Kanawha Putnam Emergency Management Plan Functional Annex	
Catastrophic Event **Revised September 2022; Reviewed Biennially**	**A27**
NRP Coordination:	*Emergency Operations Center of Kanawha and Putnam County*
Primary Agency:	Chief Elected Official Director of Emergency Management
Support Agencies:	▪ All Plan Agencies

I. Introduction

A. Purpose

This section defines strategies for managing a disaster of such magnitude that there is potentially fatal interruption to the local economy, massive expatriation, and widespread property and infrastructure damage. A catastrophic event may be caused by one of several hazards, including, for instance, dam failure or a WMD event. However, such an event has the potential to be a "community killer" unless successful consequence management occurs.

Many of the guidelines in this plan were developed from lessons learned following Hurricane Katrina's impact on the Gulf Coast in August 2005.

B. Scope of Work

The scope of this annex is limited to any window of time preceding, and the initial 72 hours following, a catastrophic event.

II. Situation and Assumptions

A. Catastrophic Event can be either an anticipated or an unexpected incident.

1. An anticipated event will allow for advanced Public Warning, planning and preparedness.

2. An unexpected event will catch the public unaware. This will likely result in a greater number of casualties.

3. Planning for an unexpected event should contribute to a less chaotic and more effective response.

B. An event will require a huge human effort on the part of government leaders and workers, volunteers and emergency response and management personnel.

C. An effective response will not occur if the government fails to function

D. Resource acquisition and management will be a crucial function.

E. Procurement of some resources, such as generators, will be easier if relationships are built in advance with key representatives from businesses that can provide them.

F. Some communications systems used by response personnel are not equipped with emergency power supplies.

G. All emergency power supplies are temporary unless replenished (i.e., fuel supplies restocked, batteries replaced).

H. Communications systems may fail due to damage. This may have an adverse impact on critical operations such as Functional Annex A01-Public Warning and command and control.

I. State and federal resources will likely take 24-72 hours to arrive in the area.

J. Evacuation will put a strain on the response due to the time investment and traffic congestion.

K. Looting and civil unrest should be expected.

L. The nature of a catastrophic event will require a massive response of manpower. This is especially true of law enforcement.

M. Procurement of resources from local concerns will be difficult due to closed businesses and/or evacuated staff.

N. Due to difficult conditions and welfare of family members, response and government personnel may self-evacuate.

O. Damage and/or debris may affect transportation, slowing evacuation, response, and resource delivery.

P. Other agencies working in the theater may attempt to seize, control, or re-appropriate resources ordered by local officials.

Q. Local officials will be overwhelmed simply by the presence of an enormous response from federal agencies and volunteers.

R. The Emergency Operations Center could be overwhelmed by the presence of people from local, state, and federal agencies assigned to the incident.

S. The National Response Plan contains special guidelines for the federal response to a Catastrophic Event.

III. Concept of Operations

A. Phase I – Pre-incident

1. Public Warning and Emergency Public Information will be critical sections of the Plan to implement, especially for anticipated events. Review Emergency Public Information to ensure the media relates facts and actionable information, not rumors (see Functional Annex A01-Public Warning, Functional Annex A02-Emergency Public Information).

2. Develop and implement Evacuation or Crisis Relocation plan for the incident (see Functional Annex A04-Evacuation, Functional Annex A19-Crisis Relocation).

3. Identify and implement any potential prevention measures.

4. Identify suitable pre-staging facilities for personnel and equipment resources.

5. Identify protection measures for key assets and critical infrastructure.

6. Muster command personnel and agency/department heads.

    a. Focus on staffing, operational, and logistical needs.

    b. Make sure necessary strategies are communicated to staff/response personnel.

7. Issue advance Disaster Declaration.

8. Acquire necessary local resources to sustain emergency and government operations and care for personnel.

9. Identify anticipated external resource needs and request them. Refer to Functional Annex A15-Resource Management.

10. Activate Emergency Operations Center and establish work schedule.

11. Establish an off-site Multi-Agency Coordination Center (MACC) to provide overflow workspace for Emergency Operations Center. Establish coordination and communications between the MACC and the EOC.

12. Ensure response personnel are secured in staging areas before incident occurs.

B. Phase II – During Incident

1. Applicable to either an anticipated or unexpected incident.

2. Conduct Public Warning and Emergency Public Information activities. Expect any operating broadcast media facilities to be doing "wall-to-wall coverage". Review Emergency Public Information to ensure the media relates facts and actionable information, not rumors.

3. Activate Emergency Operations Center. Plan initial operational activity.

4. Conduct damage assessment and rescue operations only when reasonable safety to response personnel and proper command and control can be assured.

5. Issue Disaster Declaration.

6. What resource needs can be anticipated? Refer to Functional Annex A15-Resource Management and issue requests as soon as possible.

IV. Direction and Control

A. Emergency Management

1. Activate the Emergency Operations Center at Level Three and maintain full support staff.

2. Coordinate emergency management activities, Communications and Resource Management.

3. Provide periodic situation reports (SITREPS) to the Chief Elected Official.

4. Ensure the work of the Emergency Operations Center properly supports

the Incident Command. Additional staff will be needed for the Logistics and Planning Branches.

5. Oversee all phases of emergency management.

6. Prevent the Emergency Operations Center from being overwhelmed by population.

B. Chief Elected Official

1. Oversee all functions of government and overall emergency response and management.

2. Execute Disaster Declaration (see Functional Annex A24-Recovery).

3. Conduct executive and legislative action to pass emergency laws and orders.

C. Incident Command

1. Manage Incident Command Post functions.

2. Oversee response functions, either from Incident or Area Command Post.

3. Appoint and maintain full command staff.

4. Coordinate Incident Planning and other emergency management functions with the Emergency Operations Center.

5. Work with Emergency Operations Center to resolve or work around any mission-critical communications issues so that command and control is properly maintained.

6. Manage the execution of the Incident Action Planning with other members of the Unified Command staff and Emergency Operations Center Planning personnel to determine work to be done and resources needed to do the work.

7. Provide periodic situation reports (SITREPs) to Emergency Operations Center.

V.   Roles and Responsibilities

A. General

1. Response agencies are expected to fulfill their basic missions

as defined in the Basic Plan, see Roles and Responsibilities section.

2. Non-responder governmental agencies are expected to:

a. Perform their basic mission.

b. Participate in the ongoing function of the government to maintain order, serve the public, and insure recovery from the incident.

c. Perform designated emergency operations functions as defined in the Basic Plan, Roles, and Responsibilities section.

d. Be capable of performing their work under primitive and less-than-ideal conditions.

VI.   Emergency Management/Chief Elected Official

A. Initiate Public Warning and Emergency Public Information measures.

B. Expedite Evacuation Plan and assume evacuation measures will take more than 24 hours. Coordinate evacuation activity with WV Division of Homeland Security and Emergency Management.

C. Initiate Disaster Declaration as soon as possible.

D. Request anticipated State and Federal resources as soon as possible.

E. Review Communications Plan and act to support any communications need. Identify and act upon any mission-critical communications issues.

F. Notify all agency heads to conduct manpower assessments, both for public safety and governmental personnel.

G. Establish Emergency Operations Center at Level 3.

H. Insist that the Federal Coordinating Officer (FCO) locate and operate from the Emergency Operations Center.

I. Staff-up Planning, Finance and Logistics Emergency Operations Center branches to support massive effort. Initial planning efforts

should focus on:

1. Crisis response.

2. Communications issues.

3. Law enforcement/security.

4. Continuity of Government.

5. Mass Care and Human Resources.

6. Resource Procurement and Resource Management.

7. Coordination of federal response (FBI).

8. Coordination of volunteer resources.

9. Consider needs under Special Needs Population Plan.

10. Send up resource requests to the State Emergency Operations Center sooner rather than later.

11. Ensure that all Emergency Operations Center representatives can establish staffing levels of their own departments/agencies.

12. Establish regular meeting schedule between incident commanders and key Emergency Operations Center branch managers to review IAP and resource needs.

    a. Be prepared to establish a long-term Emergency Operations Center schedule.

    b. Consider sending your own representatives to pick up and deliver resources. Don't wait.

13. In general, the Director of Emergency Management should:

    a. Delegate much of the minute-to-minute management of the Emergency Operations Center.

    b. Concentrate on meeting with response commanders, utility and other recovery agencies and participating in the planning process.

    c. Brief Chief Elected Official and State Emergency Operations Center.

    d. Coordinate activity of federal response and recovery agencies.

    e. Handle the big management decisions with the Chief Elected Official.

14. Planning Branch

    a. Identify personnel to assist in Planning activities.

    b. Secure and store initial 72-hour food and water supplies and feeding locations for response and EOC personnel.

    c. Develop worst-case plan for 72-hour operational period with coordination from other emergency management branches and communicate to all EOC branches, to include, but not limited to:

        (1) Operational strategy including communications and command and control.

        (2) Resource status

        (3) Manpower status and initial staffing plans

        (4) Evacuation and Mass Care

        (5) Emergency Public Information

        (6) Human needs management of all emergency personnel.

        (7) State/federal coordination

        (8) Security of the jurisdiction

        (9) Security and procurement plan for local food stocks

        (10) Health/Medical strategy.

(11)   Continuity of Government operations

(12)   Participate in periodic meetings with emergency management staff.

(13)   Develop and circulate periodic Incident Action Plans with coordination from Incident Command and Operations Branch. Support the strategy of the Incident Command.

(14)   Identify resource needs from Incident Action Plan and coordinate with Logistics and Finance/Administration Branches.

(15)   Work with state and federal agencies playing a supportive role to insure coordination with existing management and command structure.

(16)   Provide complete briefings at the end of shift.

15. Logistics Branch

   a.   Identify personnel to assist Logistics operations as staff.

   b.   Appoint a communications officer.

   c.   Identify status of all communications systems.

   d.   Plan for loss of normal communications systems in order to maintain situational awareness and command and control (see Functional Annex A03 –Communications). Be prepared for communications interruptions

   e.   Ascertain ability of contractors/vendors to refuel critical vehicles and emergency power supplies at the EOC and communications tower sites. Ensure that refueling can occur independent of commercial power mains.

   f.   Contact all emergency management contractors/vendors to verify contact information and availability.

   g.   Participate in periodic meetings with emergency management staff.

   h.   Work closely with the Planning Branch to carry out plans to support the response, including, but not limited to:

(1) Communications needs, including coordination with supplemental facilities containing emergency management support personnel.

(2) Developing functional locations to feed and shelter emergency personnel.

i. Coordination between the EOC and support agencies (i.e., Central West Virginia Chapter of the American Red Cross) carrying out Mass Care missions.

(1) Ensure that mutual aid and volunteer resources are staging and coordinated into the response, ready for the Operations Branch to deploy.

(2) Order all external resources as requested. Monitor resource tracking (see Resource Management).

j. Report any communications failures to the Director of Emergency Management.

k. Report any command-and-control issues to the Director of Emergency Management.

l. Provide complete briefings at the end of shift.

16. Operations Branch

a. Coordinate activity with command level representatives from all responder agencies.

b. Obtain manpower status reports periodically from all agencies/disciplines.

c. Maintain communication with Incident Command.

d. Report any communication failure immediately to the Director of Emergency Management.

e. Report any command-and-control failure to the Director of Emergency Management.

f. Document the Incident Action Plan items as related by the Incident Commander and assist the Planning Branch with formal development of the plan, as necessary.

g. Acquire periodic situational awareness from Incident Commanders and

relate to emergency management staff.

h. Monitor progress of Incident Action Plan.

i. Report arrival and release of resources to Logistics Branch.

j. Provide complete briefings at the end of shift.

17. Finance/Administration Branch

a. Prepare and maintain documents for disaster declarations and emergency executive orders.

b. Maintain documentation of incident-related expenses.

c. Facilitate emergency purchases, as requested.

d. Assist Chief Elected Official in maintaining Continuity of Government operations.

e. Participate in periodic emergency management staff meetings.

f. Provide complete briefings at the end of shift.

19. Law Enforcement

a. Expect to be heavily tasked with multiple missions.

b. Force assistance will come from State and Federal resources (including military). Coordination will be essential.

c. Initial tasks will involve, but may not be limited to:

(1) Evacuation assistance

(2) Traffic Diversion

(3) Perimeter security (may involve "locking down" of large areas of the jurisdiction.

d. Initial tasks may involve, but not be limited to:

(1) Incident scene security

(2) Ordnance mitigation

(3) Criminal investigation

(4) Evidence preservation and collection

(5) Looting control

(6) Assistance with mortuary functions

20. Supporting Agencies

a. It is recognized that all responder disciplines will be tasked heavily. However, their duties are less predictable, dependent on the cause of the catastrophic event.

b. General

(1) Be prepared to staff the Emergency Operations Center for several weeks.

(2) Have a can-do attitude. Things must happen quickly to be effective.

(3) All Plan agencies are expected to fulfill their usual missions and should prepare staff, with possibly fewer people, and work long hours.

(4) Communications equipment utilized for notifications may not function. Be prepared to self-respond, but report to command-level personnel, not the incident scene. Respect ICS!

c. Technology normally relied upon to do work (i.e., computers) may not be available or functional. Such work may need to be performed on paper, at least temporarily.

d. Maintain a state of preparedness in personal lives so that family members can sustain themselves for a period of 72 hours independent of the family member who is involved in the emergency response