of 2003
5. The Economy Act, 31 U.S.C. subsection 1535 & 1536
6. The Posse Comitatus Act, 18 U.S. 1385
7. The National Emergencies Act of 1976, 50 U.S.C. 1601 et seq.
8. The Comprehensive Environmental Response, Compensation, and Liabilities Act (CERCLA) as amended by the Superfund Amendments and Reauthorization Act of 1986, 42 U.S.C. 9601 et seq., and the Federal Water Pollution Control Act (Clean Water Act), as amended, 33 U.S.C. 1251 et seq.
9. The National Oil and Hazardous Substances Pollution Contingency Plan (NCP), 40 C.F.R. Part 300
10. The Cooperative Forestry Assistance Act of 1978, Public Law 95-313
11. The Communications Act of 1934, 47 U.S.C. 151 et seq.
12. The Insurrection Statutes, 10 U.S.C. 331-3354
13. The Defense Against Weapons of Mass Destruction (WMD) Act, 50 U.S.C. 2301 et seq.
14. Emergencies Involving Chemical or Biological Weapons, 10 U.S.C. 382
15. Emergencies Involving Nuclear Materials, 18 U.S.C. 831(e)
16. The Veterans Affairs Emergency Preparedness Act of 2002, 38 U.S.C. 1785
17. The Atomic Energy Act of 1954, as amended, 42 U.S.C. 2011 et seq.
18. The Energy Reorganization Act of 1974, U.S.C. 5841 et seq.
19. The Price-Anderson Amendments Act, Public Law 100-408, 42 U. S. C. 2011
20. Furnishing of Health-Care Services to Members of the Armed Forces During a War or National Emergency, 38 U.S.C. 8111A
21. The Resource Conservation and Recovery Act (RCRA) of 1976, Public Law 94-580

22. Rural Development Act of 1972, Public Law 92-419, as amended

**B. Federal Executive Orders and Presidential Directives**

1. Executive Order 12148, Federal Emergency Management, July 20, 1979, as amended
2. Executive Order 12333, United States Intelligence Activities, December 4, 1981
3. Executive Order 12382, President's National Security Telecommunications Advisory Committee, September 13, 1982
4. Executive Order 12472, Assignment of National Security and Emergency Preparedness Telecommunications Responsibilities, April 3, 1984
5. Executive Order 12580, Superfund Implementation, January 23, 1987
6. Executive Order 12656, Assignment of Emergency Preparedness Responsibilities, November 18, 1988, as amended
7. Executive Order 12742, National Security Industrial Responsiveness, January 8, 1991
8. Executive Order 13284, Amendment of Executive Orders and Other Actions, in Connection With the Establishment of the Department of Homeland Security, January 23, 2003
9. Executive Order 13286, Amendment of Executive Orders, and Other Actions, in Connection With the Transfer of Certain Functions to the Secretary of Homeland Security, March 5, 2003
10. Presidential Decision Directive 39: U.S. Policy on Counterterrorism, June 21, 1995
11. Presidential Decision Directive 62: Combating Terrorism, May 22, 1998
12. Homeland Security Presidential Directive – 1: Organization and Operation of the Homeland Security Council
13. Homeland Security Presidential Directive – 2: Combating Terrorism Through Immigration Policies
14. Homeland Security Presidential Directive – 4: National Strategy to Combat Weapons of Mass Destruction

15. Homeland Security Presidential Directive – 5: Management of Domestic Incidents
16. Homeland Security Presidential Directive – 6: Integration and Use of Screening Information
17. Homeland Security Presidential Directive – 7: Critical Infrastructure Identification, Prioritization, and Protection
18. Homeland Security Presidential Directive – 9: Defense of United States Agriculture and Food
19. Homeland Security Presidential Directive – 10: Biodefense for the 21st Century
20. Homeland Security Presidential Directive – 12: Standards for Identification
21. Presidential Study Directive - 1: Organizing Homeland Security and Counterterrorism
22. Presidential Policy Directive – 8: National Preparedness
23. Presidential Policy Directive – 20: U. S. Cyber Operations Policy
24. Presidential Policy Directive – 21: Critical Infrastructure Security and Resilience

### **C. State**

1. West Virginia Code, Chapter 15, Article 5, as amended
2. Executive Order No. 20-04, dated December 23, 2004.

## **VIII. REFERENCES**

- A.** The Federal Response Plan, Public Law 93-288, as amended, Federal Emergency Management Agency, Robert T. Stafford Act
- B.** “Developing and Maintaining Emergency Operations Plan”, CPG 101, Federal Emergency Management Agency, November 2010, as amended
- C.** Emergency Management Institute, Planning Courses G-235 and IS-235
- D.** Fire Management Assistance Grant Program
- E.** National Response Framework, as amended

**F.** West Virginia Department of Health and Human Resources Public Health Threat Response Plan

**G.** West Virginia Drought Emergency Action Plan, West Virginia Department of Agriculture

**H.** West Virginia Emergency Alert System Operations Plan

**I.** WVSEOC Standard Operating Procedures (SOP), as amended

**J.** West Virginia State Fire Marshal Disaster Management Plan

**K.** West Virginia State Police Emergency Plan

**L.** West Virginia Statewide Communication Interoperability Plan (SCIP)

**Appendix 1-GENERAL RELATIONSHIP BETWEEN NTAS LEVELS AND WVSEOC ACTIVATION LEVELS**

The table below illustrates the general relationship between the National Terrorism Advisory System (NTAS) Levels and the appropriate levels of WVSEOC Activation. Activation decisions, however, must be based on all current information on situation and potential threats within West Virginia or affecting West Virginia.

| <b>NTAS Level</b>  | <b>WVSEOC Activation Level</b> |
|--|--------------------------------|
| Imminent Threat Alert  | Full                           |
| Elevated Threat Alert  | None*/Partial                  |
| Bulletin   | None*/Enhanced Watch           |
| No Threat Level  | None*                          |
| * The MIARRS Call Center provides 24/7 coverage in the WVDHSEM facilities. |                                |

## Appendix 2-Acronym List

|        |   |
|--------|---|
| AAR    | After Action Review   |
| AG     | Agriculture   |
| C      | Coordinating  |
| CBRNE  | Chemical, Biological, Radiological, Nuclear, and high-yield Explosive |
| CD     | Civil Disorder  |
| CI/KR  | Critical Infrastructure/ Key Resources                                |
| D      | Drought   |
| DF     | Dam Failure   |
| DRC    | Disaster Recovery Center  |
| E      | Earthquake  |
| EAS    | Emergency Alert System  |
| EMAC   | Emergency Management Assistance Compact                               |
| EOP    | Emergency Operations Plan   |
| EPZ    | Emergency Planning Zone   |
| ESF    | Emergency Support Function  |
| FCO    | Federal Coordinating Officer  |
| FEMA   | Federal Emergency Management Agency                                   |
| FEMA   | Flood   |
| H      | Hazmat  |
| HSPD   | Homeland Security Presidential Directive                              |
| ID     | Infectious Disease  |
| IPAWS  | Integrated Public Alert and Warning System                            |
| JFO    | Joint Field Office  |
| JIC    | Joint Information Center  |
| L      | Landslide   |
| MACS   | Multi-Agency Coordination System                                      |
| MIARRS | Mine and Industrial Accident Rapid Response System                    |
| NDRF   | National Disaster Recovery Framework                                  |
| NGO    | Non-Government Organizations  |
| NIMS   | National Incident Management System                                   |
| NRF    | National Response Framework   |
| NTAS   | National Terrorism Advisory System                                    |
| OES    | Office of Emergency Services  |
| P      | Primary Support   |
| PDA    | Preliminary Damage Assessment   |
| PF     | Power Failure   |
| PSS    | Private Sector Stakeholders   |
| REP    | Radiological Emergency Preparedness                                   |
| RI     | Radiological Incident   |

|         |  |
|---------|--|
| RRCC    | Regional Response Coordination Center                                |
| S       | Support  |
| SCO     | State Coordinating Officer   |
| SOP     | Standard Operating Procedures  |
| TE      | Terrorism  |
| THIRA   | Threat and Hazard Identification and Risk Assessment                 |
| TO      | Tornado  |
| TR      | Transportation   |
| UF      | Urban Fire   |
| W       | Wildfire   |
| WS      | Winter Storm   |
| WVDA    | West Virginia Department of Agriculture                              |
| WVDHHR  | West Virginia Department of Health and Human Resources               |
| WVDHSEM | West Virginia Division of Homeland Security and Emergency Management |
| WVDMAPS | West Virginia Department of Military Affairs and Public Safety       |
| WVEOP   | West Virginia Emergency Operations Plan                              |
| WVIFC   | West Virginia Intelligence Fusion Center                             |
| WVNG    | West Virginia National Guard   |
| WVOT    | West Virginia Office of Technology                                   |
| WVRRT   | West Virginia Regional Response Team                                 |
| WVSEOC  | West Virginia State Emergency Operations Center                      |
| WVSMAA  | West Virginia Statewide Mutual Aid Agreement                         |