

UPSHUR COUNTY EMERGENCY OPERATIONS PLAN BASIC PLAN

Related Federal ESFs	<ul style="list-style-type: none"> • NRF Base Plan (Roles and Responsibilities, Concept of Operations)
Related State Annexes	<ul style="list-style-type: none"> • EOP Basic Plan
Primary Agencies	<ul style="list-style-type: none"> • Upshur County Commission • Upshur County Office of Emergency Management (UCOEM)
Support Agencies	<ul style="list-style-type: none"> • WV Division of Homeland Security & Emergency Management (WVDHSEM) • US Department of Homeland Security (USDHS)
Authorities	<ul style="list-style-type: none"> • See VIII. Authorities for more details. • WV Code, Chapter 15, Article 5, as amended. • WV Executive Order 20-04, December 23, 2004.
References	<ul style="list-style-type: none"> • <i>National Incident Management System</i>, USDHS, as amended. • <i>National Response Framework</i>, USDHS, as amended. • <i>Local and Tribal NIMS Integration: Integrating the NIMS Into Local and Tribal Emergency Plans and Standard Operating Procedures</i>, Version 1.0, USDHS, 2005. • <i>National Oil and Hazardous Substances Pollution Contingency Plan</i>, USEPA. • <i>Developing and Maintaining Emergency Operations Plans</i>, CPG 101, Version 2.0, November, 2010. • <i>Homeland Security Exercise and Evaluation Program (HSEEP)</i>, Volumes 1 through 3, USDHS, 2007. • <i>Emergency Response Guidebook</i>, USDOT, 2008. • <i>Hazardous Materials Emergency Planning Guide</i>, NRT-1, National Response Team, 2001. • <i>Developing a Hazardous Materials Exercise Program</i>, NRT-2, National Response Team, 1991. • <i>WV Enhanced State Hazard Mitigation Plan</i>, WVDHSEM. • <i>WV Emergency Operations Plan</i>, WVDHSEM, as amended. • <i>Region 7 Planning & Development Council Multi-Jurisdictional Hazard Mitigation Plan</i>, Region 7 PDC, as amended. • <i>Upshur County Continuity of Operations Plan</i>, UCOEM, as amended.

I. PURPOSE AND SCOPE

A. Purpose

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

B. Scope

This plan applies to all Upshur County agencies that are assigned tasks in the document. To ensure an understanding of these tasks, these agencies have been involved in the planning process. The plan serves as a guideline to enhance the effectiveness of emergency responses in Upshur County. The document does not direct tasked agencies as to “how” they should fulfill their responsibilities; it functions on the assumption that the agencies tasked herein will individually maintain a capability to fulfill those responsibilities.

II. SITUATION AND ASSUMPTIONS

A. Situation

1. Appraisal of the Threat

a. The *Region 7 Planning & Development Council Multi-Jurisdictional Hazard Mitigation Plan* contains a detailed risk assessment outlining how the following hazards threaten the county.

i. Weather-related emergencies

- Floods
- Severe wind and tornadoes
- Winter storms
- Drought

- ii. Forest and grass fires (wildfires)
 - iii. Subsidence
 - iv. Moderate earthquakes
- b. Additional man-made and technological hazards that could affect Upshur County include:
- i. Hazardous materials incidents/accidents
 - ii. Structural fires
 - iii. Dam failures
 - iv. Explosions
 - v. Industrial accidents
 - vi. Transportation accidents
 - vii. Water and air contamination
 - viii. Terrorism (domestic or international)
- c. A shortage of critical resources, including water, fuel, or power, also constitutes a hazard to the county.
2. Geographic and Demographic Characteristics
- a. The land area of Upshur County is 354.64 square miles with a population of 24,254 (2010 Census).
 - b. Buckhannon is the county seat and has a population of 5,639 (2010 Census).
 - c. There are approximately 68 unincorporated communities in Upshur County.
 - d. Education
 - i. **Elementary:** Buckhannon Academy Primary, French Creek, Hodgesville, Tennerton, Rock Cave, Washington District, Union
 - ii. **Middle School:** Buckhannon-Upshur Middle School
 - iii. **High School:** Buckhannon-Upshur High School
 - iv. **Vocational:** Fred Eberle Vocational Technical Center
 - v. **Pre-School:** Two (2) Headstart facilities

- e. **Higher Education:** West Virginia Wesleyan College
- f. The economy of Upshur County can be classified into the following categories. (*NOTE: Examples are provided; these are only examples – NOT a complete listing.)
 - i. **Education:** Upshur County Schools, WV Wesleyan College
 - ii. **Government:** Upshur County, City of Buckhannon
 - iii. **Industrial:** Airgas Mid American, Corhart-Saint Gobain, JF Allen, Martin Oil, Weatherford, Weyerhaeuser Trus-Joist
 - iv. **Medical:** St. Joseph's Hospital, Tri-County Health Clinic, Prompt Care, numerous private physicians and specialists
 - v. **Natural Resources:** ICG, ECA, PDC Mountaineer, etc.
 - vi. **Small Business:** Numerous shops along Main Street in Buckhannon, SR 151 near Buckhannon, and along SR 20 just to the north of Buckhannon and south through Hinkleville
- g. Transportation
 - i. **US Routes:** 33, 119
 - ii. **State Routes:** 4, 20
 - iii. **Railways:** A & O
 - iv. **Navigable Waterways:** Buckhannon River (limited, non-commercial)
 - v. **Airports:** Upshur County Regional Airport
- h. Media
 - i. **Newspapers:** *The Record Delta* – Buckhannon, *The Intermountain* – Elkins (with satellite office in Buckhannon)
 - ii. **Radio:** WBUC (AM 1460, FM 93.5), WVWC (FM 95.1), WFBY (FM 102.3), WBRB (FM 101.3)
 - iii. **Television:** WBOY, WBOY-D, WDTV, WNPB, WAFX, Channel 3 Local Cable

- i. Utilities
 - i. **Electricity:** Mon Power, HREA Cooperative
 - ii. **Natural Gas:** Dominion Gas, Mountaineer Gas, Equitable
 - iii. **Telephone:** 3W Logic, Citizens Telecom, Fibernet, Frontier Communications, Various Cellular/Wireless Providers
 - iv. **Water:** City of Buckhannon, Adrian Public Service District (PSD), Elkins Road PSD, Hodgesville PSD, Mount Hope Water Association
 - v. **Wastewater:** City of Buckhannon, Tennerton PSD

- j. Climatology
 - i. Temperature
 - Mean Annual Average: 52° F
 - January: 19° F (low), 40° F (high)
 - July: 59° F (low), 84° F (high)
 - ii. **Precipitation:** Annual Average Total – 47.9”, Annual Snowfall Range – 45-80”

- 3. Other situations are included in each functional annex relevant to the subject being addressed.

B. Assumptions

- 1. Emergencies and disasters will occur in Upshur County.
- 2. In addition to hazards listed above, catastrophic events, including but not limited to a large plane crash, pandemic health crisis, school shooting, hostage situation, etc. may occur.
- 3. When required, a local “State of Emergency” may be declared by local officials who will activate the provisions of this plan and the county Emergency Operations Center (EOC). (See Annex A: Direction and Control for more information on the activation of the EOC.)
- 4. Assistance may be provided by higher levels of government if local resources are exhausted or overwhelmed.

5. Depending on the severity and magnitude of the situation, the affected area may be able to cope effectively with the situation. However, it may be necessary to request assistance from volunteer organizations, private enterprises, mutual aid organizations, or state and federal sources.
6. Some incidents may occur after implementation of warning and other preparedness and public protection measures, but others may occur with little or no warning.
7. During large incidents or events encompassing several separate incidents, the response activities of differing functional areas will overlap. Incident command and resource management must be completed with this overlap in mind.
8. Additional assumptions are addressed in each functional annex that are relevant to the subject of the annex.

III. CONCEPT OF OPERATIONS

A. Basic Policies

1. The responsibility of the Upshur County Commission and the Upshur County Office of Emergency Management (UCOEM) is to protect life and property from the effects of hazardous events.
 - a. The ultimate authority to activate this plan rests with the Upshur County Commission. Such activation will most likely be based on recommendations from the UCOEM or other emergency services providers.
 - b. The Chief Executive Official (CEO) of incorporated areas is ultimately responsible for protecting lives and property within their jurisdiction. During events contained entirely within the boundaries of incorporated areas, these CEOs may request the activation of this plan for support purposes.
 - c. Based on recommendations from the UCOEM and other emergency services providers or on their own initiative, the county commission may declare a “state of emergency” and activate this plan and the county Emergency Operations Center (EOC). **In order for assistance from a higher level of government to be rendered, a “state of emergency” MUST be declared.**

- d. Municipalities may also declare a “state of emergency” for their jurisdiction which will activate any emergency plans or procedures they may have in place. It is assumed that a municipality will request resource assistance from neighboring municipalities and/or the county emergency management structure **prior** to requesting assistance from the state or federal level. For this reason, **all requests for state (and subsequently federal) assistance in Upshur County MUST be channeled through the county EOC.**

2. This plan is activated for major county disasters, not for minor local emergencies. If a minor local emergency escalates to the point that external resources, public information, or operational support is necessary, then the appropriate portions of this plan will be activated.
3. When the emergency/disaster exceeds the county’s capability to respond, assistance will be requested from the WV Division of Homeland Security and Emergency Management (WVDHSEM). Federal assistance may be requested and coordinated by the WVDHSEM. (See VIII.C.3 below.)
 - a. While assistance can be requested from the state and federal government, emergency response is primarily a local endeavor. The *National Response Framework* (NRF), from which the *WV Emergency Operations Plan* (WVEOP) and this plan are derived, is based on the concept that incident management activities will take place with the “lowest” jurisdictional level possible.
 - b. Requests from higher levels of government should conform to National Incident Management System (NIMS) criteria.

4. “Whole Community” Approach
 - a. As do many communities across the nation, Upshur County relies on resources from a number of different governmental levels and the private sector to accomplish responses to emergencies. In accordance with current federal and state recommendations, such an approach is referred to as the “whole community” approach.

- b. Resources, such as the American Red Cross (ARC), Community Emergency Response Teams (CERTs), Salvation Army, hospitals, Non-Governmental Organizations (NGOs), Voluntary Organizations Active in Disaster (VOADs), and other private enterprises may be called upon to supplement local government resources. Use of these resources is described throughout this plan.
 - c. A variety of agencies may also offer training opportunities. See Section IX.C below.
 - 5. When appropriate, services for special needs populations (e.g., handicapped, elderly, non-English speaking, children, incarcerated, etc.) should be considered and implemented. The UCOEM manages a voluntary self-registry of special populations with functional needs for planning purposes.
 - 6. From an operational standpoint, the NIMS outlines the management of an emergency/disaster response with three (3) components: the Incident Command System (ICS), a Multi-Agency Coordination System (MACS), and a Joint Information System (JIS).
 - a. The ICS is used to manage activities on-scene. The ICS is detailed in Annex A: Direction and Control.
 - b. The Upshur County EOC is an example of a MACS. EOC operations are detailed in Annex A: Direction and Control.
 - c. Emergency public information and some notification/warning information, as well as media relations, are managed by a JIS. The county's JIS is detailed in Annex D: Emergency Public Information.
- B. Inter-Jurisdictional Relationships
 - 1. Emergency response to an incident takes place under the direction and control of the local government having jurisdiction. If an incident occurs within municipal boundaries, the affected municipality has direction and control. Incidents occurring in the unincorporated portions of the county are under the direction and control of the county commission.
 - 2. If an incident expands to include multiple jurisdictions, direction and control still remains with the local governments having jurisdiction. In other words, local governments retain control over their own resources throughout the

response. On-scene command transitions to a unified or area command structure, with the lead likely coming from the jurisdiction in which the incident originated. County government, through the UCOEM, is available to support the operation.

IV. DIRECTION, CONTROL, AND COORDINATION

- A. The Upshur County Commission is responsible for the policy making, coordination, and direction and control over all emergency management activities within Upshur County that occur outside of municipal jurisdictions. Policy decisions may be based on recommendations or other information provided by the Upshur County Office of Emergency Management (UCOEM).
- B. The City of Buckhannon is responsible for the policy making, coordination, and direction and control over city response agencies within the city limits during emergencies.
- C. In basic terms, Upshur County responders utilize the Incident Command System (ICS) to manage on-scene activities. The ICS, including how an Incident Commander (IC) is selected, is detailed in Annex A: Direction and Control.
- D. The Upshur County EOC is a Multi-Agency Coordination System (MACS) that facilitates policy and decision-making, coordination, and overall direction and control of emergency responders when an incident exceeds the capabilities of the ICS organization. The Upshur County Emergency Operations Center (EOC) is the primary and centralized location for multi-jurisdictional direction and control of emergency response activities in the county. EOC capabilities are further detailed in Annex A: Direction and Control.
- E. Public information is managed through a Joint Information System (JIS) to ensure consistency from release to release. A physical Joint Information Center (JIC) may be established within or near the EOC to coordinate and manage the JIS.

V. INFORMATION COLLECTION, ANALYSIS, AND DISSEMINATION

- A. General information collection and analysis are discussed throughout the remainder of this document.

- B. Information sharing and communications are based on plain English principles as outlined by the National Incident Management System (NIMS) as well as the use of appropriate Incident Command System (ICS) forms.

VI. COMMUNICATIONS: See Annex B: Communications.

VII. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. Organization

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

B. Responsibilities

- 1. Primary
 - a. Upshur County Commission
 - i. Appropriate funds for emergency management.
 - ii. Ensure that personnel, equipment, and supplies are available for emergency operations.
 - iii. Delegate appropriate authorities to the Upshur County Office of Emergency Management (UCOEM) Director to ensure efficient emergency management.
 - iv. Establish a local Emergency Operations Center (EOC) to coordinate emergency operations and officially activate it during times of emergency.
 - v. Establish and reference mutual aid agreements with public and private agencies.
 - vi. If appropriate and upon recommendation from experts at the local level or upon their initiative, declare a “state of emergency”.

- b. Upshur County Office of Emergency Management
 - i. Advise county and municipal governments on matters of emergency management.
 - ii. Prepare and maintain a plan for emergency response and management activities.
 - iii. Design and conduct exercises to ensure the plan is current and effective.
 - iv. During emergencies, activate and manage the EOC with proper authority and guidance from the Upshur County Commission.
 - v. Serve as liaison to state and federal officials during local states of emergency.
 - vi. Offer training, as applicable and in accordance with National Incident Management System (NIMS) criteria, to ensure that local responders are qualified and prepared to undertake emergency operations.
 - vii. Develop and maintain a properly categorized and typed resource manual (per NIMS requirements) to assist in the emergency procurement of necessary resources.

2. Support

- a. WV Division of Homeland Security and Emergency Management
 - i. Develops, tests, and maintains the *West Virginia Emergency Operations Plan*.
 - ii. Receives local resource requests.
 - iii. Coordinates state agency response to an incident.
 - iv. Activates and staffs the State EOC (SEOC), if appropriate.
 - v. Requests and coordinates federal assistance to an emergency/disaster.

- b. US Department of Homeland Security (USDHS)
 - i. As per Executive Order #12148, the USDHS coordinates all federal disaster assistance, including military support provided to state and local governments.

- ii. Coordinates Emergency Support Function (ESF) #5 (of the *National Response Framework* [NRF]) operations with all other activated ESFs to ensure the federal response is integrated with state and local objectives.

C. Extraordinary Responsibilities Listed in the NRF

1. The local Chief Executive Official (CEO) requests state and, if necessary, federal assistance through the governor of West Virginia (accessed through the SEOC) when all local capabilities have been exhausted.
2. In some instances when federal agencies maintain local offices, the resources of that local federal agency office may be utilized during the response. The UCOEM, upon direction by the county commission, negotiates mutual aid agreements with those offices. Federal agency office personnel respond under their appropriate ESF of the NRF.
3. Specific interactions between local agencies and the federal government (as outlined in the NRF) are discussed in the individual annexes of this plan.

VIII. ADMINISTRATION, FINANCE, AND LOGISTICS

A. Administration

1. Administration of emergency management activities in Upshur County is conducted on a daily, non-emergency basis by the Upshur County Office of Emergency Management (UCOEM).
2. During the response and recovery phases, the emergency management program is coordinated by the UCOEM Director with responders and Chief Executive Officials (CEOs) at the scene and in the activated Emergency Operations Center (EOC) in accordance with the written procedures set forth in this plan and in organizational Standard Operating Guidelines (SOGs).
3. After-Action Critique
 - a. Following a major emergency response, the UCOEM Director will schedule a critique of the emergency response actions. The UCOEM Director is also responsible for ensuring that the initiatives discussed during a critique session are implemented (upon approval by the county commission).

- b. During the critique, participants will review the effectiveness of actions taken, resource shortcomings, etc. The purpose of the meeting will be to highlight strengths and weaknesses and identify measures that can improve preparedness and operational readiness.
- c. The UCOEM will facilitate revisions to the appropriate sections of this plan, if necessary.

- 4. **Continuity of Operations/Continuity of Government:** Continuity measures are addressed in detail in the *Upshur County Continuity of Operations Plan*.
- 5. All legal issues regarding emergency preparedness, response, and recovery are addressed by the county's legal counsel.

B. Finance

- 1. Required reports will be submitted to the appropriate authorities in accordance with individual annexes.
- 2. Each participating department/agency is required to submit an after-action report to the Upshur County Commission and UCOEM within ten (10) days after the termination of emergency response activities.
- 3. Records of expenditures and obligations in emergency operations must be maintained by local governments and agencies employing their own bookkeeping procedures (including personnel overtime, equipment used, contracts initiated, etc.).
- 4. Emphasis must be placed on meeting applicable audit requirements.
 - a. **Resource Procurement Actions before a Declaration of Local "State of Emergency":** Every effort must be made to meet requirements with local government resources. County/municipal officials will be contacted without regard to normal business hours to assist in obtaining those necessary items that are not readily available in the stocks of committed local governments. Unless specifically authorized by the appropriate municipal/county official, normal procurement procedures will prevail.
 - b. **Resource Procurement Actions after a Declaration of Local "State of Emergency":** See III.A.3 and VIII.C.3.

- c. Various programs, such as the USDHS' (FEMA) Public Assistance (PA) and Individual Assistance (IA), loans/grants through the Small Business Administration (SBA), etc. may be available to recover disaster-related costs.

C. Logistics

1. In the event that the county's resources prove to be inadequate during a response, requests will be made for assistance from other jurisdictions, higher levels of government, and other agencies.
 - a. Resource requests will be in accordance with existing mutual aid agreements.
 - b. Requests to higher levels of government will include National Incident Management System (NIMS) resource types and categories (see Annex H: Resource Management).
2. Procedures have been identified to ensure that authorized personnel are in-place at all times to approve emergency resource procurement and expenses.
3. State and Federal Involvement
 - a. State
 - i. For emergency or disaster situations that exceed the combined capabilities of all local emergency response organizations (and dubbed an "incident of state significance"), the State of West Virginia, through the WV Division of Homeland Security and Emergency Management (WVDHSEM), can provide direct services and assistance to the affected county and can act as a channel of obtaining and providing additional resources from outside the state and from the federal government.
 - ii. When the WVDHSEM provides emergency assistance, which may include on-site representation, the overall command and control authority remains with the local jurisdiction, unless local control is otherwise relinquished or if state or federal law requires the transfer of authority to a specified state or federal agency.

- iii. The *West Virginia Emergency Operations Plan (WVEOP)* calls for all state departments and agencies with emergency responsibilities to provide direct assistance to local jurisdictions where possible and to participate in local Emergency Operations Plan (EOP) activities.
- iv. The WVEOP expects local jurisdictions to have fully committed and depleted all locally available resources before requesting assistance from a higher level of government.

b. Federal

- i. **Requests for federal assistance MUST come from the State EOC (SEOC).**
- ii. Federal to local coordination is most likely to be through state representatives.
- iii. In an “incident of national significance”, the Secretary of Homeland Security, in coordination with other federal departments and agencies, initiates actions to prevent, prepare for, respond to, and recover from the incident. These actions are taken in conjunction with state and local authorities and may occur regardless of whether federal assistance is requested.
 - Federal representatives will coordinate with state and local jurisdictions to establish the Joint Field Office (JFO) if federal assistance has been requested or deployed.
 - Local and state representatives may be invited to participate in the JFO to manage the integration of on-going local and state incident management objectives/operations into the federal response.
- iv. Overall federal support to the incident command structure on-scene is coordinated through the JFO.

IX. PLAN DEVELOPMENT AND MAINTENANCE

- A. This plan has been developed by the Upshur County Office of Emergency Management (UCOEM) in accordance with guidance provided by the WV Division of Homeland Security and Emergency Management (WVDHSEM) and the US Department of Homeland Security.

- B. The UCOEM Director will ensure that this plan is periodically updated.
1. An update schedule is maintained in the format of the *CPG-101 V.2 Evaluation Matrix* (as per Emergency Management Performance Grant [EMPG] requirements).
 2. More extensive updates may be conducted in response to actual events or exercises that identify deficiencies in the plan. The UCOEM is responsible for distributing plan updates.
 3. In general, the UCOEM Director relies on the UCOEM Resource and Planning Officer to facilitate updates. The Resource and Planning Officer facilitates regular meetings of “planning committees” that are organized by annex. For example, the planning committee for the direction and control annex is the core Emergency Operations Center (EOC) staff while the planning committee for the fire and rescue annex is comprised of representatives from each of the fire departments in the county.

C. Training

1. The following training (in their most current versions), at a minimum, must be completed by all new employees, recruits, and first responders who have a direct role in emergency preparedness, incident management, or response for National Incident Management System (NIMS) compliance.
 - a. IS-100 (Introduction to ICS)
 - b. IS-200 (Basic ICS)
 - c. IS-700 (NIMS: An Introduction)
 - d. IS-800 (NRF)
2. Responders with the potential to hold command positions (e.g., officers, etc.) must also take IS-300 (Intermediate ICS) and IS-400 (Advanced ICS).
3. More detailed courses may also be completed as part of an on-going training program. Such courses include:
 - a. IS-139 (Exercise Design)
 - b. IS-230b (Fundamentals of Emergency Management)
 - c. IS-235a (Emergency Planning)
 - d. IS-240a (Leadership and Influence)
 - e. IS-241a (Decision-Making and Problem Solving)

- f. IS-242a (Effective Communication)
 - g. IS-244a (Developing and Managing Volunteers)
 - h. IS-402 (ICS for Local Elected Officials)
 - i. IS-702 (Public Information)
 - j. IS-703 (Resource Management)
- 4. Several agencies throughout Upshur County offer training opportunities, such as the UCOEM, the Lewis-Upshur Local Emergency Planning Committee (LEPC), and individual response agencies. Additionally, training for first responders can be obtained through their respective departments, as well as the WVDHSEM, West Virginia University (WVU) Fire Service Extension, etc.
 - 5. All exercises should be designed in accordance with the Homeland Security Exercise and Evaluation Program (HSEEP).
 - 6. Individual agencies' Standard Operating Guidelines (SOGs) detail other training requirements.

X. AUTHORITIES

A. Federal

- 1. *The Homeland Security Act of 2002*, Public Law (PL) 107-296, 6 USC 101 et. seq., November 25, 2003.
- 2. *The Robert T. Stafford Disaster Relief and Emergency Assistance Act*, as amended, 42 USC Section 5121, et. seq.
- 3. *The Public Health Security and Bioterrorism Preparedness and Response Act of 2002*, PL 107-188, 42 USC 247d.
- 4. National Plan for Telecommunications Support in Non-Wartime Emergencies.
- 5. Uniform Administrative Requirements for Grants and Cooperative Agreements to State and Local Governments, 44 CFR Part 13.
- 6. *The Price-Anderson Amendments Act*, PL 100-408, 102 Stat. 1066, 1988.
- 7. *The Comprehensive Environmental Response, Compensation, and Liabilities Act (CERCLA)*, as amended by *The Superfund Amendments and Reauthorization Act of 1986*, 42 USC 9601, et. seq., and *The Federal Water Pollution Control Act (Clean Water Act)*, as amended, 33 USC 1251, et. seq.
- 8. *The National Emergencies Act*, 50 USC §1601-1651, as amended.
- 9. *Emergencies Involving Chemical or Biological Weapons*, 10 USC § 382, as

- amended.
10. *Emergencies Involving Nuclear Materials*, 18 USC 831(e), as amended.
 11. *The Occupational Safety and Health Act*, 29 USC § 651-658, as amended.
 12. *The Cooperative Forestry Assistance Act of 1978*, 16 USC § 2101-2114, as amended.
 13. Executive Order (EO) 12148, Designation of the USDHS as the Primary Agency for Coordination of Federal Disaster Relief, Emergency Assistance, and Emergency Preparedness.
 14. EO 12333, United States Intelligence Activities.
 15. EO 12382, President's National Security Telecommunications Advisory Committee (NSTAC).
 16. EO 12472, Assignment of National Security and Emergency Preparedness Telecommunications Functions.
 17. EO 12580, Superfund Implementation.
 18. EO 12656, Assignment of Emergency Preparedness Responsibilities.
 19. EO 12742, National Security Industrial Responsiveness.
 20. EO 12777, Implementation of Section 311 of the Federal Water Pollution Control Act.
 21. EO 12919, National Defense Industrial Resources Preparedness.
 22. EO 13284, Amendment of Executive Orders and Other Actions in Connection with the Establishment of the Department of Homeland Security.
 23. EO 13286, Amendment of Executive Orders and Other Actions in Connection with the Transfer of Certain Functions to the Secretary of Homeland Security.
 24. EO 13295, Revised List of Quarantinable Communicable Diseases.
 25. EO 13354, National Counterterrorism Center.
 26. EO 13356, Strengthening the Sharing of Terrorism Information to Protect Americans.
 27. Homeland Security Presidential Directive (HSPD) – 1: Organization and Operation of the Homeland Security Council.
 28. HSPD – 2: Combating Terrorism through Immigration Policies.
 29. HSPD – 3: Homeland Security Advisory System.
 30. HSPD – 4: National Strategy to Combat Weapons of Mass Destruction.
 31. HSPD – 5: Management of Domestic Incidents.
 32. HSPD – 6: Integration and Use of Screening Information.

- 33. HSPD – 7: Critical Infrastructure Identification, Prioritization, and Protection.
- 34. Presidential Policy Directive (PPD) – 8: National Preparedness.
- 35. HSPD – 9: Defense of United States Agriculture and Food.
- 36. HSPD – 10: Biodefense for the 21st Century.
- 37. HSPD – 11: Comprehensive Terrorist-Related Screening Procedures.
- 38. HSPD – 12: Policy for a Common Identification Standard for Federal Employees and Contractors.
- 39. HSPD – 13: Maritime Security Policy.
- 40. HSPD – 14: Domestic Nuclear Detection.
- 41. HSPD – 15: *[on the war on terrorism]*

B. State

- 1. West Virginia Executive Order 20-04, December 23, 2004.
- 2. West Virginia Code, Chapter 6, Article 1, Executive and Judicial Succession, as amended.
- 3. West Virginia Code, Chapter 15, Article 5, as amended.
- 4. West Virginia Legislature, House Bill 2018, March 3, 1982.
- 5. State of West Virginia Memorandum of Understanding, November 1966.

XI. AUTHORIZATION

_____	_____
County Commission President	Date
_____	_____
Commissioner	Date
_____	_____
Commissioner	Date

XII. LIST OF APPENDICES

- Appendix 1: Sample Emergency Proclamation
- Appendix 2: Emergency Response Cost Summary
- Appendix 3: Glossary

APPENDIX 1 TO THE BASIC PLAN

SAMPLE EMERGENCY PROCLAMATION

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

I. INSTRUCTIONS FOR COMPLETING THE PROCLAMATION

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

II. NOTIFICATION OF PROCLAMATION DECLARATION

- A. The governmental body declaring the state of emergency should notify neighboring jurisdictions (including those within Upshur County) and the state.
 1. As the agency to which emergency management tasks have been delegated, the UCOEM will notify neighboring jurisdictions and the WVDHSEM if a “State of Emergency” (via ETEAM) is declared by the county commission.
 2. If the governing body of an incorporated area declares a state of emergency, it is the responsibility of the CEO of that jurisdiction to notify neighboring jurisdictions and the WVDHSEM. That municipality should first notify the Upshur County government in order to obtain resource assistance that is available at the county level.

EMERGENCY PROCLAMATION

Upshur County, West Virginia _____, 20_____

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

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

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

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

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

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

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

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

Upshur County Commission President

Upshur County Commissioner

Upshur County Commissioner

APPENDIX 2 TO THE BASIC PLAN

EMERGENCY RESPONSE COST SUMMARY

This *Emergency Response Cost Summary* format is to be employed by all committed or supporting agencies/departments acting in an assistance role during an emergency.

- I. It is essential that agencies/departments compile and maintain a systematic means of recording the activities of management and staff alike in order to assure:
 - A. A means of determining the sequence of causative events and corrective actions.
 - B. A means of determining responsibility or liability in the event of suits, judgments, and other court actions arising from an emergency.
 - C. A means of furnishing other supporting agencies/departments with substantiating documentation should the need arise.

- II. The following outline will be utilized by all agencies as a means of standardization for all such documentation and record keeping.
 - A. General
 1. A description of the emergency, including location, times, dates, and other jurisdictions involved.

 - B. Operations
 1. Strength – Include a description of personnel committed from a given agency/department.

	<u>Date</u>	<u>Agency/Department</u>	<u>Number(s)</u>
Administrative			
Clerical			
Managerial			
Other			
TOTAL			

2. Operations Summary – Include all significant events on a time-phase basis.
 - a. Planning – Preparation
 - b. Alerting – Warning

- c. Operations – Response
- d. Post Operations – Recovery

- 3. Communications – Operations, means, and equipment
- 4. Training – Prior and subsequent to emergency (indicate in what specialized areas)

C. Administration

- 1. Public information and education activities
- 2. Special affairs, problems
- 3. Internal morale and discipline problems
- 4. Losses, casualties

D. Supplies and Equipment

- 1. Special supplies or equipment used, requested, or anticipated
- 2. Value of same

E. Problems

- 1. Personnel
- 2. Information, planning, etc.
- 3. Operations
- 4. Organization
- 5. Training
- 6. Supplies and equipment
- 7. Communications
- 8. Other

F. Lessons Learned and/or Recommendations for the Future

III. List of Attachments

Attachment 1 – Emergency Response Cost Summary

EMERGENCY RESPONSE COST SUMMARY

Please print or type unless otherwise noted

I. Location of Incident: _____

Date: _____ Time: _____

II. Name of Department/Service Completing this Report: _____

Chief's Name: _____

Address: _____
Street City Zip

Business Phone: _____

III. Total Cost Involved in Response to "Incident" (total from following pages):

A: Equipment/Replacement	\$	_____
B: Equipment/Operations	\$	_____
C: Supplies	\$	_____
D: Personnel	\$	_____
E: Other	\$	_____
GRAND TOTAL	\$	_____

IV. I certify that the above expenses are actual, or if shown as estimates, are as accurate as possible.

Chief's Signature Date

V. Return to: Upshur County Office of Emergency Management
911 Emergency Lane Buckhannon, WV 26201

APPENDIX 3 TO THE BASIC PLAN

GLOSSARY

DEFINITIONS

A

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

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

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

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

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

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

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

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

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

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

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

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

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

B

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

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

C

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

D

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

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

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

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

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

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

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

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

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

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

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

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

E

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

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

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

national emergency.

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

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

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

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

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

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

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

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

F

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

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

G

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

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

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

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

H

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

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

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

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

I

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

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

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

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

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

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

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

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

Initial Response – Resources initially committed to an incident.

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

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

J

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

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

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

K

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

L

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

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

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

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

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

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

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

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

M

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

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

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

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

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

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

subsystems of the NIMS.

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

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

N

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

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

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

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

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

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

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

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

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

O

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

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

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

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

P

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Q

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

R

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

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

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

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

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

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

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

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

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

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

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

human needs.

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

S

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

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

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

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

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

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

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

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

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

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

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

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

T

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

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

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

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

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

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

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

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

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

U

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

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

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

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

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

V

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

W

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

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

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

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

Y

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

Z

Zulu (Z) Time – Greenwich Mean Time

ACRONYMS

1. AFRCC Air Force Rescue Coordination Center
2. ALS Advanced Life Support
3. ARC American Red Cross
4. ARRS Aerospace Response & Recovery Services
5. BOE Board of Education
6. CAP Civil Air Patrol
7. CEO Chief Executive Officer
8. CERT [Community Emergency Response Team](#)
9. CMTF Crisis Management Task Force
10. CO Communications Officer
11. CPG [Comprehensive Preparedness Guide](#)
12. DAC Disaster Assistance Centers
13. DOC Department Operations Center
14. DPS Department of Public Safety
15. EAS Emergency Alert System
16. ECC Emergency Communication Center
17. EMAC Emergency Management Assistance Compact
18. EMP Electromagnetic Pulse
19. EMPG [Emergency Management Performance Grant](#)
20. EMS Emergency Medical Service
21. EO [Executive Order](#)

22. EOC	Emergency Operations Center
23. EOP	Emergency Operations Plan
24. EPI	Emergency Public Information
25. ESF	Emergency Support Function
26. FAA	Federal Aviation Administration
27. FBI	Federal Bureau of Investigation
28. FEMA	Federal Emergency Management Agency
29. FOG	Field Operations Guide
30. GIS	Geographic Information System
31. HAZMAT	Hazardous Materials
32. HSEEP	Homeland Security Exercise and Evaluation Program
33. HSPD	Homeland Security Presidential Directive
34. IA	Individual Assistance
35. IAP	Incident Action Plan
36. IC	Incident Commander
37. ICAO	International Civil Aviation Organization
38. ICP	Incident Command Post
39. ICS	Incident Command System
40. IEMS	Integrated Emergency Management System
41. IFLOWS	Integrated Flood Observing & Warning System
42. IMT	Incident Management Team
43. JFO	Joint Field Office
44. JIC	Joint Information Center
45. JIS	Joint Information System
46. LEPC	Local Emergency Planning Committee
47. LNO	Liaison Officer
48. MACS	Multi-Agency Coordination System
49. MSDS	Materials Safety Data Sheet
50. NAERG	North American Emergency Response Guidebook
51. NAWAS	National Warning System
52. NDMS	National Disaster Medical System
53. NGO	Nongovernmental Organization
54. NIMS	National Incident Management System
55. NRF	National Response Framework

56. NWS	National Weather Service
57. OES	Office of Emergency Services
58. OG	Operating Guidelines
59. ORM	Other Radiological Materials
60. PA	Public Assistance
61. PFR	Protection Factor Rating
62. PIO	Public Information Officer (County or Command Staff)
63. PL	Public Law
64. POLREP	Pollution Report
65. PPD	Presidential Policy Directive
66. PSD	Public Service District
67. PVO	Private Voluntary Organization
68. R&D	Research and Development
69. RESTAT	Resources Status
70. ROC	Regional Operations Center
71. ROSS	Resource Ordering and Status System
72. SAR	Search and Rescue
73. SARA	Superfund Amendment & Reauthorization Act
74. SCBA	Self Contained Breathing Apparatus
75. SEOC	State Emergency Operations Center
76. SERC	State Emergency Response Commission
77. SITREP	Situation Report
78. SO	Safety Officer
79. SOG	Standard Operating Guideline(s)
80. TAG	The Adjutant General
81. UC	Unified Command or Unified Commander
82. UCOEM	Upshur County Office of Emergency Management
83. USAR	Urban Search and Rescue
84. USDHS	US Department of Homeland Security
85. VHF	Very High Frequency
86. VLF	Very Low Frequency
87. VOAD	Voluntary Organization(s) Active in Disaster
88. WC	Warning Coordinator
89. WEAON	West Virginia Automated Police Network

- 90. WMD Weapons of Mass Destruction
- 91. WVDHSEM West Virginia Division of Homeland Security and Emergency Management
- 92. WVDNR West Virginia Department of Natural Resources
- 93. WVEOP West Virginia Emergency Operations Plan
- 94. WVSP West Virginia State Police
- 95. WVU [West Virginia University](#)