

Kanawha Putnam Emergency Management Plan

BASIC PLAN

Revised December 2025; Reviewed Biennially

I. Purpose

Recognizing that local governments have a fundamental responsibility to protect life and property within their jurisdictions and to respond to the emergency needs of the public while recognizing that emergency planning and management strategies are somewhat generic in nature among adjoining jurisdictions, the Kanawha Putnam Emergency Management Plan (“the Plan”) provides general guidelines for planning, managing, and coordinating the overall response and recovery activities before, during and after major emergencies and disaster that may affect our communities.

Major or complex incidents and events often create special problems related to incident organization. Anticipating potential problems can allow incident managers to generate more options for organizing complex incident management.

The Plan seeks to provide one common all-hazards emergency operations plan to be utilized by unincorporated areas, cities and communities within Kanawha County and Putnam County, West Virginia.

Specifically, the Plan will address:

- A. Minimize loss from and respond to emergency events.
- B. How our emergency response agencies and mechanisms will protect life and property during and following an emergency or disaster incident.
- C. The tasking of agencies, organizations, responsible parties, and individuals with specific functions and responsibilities related to emergency operations.
- D. Lines of authority, the command structure, and organizational relationships of emergency responders, organizations, responsible parties, and management personnel.
- E. Identification of available resources and provide guidelines for resource management.

F. Compliance with the National Response Framework (NRF).

G. Compliance with standards and requirements of the National Incident Management System (NIMS).

The Plan has been developed in accordance with the requirement for local emergency planning established in and by the State of West Virginia and meets the requirements of all federal guidelines for local all-hazard emergency management concepts, plans and programs.

The Basic Plan will set forth general concepts, policies, tasks, and guidelines along All-Hazards planning:

- Awareness
- Preparedness
- Response
- Recovery

All participating and tasked departments and agencies should develop and maintain specific strategies to address their spectrum of responsibility to the Plan.

II. Legal Authority

A. Federal

1. Robert T. Stafford Disaster Relief and Emergency Assistance Act and Amendments (P.L. 93-288 as amended by P.L. 100-707).
2. Superfund Amendments and Reauthorization Act (SARA) of 1986. SARA Title III is the Emergency Planning and Community Right-to-Know Act (EPCRA). The federal regulations governing SARA Title III are found in 40 CFR 300-355.
3. Homeland Security Presidential Directive (HSPD-5).

B. State

1. West Virginia State Emergency Act Chapter 15, Article 5 as amended. WV State Code Chapter 29-3A-1 as amended.

III. Planning Assumptions

A. This section identifies certain statements assumed to be facts for planning considerations.

1. It is recognized that successful management of a large incident is, in part, dependent upon the following factors:
 - (a) The proper use of the Plan by responder, emergency management and support personnel.
 - (b) Timely support from state and federal resources, when necessary.
 - (c) The willingness of the public to take protective action such as sheltering-in-place.
 - (d) The willingness of the public to evacuate to places where more immediate assistance may be available.
 - (e) Preparedness measures by the public to the extent that individuals and families can survive independently for twenty-four to seventy-two hours following an incident.
 - (f) The ability to communicate to the public correct information in a timely manner, including, but not limited to, the media, Emergency Alert System (EAS), public alert systems, wireless public alert notification system, cell phone apps, and the telephone ring-down system (reverse 911).
- B. In West Virginia local political subdivisions have fire service and law enforcement agencies that have the primary responsibility for emergency operations. They will commit all available resources to save lives and minimize property damage. Should local emergency response capabilities and resources be overwhelmed, external assistance is available by either mutual aid agreements with nearby jurisdictions/county resources and/or from the State through the WV Department of Homeland Security's Division of Emergency Management.
- C. Emergency planning is a work-in-progress, periodically reviewed and updated.
- D. All emergency response agencies within the jurisdiction of the Plan will respond if available and are requested.
- E. Emergency response agencies have written mutual aid agreements with adjoining jurisdictions for the acquisition of additional response resources, as needed.
- F. An emergency or disaster situation could exhaust immediately available resources, creating the need for State and/or Federal assistance.

- G. The Plan seeks to identify any anticipated hazard that could adversely impact the jurisdictions and to stipulate certain strategies to mitigate loss from and respond to emergencies arising out of those hazards.
- H. Any reference to “the metropolitan area” means Kanawha and Putnam Counties, inclusively.
- I. All references to individual positions in the Plan refer to the holder of that position or to their designee.

IV. Concept of Operations

This section will identify the chain of command and basic conventions that shall be in force during Plan activation.

A. Direction and Control

- 1. Tactical operations in the field are at the direction of the Incident Commander (IC) who has ultimate and absolute control over all on-scene operations.

B. Incident Command System

- 1. The Incident Command System (ICS) is a nationally recognized, prescribed, and scalable structure for managing the response to any emergency.
- 2. The National Incident Management System (NIMS) is the standard for all local, state, and national emergency management and operations. It is assumed that all jurisdictions and agencies, regardless of professional discipline, will conduct all operations under ICS during activation of the Plan. Accordingly, it is anticipated that all response personnel, regardless of discipline, will have satisfied ICS training standards sufficient to their operational level.

C. Incident Command Post

- 1. The Incident Command Post is a facility or area from which the IC and command staff operate. The Incident Command Post will be in a safe area away from the incident scene. However, safety and security are the key issues in deciding the location of the Incident Command Post.
- 2. The Incident Command Post should be secured and not accessible to anyone but the command staff or other authorized individuals. The area of the Incident Command Post must be large enough to

comfortably accommodate all necessary command personnel and, ideally, includes room to expand in size.

D. Area Command

1. An Area Command is an organization established to:
 - a) Oversee the management of multiple incidents that are each being managed by an ICS organization.
 - b) Oversee the management of large incidents that cross jurisdictional boundaries.
2. Area Commands are particularly relevant to public health emergencies because these incidents are typically:
 - a) Not site specific.
 - b) Not immediately identifiable.
 - c) Geographically dispersed and evolved over time.
3. These types of incidents call for a coordinated response, with large-scale coordination typically found at a higher jurisdictional level.

E. Unified Command System

1. Any incident that involves multiple jurisdictions, agencies and/or disciplines requires the establishment of the Unified Command System (UCS). The IC should consider the possibility of the need to establish UCS as he/she establishes the incident command post. Under UCS, the command personnel must be co-located in the same command post to facilitate communication and decision-making.

F. Emergency Operations Center

1. NIMS defines EOCs as locations where the staff from multiple Agencies typically come together to address imminent threats and hazards and to provide coordinated support to incident command, on-scene personnel, and/or other EOCs.
2. Local Emergency Operations Centers coordinate information and resources to support local incident management activities and provide support and coordination to the Incident Commander and Command personnel at the Incident Command Post. It shall be the responsibility of the County EOC to receive requests, locate, acquire, document, and track all outside resources requested for mitigation of an emergency

incident. An outside resource is defined as any resource requested by an IC that is not available within the assets of an agency or jurisdiction and not available by mutual aid agreements. Any such resource must be requested through the appropriate Emergency Management Director.

3. The EOC will coordinate with elected and appointed officials at all levels of government keeping them informed. Maintaining the awareness and support of elected and appointed officials of jurisdictions within the affected area is extremely important as scarce resources may need to move from one agency or jurisdiction's incident to another of higher priority.
4. Pursuant to its mission, the EOC shall be staffed with certain Emergency Support Function Coordinators appointed by the Emergency Management Director, to coordinate certain support functions as deemed necessary.
5. Many jurisdictions/organizations configure their EOCs using the standard ICS organizational structure, either exactly as it is performed in the field or with slight modifications. The structure is similar to and aligns with the on-scene incident organization.
6. Jurisdictions/organizations that focus their EOC team's efforts on information, planning, and resource support may choose to separate the situational awareness function from planning and combine operations and logistics functions into an incident support structure.
7. Jurisdictions/organizations may opt instead to use their day-to-day departmental/agency structure and relationships in their EOC. By operating in the context of their normal relationships, department/agency representatives can function in the EOC with minimal preparation or startup time.
8. When resources are exceeded, EOC's may request additional resource support and coordination assistance from other Jurisdictional EOCs, the County, the State, Voluntary Organizations Active in Disaster, private sector organizations and businesses, and the Federal Government.

G. Joint Information Center (JIC)

1. The JIC deals with the dissemination of Emergency Public Information in incidents where multiple agencies and/or jurisdictions are involved.
2. Additional information is covered in Functional Annex A01 – Public

Warning.

3. NIMS stipulates that communications with the public during an emergency incident shall be coordinated to ensure a “one voice” approach. All officials and personnel involved in an incident, regardless of their home jurisdiction or discipline, must ensure that any public statement is coordinated in advance with the other members participating in the JIC.

I. Role of the Media

1. During even a routine emergency, it is a given that the media will be a part of the response. In the event of a disaster situation, the media response may increase exponentially.
2. Communication is a valuable resource for providing emergency related information and avoiding rumors.

J. Public Information Officer

1. The Public Information Officer (PIO) coordinates communications with the media and the public. This ensures sufficient incident communications between the command staff and the public. Therefore, all incident related communications during an emergency are conducted directly between the Incident Commander and the PIO. More detailed information on the emergency communications function is contained in Functional Annex A01– Public Warning.
2. Should be experienced in public communications and be articulate.
3. Receives the media and manages the Information Center.
4. Coordinates flow of information to the public with the IC, JIC, and EOC.
5. Manages requests for information from the public to the command staff. In the event of a multi-agency/jurisdiction response, the PIO coordinates information flow through command staff and any involved agencies to ensure that the information is consistent.
6. Establishes, when appropriate, a media staging area.

V. Roles and Responsibilities

This section will describe certain departments and agencies common to operations that have a role in preparedness, response and/or recovery of

disaster situations.

All departments, agencies and organizations with responsibilities identified in this section of the Plan are responsible for developing internal strategies, procedures, and Standard Operating Guidelines for carrying out assigned primary and support functions. However, each jurisdiction may have other resources within departments that should be noted as a part of their Standard Operating Guidelines. Tasks noted are not in any order of priority. EACH department and organization have certain specific responsibilities in preparation for emergency operations. They are noted below:

Each Agency Having Jurisdiction (AHJ) should have roles of responsibility and have appropriately trained individuals to fill those roles. The following lists are examples of these roles and responsibilities.

A. Response Organizations

1. Incident Commander

- a) Administer command and control functions over an incident.
- b) Ensure that all operations perform and conform to ICS.
- c) Responsible for the development, management, and execution of the Incident Action Plan (IAP) with coordination and assistance of the Planning Section Chief if activated
- d) Identify and maintain key operational locations depending on the situation (i.e., Incident Command Post, staging areas, triage/treatment areas, temporary morgue).
- e) Maintain communications with the EOC, when activated, and provide routine status reports.
- f) Be immediately accessible to other arriving command personnel.
- g) Establish Unified Command, as needed.
- h) Coordinates Emergency Public Information (EPI) with the EOC and JIC.

2. Law Enforcement

- a) Normal law enforcement functions.
- b) Control access to disaster areas.

- c) Manage execution of Traffic Diversion Plan.
- d) Conduct evacuations as needed.
- e) Provides protection for key public officials and facilities as needed.
- f) Responsible for the oversight of body collection and identification.
- g) Provide personnel to support the functions of the West Virginia State Medical Examiner.
- h) Establish detention areas if large numbers of arrests occur.
- i) Plan personnel assignments to include long term disaster site security.
- j) Provide EOC security when activated.
- k) Establish Command for law enforcement functions supporting—and under coordination with—the Incident Commander.
- l) Provide command level representatives to the EOC and Unified Command Post, when activated.
- m) Provides Incident Commander for response to acts of terrorism (See Functional Annex A 20) or for the investigation of criminal acts.

3. Fire Service

- a) Handles regular functions of the department.
- b) Assists evacuations as needed.
- c) Provides Incident Commander to fire, rescue, or hazardous materials incidents.
- d) Disaster work in light duty and heavy duty rescue.
- e) Initiates emergency warning in designated areas.
- f) Identification and management of hazardous materials.
- g) Ensure that decontamination operations are established, as necessary.
- h) Plan relocation of response units in one or more stations in disaster

sites.

- i) Provide command level representatives to the EOC and Unified Incident Command Post.
- j) Work with community business and industrial leaders and companies to develop consistent emergency plans for their organizations.
- k) Oversees and coordinates the activities of the fire and rescue departments to assess their needs, helps them obtain resources and ensures that necessary services are provided.

B. Support Organizations

1. 911 CENTER

- a) Maintains full-time Public Safety Answering Point (PSAP) that fields 911 calls for service from the public.
- b) Maintains communications systems necessary to conduct dispatch operations for public safety agencies.
- c) Conducts notifications to emergency management personnel.
- d) Maintains staff of trained telecommunicators.
- e) Provides Other EOC facility.
- f) Activates Public Warning procedures upon request from proper authority.
- g) Activates Public Warning information from National Weather Service.
- h) Supports EOC operations as requested.

2. Emergency Medical Service

- a) Primary responsibility for basic and advanced lifesaving measures; including, but not limited to, triage, pre-hospital treatment and transportation.
- b) Assist, as needed, in the establishment and operation of field hospitals and treatment centers.
- c) Provide command level representatives to the EOC and Unified

Command Post, when activated.

- d) Participate and coordinate the medical transportation functions of the Plan.
- e) Support the medical needs of disaster reception centers.

3. Public Works

- a) Primary responsibility is to open blocked emergency routes to enable first responders to reach disaster areas.
- b) Remove debris and stabilize public structures to gain access to victims in support of fire and rescue activities.
- c) Provide personnel, equipment and supplies for flood control and mitigation procedures if available.
- d) Provide vehicles and personnel to evacuate records and equipment and relocate them if requested.
- e) Provide supervisory level representatives to the EOC when requested.

4. American Red Cross

- a) Provides response for sheltering the public, including bedding, food and temporary housing.
- b) Provides damage assessment and relief and recovery efforts to affected individuals and families.
- c) Coordinates activities of other relief organizations.
- d) Provide on-scene support to emergency responders.

5. Regional Transportation Authority

- a) Provides mass transit assistance during disasters and other emergency situations.

6. County Board of Education

- a) Make school facilities available for use during emergencies.
- b) May provide mass transit during disasters and other emergency situations.

7. Hospitals

- a) Provide emergency medical and surgical care.
- b) Maintain planning for emergency operations.
- c) Maintain decontamination plan, materials, and systems to provide initial decontamination to the public entering the hospital.

8. Volunteer Organization

- a) West Virginia Canine Search and Rescue (WV K9-SAR)
 - i. Provides trained dogs and personnel for search and rescue and cadaver recovery.
- b) Kanawha Amateur Radio Emergency Service
 - i. Provides personnel and equipment to provide emergency or support communications.
 - ii. Affiliated with RACES4 and ARES5.

9. Technical Advisor(s)

- a) Provides information to Incident Commander as requested.

C. Government

1. Local Government

a) Chief Elected Official (CEO)

- i. In incorporated cities and towns, the mayor or her/his designee performs the duties of the CEO. In unincorporated county areas, this role is performed by the president of the county commission or her/his designee. Specific areas of responsibility for the County Commission President or Mayor during an emergency are as follows:
 - a. Ensure continuity of government and government operations.
 - b. Approval and commitment of local resources and funds for disaster or emergency purposes.

- c. Issues formal declaration of an emergency or disaster.
- d. Issuance of official orders and emergency declarations, such as curfews, as needed and requested by the Emergency Management Director.
- e. Act as intergovernmental liaison and initiate formal requests for outside assistance from other jurisdictions.
- f. Approval of emergency financial authorizations as requested
- g. Issuance of formal requests to the Governor's Office through the West Virginia Department of Homeland Security Division of Emergency Management for the declaration of a State of Emergency for the purpose of obtaining State and/or Federal assistance.
- h. Authorize and approve post disaster recovery operations including acquisition of temporary facilities.
- i. Establish post disaster recovery timelines as necessary.
- j. Primary media spokesperson to the news media in coordination with the JIC.

2. Emergency Management Director

- a) Emergency Management Directors are appointed by the respective County Commissions or Chief Elected Official.
- b) Overall responsibility for coordination of emergency operations.
- c) Ensures incident management is compliant with NIMS.
- d) Advise the CEO on a timely basis of any emergency or impending emergency incident that might impact upon the jurisdiction.
- e) Makes determination as to activation/deactivation of County or municipal EOC and staffing levels.
- f) Prepares disaster declarations for the CEO, as appropriate.
- g) Ensuring resource requests from the Incident Commander are appropriately handled in a timely manner.

- h) Ensures resource tracking occurs during and following an incident.
- i) Plans and coordinates post-disaster recovery operations.
- j) Ensures Emergency Public Information is coordinated through a Joint Information Center as appropriate.
- k) Ensures volunteer resources are coordinated and staged.
- l) Coordinates reception sites, staffing and operations as needed.
- m) Makes recommendations to the CEO relative to disaster declarations, travel restrictions, etc.
- n) Maintains liaison with appropriate state and federal agencies.
- o) Maintains contact with other jurisdictions affected by the incident.

3. EOC Manager / Director

- a) The EOC Manager directs functions of the EOC.
- b) Appoints emergency management officers as necessary to staff the EOC.
- c) Makes determination as to activation/deactivation of EOC and staffing levels.
- d) Coordinates emergency communications from the EOC to the Emergency Manager and Incident Command Post.
- e) Ensures accurate documentation and logging from the EOC.
- f) Responsible for collection and dissemination of information in the EOC, including, but not limited to information provided to EOC staff.
- g) Ensures that timely information is disseminated to the news media and the public through the PIO.
- h) Maintains liaison with appropriate state and federal agencies.
- i) Maintains contact with other jurisdictions affected by the incident.
- j) Ensuring security is provided for the EOC.
- k) Ensures all necessary supplies and equipment are available in the

EOC.

4. City and/or County Attorney

- a) Provide legal counsel and assistance to pertinent government officials before, during and after disaster emergency incidents with the jurisdiction.
- b) Prepare legal documents (disaster declarations, curfews, evacuation areas, etc.) as needed.
- c) Research the types of emergency ordinances and maintain a resource file.
- d) Develop and maintain boilerplate contracts for emergency debris removal.
- e) Develop and maintain boilerplate "right of entry" agreements.
- f) Develop and maintain boilerplate "hold harmless" agreements.
- g) Provide counsel in the interest of the jurisdiction to EOC officials, as needed.

5. Engineering /Building Inspector/Planning Office

- a) Maintain status on all construction, damage assessments and engineering activities.
- b) Maintain a file of all damage assessments.
- c) Determine the extent of damage to the jurisdiction.
- d) Work with the Emergency Management Director to develop an accurate damage assessment.

6. State Government

- a) The role of state government during local disasters is as outlined in the West Virginia Emergency Operations Plan.

7. Federal Government

- a) The role of federal agencies in local disasters is as outlined in the National Response Framework.

VI. Ongoing Plan Review and Maintenance

The Plan is a working document and requires periodic testing, review, and updates to ensure emergency planning is timely and realistic. The Kanawha Putnam Emergency Planning Committee (KPEPC) will maintain, review, and house this plan and oversee distribution of the document.

The KPEPC will hold an annual public hearing in Kanawha or Putnam County to discuss changes and proposals for the Plan.

The KPEPC along with Emergency Management should entice all response agencies to test the plan through drills and exercises in conjunction with first responders and participants in emergency management. The KPEPC shall conduct at least two drills annually.

VII. Document Control

The Basic Plan document will be published on an internet server.

VIII. Using the Annexes and Appendices

The Plan includes two annexes. The first is the Functional (or 'Alpha') Annex providing general strategies for managing various emergency management functions. Participating agencies may use the information in the Functional Annex as guidelines for formulating their specific SOG attachments.

The second is the Hazards (or 'Bravo') Annex that identifies certain realistic emergency scenarios well beyond the routine. Pertinent sections of the Functional Annex can then be applied in response to any hazard.

Both annexes identify a primary agency likely to assume Incident Command for the task or the scenario. Also shown are secondary or support agencies likely to be utilized.

The Assumptions section outlines facts or that which can be assumed as fact for the purpose of planning.

The annexes also contain a plan for a certain task (Functional) or general concept of operations (Hazards). Information contained in these sections should help participating agencies and departments in designing their own SOG's.

Each Hazard Annex references Functional Plans that might be applied to a scenario.

Additional resource material and lists will be contained in The Appendix.