

WEST VIRGINIA EMERGENCY OPERATIONS PLAN

BASIC PLAN

A. PURPOSE

The Basic Plan of the State of West Virginia Emergency Operations Plan (State EOP) presents an overview of the state's response organization and policies. It provides for state-level emergency operations in response to any type of disaster or large-scale affecting West Virginia. It assumes duties and responsibilities to departments, agencies, and support organizations for disaster preparedness, response and recovery, and mitigation. It also provides the needed framework within which more detailed emergency plans and procedures can be developed and maintained by both state agencies and local governments.

B. SITUATION AND ASSUMPTIONS

1. The West Virginia Code, Chapter 15, Article 5, "Emergency Services" requires that the state and each county within the state establish an emergency services organization and that they develop and maintain a current Emergency Operations Plan (EOP) structured around existing constitutional government.
2. Historically, floods, tropical storms, winter storms, hazardous materials accidents, power failures, resource shortages, drought, forest fires, and environmental contamination have caused emergencies and disasters in West Virginia. Such hazards are ever-increasing due to factors such as urban development in flood vulnerable areas, industrial expansion, traffic congestion, and the widespread use and transport of hazardous materials.
3. In West Virginia, political subdivisions have the primary responsibility for emergency operations and will commit all available resources to save lives and minimize property damage. Should local emergency response capabilities and resources be overwhelmed, outside assistance is available by either mutual aid agreements with nearby jurisdictions and/or from the state through the West Virginia Emergency Operations Center (State EOC).
4. The emergency management mission of West Virginia state government, in cooperation with federal agencies and local governments, is to plan and prepare for emergency operations which will ensure that casualties and property damage will be minimized and normal operations will be restored as rapidly as possible in the event of a large-scale emergency or disaster situation.
5. Once an emergency or a disaster is declared by the President, federal disaster assistance may be available for such items as the repair and reconstruction of buildings and roads and/or for individual assistance to persons displaced from their homes. A substantial and well-documented federal-state-local coordination effort is required to implement such assistance.

C. CONCEPT OF OPERATIONS

1. The State EOP and local Emergency Operations Plans are predicated upon the concept that emergency operations will begin at the county level. State assistance will be provided upon a formal request when emergency or disaster needs exceed local capabilities. Should the State become overwhelmed, as with a major flood, federal disaster assistance becomes available, especially during the recovery period. A local emergency must be declared and local resources capable of handling the situation need to be fully committed before the State and federal assistance are requested. A County will declare a local state of emergency before the State will respond to a request.
2. The State EOP defines the role of local, state, and federal governments before (mitigation and preparedness), during (response), and after (recovery) a disaster or major emergency. It establishes the concepts and policies under which all elements of state government and its political subdivisions will operate during emergencies. It provides a basis for the preparation of more detailed plans and procedures and state/local emergency management training programs.
3. State departments and agencies that have response or recovery duties must maintain their designated annexes of the State EOP. Local governments must also maintain their local EOPs in accordance with the guidance and operational concepts set forth in the State EOP. Hazard-specific subplans or

annexes to the State EOP and local EOPs will contain more detailed procedures as needed, to include increased readiness checklists and specific reporting requirements.

4. The West Virginia Code, Chapter 15, Article 5, “Emergency Services,” as amended, requires that each county prepare and keep current an Emergency Operations Plan (EOP). These local plans should be officially adopted and promulgated by the County Commissioners. Each local EOP should be reviewed every year due to possible shortfalls discovered during exercises or actual events. Also, each local EOP should be revised, exercised, readopted, reprinted, and reissued at least every five years in order to be considered current and in compliance with the West Virginia Code. Guidance and assistance is provided by the West Virginia Office of emergency Services (WVOES).
5. The West Virginia Code, Chapter 15, Article 5 “Emergency Services,” as amended, further provides that emergency services organizations and operations will be structured around existing constitutional government. The Governor has general direction and control of the Office of Emergency Services for the State. As authorized by the West Virginia code, he appoints a State Director of Emergency Services to head the West Virginia Office of emergency Services (WVOES)>
6. The West Virginia Code, Chapter 15, Article 5 “Emergency Services,” as amended, also requires that each political subdivision shall have a director of Emergency Services. In the case of a county, he/she shall be appointed by the County Commissions.
7. The state organization for emergency operations includes:
 - a. The Governor and his immediate staff.
 - b. The Secretary of the Department of Military Affairs and Public Safety (DMAPS) and his staff.
 - c. The West Virginia Office of emergency Services (WVOES) and State Emergency Operations Center (EOC) located in Charleston.
 - d. State departments and agencies assigned emergency responsibilities or having the capability to provide needed assistance in an emergency situation.
 - e. The State Legislature by concurrent resolution of the Senate and House of Delegates to declare a State of Emergency to exist or to be terminated.
 - f. Personnel from selected federal agencies and participating public/private organizations.
 - g. Local governments. Each political subdivision is required to have an emergency services organization. Locally available manpower, materials, equipment, and facilities are to be identified in each local Emergency Operations Plan (EOP). Non-affected localities can be expected to provide assistance when requested.
 - h. Federal agencies upon request within their statutory authority.
 - i. Non-governmental organizations.
 - (1) American Red Cross.
 - (2) Salvation Army.
 - (3) West Virginia State Firemans Association.
 - (4) West Virginia State Fire Chiefs Association.
 - (5) West Virginia Professional Fire Chiefs Association.
 - (6) International Association of Firefighters, WV Chapter.
 - (7) Radio Amateur Civil Emergency Services (RACES).
 - (8) Civil Air Patrol.
 - (9) Volunteer search and rescue organizations.

- (10) West Virginia Volunteer Organizations Active in Disasters (WV VOAD).
 - (11) Church relief organizations.
 - (12) Civic organizations.
 - (13) Others, too numerous to list.
- j. Private Sector (on a voluntary basis only)
 - (1) Private industry
 - (2) Private individuals
- 8. Each functional part of the State EOP includes a concept of operations and an action checklist to help each function or agency gear-up for emergency operations. Agencies with primary emergency duties and responsibilities are also expected to develop and maintain separately published and more detailed procedures manuals (SOP) as needed.
- 9. The following general principles apply to all parts of the State EOP:
 - a. Direction of emergency operations will be exercised by the lowest level of government affected.
 - b. State departments and agencies having emergency responsibilities will provide assistance directly to political subdivisions where possible. Those who have divisions, districts, regional or local offices in the state will direct their area supervisors to participate in the local EOP planning process and become a part of the local emergency response organization, as appropriate.
 - c. Federal assistance is supplemental to, not a substitute for, relief provided by the state and its political subdivisions.
 - d. All appropriate locally available forces and resources will be fully committed by the affected local government before requesting assistance from a higher level of government.
 - e. Support furnished to local government from outside sources will be assigned on a mission-type basis and will be under the operational control of the department, agency, or office furnishing the support.
- 10. Emergency Declarations
 - a. Whenever, in the opinion of the Governor, the safety and welfare of the people of the state require extreme emergency measures due to a threatened or actual disaster, he may declare a state of emergency to exist in the state, or any portion thereof, for the purpose of aiding individuals and local governments.
 - b. Warning of an impending emergency may be disseminated to local governments by the West Virginia State Police, National Weather Service, the State EOC, or other sources. A local emergency may also occur, of course, without warning.
 - c. Whenever the Governor, and by Resolution of the State Legislature, declares a state of emergency, each political subdivision within the disaster area may, under the control and supervision of the Governor or his designated representative, enter into contracts and incur obligations necessary to combat such threatened or actual disaster, protect the health and safety of persons and property, and provide emergency assistance to the victims of such disaster. In exercising this authority under the supervision and control of the Governor or his designated representative, the political subdivision may proceed without regard to time-consuming procedures and formalities prescribed by law (except for mandatory constitutional requirements) pertaining to the performance of public works, entering into contracts, incurring obligations, employment of temporary workers, rental of equipment, purchase of supplies and materials, and appropriation and expenditure of public funds. (See West Virginia Code, 15-5-6, as amended).
 - d. Whenever an emergency has been declared, the Director of Emergency Services of each political subdivision or any member of the governing body in the absence of the Director,

if so authorized by the governing body, may enter into contracts and incur obligations as necessary to mitigate the effects of the event, to protect the health and safety of persons and property, and to provide emergency assistance to event-related victims. (See West Virginia Code, 15-5-8, "Emergency Services," as amended).

- e. Upon declaration of a local emergency and/or the Local EOC is activated, the local Director of Emergency Services will notify the State EOC immediately, and thereafter will provide a daily Situation Report (SITREP) for the duration of the emergency period (See Annex FF).
11. State departments and agencies should be prepared to assist local governments with damage assessment and other services as needed.
 12. When the State EOC provides assistance, to include on-site representation at an incident, overall command and control authority will remain with local government, except in cases where local control is relinquished to the State, or where state or federal law transfers authority and responsibility to a specific state or federal agency (e.g., EPA at a Superfund site, U.S. coast Guard at an oil spill in navigable waterway, or the State EOC for a multi-jurisdictional search operation involving a missing aircraft).
 13. State departments and agencies will also:
 - a. Issue appropriate emergency instructions and public information in the area of their assigned responsibilities. These actions will be coordinated with the State and County EOCs.
 - b. Disseminate warnings to appropriate personnel of their departments and agencies.
 - c. Provide for disaster preparation and coordination of response to disaster situations.
 - d. Provide for continuity of government by:
 - (1) Establishing lines of succession.
 - (2) Establish appropriately staffed emergency command centers with primary and backup communications and other supplies and equipment needed to support emergency operations.
 - (3) Preserving vital records.
 - e. Selected state agencies will assign agency emergency coordinators to the State EOC, whenever activated and when requested.
 - f. Submit Situation Reports (SITREPS) to the State EOC as requested.
 - g. Provide individual and organizational emergency training that will ensure that every individual involved in emergency services is adequately prepared to accomplish assigned tasks, operating in the framework of a responsive, efficient, and effective organization.
 14. The Governor will direct emergency operations through the regularly-constituted government structure. Succession to the Office of the Governor is established in the West Virginia Code (Section 6A-1-4) in the following order:
 - a. President of the Senate.
 - b. Speaker of the House of Delegates.
 - c. Attorney General.
 - d. State Auditor.
 - e. Resident ex-Governors of the state, in inverse order of service.

Succession of other state government officials' positions will be provided for in the emergency plans of the departments and agencies concerned and incorporated into the State EOP as appropriate.

15. The governing bodies of all political subdivisions are responsible for the establishment of a government organization and for the development and maintenance of an Emergency Operations Plan (EOP) to accomplish effective emergency responsibilities as set forth in the West Virginia Code, Chapter 15, Article 5 "emergency Services," as amended.
16. The State director of the West Virginia Office of Emergency Services (WVOES) will maintain the State EOC. During disasters he/she, or his/her designee, will coordinate, on behalf of the Governor, state government emergency operations from the State EOC on a 24-hour basis. State departments, agencies, and supporting organizations will provide the names and telephone numbers of on-duty personnel to the State EOC as appropriate. They will provide appropriately trained personnel for duty in the State EOC as requested.
17. Primary and backup communication/warning networks necessary for the adequate control and coordination of emergency operations will be established, maintained, and operated as set forth in the Communications Annex. This communications and warning system must be capable of warning all jurisdictions within the State of a large-scale emergency or disaster situation within a reasonable time. The dissemination of such warnings will take precedence over all other communications.
18. State and County Directors of Emergency Services, as well as other response organizations, are encouraged to develop formal mutual aid agreements with adjacent political subdivisions for reciprocal disaster assistance. Such agreements must be consistent with State plans and programs and should be included in County's EOP.
19. All parts of the State EOP are effective for training, pre-emergency preparedness, or execution upon receipt.
20. The State EOP will be executed when a natural, man-made disaster and/or a national security threat occurs or is imminent; when a notification is made by the State Director of emergency Services; or when a state of emergency is declared by the Governor.
21. Operations Periods.
 - a. Preparedness

Emergency operations plans and procedures are developed and maintained. Training and exercises are conducted periodically as required to maintain readiness. Day-to-day operations are coordinated with appropriate agencies and organizations.
 - b. Response

When a disaster threatens, all departments and agencies having responsibilities will take action as called for in their respective parts of the plan. The following optional levels of increased readiness may also be used in developing detailed procedures: Communications Watch, Initial Alert, and Advanced Alert).
 - c. Recovery

Essential facilities and services are restored. Displaced persons return to their homes. Federal disaster assistance programs are implemented. "Normal" conditions are restored. Severely damaged structures are rebuilt, demolished or replaced. The damaged parts of the transportation, electrical water, and communications infrastructure are replaced. The economy is restored. The duration of this period may extend for two years or more, depending on the severity of the disaster.

22. State support to local governments and the coordination of emergency operations will be accomplished from the State EOC by the State Director of Emergency Services assisted by selected State and Federal agencies and departments; as well as private and volunteer organizations. The provision of state assistance does not replace local operational, legal, and financial responsibility and authority for emergency and/or disaster management.
23. Those officials responsible for implementing the State EOP are responsible for thoroughly familiarizing themselves and their personnel with its contents and for developing effective procedures for carrying out assigned tasks and functions.
24. The State Director of Emergency Services is responsible for reviewing, maintaining, updating, and republishing the State EOP. State departments and agencies will provide their input as requested. Responsible officials at all levels of government are encouraged to recommend improvements and changes they think appropriate at any time.

D. AUTHORITIES

1. Federal
 - a. The Federal Civil Defense Act of 1950, Public Law 81-920, as amended.
 - b. The Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended.
 - c. “Emergency Management and Assistance,” Code of Federal Regulations, Title 44.
2. State
 - a. West Virginia Code, Chapter 15, Article 5, “Emergency Services,” as amended.
 - b. West Virginia Code, Chapter 6, Article 1, “Executive and Judicial Succession.”

E. REFERENCES

1. The Federal Response Plan for Public Law 93-288, as amended, Federal Emergency Management Agency.
2. “Guide for All-Hazards Emergency Operations Planning,” SLG 1101, Federal Emergency Management Agency, September, 1996.

F. ABBREVIATIONS

EMAC	Emergency Management Assistance Compact
EMT	Emergency Management Training
EOC	Emergency Operations Center
FEMA	Federal Emergency Management Agency
GAR	Governor’s Authorized Representative
IFLOWS	Integrated Flood Observing and Warning System
IFG	Individual and Family Grant
NAWAS	National Warning System
OES	Office of Emergency Services
PA	Public Assistance
SCO	State Coordinating Officer
SLA	State and Local Assistance
SOP	Standard Operating Procedures

BASIC PLAN
APPENDIX 1
THE FEDERAL RESPONSE PLAN AND
THE (FEMA) REGIONAL RESPONSE PLAN

A. THE FEDERAL RESPONSE PLAN

1. Following Hurricanes Hugo and Andrew, the Federal Emergency Management Agency (FEMA) recognized the need for a more flexible and rapid federal response to supplement state and local efforts during a catastrophic disaster.
2. Recognizing that State and local governments are overwhelmed by a catastrophic disaster and that the Federal Government should be more proactive in such situations, FEMA developed and published the Federal Response Plan (FRP) in 1992. The plan describes how FEMA would coordinate with 27 Federal departments and agencies (including the American Red Cross) to assist state and local governments during the emergency response period.
3. The Director of FEMA has the authority to activate part or all of the Federal Response Plan. After consultation with the Director of FEMA, the FEMA Regional Director may also activate part or all of the plan. A presidential disaster declaration will also, of course, permit implementation of the plan. Operations are to be carried out under the authority of the Robert T. Stafford Disaster and Emergency Assistance Act (Public 93-288, as amended).
4. Responsible State and Federal agencies are identified in Annex A, Task Assignments.
5. State and local governments will maintain direction and control over disaster response operations when the FRP is in effect. Federal assistance is to supplement state and local response operations and will be provided based on state-identified requirements and priorities.
6. The State has identified State agencies, which will serve in primary and support roles for each annex. These designated state agencies will work with their Federal counterparts to identify and fulfill needs as requested by the State EOC.
7. Federal agencies will coordinate directly with their functional counterpart state agencies when providing assistance. Requests for assistance will be channeled from local jurisdictions through the State EOC and then through the appropriate State agencies for action. Based on State-identified response requirements, appropriate Federal assistance will be provided to the State EOC, or at the State EOCs request, directly to an affected local jurisdiction.

B. THE (FEMA) REGIONAL RESPONSE PLAN

1. The Regional Response Plan (FEMA Region II, Philadelphia) sets forth procedures for in-the-field deployment of federal manpower and resources to implement the Federal Response Plan (emergency response) and the federal disaster assistance programs required by the Stafford Act (post-disaster recovery).
2. Initially, an Emergency Response Team- Advance Element (ERT-A) of approximately 15 federal officials will be dispatched to the State EOC. They will assess the situation and determine the need for additional Federal staffing, establish a working relationship with their counterpart State officials, and make arrangements to establish a Disaster Field Office (DFO) if needed.
3. If disaster conditions warrant a preliminary damage assessment in expectation of a probable request from the State for a presidential disaster declaration, it will be conducted under the framework of the ERT-A in conjunction with the State EOC. A presidential disaster declaration is the authority to implement recovery assistance under the Stafford Act.

4. Once a disaster has been declared by the President, a Disaster Field Office (DFO) will be set up in or near the affected area. Activities of the ERT-A and the FEMA Regional Operations Center (ROC) will be transferred to the DFO. Liaison will be maintained with the State EOC.
5. The two primary organizational elements—emergency operations support and disaster recovery—will operate independently. They will, however, share the same facility and other resources.