



Emergency Operations Plan

Berkeley County, West Virginia

Released 2023

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BERKELEY COUNTY EMERGENCY OPERATIONS PLAN

**RELEASED DECEMBER 2023
FOR THE COUNTY JURISDICTION OF BERKELEY COUNTY, WEST VIRGINIA AND
PARTICIPATING MUNICIPAL JURISDICTIONS THEREIN**

BERKELEY COUNTY EMERGENCY OPERATIONS PLAN PROMULGATION STATEMENT

WHEREAS, preparedness to cope with disasters requires many diverse but interrelated elements which must be woven into an integrated emergency management system involving all departments of local government and private support agencies as well as the individual citizen, planning is necessary to coordinate all of these elements.

WHEREAS, disasters necessitate a sudden escalation in the material needs of a community and a reorganization of resources and personnel to address the emergency response, a lack of planning results in disorganized, “salvage-type” activities instead of a coordinated response.

WHEREAS, planning for population protection must be a cooperative effort to avert or minimize the effects of an emergency, a standard set of incident management guidelines should be followed to allow for seamless interoperability and cooperation to restore the stricken area to its pre-disaster condition with as little social or economic disruption possible.

WHEREAS, the National Incident Management System (mandated by Homeland Security Presidential Directive-5) requires all jurisdictions to follow a standardized operational framework for managing emergency incidents that includes the incident command system, multi-agency coordination systems (e.g., local EOC), and a joint public information system, a plan outlining this framework must be developed.

AND WHEREAS, this plan is a statement of policy regarding emergency management and assigns tasks and responsibilities to county officials and department heads, specifying their roles during an emergency or disaster situation. It is developed pursuant to Homeland Security Presidential Directive (HSPD)-5, Presidential Policy Directive (PPD)-8, and Chapter 15, Article 5 of the West Virginia Code.

NOW THEREFORE IT IS RESOLVED, ORDERED, AND DETERMINED, that the Berkeley County Council does hereby approve and adopt the *Berkeley County Emergency Operations Plan*, which is filed in the office of the Berkeley County Council at the courthouse in Martinsburg, West Virginia, and which is incorporated herein by this reference.

PASSED AND ADOPTED, by the County Council of Berkeley County, State of West Virginia
this [insert] day of [insert month], 2022

Council President

Council Vice President

Council Person

Council Person

Council Person

BCOEM Director

ATTEST:

County Clerk

BERKELEY COUNTY EMERGENCY OPERATIONS PLAN APPROVAL AND IMPLEMENTATION

This plan provides Berkeley County the basis for a systematic approach to the solution of problems created by the threat or occurrence of emergencies. It identifies the responsibilities, functions, operational guidelines, and working relationships between and within governmental entities and their various departments, private support groups, and individual citizens.

Implementation

The *Berkeley County Emergency Operations Plan* has been developed and maintained by Berkeley County Office of Emergency Management (BCOEM). Originally, the BCOEM coordinated with county government departments as well as in-county and neighboring jurisdictions to ensure an overall compatibility of operations. Recently, Berkeley County has complied with national standards to facilitate an effective, coordinated response regardless of the jurisdictions involved, including such ideals as the “whole community” approach and the use of small planning committees to govern the content of individual Emergency Support Functions (ESFs).

Generally, this plan is a representation of Berkeley County’s implementation of a planning process. This plan is developed to guide training and exercises as well as actual responses. All types of events (e.g., training, exercises, and real responses) serve to inform the next update of this document. Such a process conforms to *Comprehensive Preparedness Guide 101: Developing and Maintaining Emergency Operations Plans*.



Adapted from “Comprehensive Preparedness Guide 101: Developing and Maintaining Emergency Operations Plans,” by US Department of Homeland Security 2021, p. 1-4

The first step in the planning process identified each potential hazard, either natural, technological, or man-made, to serve as the basis for the basic plan and the Emergency Support Functions (ESFs). This hazard analysis has been continually updated and its latest version is contained in the *Region 9 Multi-Jurisdictional Hazard Mitigation Plan*. The second step assessed the resources of each governmental entity and the third step was to develop response procedures based solely on the resources.

The second and third steps were accomplished through the use of *planning committees* for each ESF. Organized planning committee meetings specifically called for work on this plan occurred on August 23, 2022. Most generally, the identified “ESF Coordinator” for each ESF is responsible for its maintenance and revision. For the support and hazard-specific annexes, a “plan development and maintenance” section is included.

Regular review of this plan as well as emergency exercises and actual emergencies serve to refine and clarify these emergency responsibilities and contribute to the ongoing planning process. The BCOEM has, at times, employed the services of a consultant to assist in the review of the plan. Such consultants have provided objective, third-party analysis and encouraged continued participation by all organizations involved in the planning process. The BCOEM ensures that all revisions to the plan are coordinated with the original planning partners.

Instructions for Plan Use

This document is organized per Emergency Support Functions (ESFs). As such, the following serve as the major sections of the document, along with the basic plan, and provide the majority of the planned response guidelines for Berkeley County.

- ESF #1: Transportation
- ESF #2: Communications
- ESF #3: Public Works and Engineering
- ESF #4: Firefighting
- ESF #5: Emergency Management
- ESF #6: Mass Care
- ESF #7: Logistics
- ESF #8: Public Health and Medical Services
- ESF #9: Search and Rescue
- ESF #10: Hazardous Materials Response
- ESF #11: Agriculture and Natural Resources
- ESF #12: Energy
- ESF #13: Public Safety and Security
- ESF #14: Cross Sector Business & Infrastructure
- ESF #15: External Affairs

The plan also contains *support annexes*, which provide additional guidance not otherwise covered in ESFs. Concepts discussed in support annexes may either cross ESFs or may represent circumstances where multiple ESFs may be involved. The following support annexes are included.

- SPT 1 – Warning
- SPT 2 – Evacuation
- SPT 3 – Damage Assessment

Finally, the plan contains one *hazard-specific annexes*, which represent situations that are specialized and necessitate a number of highly specific response considerations (not otherwise covered by the general nature of the ESFs).

- HS 1 – Terrorism Response **(Not included in public distribution)**

Approval

This document has been officially adopted by the Berkeley County Council. As the head of the custodial agency, the BCOEM signature below verifies that this is the current version of the document (dated 2022) and confirms that agency's commitment to supporting its implementation.

Date

BCOEM Director

BERKELEY COUNTY EMERGENCY OPERATIONS PLAN

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BERKELEY COUNTY EMERGENCY OPERATIONS PLAN DISTRIBUTION LIST

The following agencies and jurisdictions are scheduled to be the recipients of the completed plan. When revisions are made, the Berkeley County Office of Emergency Management (BCOEM) Director should use this list in distributing revised pages.

No. of Copies	Recipient Agency	Date Delivered
1	Berkeley County Backup Facility	
1	Office of the Mayor, City of Martinsburg, West Virginia	
1	Office of the Mayor, Town of Hedgesville, West Virginia	
1	Berkeley County, West Virginia, County Clerk	
1	Berkeley County Office of Emergency Management	
1	West Virginia Division of Emergency Management	
1	Federal Emergency Management Agency (FEMA), Region III, Philadelphia, Pennsylvania	

* **NOTE:** See information on following page regarding HS 2 – Terrorism Response

The following locations are scheduled to be the recipient of the Berkeley County Emergency Operations Plan (EOP) Basic Plan:

No. of Copies	Recipient Agency	Date Delivered
1	Martinsburg Public Library	
1 each	Berkeley County, West Virginia, Volunteer Fire Departments	
1	American Red Cross	
1	Salvation Army	

* **NOTE:** Copies of specific annexes and appendices will be distributed as needed by the referencing function.

A master copy of all parts of the EOP will be maintained electronically and in hard copy at the BCOEM. A backup copy will be maintained off-site in a secure location.

The master copy and its backup will be kept updated with all major revisions to any part of the plan. The other copies of this plan which are listed in the EOP Distribution List will not necessarily be updated with each revision. It is at the discretion of the Director of BCOEM to distribute changes to copies of the plan on the distribution list. BCOEM has no responsibility to maintain revisions of copies of the EOP not on the distribution list.

Copies of Hazard Specific Annex 1 (HS-1) Terrorism Response and the appendices to the annex will be maintained only at the BCOEM because of their sensitive nature. Copies of, or information contained in this annex will be shared with appropriate emergency officials or others at the discretion of the Director of BCOEM.

Plans will be distributed electronically. A written request should be made to the Director of BCOEM for a printed copy.

BERKELEY COUNTY EMERGENCY OPERATIONS PLAN

RECORD OF CHANGES

This document serves as a record of the changes and revisions made to the *Berkeley County Emergency Operations Plan*. All significant revisions should be logged in this section (with the exception of the correction of typographical and other such errors).

Date	Description of Change	Initials
2004	• Complete EOP revision per SLG 101 guidelines, and West Virginia Code, Chapter 15, Article 5, as amended. • Updated Census information. • Integration of the National Incident Management System (NIMS) per (HSPD-5) • Reordered annexes per SLG-101 • Removed the following annexes: Crisis Counseling, Disaster Legal Services, Disaster Recovery, Food Distribution, Hazard Mitigation, Nuclear Attack Response, Radiological Protection and Training. • Revised the Table of Contents to reflect all changes. • Moved individual annex table of contents to beginning of each annex.	R.D. Zande
2019	• Complete plan update.	BCOEM
2022	• Conversion from Functional Annex format to Emergency Support Function (ESF) format. • Complete re-write of Basic Plan • Integration of information obtained from the National Response Framework (NRF) • Development of the following documents ➢ Approval & Implementation ➢ ESF #1 – Transportation ➢ ESF #9 – Search & Rescue ➢ ESF #11 – Agriculture & Natural Resources ➢ ESF #12 – Energy ➢ ESF #14 – Cross Sector	JHC, BCOEM

BERKELEY COUNTY EMERGENCY OPERATIONS PLAN

BASIC PLAN

COORDINATING AGENCY

- Berkeley County Office of Emergency Management (BCOEM)

PRIMARY AGENCIES

- Berkeley County Council
- Berkeley County Office of Emergency Management (BCOEM)
- Municipal Governing Bodies
- Emergency Response Agencies

SUPPORTING AGENCIES

- West Virginia Division of Emergency Management (WVEMD)
- United States Department of Homeland Security (US DHS)

RELATED FEDERAL ESFs

- National Response Framework (NRF) Base Plan (Roles and Responsibilities, Concept of Operations)

RELATED STATE ESFs

- West Virginia EOP Basic Plan

I. INTRODUCTION

The Berkeley County Emergency Operations Plan (EOP) – Basic Plan provides the coordinating structures, processes, and mechanisms in a collective framework for the coordination of resources during a large-scale incident. It is compatible with the West Virginia Emergency Operations Plan, the National Response Framework (NRF), and the National Disaster Recovery Framework (NDRF), and provides the structure for coordinating with the state and federal governments in the delivery of disaster assistance. The plan supports the emergency mission of the county by improving the capability to respond to, and recover from, natural, human-caused, and technological hazards. County agencies and departments, Non-Government Organizations (NGOs), and private institutions that have been assigned primary emergency response or recovery duties and responsibilities will maintain their designated components of the EOP.

A. Policies

West Virginia Code §15-5 – Public Safety, requires that every county establish an emergency management organization, and develop and maintain a current Emergency Operations Plan (EOP).

Incidents are typically managed at the lowest possible geographic, organizational, and jurisdictional level. As such, the direction of emergency operations will be exercised by the level of affected local jurisdiction closest to the incident. If the incident is suspected to be, or determined to be terrorism, the appropriate Federal agencies should assume direction and control of the investigation, in coordination with state and local authorities.

Emergency response should be accomplished within the guidelines of the National Incident Management System (NIMS), allowing for coordination of local, state, federal, and private sector departments and agencies. The Berkeley County Council should issue a “state of emergency” declaration prior to requesting assistance from higher levels of government.

II. PURPOSE AND SCOPE

A. Purpose

This plan provides an efficient, standardized response capability for Berkeley County during emergencies and major disasters. The plan outlines methods to reduce the vulnerability of the residents and visitors of Berkeley County to loss of life, injury, environmental damage, economic damage and the loss of property resulting from natural, human-caused, and technological events. It predetermines, where possible, actions to be taken by the responsible elements of the governments as well as Non-Governmental Organizations (NGOs) within Berkeley County and its municipalities, and integrates them with the National Response Framework (NRF).

This plan outlines an effective response to actual disaster occurrences and provides for recovery in the aftermath of an emergency, to include the protection and restoration of critical infrastructure and key resources, the recovery of individuals, businesses, communities, governments, and the environment.

This plan identifies the relationship between local response functions and those of the State Emergency Operations Plan (State EOP) and Federal Emergency Support Functions (ESFs). The plan provides a framework of policies, objectives, and approaches for coordinating, integrating, and administering the emergency operations and related plans of local, state, and federal governments, as well as private industry, educational, and healthcare facilities.

B. Scope & Applicability

This plan applies to emergency incidents in Berkeley County, West Virginia that require a coordinated response from multiple departments, agencies, and/or emergency functions. It does not apply to smaller emergencies, such as single building structure fires, minor motor vehicle accidents, etc.

This Emergency Operations Plan (EOP) is based on the “Whole Community” approach to emergency response and may be used in any disaster or large-scale event. This plan assigns responsibilities to the agencies that are under the auspices of the Berkeley County Council and recommends tasks to partner agencies such as municipalities, quasi-government agencies, private sector agencies, and citizens. All agencies not under the auspices of the county council would be expected to act within accordance with their own Standard Operating Guidelines (SOGs) and protocols. To ensure the consistency of response efforts, planning committee meetings are held to provide an opportunity to standardize expectations and plan the most efficient use of capabilities.

III. SITUATION AND ASSUMPTIONS

A. Situation

1. The Berkeley County Emergency Operations Plan (EOP) has been built on the templates of the National Response Framework (US DHS, 2016), The National Incident Management System (US DHS, 2017), and the West Virginia Emergency Operations Plan (WVEMD, 2018).
2. Geographic and Demographic Characteristics

- a. Berkeley County covers approximately 322 square miles and is located in the Shenandoah Valley in the Eastern Panhandle region of West Virginia.

It is bordered on the north by the Potomac River and Washing County, Maryland; on the south by Frederick County, Virginia; on the west by Morgan County, West Virginia; and on the east by Jefferson County, West Virginia.



- b. Berkeley County was one of the first settled areas of the state and is the second oldest county in the state. Mountains along the southwestern border of the county rise above 2,000 feet. North Mountain runs north south through the county with approximately one third (1/3) of the county west of the mountain and two thirds (2/3) east of the mountain. The principal streams of Berkeley County include, the Potomac River, Back Creek, and Opequon Creek.
- c. **Population:** Berkeley County is commonly referred to as “The Northern Gateway to the Shenandoah Valley” and is among the fastest growing counties in West Virginia as part of the National Capital Region (NCR). Berkeley County has an estimated population of 126,069 (U.S. Census Bureau, QuickFacts Population Estimates, July 1, 2021), making it the second-most populous of West Virginia’s 55 counties. The county is home to two incorporated municipalities, 2 census-designated places (i.e., Falling Waters and Inwood), and 40 unincorporated communities.

- i. City of Martinsburg (county seat) (2021 pop. 18,835)
- ii. Town of Hedgesville (2021 pop. 346)

3. **Education System:** Berkeley County Schools is the operating school district within the county and is governed by the Berkeley County Board of Education. There are currently 31 schools that operating within Berkeley County (i.e., 15 elementary, 6 intermediate, 6 middle, and 4 high schools.

- a. Elementary Schools (PreK-2nd): Back Creek Valley, Bedington, Berkeley Heights, Bunker Hill, Burke Street, Gerrardstown, Hedgesville, Inwood Primary, Marlowe, Opequon, Rosemont, Spring Mills, Tuscarora, Valley View, and Winchester Avenue
- b. Intermediate Schools (3rd-5th): Eagle School, Mill Creek, Mountain Ridge, Orchard View, Potomack, and Tomahawk
- c. Middle Schools: Hedgesville, Martinsburg North, Martinsburg South, Mountain Ridge, Musselman, and Spring Mills
- d. High Schools: Hedgesville, Martinsburg, Musselman, and Spring Mills
- e. Colleges / Universities: Martinsburg College, Valley College, Blue Ridge Community & Technical College, WVU-Robert C. Byrd Health Sciences Center Eastern Campus, and James Rumsey Technical Institute

4. **Transportation Infrastructure**

- a. Interstates: I-81
- b. US Routes: 11
- c. State Routes: 9, 45, 51, 115, and 901
- d. Railways: Amtrak, CSX, MARC (commuter trains to and from Washington's Union Station each day), Winchester & Western
- e. Airports: Eastern West Virginia Regional Airport (MRB), easy access to Dulles International Airport (IAD), Baltimore-Washington International Airport (BWI), and Reagan National Airport (DCA)

5. **Healthcare:** Berkeley County is home to two hospitals; WVU Medicine – Berkeley Medical Center, which is one of three Level III Trauma Centers in the state of West Virginia, and the Martinsburg VA Medical Center. Other healthcare assets are detailed in ESF #8: Public Health and Medical Services.

6. **Agriculture:** Berkeley County is home to a large agricultural community, the chief agricultural products in the county include; fruit, dairy, livestock, hay, honey and grain. The agricultural community consisting of (all information from USDA Census of Agriculture, 2017):
 - a. Farms: 946
 - b. Farmland: approximately 73,134 acres
 - c. Market Value of agricultural product sold: \$26 million/annually
7. **Environmental Sensitive Areas.** Berkeley County contains the following environmentally sensitive area:
 - a. Sleepy Creek Public Wildlife Management Area (WMA)
 - b. Yankauer Nature Preserve
 - c. Stauffer's Marsh Nature Preserve
 - d. Major streams and creeks; Potomac River, Back Creek, Opequon Creek, Middle Creek, Mill Creek, Mill Run, Tilhance Creek, and Tuscarora Creek
 - e. Quarries, caverns, springs, sinkholes, etc. with direct access to groundwater
 - f. Public and private parks and recreation areas
 - g. There are currently 119 properties listed on the National Register of Historic Places in Berkeley County.
8. Berkeley County is also home to many large events, including sporting events and graduations at the colleges, the annual Mountain State Apple Harvest Festival, Apple Butter Festival, concerts at the Shiley Acres Concert Stage, Independence Day celebrations, Berkeley County Youth Fair, Martinsburg Heritage Festival/Founders Day, Martinsburg Christmas Parade, events at Berkeley Springs State Park, Cacapon Resort and State Park, and other festivals throughout the county.
9. The climate of Berkeley County consists of a mean average temperature of 53°F, a January average temperature of 22°F, and a July average temperature of 87°F. The county receives approximately 39" of rainfall annually and a mean annual snowfall of 22". Due to the many streams and creeks in the county, and the narrow riverbeds and steep gradients, flash flooding is the most frequent and potentially dangerous natural hazard for several areas of Berkeley County.

10. Appraisal of the Threat

- a. The *Region 9 Multi-Jurisdictional Hazard Mitigation Plan* (2022), which includes Berkeley County, contains a detailed risk assessment outlining how the following hazards threaten the county.

LIST OF HAZARDS		
Natural Hazards		Human-Caused Hazards
Drought	Landslide	Civil Disturbance
Earthquake	Lightning	Cyber-Terrorism
Extreme Temperature	Pandemic	Dam Failure
Flooding	Radon Exposure	Hazardous Materials
Hailstorm	Tornado	Source Water Contamination
Hurricane	Wildfire	Substance Use Disorder
Invasive Species	Winter Storm	Terrorism
		Transportation Accidents
		Utility Interruption

Table 1

- b. Additional human-caused and technological hazards that could affect Berkeley County and require the activation of this plan include:
- Long term shortage of critical resources (e.g., water, fuel, electrical power, etc.),
 - Industrial accident, building collapse,
 - Bridge collapse,
 - Criminal activity (e.g., protests, active assailants, active shooter incident, hostage situation, etc.).

11. Additional situations are included in each Support Annex and Hazard-Specific Annex relevant to the subject being addressed.

B. Planning Assumptions

1. Berkeley County, its political subdivisions, and private industry partners have capabilities that, if effectively managed in the event of an emergency or disaster, will maximize preservation of life and property. These capabilities include workforce, equipment, supplies, facilities, and specialized skills.
2. All local governments in Berkeley County are prepared to commit all available resources to respond to any emergency and have Mutual Aid Agreements (MAAs) amongst themselves (and adjoining jurisdictions) should the need exceed the capability of one particular organization or jurisdiction.
3. Incident management activities will be initiated and conducted using the principles contained in the National Incident Management System (NIMS), (US DHS, 2017).
4. When required, a “state of emergency” can be declared by the county council to allow the activated Emergency Operations Center (EOC) to request assistance from the state and federal government.
5. Though the response to incidents is primarily a local endeavor, the combined expertise and capabilities of all levels of government, the private sector, and Non-Governmental Organizations (NGOs) will be required to prevent, prepare for, respond to, and recover from, large-scale emergency incidents in Berkeley County.
6. All agencies, departments, and organizations assigned tasks in any part of the Emergency Operations Plan (EOP) are aware of their responsibilities and have appropriate policies and plans in place to accomplish the assigned tasks.
7. Government offices, including the EOC and other emergency facilities, may be destroyed or rendered uninhabitable during a major incident.
8. Some incidents may occur after implementation of warning and other preparedness and public protection measures, but others may occur with little or no warning.
9. Normal communication systems may be overwhelmed, destroyed, degraded, or rendered inoperable in a disaster.
10. Berkeley County may experience emergency situations that cause injury, death, property loss, environmental damage, economic situation disruption and its effects, disruption of normal support systems, evacuation and/or sheltering of the public at risk.

11. Additional assumptions are included in each Support Annex and Hazard-Specific Annex relevant to the subject being addressed.

IV. ORGANIZATIONAL STRUCTURE

- A. The Berkeley County Council has created an Office of Emergency Management, and has appointed a Director to oversee the agency.
- B. The various municipalities have entered into an emergency management agreement with the county.
- C. When the county Emergency Operations Center (EOC) is activated, the Berkeley County Office of Emergency Management (BCOEM) Director, Deputy Director, or designee, will serve as the EOC Manager.
- D. All departments and agencies will maintain control over their personnel and other resources.

V. CONCEPT OF OPERATIONS

- A. General
 1. The responsibility of the Berkeley County Council and Berkeley County Office of Emergency Management (BCOEM) is to protect life and property from the effects of hazardous events.
 - a. The Chief Executive Official 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 officials may request the activation of this plan for support purposes.
 - b. Based on recommendations from BCOEM and other emergency services providers, the county council 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” should be declared.**
 - c. Municipalities may also declare a “state of emergency” for their jurisdiction which would 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 Berkeley County should be channeled through the county EOC.

2. This plan is activated for major county emergencies, 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 can be activated.
3. Curtailment of non-essential response functions and those functions that do not contribute directly to the emergency operations may be suspended by the on-scene Incident Commander (IC) for the duration of the emergency, and efforts that would normally be required of those functions will be redirected to accomplish the emergency tasks of other departments involved in emergency operations.
4. When the emergency exceeds the county's capability to respond, assistance may be requested through the activated county Emergency Operations Center (EOC) from the West Virginia Division of Emergency Management (WVEMD), 304.558.5380 Attn: Operations Division. Federal assistance may be requested and coordinated by the WVEMD.
 - 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 *West Virginia Emergency Operations Plan* and this plan are derived, is based on the concept that incident management activities should take place with the "lowest" jurisdictional level possible.
 - b. Requests from higher levels of government should conform to National Incident Management System (NIMS) criteria.
5. Resources, such as the American Red Cross (ARC), Salvation Army, hospitals, Non-Governmental Organizations (NGOs), Voluntary Organizations Active in Disaster (VOAD), and other private enterprises may be called upon to supplement local government resources. In the current federal and state guidance literature, such an approach is called *the whole community approach*.

6. When appropriate, services for special or functional needs populations (e.g., handicapped, elderly, non-English speaking, children, incarcerated, etc.) should be considered and implemented.
7. From an operational standpoint, the National Incident Management System (NIMS) outlines the management of an emergency response with three (3) components: the Incident Command System (ICS), a Multi-Agency Coordination System (MACS), and a Joint Information System (US DHS, 2010).
 - a. The ICS is used to manage activities on-scene. This system is detailed in Emergency Support Function (ESF) #5: Emergency Management.
 - b. The Berkeley County EOC is an example of a MACS. Center operations are detailed in ESF #5: Emergency Management.
 - c. Emergency Public Information (EPI) and some notification/warning information, as well as media relations, are managed by a *Joint Information System*. The county's system is detailed in ESF #15: External Affairs.

B. Phases of Emergency Management

1. All emergency responses start at a local level. As such, Berkeley County Office of Emergency Management (BCOEM) focuses on the five primary phases of emergency management during the planning process.
 - a. **Preparedness:** any action taken in advance of an emergency that facilitates the implementation of a coordinated response in the event of an emergency.
 - b. **Prevention:** any action to prevent, avoid, or stop an imminent, threatened, or actual incident from occurring.
 - c. **Response:** immediate actions to preserve life, property, and the environment; meet basic human needs; and maintain the social, economic, and political structure of the community.
 - d. **Recovery:** short-term activities to return vital life-support systems to minimum operating standards and long-term activities to return life to pre-event conditions.
 - e. **Mitigation:** Actions taken to eliminate or reduce risks to persons and/or property, or to lessen the actual potential effects or consequences of a potential incident.

C. Activation of Plan

1. The ultimate authority to activate this plan rests with the Berkeley County Council. Such activation will most likely be based on recommendations from Berkeley County Office of Emergency Management (BCOEM) or other emergency services providers.
2. Activation decisions should be based on current information from Situational Reports (SitReps) and potential threats within, or affecting Berkeley County.
3. Activation Levels
 - a. There are no real indicators of levels to which this plan can be activated.
 - b. Generally, the lowest possible level of activation would be to notify the primary agencies for each Emergency Support Function (ESF) that they should be on "stand-by" and maintain a heightened awareness of potential emergencies. ESFs are to be activated as the situation dictates. Not all ESFs will be active for every incident.
 - c. Berkeley County uses a tiered flexible response level that allows for ESFs to be activated as the emergency incident dictates, as well as activating appropriate Hazard-Specific and Support Annexes. Activated ESFs should provide representation in person at the Emergency Operations Center (EOC) or via the virtual EOC on Homeland Security Information Network (HSIN).

- d. The activation levels are based on the National Terrorism Advisory System (NTAS) and similar to the activation levels used by West Virginia Division of Emergency Management (WVEMD).

READINESS AND RESPONSE ACTIVATION LEVELS	
Normal Operations:	Reflects daily operations. BCOEM staff is available either on-site or via telephone/email to receive information about emergencies or disasters that may arise. The Berkeley County 911 center operates 24-hours a day and will contact BCOEM staff as requested or needed.
Enhanced Watch:	Reflects those times when on-call BCOEM personnel should be prepared to respond to the EOC due to a potential threat or hazard.
Partial Activation:	Appropriate at times when BCOEM staff may be under time constraints. Situations may include monitoring a significant situation for changes or planned events involving a large attendance, or the need to issue multiple notifications or receive requests for information from the general public.
Full Activation:	Reflects when the EOC or virtual EOC is activated and is staffed by BCOEM personnel, and activated ESF coordinators.

Table 2

4. This plan may be activated (to any level) during the following situations.
- When activation is requested by a local Incident Commander (IC).
 - When activation is requested by the Berkeley County Council.
 - When activation is requested by a municipal jurisdiction.
 - When activation is recommended by the WVEMD.
 - When planned events, such as fairs, festivals, sporting events, concerts, etc. can benefit from a mobilization of ESFs.
 - Following a disaster, the EOC should remain, at minimum, partially activated during the recovery process to allow for requesting and allocating resources (See ESF #14: Long-Term Recovery).
5. Notification & Response
- BCOEM and partner agencies and organizations have multiple methods to relay information concerning emergencies and emergency operations to the general public.
 - The methods and systems used to relay information to the public are discussed in ESF #15: External Affairs.

- c. Upon receipt of notification of an imminent or actual emergency, BCOEM will notify the appropriate personnel and assess the situation to determine the scope of the incident.
- d. BCOEM should determine if the need to activate the EOC, either partial or full activation, is necessary. If activation occurs, BCOEM will notify personnel of activation and to respond to the physical EOC or login into the virtual EOC on Homeland Security Information Network (HSIN).
- e. BCOEM, through the activated EOC, should maintain contact with the State EOC and the West Virginia Information Fusion Center to provide situational updates, receive information provided by the state, and to request resources as needed.

D. Direction, Control & Coordination

- 1. The Berkeley County Council is responsible for the policy making, coordination, and direction and control over all emergency management activities within Berkeley County that occur outside of municipal jurisdictions. Policy decisions may be based on recommendations or other information provided by Berkeley County Office of Emergency Management (BCOEM).
- 2. 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 council.
- 3. 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 BCOEM, is available to support the operation.

4. It is important to note that saying a jurisdiction “has direction and control” refers to the responsibility of that jurisdiction to authorize and empower an Incident Command (IC) to exercise that control. The governing body of that jurisdiction would thus not be expected to make the actual tactical decisions needed to respond to the incident; rather, the body should ensure that an IC can be designated and that the IC not be hindered by local policies when requesting/procuring resources, etc.
5. In basic terms, Berkeley County responders utilize the *Incident Command System* (ICS) to manage on-scene activities. The operation of that system, including how an IC is selected, is detailed in Emergency Support Function (ESF) #5 of this plan.
6. The Berkeley County Emergency Operations Center (EOC) functions as 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 incident command organization. The EOC can serve as the primary and centralized location for multi-jurisdictional direction and control of emergency response activities in the county. Capabilities are further detailed in ESF #5 of this plan.
7. Public information is managed through a *joint information system* 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 information system.

VI. ROLES AND RESPONSIBILITIES

A. Primary Agencies

1. Berkeley County Council

- a. Appoint a Director to Berkeley County Office of Emergency Management (BCOEM) to coordinate emergency preparedness and management activities in Berkeley County.
- b. Appropriate funds for emergency management, and ensure that personnel, equipment, and supplies are available for emergency operations.
- c. Declare local “states of emergency” as appropriate.
- d. Establish a local Emergency Operations Center (EOC) to facilitate support of emergency response operations.
- e. Adopt and support the National Incident Management System (NIMS) as the preferred management construct for Berkeley County.
- f. Approve and maintain Mutual Aid Agreements (MAAs) and Memorandums of Understanding (MOUs) entered into by county agencies.

2. Berkeley County Office of Emergency Management (BCOEM)

- a. Coordinates the preparation and maintenance of the county Emergency Operations Plan (EOP) and distributes it to stakeholders as appropriate.
- b. As appropriate, activates the Berkeley County Emergency Operations Center (EOC) and coordinates local operations based on guidance and direction of the Incident Command/Unified Command (IC/UC).
- c. Requests assistance and/or resources from the state EOC as appropriate and needed.
- d. Develop and coordinate an Emergency Public Information (EPI) program to provide timely and accurate information to the public during all phases of emergency management.
- e. Coordinate exercises to test, evaluate, and update emergency plans.
- f. Coordinate training to ensure preparedness of emergency services and Non-Governmental Organizations (NGOs) for disaster conditions.
- g. Develop and enter into Mutual Aid Agreements (MAAs) with other jurisdictions, agencies, organizations, and private businesses for reciprocal aid when an emergency exceeds the capabilities of the county’s agencies.

3. Municipal Governing Bodies
 - a. Enter into, and maintain, an emergency management agreement with Berkeley County.
 - b. Enter into Mutual Aid Agreements (MAAs) with other jurisdictions, agencies, and organizations.
 - c. Make resources available for disaster response as necessary.
 4. Emergency Response Agencies
 - a. Develop and maintain plans and policies to complete tasks assigned in this Emergency Operations Plan (EOP).
 - b. Coordinate training opportunities for personnel to ensure National Incident Management System (NIMS) compliance.
 - c. Facilitate or participate in exercises testing abilities to implement the EOP.
- B. Support Agencies
1. West Virginia Division of Emergency Management (WVEMD)
 - a. Develops, tests, and maintains the *West Virginia Emergency Operations Plan*.
 - b. Receives local resource requests.
 - c. Coordinates state agency response to an incident.
 - d. Activates and staffs the state Emergency Operations Center (EOC), if appropriate.
 - e. Requests and coordinates federal assistance to an emergency.
 2. United States Department of Homeland Security (US DHS)
 - a. As per Executive Order #12148, the Department of Homeland Security coordinates all federal disaster assistance, including military support provided to state and local governments.
 - b. Coordinates Emergency Support Function (ESF) #5 (of the *National Response Framework*) operations with all other activated ESFs to ensure the federal response is integrated with state and local objectives.

VII. ADMINISTRATION, FINANCE, AND LOGISTICS

A. Administration

1. Administration of emergency management activities in Berkeley County is conducted on a daily, non-emergency basis by Berkeley County Office of Emergency Management (BCOEM).
2. During the response and recovery phases, the emergency management program is coordinated by BCOEM with responders and chief elected officials at the scene and in the activated Emergency Operations Center (EOC) in accordance with the written guidelines set forth in this plan, and in organizational Standard Operating Guidelines (SOGs). *NOTE: During these phases, the *emergency management program* is the support structure that assists the incident command structure.
3. After-Action Critique
 - a. Following a major emergency response, the BCOEM Director should schedule a critique of the emergency response actions. The BCOEM Director is also responsible for ensuring that the initiatives discussed during a critique session are implemented.
 - b. During the critique, participants should review the effectiveness of actions taken, resource shortcomings, etc. The purpose of the meeting would be to highlight strengths and weaknesses and identify measures that can improve preparedness and operational readiness.
 - c. BCOEM should facilitate revisions to the appropriate sections of this plan, if necessary.
4. All legal issues regarding emergency preparedness, response, and recovery are addressed by the county's legal counsel.

B. Finance

1. Required reports should be submitted to the appropriate authorities in accordance with individual annexes and Emergency Support Functions (ESFs).
2. Each participating department/agency should submit records of expenditures and obligations in emergency operations (including personnel overtime, equipment used, contracts initiated, etc.) to BCOEM then County Council within 10 days after the termination of emergency response activities. Emphasis should be placed on meeting applicable audit requirements. *NOTE: These records should be maintained by the appropriate local government, department, agency, etc. in accordance with their own standard bookkeeping practices; the county would not accept the responsibility of completing paperwork on behalf of another government, department, or agency.
 - a. **Resource Procurement Actions before a Declaration of Local “State of Emergency”:** Every effort should be made to meet requirements with local government resources. County/municipal officials should 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 guidelines should prevail.
 - b. Various programs, such as the Federal Emergency Management Agency’s (FEMAs) Public Assistance and Individual Assistance programs, loans/grants through the Small Business Administration (SBA), etc. may be available to recover disaster-related costs.
3. Personal goods (i.e., food, clothing, household items, etc.) which are donated by individuals and/or organizations will be inventoried, sorted, and stored under the direction of the Resources Manager. Donations of funds, supplies, or services are deductible items for tax purposes; therefore, it is necessary to provide receipts to the donors. Receipt of donations of any nature will be recorded with a reasonable value assigned. Signed receipts will be issued as soon as possible.

C. Logistics

1. In the event that the county's resources prove to be inadequate during a response, requests can be made for assistance from other jurisdictions, higher levels of government, and other agencies. See Emergency Support Function (ESF) #7: Logistics of this plan.
 - a. Resource requests should be in accordance with existing Mutual Aid Agreements (MAAs).
 - b. Requests to higher levels of government should include National Incident Management System (NIMS) resource types and categories (see ESF #7).
2. Guidelines 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 situations that exceed the combined capabilities of all local emergency response organizations, the State of West Virginia, through the West Virginia Division of Emergency Management (WVEMD), 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 WVEMD 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* 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 activities (WVEMD, 2018).
 - iv. The *West Virginia Emergency Operations Plan* expects local jurisdictions to have fully committed and depleted all locally available resources before requesting assistance from a higher level of government (WVEMD, 2018).

- b. Federal
 - i. **Requests for federal assistance should come from the state Emergency Operations Center (EOC).**
 - ii. Federal to local coordination is most likely to be through state representatives.
 - iii. During incidents for which a federal response may be necessary, 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 should coordinate with state and local jurisdictions to establish the *joint field office* if federal assistance has been requested or deployed.
 - Local and state representatives may be invited to participate in the joint field office 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 joint field office.

VIII. PLAN MAINTENANCE

- A. The Berkeley County Office of Emergency Management (BCOEM) Director is responsible for the overall development and completion of this Emergency Operations Plan (EOP). The Berkeley County Council is responsible for approving and promulgating this plan.
- B. BCOEM is responsible for ensuring that necessary additions and revisions to this plan are prepared, coordinated, published, and distributed.
- C. Each agency and organization that participates in this plan should review its portion of the EOP at least annually. Suggested changes to the plan should be discussed with the Emergency Support Function (ESF) coordinator and submitted to BCOEM.
- D. It should also be noted that ESF-specific planning committees were used to originally develop this plan. Those committees should be re-engaged at times when the appropriate support function is being reviewed.
- E. Updates to this plan should occur no less than annually. Any and all sections of this plan can be updated at any time. Many changes are required because of changing information and situations.
- F. BCOEM may utilize the *Distribution List* in the introductory materials section of this plan when re-issuing revisions.

IX. TESTING, TRAINING AND EXERCISES

- A. All jurisdictions, departments, agencies, and organizations assigned tasks in this EOP should conduct training to ensure this plan can be implemented during a disaster.
- B. BCOEM should conduct annual exercises or exercise series compliant with the Homeland Security Exercise and Evaluation Program (HSEEP). These exercises may be discussion-based (tabletop), or operations-based (e.g., functional or full-scale).
- C. Whenever feasible, exercises should include stakeholders in this plan, or at minimum stakeholders with tasks in the ESF(s) being tested.

- D. The following training (most recent course versions), at a minimum, should 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.
 - 1. IS-100 (Introduction to ICS)
 - 2. IS-200 (Basic ICS)
 - 3. IS-700 (NIMS: An Introduction)
 - 4. IS-800 (NRF)
- E. Emergency responders with the potential to hold command positions (e.g., officers, etc.) should also take IS-300 (Intermediate ICS) and IS-400 (Advanced ICS).
- F. More detailed courses may also be completed as part of an on-going training program. Such courses include:
 - 1. IS-402 (ICS for Local Elected Officials)
 - 2. IS-702 (Public Information)
 - 3. IS-703 (Resource Management)

X. AUTHORITIES AND REFERENCES

A. Authorities

Federal

- *The Homeland Security Act of 2002*, Public Law 107-296, 6 USC 101 et. seq., November 25, 2003.
- *The Robert T. Stafford Disaster Relief and Emergency Assistance Act*, as amended, 42 USC Section 5121, et. seq.
- *The Public Health Security and Bioterrorism Preparedness and Response Act of 2002*, Public Law 107-188, 42 USC 247d.
- National Plan for Telecommunications Support in Non-Wartime Emergencies.
- Uniform Administrative Requirements for Grants and Cooperative Agreements to State and Local Governments, 44 CFR Part 13.
- *The Price-Anderson Amendments Act*, Public Law 100-408, 102 Stat. 1066, 1988.

- *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.
- *The National Emergencies Act*, 50 USC §1601-1651, as amended.
- *Emergencies Involving Chemical or Biological Weapons*, 10 USC § 382, as amended.
- *Emergencies Involving Nuclear Materials*, 18 USC 831(e), as amended.
- *The Occupational Safety and Health Act*, 29 USC §651-658, as amended.
- *The Cooperative Forestry Assistance Act of 1978*, 16 USC §2101-2114, as amended.
- Executive Order 12148, Designation of the USDHS as the Primary Agency for Coordination of Federal Disaster Relief, Emergency Assistance, and Emergency Preparedness.
- Executive Order 12333, United States Intelligence Activities.
- Executive Order 12382, President's National Security Telecommunications Advisory Committee (NSTAC).
- Executive Order 12472, Assignment of National Security and Emergency Preparedness Telecommunications Functions.
- Executive Order 12580, Superfund Implementation.
- Executive Order 12656, Assignment of Emergency Preparedness Responsibilities.
- Executive Order 12742, National Security Industrial Responsiveness.
- Executive Order 12777, Implementation of Section 311 of the Federal Water Pollution Control Act.
- Executive Order 12919, National Defense Industrial Resources Preparedness.
- Executive Order 13284, Amendment of Executive Orders and Other Actions in Connection with the Establishment of the Department of Homeland Security.
- Executive Order 13286, Amendment of Executive Orders and Other Actions in Connection with the Transfer of Certain Functions to the Secretary of Homeland Security.
- Executive Order 13295, Revised List of Quarantinable Communicable Diseases.

- Executive Order 13354, National Counterterrorism Center.
- Executive Order 13356, Strengthening the Sharing of Terrorism Information to Protect Americans.
- Homeland Security Presidential Directive – 1: Organization and Operation of the Homeland Security Council.
- Homeland Security Presidential Directive – 2: Combating Terrorism through Immigration Policies.
- Homeland Security Presidential Directive – 3: Homeland Security Advisory System.
- Homeland Security Presidential Directive – 4: National Strategy to Combat Weapons of Mass Destruction.
- Homeland Security Presidential Directive – 5: Management of Domestic Incidents.
- Homeland Security Presidential Directive – 6: Integration and Use of Screening Information.
- Homeland Security Presidential Directive – 7: Critical Infrastructure Identification, Prioritization, and Protection.
- Homeland Security Presidential Directive – 9: Defense of United States Agriculture and Food.
- Homeland Security Presidential Directive – 10: Biodefense for the 21st Century.
- Homeland Security Presidential Directive – 11: Comprehensive Terrorist-Related Screening Procedures.
- Homeland Security Presidential Directive – 12: Policy for a Common Identification Standard for Federal Employees and Contractors.
- Homeland Security Presidential Directive – 13: Maritime Security Policy.
- Homeland Security Presidential Directive – 14: Domestic Nuclear Detection.
- Homeland Security Presidential Directive – 15: *[on the war on terrorism]*
- Presidential Policy Directive-8: National Preparedness.

State

- West Virginia Executive Order 20-04, December 23, 2004.
- West Virginia Code, Chapter 6, Article 1, Executive and Judicial Succession, as amended.
- West Virginia Code, Chapter 8, Article 14, as amended.
- West Virginia Code, Chapter 15, Article 5, as amended.
- West Virginia Code, Chapter 15, Article 10, as amended.
- West Virginia Code, Chapter 29, Article 30, as amended.
- West Virginia Legislature, House Bill 2018, March 3, 1982.

Local

- Berkeley County Court Directive for Emergency Operations.
- Berkeley County Council Resolution.

B. References

- American Red Cross. (2015). *American Red Cross Shelter Field Guide*. Washington, D.C.
- National Fire Protection Agency. (2019). *NFPA 1600: Standard on Continuity, Emergency, and Crisis Management*. Quincy, MA.
- United States Census Bureau. (2022). *2020 United States Decennial Census*. Washington, D.C.
- United States Department of Agriculture. (2019). *2017 Census of Agriculture*. Washington, D.C.
- United States Department of Health & Human Services. (2014). *Disaster Human Services Concept of Operations*. Washington, D.C.
- United States Department of Homeland Security. (2018). *Continuity Guidance Circular*. Washington, D.C.
- United States Department of Homeland Security. (2010). *Developing and Maintaining Emergency Operations Plans: Comprehensive Preparedness Guide (CPG) 101, Version 2*. Washington, D.C.
- United States Department of Homeland Security. (2016). *National Disaster Recovery Framework*. Washington D.C.
- United States Department of Homeland Security. (2014). *National Emergency*

Communications Plan. Washington, D.C.

- United States Department of Homeland Security. (2017). *National Incident Management System*. Washington, D.C.
- United States Department of Homeland Security. (2015). *National Preparedness Goal*. Washington, D.C.
- United States Department of Homeland Security. (2016). *National Response Framework*. Washington, D.C.
- West Virginia Division of Emergency Management. (2018). *West Virginia Emergency Operations Plan*. Charleston, WV.
- West Virginia Division of Emergency Management. (2015). *West Virginia Statewide Communication Interoperability Plan*. Charleston, WV.
- West Virginia Division of Emergency Management. (2018). *West Virginia Statewide Standard Hazard Mitigation Plan Update*. Charleston, WV.
- Region 9 Berkeley, Morgan. *Region 9 Multi-Jurisdictional Hazard Mitigation Plan* (2022).

BERKELEY COUNTY EMERGENCY OPERATIONS PLAN

APPENDIX 1 TO BASIC PLAN

EMERGENCY PROCLAMATION

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

I. INSTRUCTIONS FOR COMPLETING THE PROCLAMATION

- A. Date the proclamation was indicated.
- B. Indicate the type of hazard threatening the community (i.e. natural / technological / human-caused).
- 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 Berkeley County) and the state.
- B. As the agency to which emergency management tasks have been delegated, Berkeley County Homeland Security and Emergency Management (BCHSEM) will notify neighboring jurisdictions and the West Virginia Division of Emergency Management (WVEMD) if a “State of Emergency” is declared by the Berkeley County Council.
- C. 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 state. Berkeley County government must also be notified if a state of emergency is declared by a municipality within the county.

EMERGENCY PROCLAMATION

Berkeley County, West Virginia _____, 20____

WHEREAS, Berkeley County, West Virginia has been, or is immediately threatened by a natural / technological / human-caused hazard, and;

WHEREAS, a state of emergency has been declared by the Berkeley County Council and/or the Governor of the State of West Virginia and/or President of the United States;

NOW, THEREFORE, we, the Berkeley County Council, 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 Berkeley 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, Section 6 of the West Virginia Code (WVC).

All public offices and employees of Berkeley 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 disaster services forces in executing emergency operational 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 operations directly to the Emergency Operations Center (EOC).

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

Council President

Council Vice President

Council Person

Council Person

Council Person

BCHSEM Director

BERKELEY COUNTY EMERGENCY OPERATIONS PLAN

APPENDIX 2 TO BASIC PLAN

DEFINITION OF TERMS AND ACRONYMS

I. DEFINITION OF TERMS

A

Air Burst: The explosion of a nuclear weapon at such a height that the expanding fireball does not touch the earth's surface resulting in little or no fallout.

Allocation (General) (Community Shelter Planning): The process of allocating areas of population to areas of shelter concentration.

Allocation (Specific) (Community Shelter Planning): The process of allocating geographically defined areas of population to a specific shelter facility or group of shelter facilities.

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

Annex: As used in this plan, an element that is devoted to one function of emergency operations and describes the county's approach to operating in that activity in response to emergencies.

Appendix: Attachment to an annex providing technical information, details, methods, and/or hazard specific procedures to that annex.

Area Command: Established either to oversee the management of multiple incidents that are each being handled by a separate ICS organization or to oversee the management of a very large incident that involves multiple ICS organizations.

Attack Warning: A civil defense warning that an actual attack against this country has been detected.

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.

Blast Wave: A sharply defined wave of increased pressure rapidly propagated through a surrounding medium from a center of detonation or similar disturbance.

Branches: Are established when the number of divisions of groups exceed the recommended span of control of one (1) supervisor to three (3) to seven (7) subordinates.

C

Census Tract: A nonpolitical, geographical subdivision of no standard size, but within a city, town, county, or other political jurisdiction; it is used by the U.S. Bureau of Census as a convenient and flexible unit for surveying and aggregating population, housing, and other demographic or economic statistics. Usually, a tract corresponds to Standard Location Area.

Chain of Command: The orderly line of authority within the ranks of the incident management organization.

Check-In: All responders, regardless of agency affiliation, must report in to receive an assignment in accordance with the procedures established by an incident commander.

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 plant and animals.

Code of Federal Regulations: Title 44, refers to Emergency Management and Assistance.

Congregate Care Facilities: Public or private buildings in host areas that may be used to lodge and care for evacuees. Generally, assigned space is approximately 40 square feet per person. The facility may or may not meet criteria for designation as “fallout shelter”.

Credible Threat: A threat that passes an FBI interagency assessment for authenticity. This term is usually used within the context of a terrorist incident.

D

Damage Assessment: The appraisal or determination of the actual effects resulting from any hazard affecting Berkeley County.

Damage Classification: For the purpose of reporting damage assessments, damage to structures or objects has been divided into three (3) categories: *Severe Damage* or a degree of damage that precludes further use of the structure or object for its intended purposes without essentially complete reconstruction; *Moderate Damage* or a degree of damage to principal members that precludes effective use of the structure or object for the intended purpose unless major repairs are made; *Light Damage* or a degree of damage to buildings resulting in broken windows, slight damage to roofing and siding, blown-down light interior partitions, and slight cracking of curtain walls.

Decontamination: The reduction or removal of contaminate from a structure, object, or person.

Department of Homeland Security (DHS) – Is a government agency that provides investigation services for and protection services against threats to the United States of America.

Disaster/Emergency: An event that causes or threatens to cause loss of life, human suffering, property damage, and economic and social disruption.

Disaster Assistance Center (DAC): A local center established following a major disaster, staffed by various state and federal agencies to provide assistance to individuals.

Division: Established when the number of resources exceeds the manageable span of control of the IC and the Section Chief.

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

Dose Rate: As a general rule, 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.

Dosimeter Charger: An instrument used to reset a dosimeter to a beginning or zero reading.

E

Electromagnetic Pulse (EMP): Energy radiated by nuclear detonation that may affect or damage electronic components and equipment.

Emergency: An occurrence or threat of occurrence which can impair public health and/or safety, or result in injury, damage or loss of life which calls for immediate action. An emergency may be minor or of such magnitude as to constitute a disaster.

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, as provided by the Emergency Alert System Plan.

Emergency Management Assistance: Federal matching funds to state and local agencies for personnel and administrative expenses.

Emergency Operations Center (EOC): The site from which government officials exercise direction and control during emergencies.

Emergency Operations Plan (EOP): A brief, clear and concise documented description of action to be taken or instructions to all individuals and local government services concerned, stating what will be done in the event of an anticipated emergency. The plan will state the method for taking coordinated action to meet the needs of the situation. It will state the action to be taken by whom, what, when and where based on predetermined assumptions, objectives and capabilities.

Evacuee: The individual who is moved to a less hazardous area. Also, may be referred to as a relocatee.

Executive Order (EO): A rule or order having the force of law issued by an executive authority of government.

E

Fallout: Particles of radioactive dust that descend to earth following ground-level detonation of a nuclear warhead.

Federal Emergency Management Agency (FEMA): The central point of contact within the federal government for a wide range of emergency management activities in both peace and war times. FEMA is a component of the Department of Homeland Security.

Functional Area Annex Coordinator: Person with overall responsibility for coordinating actions within a particular area, i.e. the County Sheriff is the Law Enforcement Coordinator.

Functions of Emergency Management: Direction and Control, Communications, Warning, Emergency Public Information, Evacuation, Reception and Care, Shelter, Health and Medical, Law Enforcement, Public Works, Fire and Rescue, Radiological Protection, Human Services, Resource Management, Damage Assessment.

G

Greenwich Mean Time (GMT) or (Z): The standard reference time used throughout the world based on the time at the Royal Observatory in Greenwich, England. using the 24-hour system to convert to Greenwich Time:

- Add 5 hours to Eastern Standard Time (EST)
- Add 6 hours to Central Standard Time (CST)
- Add 7 hours to Mountain Standard Time (MST)
- Add 8 hours to Pacific Standard Time (PST)
- Also called "ZULU" Time for Zero Meridian

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

H

Hazard: A potential event or situation that presents a threat to life and property.

Hazardous Material (Hazmat): Any substance or material in 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 in this plan 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, or mineral fibers (asbestos).

Biological: Microorganisms or 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.

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.

High Altitude Burst: A detonation at an altitude over 100,000 feet. Above this level, the distribution of the energy from the explosion between blast and thermal radiation changes appreciably with increasing altitude due to changes in the fireball phenomena.

Host Area: A specified area designated for reception and care of risk area evacuees.

I

Incident: An event or occurrence with potential threat to the health and safety of residents in the vicinity; may also result in physical damage to properties and facilities.

Incident Action Plan (IAP): Provides a coherent means of communicating the overall incident objectives in the contexts of both operational and support activities.

Incident Command System (ICS): A management system designed to enable effective and efficient domestic incident management by integrating a combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure

Ion: An atom which bears an electrical charge, either positive or negative.

Ionization: The process by which ions are produced.

Isotope: Atoms that have the same atomic number of protons, but different atomic mass or mass number. Isotopes of a particular element have almost identical properties.

J

Joint Information Center (JIC): A physical location where public affairs professionals from organizations involved in incident management activities can collocate to perform critical emergency information dissemination, crisis communications, and public affairs functions.

Joint Information System (JIS): Provides an organized, integrated and coordinated mechanism to ensure the delivery of understandable, timely, accurate, and consistent information to the public during a crisis.

K

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

L

Liaison Officer (LNO): The point of contact for representatives of other governmental agencies, nongovernmental organizations, and/or private entities at the incident site. Serves as a member of the command staff.

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

M

Major Disaster: Public Law 93-288 provides that any flood, drought, fire, hurricane, earthquake, storm, or other catastrophe in any part of the United States which, in the determination of the President, is or threatens to be of sufficient severity and magnitude to warrant disaster assistance by the federal government to supplement the efforts and available resources of state and local governments in alleviating the damage, hardship or suffering caused thereby.

Megaton Energy (MT): The energy of a nuclear (or atomic) explosion which is equivalent to 1,000,000 tons (or 1,000 kilotons) of TNT.

Mitigation: Any action taken which eliminates or reduces the probability of a disaster occurring.

Multi-Agency Coordination System: A combination of facilities, equipment, personnel, procedures, and communications integrated into a common system with responsibility for coordinating and supporting domestic incident management activities. An Emergency Operations Center is an example.

Mutual Aid Agreements: Written or unwritten understandings among jurisdictions that cover methods and types of assistance available during all phases of an emergency.

N

National Response Plan (NRP): A federal plan designed to develop a unified approach to domestic incident management across the nation; formally the Federal Response Plan (FRP).

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

National Warning System (NAWAS): Used for the dissemination of warning and other emergency information from the warning centers or regions to warning points in each state.

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

Nuclear Weapon (or Bomb): 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. Thus, the A- (or atomic) bomb and the H- (or hydrogen) bomb are both nuclear weapons.

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.

Operating Guidelines (OG): Checklists or guidance developed by each specific responding organization that detail responsible individuals by name and phone number and delineate in detail specific organizational emergency activities.

Operations Planning: The process of determining the need for application of resources and determining the methods of obtaining and committing these resources to the operations plan.

P

Peak Population: The maximum population occupying an area at any given time on a normal weekday. The peak population of a city or other area that includes more than one area is a summation of the peak populations for each of the areas.

Daytime Peak - The maximum population occurring during the daylight hours (8 am to 6 pm).

Nighttime Peak - The maximum population occurring during the nighttime hours (6pm to 8am).

Political Subdivisions: Local governments, including but not limited to cities, towns, incorporated communities, counties, parishes, and townships.

Population Protection Planning (PPP): A program that provides for the development, exercising, and maintenance of a single, generic plan that contains annexes which assign tasks and detail procedures for coping with the effects of natural disasters, technological hazards, and nuclear attack.

Preparedness: Action taken to develop the response capabilities needed in the event an emergency should arise.

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

Presidential Declared Major Disaster: Triggers Disaster Relief Act for state and local assistance.

Protection Factor (PF): A number used to express the relation between the amount of fallout gamma radiation that would be received by a person in a completely unprotected location and the amount that would be received by a person in a protected location.

R

Radiation: The emission and propagation of energy through space or through a material medium in the form of waves: electromagnetic and sound or elastic waves and corpuscular emissions.

Radiation Exposure Record: The card issued to individuals for recording their personal radiation exposure dose.

Radioactivity: The liberation of energy by spontaneous disintegration of nuclei.

Radio Amateur Civil Emergency Services (RACES): An emergency service designated to make efficient use of the vast reservoir of skilled radio amateurs throughout the nation in accordance with approved Emergency Operations 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 conditions.

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 performs operator's maintenance of radiological instruments.

Radiological Monitoring: The procedure or operation of locating and measuring radioactive contamination by means of survey instruments which can detect and measure (as dose rates) ionizing radiations. The individual performing the operation is called a monitor.

Recovery: Actions taken to activate the actual provision of emergency services during a crisis.

Resource Tracking: A standardized, integrated process conducted throughout the life cycle of an incident by all agencies at all levels of government.

Risk Area: Areas considered relatively more likely to experience direct hazard effects.

S

Secondary Effects: Emergencies that may develop as a reaction to an initiating emergency. For example, a dam may break as the result of an earthquake.

Shelter, Expedient: A group fallout shelter constructed on a crash basis in a period of crisis.

Shelter, Fallout: A habitable structure of space used to protect its occupants from fallout radiation.

Shelter, Improvised: Any shelter constructed in an emergency or crisis period by individuals or single families, usually in or near their homes.

Span of Control: The span of control of any individual with incident management supervisory responsibility should range from three (3) to seven (7) subordinates.

Staging Area: A location where equipment/personnel are maintained on a temporary basis for emergency response.

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

Surface Burst: The explosion of a nuclear weapon at the surface of the land or water or at a height above the surface less than the radius of the fireball at maximum luminosity (in the second thermal pulse). An explosion in which the weapon is detonated actually on the surface is called a contact surface burst, or true surface burst resulting in fallout.

I

Maps: Maps, charts, checklists, resources, inventories, sample forms, or diagrams all used to support the basic plan, annexes and appendices.

Task Force: Any combination of resources assembled in support of a specific mission or operational need.

Terrorism: The FBI defines terrorism as “the unlawful use of force or violence committed by a group or individual against persons or property to intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of political or social objectives.

Traffic Control Point (TCP): Place along evacuation routes that are named by law enforcement personnel to direct and control movement to and from the area being evacuated.

U

Unified Command (UC): An element in multi-jurisdictional or multi-agency domestic incident management, providing guidelines to enable agencies with different legal, geographic, and functional responsibilities to coordinate, plan, and interact effectively.

Upgrading: Any action that results in physical improvement of existing shelter spaces.

W

Warning: The alerting of emergency management/response officials and the public to the threat of extraordinary danger and the related effects of both natural and man-made disorders.

Warning Point: A facility that receives warnings and other emergency information over NAWAS and relays this information in accordance with state and local Emergency Operations Plans.

Weapon of Mass Destruction (WMD): 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.

Worker-Critical: An individual whose skills or services are required to continue operations of vital facilities and activities that will provide goods and services to the relocated population and host area residents or insure continuance of the jurisdiction’s production capabilities and preservation of the economic system.

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 type of weapon and the time after detonation.

II. LIST OF ACRONYMS

1. ARC – American Red Cross
2. ARES – Amateur Radio Emergency Services
3. ASC – Administrative Support Coordinator
4. BCCC – Berkeley County Communications Center
5. BCOEM – Berkeley County Office of Emergency Management
6. BOE – Board of Education
7. CAP – Civil Air Patrol
8. CEB – County Emergency Board
9. CEO – Chief Executive Official
10. CHEMTREC – Chemical Transportation Emergency Center
11. CMTF – Crisis Management Task Force
12. CO – Communications Officer
13. CST – Central Standard Time
14. CTO – Communications Task Force
15. DAC – Damage Assessment Center
16. DAS – Damage Assessment Section
17. DFO – Disaster Field Office
18. DHHR – Department of Health and Human Resources
19. DMAT – Disaster Medical Assistance Team
20. DNR – Department of Natural Resources, West Virginia
21. DOC – Department Operations Center
22. DOE – Department of Energy
23. EAS – Emergency Alert System
24. EMAC – Emergency Management Assistance Compact
25. EMP – Electromagnetic Pulse
26. EPM – Emergency Program Manager
27. EMS – Emergency Medical Services
28. EMT – Emergency Medical Technician
29. EOC – Emergency Operations Center
30. EOP – Emergency Operations Plan
31. EPI – Emergency Public Information
32. EST – Eastern Standard Time
33. FBI – Federal Bureau of Investigation
34. FBI OSC – Federal Bureau of Investigation ON-Scene Commander
35. FEMA – Federal Emergency Management Agency
36. FOG – Field Operations Guide
37. FSA – Farm Service Agency
38. FSC – Fire Service Coordinator
39. HAZMAT – Hazardous Materials

- 40. HSPD – Homeland Security Presidential Directive
- 41. IAP – Incident Action Plan
- 42. IC – Incident Commander
- 43. ICP – Incident Command Post
- 44. ICS – Incident Command System
- 45. IEMS – Integrated Emergency Management System
- 46. IMT – Incident Management Teams
- 47. JIC – Joint Information Center
- 48. JIS – Joint Information System
- 49. JOC – Joint Operations Center
- 50. JPIC – Joint Public Information Center
- 51. LEADS – Law Enforcement Automated Data System
- 52. LEERN – Law Enforcement Emergency Radio Net
- 53. LEPC – Local Emergency Planning Committee
- 54. LNO – Liaison Officer
- 55. MCC – Mass Care Coordinator
- 56. MCL – Mass Care Liaison
- 57. Mhz – Megahertz
- 58. MSDS – Materials Safety Data Sheet
- 59. MST – Mountain Standard Time
- 60. MT – Mega Tons
- 61. NIMS – National Incident Management System
- 62. NRP – National Response Plan
- 63. NAWAS – National Warning System
- 64. NBC – Nuclear, Biological, and Chemical
- 65. NOAA – National Oceanic and Atmospheric Administration
- 66. NORAD – North American Aerospace Defense Command
- 67. NRP – National Response Plan
- 68. NWS – National Weather Service
- 69. OHSEM – Office of Homeland Security & Emergency Management
- 70. OG – Operating Guidelines
- 71. OP – Operation Plan
- 72. PF – Protection Factor
- 73. PIO – Public Information Officer
- 74. POLREPS – Pollution Reports
- 75. PPP – Population Protection Planning
- 76. PST – Pacific Standard Time
- 77. RACES – Radio Amateur Civil Emergency Service
- 78. RCCC – Randolph County Communications Center
- 79. RCFPA – Randolph County Fire Protection Association
- 80. R&D – Research and Development
- 81. RECA – Randolph Emergency Communications Agency
- 82. RERP – Radiological Emergency Response Plan
- 83. ROC – Regional Operations Center
- 84. RM – Resource Management
- 85. RP – Radiological Protection
- 86. RPP – Radiological Protection Plan
- 87. SAC – Special Agent in Charge
- 88. SAR – Search and Rescue
- 89. SDO – Standard Development Organizations
- 90. SEB – State Emergency Board

- 91. SEOC – State Emergency Operations Center
 - 92. SERC – State Emergency Response Committee
 - 93. SITREPS – Situation Reports
 - 94. SNM – Special Nuclear Material
 - 95. SO – Safety Officer
 - 96. SOG – Standard Operations Group
 - 97. SOP – Standard Operating Plan
 - 98. SSRA – Supervisory Senior Resident Agent
 - 99. TAT – Threat Assessment Team
 - 100. TCP – Tactical Command Post
 - 101. TMT – Threat Management Team
 - 102. TNT - Explosives
 - 103. TO – Tasked Organization
 - 104. UC – Unified Command
 - 105. USPHD – United States Public Health Department
 - 106. WC – Warning Coordinator
 - 107. WMD – Weapons of Mass Destruction
 - 108. WVSMF – West Virginia State Fire Marshall
 - 109. WVARC – West Virginia Army National Guard
 - 110. WVBPH – West Virginia Bureau of Public Health
 - 111. WVDEP – West Virginia Department of Environmental Protection
 - 112. WVDNR – West Virginia Department of Natural Resources
 - 113. WVDOH – West Virginia Department of Highways
 - 114. WVEMD – West Virginia Division of Emergency Management
 - 115. WVEOC – West Virginia Emergency Operations Center
 - 116. WVEOP – West Virginia Emergency Operations Plan
 - 117. WVGPO – West Virginia Governor's Press Office
 - 118. WVSP – West Virginia State Police
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BERKELEY COUNTY EMERGENCY OPERATIONS PLAN

EMERGENCY SUPPORT FUNCTION #1 – TRANSPORTATION

COORDINATING AGENCY

- Berkeley County Office of Emergency Management (BCOEM)

PRIMARY AGENCY

- Berkeley County Office of Emergency Management (BCOEM)

RELATED FEDERAL ESFs

- ESF #1: Transportation

RELATED STATE ESFs

- ESF #1: Transportation
- SPT #6: Evacuation & Re-Entry

SUPPORTING AGENCIES

- Local Law Enforcement
- Berkeley County Board of Education
- Eastern Panhandle Transit Authority (EPTA)
- West Virginia Department of Transportation (WVDOT)
- West Virginia Department of Education (WVDE)
- West Virginia Division of Natural Resources (WVDNR)
- West Virginia Division of Emergency Management (WVEMD)
- West Virginia Public Service Council (WVPSC)
- US Department of Transportation (USDOT)
- US Coast Guard (USCG)
- US Army Corps of Engineers (USACE)
- Civil Air Patrol (CAP)

I. PURPOSE

- A. Emergency Support Function (ESF) #1 provides guidance to ensure effective coordination and utilization of the transportation system and resources during emergencies and disasters (i.e., mass evacuations, medical evacuations, transport of emergency supplies and personnel). Berkeley County Office of Emergency Management (BCOEM) coordinates with local transportation resources, the West Virginia Department of Transportation (WVDOT) as well as other state and federal transportation resources, voluntary organizations, Non-Governmental Organizations (NGOs), and the private sector to manage Berkeley County's transportation infrastructure in response to incidents.

II. SCOPE

- A. The provisions of Emergency Support Function (ESF) #1 are to outline and describe the relationship between public and private sector transportation stakeholders to sustain transportation services, mitigate adverse economic impacts, meet societal needs, and move emergency relief personnel and commodities throughout Berkeley County. This ESF describes the means to monitor and report damages to transportation infrastructure resulting from incidents, and outlines methods to identify temporary alternative transportation solutions to be implemented when Berkeley County's transportation systems and infrastructure are damaged, unavailable, or overwhelmed. Transportation assistance requirements for the management of an incident may include, but not be limited to:
1. Coordinating request for transportation support within the authorities and resource limitation of this ESF's primary and support agencies.
 2. Local law enforcement agencies will monitor and report damages to transportation infrastructure.
 3. The Berkeley County Public Works Director and the Martinsburg Streets Department would coordinate road closures and identifying alternate systems of transportation.
 4. Coordinating the restoration and recovery of transportation infrastructure.
 5. Conducting activities under the direct authority of local, state, and federal agencies as they relate to Berkeley County's aviation, roadway, railway, waterway, and pipeline transportation systems.
 6. ESF #1 will strive to provide any, or all, of the activities to support the Evacuation Support Annex.

III. POLICIES

- A. Primary responsibility for the management of incidents involving transportation rests with local authorities and private sector organizations.
- B. All primary and support agencies assigned responsibilities in ESF #1 should develop and maintain the necessary plans, Standard Operating Guidelines (SOGs), and Mutual Aid Agreements (MAAs) to successfully accomplish their tasks.



- C. All agencies will advise Berkeley County Office of Emergency Management (BCOEM) of all transportation movements arranged independently from ESF #1. Unnecessary duplication or reassignment of transportation resources will directly affect prevention, preparedness, and response efforts.
- D. In cases where Berkeley County is overwhelmed, state support will follow the National Response Framework (NRF). State-directed emergency transportation operations will coordinate with BCOEM to supply appropriate resources to accommodate citizens with special and/or functional needs during an evacuation.
- E. All agencies/departments are required to maintain a current inventory of transportation resources and their service condition.

IV. ORGANIZATIONAL STRUCTURE

- A. The Berkeley County Board of Education – Director of Transportation will serve as the Chief of the Transportation Sector when this Emergency Support Function (ESF) is activated.
- B. Maintenance, assessments, and repairs of state highways is the responsibility of the West Virginia Division of Highways (WVDOH).
- C. Maintenance, assessments, and repairs of municipal-owned roads are the responsibility of the municipal street departments.
- D. Evacuations should be a coordinated event using a Unified Command (UC).
- E. The Emergency Operations Center (EOC) should activate, at least partially, when an evacuation is imminent or ordered.
- F. **Air Transportation:** State air transportation resources are managed utilizing the National Incident Management System (NIMS) *Air Operations Procedures*. State air transportation resources are available from the following, but would need to be requested and approved through the state EOC:
 - 1. West Virginia State Aviation Division,
 - 2. Civil Air Patrol (a volunteer organization with a history of responding when requested by appropriate authorities), and
 - 3. The West Virginia National Guard (WVNG), upon activation, can support all aspects of air operations.



- G. The West Virginia Department of Health and Human Resources (WVDHHR), Office of Emergency Medical Services (EMS) is responsible for transportation services required for medical evacuations beyond the capabilities of local EMS units and hospitals. EMS and/or rescue services may be required to evacuate non-ambulatory persons in nursing homes or hospitals.
- H. When transportation requests exceed the capabilities of Berkeley County agencies, and regional partners, Berkeley County Office of Emergency Management (BCOEM) may request transportation resources via WebEOC through the West Virginia Division of Emergency Management (WVEMD).

V. CONCEPT OF OPERATIONS

- A. Berkeley County Office of Emergency Management (BCOEM) will monitor and coordinate the activities of the primary and support agencies with transportation related duties and responsibilities. When the Berkeley County Emergency Operations Center (EOC) is activated and this Emergency Support Function (ESF) is implemented, BCOEM may request local law enforcement and street departments to assist with identifying other ESF #1 departments/agencies that may be needed, and take steps to assure that the identified agencies are notified. All transportation equipment owned by Berkeley County, including public school buses, will be utilized as circumstances dictate.
- B. Initial response activities that ESF #1 conducts during emergencies include:
 - 1. Monitoring and reporting the status of the transportation system and infrastructure.
 - 2. Coordinating with local law enforcement, county and municipal governments on traffic movement.
 - 3. Implementing air traffic and airspace restrictions as necessary in coordination with the Federal Aviation Administration (FAA).
 - 4. Implement waterway traffic on the Potomac River in coordination with the West Virginia Division of Natural Resources (WVDNR) – Law Enforcement Division, and the U.S. Coast Guard (USCG).
 - 5. Verifying inventory of transportation resources and their service condition.
 - 6. Pre-positioning resources (i.e., Eastern Panhandle Transit Authority vehicles) in anticipation of a transportation emergency.

- C. Local law enforcement and street departments will provide an Initial Damage Assessment (IDA) report of all highways, bridges, tunnels, overpasses, etc. to BCOEM within 12 hours of an incident and coordinate the following:
 - 1. Closing those determined to be unsafe.
 - 2. Posting required signage and barricades.
 - 3. Notifying BCOEM and Berkeley County 911 of alternate routes due to damage to transportation infrastructure.

- D. Transportation requests should be prioritized as follows:
 - 1. Transportation resources for the evacuation of persons from immediate danger.
 - 2. Transport of materials, personnel, and supplies to support emergency activities.
 - 3. Transportation of persons registered for evacuation assistance via local databases, if available.

- E. All ESF #1 supporting agencies will report all transportation request through the Berkeley County EOC. EOC staff would contact the Berkeley County BOE Superintendent to request available buses.

- F. The West Virginia Department of Transportation (WVDOT) and West Virginia Division of Highways (WVDOH) will lead the continuing reassessment of state highways, roads, bridges, tunnels, overpasses, to address the most critical transportation infrastructure needs.

- G. ESF #1 will coordinate with ESF #7 – Logistics for all transportation requirements beyond ESF #1 capabilities.

- H. BCOEM in coordination with the WVDOT will prioritize the restoration and recovery of the transportation infrastructure based on resources being utilized for essential survival activities in support of disaster areas on a priority basis, and for the other areas of Berkeley County as available and required.

I. ESF Roles Aligned with Core Capabilities

Core Capability	ESF #1 – Transportation
Operational Coordination	Identifies government and private sector stakeholders to be identified.
Critical Transportation	- Monitors and reports the status of and damage to the transportation system and infrastructure. - Identified temporary alternative transportation solutions to be implemented when primary systems or routes are unavailable or overwhelmed. - Implements appropriate air traffic and airspace management measures. - Provides longer-term coordination of the restoration and recovery of the affected transportation system and infrastructure if required.

Table 1.1

VI. AGENCY RESPONSIBILITIES MATRIX

Primary Agency	Acronym	Responsibilities
Berkeley County Office of Emergency Management	BCOEM	- Serve as the primary coordinator of this ESF. - Coordinate with local, state and federal transportation resources, voluntary organizations, Non-Governmental Organizations (NGOs), and the private sector to manage Berkeley County's transportation infrastructure in response to incidents. - Fill all transportation-related resource requests through the appropriate channels. - Prioritize the restoration and recovery of transportation infrastructure.
Support Agencies	Acronym	Responsibilities
Local Law Enforcement		- Monitor and report damages to transportation infrastructure. - Provide an Initial Damage Assessment (IDA) report of all highways, bridges, tunnels, overpasses, etc. to the BCOEM within 12 hours of an incident. - Coordinate road closures and identifying alternate systems of transportation. - Provide traffic control to ensure adequate traffic flow. - Request transportation resources as necessary through the BCOEM. - Carry out evacuation as necessary.
Berkeley County Board of Education	BOE	- Provide 25-35 school buses for various transportation needs when requested, and as available. - Maintain a current status board of transportation assets available and currently being utilized for the movement of people.

Table 1.2

Support Agencies	Acronym	Responsibilities
Eastern Panhandle Transit Authority	EPTA	- Assist with mass evacuations by providing 20 buses. Would complete routes then move services to assist. Would not pull people in-route to non-emergency medical assistance appointments. - Have MOUs with nursing homes for evacuations. NOTE: Approximately 60% of vehicles have ID numbers on top of the vehicles so they can be identified from the air.
West Virginia Department of Transportation	WVDOT	- Transport supplies and equipment to the disaster area(s). - Establish fuel supply priorities in coordination with the WVEMD and other state officials following a proclamation of an emergency by the Governor. - Deploy division assets to areas in need of debris removal or road restoration operations and request other department units for assistance, when necessary, to keep transportation flowing freely. - Deploy personnel and equipment to evaluate damaged bridges and roadways. - Identify alternate emergency land transportation methods on state and federal routes. - Coordinate and reports damage assessment of state and federal land transportation routes. - Assist with traffic control by providing barrier and diversion devices, displaying messages to assist with traffic management. - Develop a disaster recovery plan that addresses the long-term restoration and continuity of transportation services and facilities following an emergency or disaster.
West Virginia Department of Education	WVDE	- Assist in emergency transportation planning through the WVEMD. - Coordinate the use of county school buses and drivers from non-affected areas of the state.
West Virginia Division of Natural Resources	WVDNR	- Provide 4X4 and all-terrain vehicle support for transportation needs. - Provide watercraft support for waterways access.
West Virginia Division of Emergency Management	WVEMD	- Maintains transportation inventory according to type and controlling agency. - Coordinates requests for transportation resources and designates appropriate agency for task.
West Virginia Public Service Council	WVPSC	Assist and advise ESF #1 on available intrastate "for hire" transportation resources.

Table 1.2 continued

Support Agencies	Acronym	Responsibilities
US Department of Transportation	USDOT	• Perform activities conducted under the direct authority of DOT elements as these relate to air, maritime, surface, rail, and pipeline transportation. • Manage the headquarters and the regional ESF #1 activities. • Deploy members to fill positions in EOCs and on emergency response teams and other entities as necessary. • Through the Federal Aviation Administration (FAA), oversee the operation and regulation of US National Airspace System. • Work with primary and support agencies, local and state transportation departments, and industry partners; as well as with input from the National Infrastructure Coordinating Center and Transportation Security Operations Center, to assess and report the damage to the transportation infrastructure; and analyzes the impact of the incident on transportation operations nationally and regionally. • Coordinate and implement, as required, emergency-related response and recovery functions performed under DOT statutory authorities. This includes management of the airspace, emergency highway funding for Federally-owned highways, hazardous materials movement, and damage assessment. • Provide technical assistance to local, state, tribal areas, and Federal Government entities in determining the most viable transportation networks to, from, and within the incident area, as well as availability of accessible transportation. • Assist in restoring the transportation infrastructure through ESF #3 and the Stafford Act program.
US Coast Guard	USCG	• Maintain jurisdiction over the navigable rivers and the barge traffic upon them.
US Army Corps of Engineers	USACE	• Authorize closure of the navigable rivers to traffic. • Provide assistance with flood punts (small aluminum boats).
Civil Air Patrol	CAP	• Aerial damage assessment. • Provide limited air support (Fixed Wing).

Table 1.2 continued

VII. AUTHORITIES & REFERENCE

A. Authorities

- WV Code, Chapter 5F, Article 2, as amended
- WV Code, Chapter 15, Article 5, Sections 6 and 12, as amended
- WV Code, Chapter 17, Article 16, as amended

B. References

- West Virginia Division of Emergency Management (WVEMD). (2018). *West Virginia Emergency Operations Plan, ESF #1 Transportation*. Charleston, WV.
- United States Department of Homeland Security (US DHS). (2013). *National Response Framework*. Washington, D.C.

BERKELEY COUNTY EMERGENCY OPERATIONS PLAN

EMERGENCY SUPPORT FUNCTION #2 – COMMUNICATIONS

COORDINATING AGENCY

- Berkeley County Emergency Communications Center (ECC)

PRIMARY AGENCIES

- Berkeley County Emergency Communication Center (ECC)
- Berkeley County Office of Emergency Management (BCOEM)

RELATED FEDERAL ESFs

- ESF #2: Communications
- ESF #5: Information and Planning
- ESF #15: External Affairs

RELATED STATE ESFs

- ESF #2: Communications
- ESF #5: Emergency Management
- ESF #15: External Affairs

SUPPORTING AGENCIES

- Local Amateur Radio Operators
- Local Media Providers
- Berkeley County Board of Education (BOE)
- West Virginia Division of Emergency Management (WVEMD)
- West Virginia Department of Health & Human Resources (WVDHHR)
- Civil Air Patrol (CAP)
- United States Department of Homeland Security (US DHS)

I. PURPOSE

- A. Emergency Support Function (ESF) #2 outlines communication procedures and capabilities employed in the event of a large-scale emergency or disaster in Berkeley County to provide for the direction and control of response agencies engaged in emergency operations, and to ensure the interchange of information between units of government, private sector, and non-private partners participating in the management of large-scale incident.

II. SCOPE

- A. The communications guidelines contained in ESF #2 apply to large-scale events, emergencies, and disasters. While efforts were made to keep these guidelines consistent with those employed by tasked agencies during regular operations, the intent of this ESF is not to govern routine communications.
- B. Activities within the scope of ESF #2 include:
 - 1. The coordination, provision, support and/or restoration of all county-managed communications and infrastructure during incident response and training.
 - 2. The coordination of outage reporting and restoration planning for all private telecommunications service providers operating within Berkeley County.
 - 3. These actions will be consistent with Federal Communications Commission (FCC), State of West Virginia Statewide Interoperability Radio Network (SIRN) rules, regulations and policies.
 - 4. This ESF describes the overall communications system employed by Berkeley County prior to, during, and after emergency situations. These systems will be used in support of the operations of the Berkeley County Emergency Operations Center (EOC), and the response community and include, but are not limited to radio communications, land line, cellular, special telephonic communications, computer internet and modem communications, the Emergency Alert System (EAS), and cable mediums.

III. POLICIES

- A. All agencies and departments' assigned responsibilities in ESF #2 should develop and maintain the necessary plans, Standard Operating Guidelines (SOGs), Mutual Aid Agreements (MAAs), model contracts, and equipment to accomplish their tasks.
- B. Tactical communications should be governed by any agency or county-level tactical interoperable communications plans. All agencies will be expected to complete tactical interoperable communications plans.
- C. Communications and notifications from the Berkeley County Emergency Communications Center (ECC) are governed by internal agency protocols and Standard Operating Guidelines (SOGs).

- D. Message logs and other records should be kept in order to maintain an accurate account of the response, including the support that was provided. Message logs are currently maintained through the Computer Aided Dispatching (CAD) system and CMI. Communications records should be provided to the ECC Director. Depending on records needed, Berkeley County Office of Emergency Management (BCOEM) will ask for them from the ECC Director as needed. All records should be maintained for a minimum of seven years.
- E. Communications equipment purchases are coordinated through the Berkeley County Council, Berkeley County IT Department, and the ECC Director. All purchases go through the state auditor's office and purchasing to ensure adherence to proper guidelines.
- F. The Berkeley County ECC has developed a training procedure for their staff. All new dispatchers must go through a training period with a training officer. All first responders in the county are required to receive training on the radio system.
- G. BCOEM in coordination with the ECC Director is ultimately responsible for maintaining this ESF on a bi-annual timeframe.

IV. ORGANIZATIONAL STRUCTURE

- A. The Emergency Communications Center (ECC) Director or designee will serve as the Communications Officer and is responsible for coordinating all Emergency Communications within Berkeley County in the event of a natural disaster or other emergency.
- B. During large-scale emergencies, Berkeley County ECC and BCOEM personnel will coordinate response efforts and assist other agencies to the extent possible with the provisions of communications capabilities. Emergency rule can be instated which allows for the suspension of certain parts of protocol, and the modification of call processing during large-scale incidents.
- C. The ECC and the EOC communicate primary via landline telephone, cellular telephone, fax, email, and via radio utilizing the EMA talk-group. An ECC staff member would be assigned to the EOC when activated.
- D. In some instances, existing communication systems can be supplemented by Statewide Interoperable Radio Network (i.e., digital trunking system) capabilities.

- E. The West Virginia Division of Emergency Management (WVEMD) also coordinates the WebEOC software for use throughout West Virginia. This coordination includes the provision of training and ensuring that the system is periodically upgraded and working properly.
- F. Within the traditional Incident Command System (ICS) construct, a “communications unit” can be designated within the logistics section of the general staff.
- G. The Berkeley County IT Department is responsible for ensuring that communications shortfalls are quickly identified and overcome during response operations. The ECC Director is responsible for identifying, troubleshooting, and overcoming communications shortfalls during peace time operations as well. SIRN, Frontier, Central Square and Motorola will take care of issues once contacted by the ECC Director.
- H. High wind events, ice accumulation, tornadoes, phone lines being cut, loss of connectivity between towers and equipment are typically the only hazard that disrupts the communications network, phone lines are currently the biggest issues. The entire communications system is grounded.

V. CONCEPT OF OPERATIONS

- A. General
 - 1. All emergency-related communications should be transmitted in plain language, utilizing no codes or uncommon acronyms.
 - 2. The Berkeley County Emergency Communications Center (ECC) is a continuously-staffed facility routinely used for activation and coordination of emergency response personnel.
 - 3. The Berkeley County ECC serves as the primary answering point for all county emergencies and is responsible for dispatching response personnel. The ECC-Central Dispatch is located at 802 Emmett Rousch Drive, Suite A, Martinsburg, WV.
 - 4. In the event that the primary ECC is not available, multiple backup communications centers has been established.
 - a. Calls can be redirected to the Jefferson County 911 center.

5. The following emergency communications systems should be readily available:
 - a. Statewide Interoperable Radio Network (SIRN) P25,
 - b. Conventional FCC-licensed radio frequencies (County Fire Frequency),
 - c. WEAPONS/NLETS,
 - d. Commercial landline and cellular telephone service,
 - e. Multiple internet paths, WebEOC
 - f. National Warning System (NAWAS),
 - g. Emergency Alert System (EAS),
 - h. Amateur radio (3 to 4 operators).
 - i. The Sheriff's Office and Health Department have satellite phones.

B. On-Scene Communications

1. The Incident Command Post (ICP) should serve as the communications link between on-scene personnel from various disciplines and agencies.
2. The primary means of communication between on-scene personnel and the Emergency Operations Center (EOC) is via mobile and portable radios. Backup communications include cellular telephone and three to four amateur radio operators.
3. On-scene communications may be moved to tactical or talk around channels to keep primary and dispatch frequencies clear.
4. Tactical channels may be requested by the Incident Commander (IC) or assigned per protocol by Berkeley County Office of Emergency Management (BCOEM).

C. Multi-State Incidents

1. Berkeley County, due to location, may be involved in emergencies that bring together responders from West Virginia, Maryland, and Virginia.
2. If the incident is located in Berkeley County, the staging area manager has the ability to patch them into the county radio system, which would provide a minimum baseline of common communications.
3. If such a practice were used, that staging area manager should ask for identification from the incoming responders (such as a driver's license) to ensure that cache radios can be tracked and that the county can retrieve them.

4. Berkeley County utilizes three radio stations that can send messages out; WEPM 1340AM, WRNR 740AM, and WLTF 97.5FM. AlertBerkeley, Social Media, and the Fusion Center are also utilized to send messages out.

D. ESF Roles Aligned with Core Capabilities

Core Capability	ESF #2 – Communications
Operational Communications	- Provides an overview of emergency dispatch and 9-1-1 support. - Outlines basic communications protocols supporting routine operations. - Discusses available measures to support interoperable communications. - Discusses overcoming communications shortfalls (including redundancy). - Identifies means to provide timely communications.

Table 2.1

VI. AGENCY RESPONSIBILITIES MATRIX

Primary Agencies	Acronym	Responsibilities
Berkeley County Emergency Communications Center (Central Dispatch)	ECC	- Serve as the primary coordinator of this ESF. - Ensure that the communications staff abides by proper radio protocols, follow proper voice transmission policies, and follow proper message handling procedures. - Screen and log communications in an appropriate manner. - Dispatch responders, and appropriately relay communications messages. - Provide adequate communications equipment, resources, and facilities for county communication requirements. - Staff, equip, and operate emergency communications facilities. - Maintain systems, support equipment, and emergency back-up power in a readiness posture. - Provide for radio system compatibility and patching. - Test and maintain communication equipment on a regularly scheduled basis. - Monitor NOAA All-Hazard radios, Emergency Alert System (EAS), Weapon/Nlets and any other available emergency notification systems as appropriate.

Table 2.2

Primary Agencies	Acronym	Responsibilities
Berkeley County Office of Emergency Management	BCOEM	- Initiate and disseminate Situation Reports (SITREPs) with respect to communications as necessary. - Assist all organizations supporting ESF #2 in obtaining required outside assistance and resources as necessary. - Coordinate, as necessary, with the ECC when activating the Emergency Operations Center (EOC). - Coordinate with local media outlets as necessary. - Issue messages to the National Weather Service (NWS).
Support Agencies	Acronym	Responsibilities
Local Amateur Radio Operators		- Provide personnel and equipment as requested and available to supplement communication needs for the county. - Follow proper communications protocols (delineated by the county, state, and Federal Communications Commission) if utilized as a backup communications system. - Maintain records of amateur radio communication actions throughout an emergency.
Local Media Providers		- Publish emergency press releases as requested by BCOEM. - Relay accurate information to the public.
Berkeley County Board of Education	BC BOE	Assist in the dissemination of warnings via the mass notification system (i.e., InTouch system).
West Virginia Division of Emergency Management	WVEMD	- Support local requests for communication resources. - Provide guidance when requested and appropriate. - Identify state communications needs, and coordinate State communications assets. - Coordinate as necessary with federal personnel.
West Virginia Department of Health & Human Resources	WVDHHR	- Maintain automated alerting capabilities with the Health Alert Network (HAN) system. - Maintain voice and video over the internet conferencing capabilities with Health Departments and Regional Hospital Coordination Center (RHCC) sites throughout the state.
Civil Air Patrol	CAP	Provide supplemental communications capabilities as necessary.

Table 2.2 continued

Support Agencies	Acronym	Responsibilities
US Department of Homeland Security	US DHS	• Coordinate ESF #2 operations as necessary. • Acts to achieve, maintain and enhance interoperable emergency communications capabilities; and to support and promote the ability of emergency response providers and relevant government officials to communicate during and following disasters. • Provide timely technical assistance, risk management support, and incident response capabilities to Federal and non-Federal entities with respect to cybersecurity risks and incidents.

Table 2.2 continued

VII. AUTHORITIES & REFERENCE

A. Authorities

- WV Code, Chapter 5, as amended
- WV Code, Chapter 7, Article 1, Section 3cc, as amended
- WV Code, Chapter 15, Article 3, as amended
- WV Code, Chapter 15, Article 5, Section 21, as amended
- West Virginia Executive Order No. 13-07
- Federal Emergency Management Agency. Emergency Communications. CPG 1 3. Washington: FEMA, 1977
- Public Law (PL) 93-288, Section 202, as amended

B. References

- West Virginia Division of Emergency Management (WVEMD). (2018). *West Virginia Emergency Operation Plan, ESF #2 Communications*. Charleston, WV.
- West Virginia Statewide Interoperability Radio Network. (2015). *West Virginia Statewide Communication Interoperability Plan*. Charleston, WV.
- United States Department of Homeland Security. (2016). *National Response Framework*. Washington, D.C.
- United States Department of Homeland Security. (2014) *National Emergency Communications Plan*. Washington, D.C.
- Office of Science and Technology Policy. (n.d.). *National Plan for Telecommunications Support in Non-Wartime Emergencies*. Washington, D.C.
- United States Fire Administration. (2008). *Radio Communications Guide for the Fire Service*. Washington, D.C.

BERKELEY COUNTY EMERGENCY OPERATIONS PLAN

EMERGENCY SUPPORT FUNCTION #3 – PUBLIC WORKS & ENGINEERING

COORDINATING AGENCY

- Berkeley County Office of Emergency Management (BCOEM)

PRIMARY AGENCIES

- West Virginia Department of Transportation (WVDOT)
- Berkeley County Engineer
- Public Service Districts (PSDs)
- Water Departments
- Sanitary Sewer Departments

RELATED FEDERAL ESFs

- ESF #3: Public Works and Engineering
- ESF #12: Energy

RELATED STATE ESFs

- ESF #3: Public Works and Engineering
- ESF #12: Energy

SUPPORT AGENCIES

- Electricity Providers
- Natural Gas Providers
- Berkeley County Office of Emergency Management (BCOEM)
- West Virginia Division of Emergency Management (WVEMD)
- West Virginia Department of Environmental Protection (WVDEP)
- West Virginia Public Service Commission (WVPSC)
- West Virginia Department of Agriculture (WVDA)
- US Army Corps of Engineers (USACE)
- US Department of Energy (USDOE)
- US Department of Agriculture (USDA)
- US Department of Homeland Security (US DHS)
- US Department of Transportation (USDOT)

I. PURPOSE

- A. Emergency Support Function (ESF) #3 describes how the county will provide resources to support emergency public works needs during emergencies.
- B. ESF #3 also describes the guidelines to be followed in the assessment of damages resulting from major incidents.
- C. ESF #3 provides direction and control for the utility boards, Public Service Districts (PSDs), in Berkeley County, and outlines their functions, responsibilities and activities during periods of emergency.

II. SCOPE

- A. ESF #3 applies to all public works agencies in Berkeley County and defines their role in providing resources to the protection of citizens and their property when threatened or impacted by an emergency or disaster.
- B. Activities within the scope of this function include conducting pre-incident and post-incident assessments of public works and infrastructure; executing emergency contract support for life-saving and life-sustaining services; providing technical assistance to include construction management, and providing emergency repair of damage public infrastructure and critical facilities.

III. POLICIES

- A. Documentation of all work done at work sites should be in the form of “Situation Reports” (SitReps) and include man-hours committed, equipment hours, materials and supplies consumed, and any damages incurred.
- B. Before entering or clearing private property, emergency officials should encourage the landowner to sign a right of entry and/or debris removal agreement.
- C. All documentation and agreements should be turned into the Berkeley County Office of Emergency Management (BCOEM) Director within ten days of the conclusion of response operations.
- D. All agencies, departments, and organizations assigned responsibilities in ESF #3 should develop and maintain the necessary plans, Standard Operating Guidelines (SOGs), and Mutual Aid Agreements (MAAs) to accomplish their tasks.

IV. ORGANIZATIONAL STRUCTURE

- A. The Berkeley County Engineer will serve as the Engineering and Public Works Coordinator, and may activate mutual aid with adjacent counties when additional emergency resources are needed.
- B. Each operating department will communicate directly with its own field forces, and in turn will keep the Emergency Operations Center (EOC) informed of all activities performed, personnel and equipment committed, and additional personnel and equipment needed to maintain adequate recovery efforts via the Berkeley County Engineer.
- C. Berkeley County and municipalities are responsible for local infrastructure and roadways.

- D. Private sector organizations are responsible for the maintenance and repair of their infrastructure, including privately-owned access roads and facilities.
- E. West Virginia Department of Transportation (WVDOT), Division of Highways (DOH), is responsible for maintenance and repair of state and federal roadways.
- F. If large-scale debris removal operations are necessary, the Incident Commander (IC) may establish a “Debris Removal Unit” under the operations section to coordinate debris removal and disposal. This unit would include individuals from the solid waste authority and roadside litter pickup.
- G. When the forces of two (2) or more public works organizations are mutually engaged in activities resulting from an emergency, an official from the affected jurisdiction should maintain direction and control of public works units. This individual should make mission assignments to the leaders of the other departments that may be assisting in the response.

V. CONCEPT OF OPERATIONS

A. General

- 1. Public works organizations may be involved in, but not limited to, the following tasks during emergencies:
 - a. Emergency repairs to their own systems,
 - b. Restoration of service,
 - c. Roadway clearance (primarily WVDOH),
 - d. Damage assessments,
 - e. Building inspections,
 - f. Debris clearance.
- 2. It is significant to note that several infrastructure providers have devised plans separate from this document to address emergency situations (i.e., water providers are required to have emergency action plans). See the utilities providers for Berkeley County in the table below.

BERKELEY COUNTY UTILITY PROVIDERS	
Utility	Provider
Telephone	Frontier provides landline service. Multiple companies provide cellular service.
Water	Berkeley County Public Service Water District and City of Martinsburg. City and county water lines are interconnected.
Sewer	Berkeley County Public Service Sewer District and City of Martinsburg.
Television/Cable	Comcast and Xfinity. Multiple companies offer home satellite TV services.

Table 3.1

Note: Electric and gas provides are provided in ESF #12: Energy

B. Response

1. Field personnel should report all roadway obstructions (i.e., snow, debris, etc.) and utility disruptions to the county Emergency Operations Center (EOC). The EOC should coordinate with the Incident Commander (IC) and the operations branch to prioritize response.
2. Municipal street departments are responsible for the clearance of municipally owned streets. The West Virginia Department of Transportation (WVDOT) may assist.
3. Local Public Service Districts (PSDs), utility boards, water treatment facilities, and sewer facilities are responsible for the clearance of their own facilities.
4. The WVDOT is responsible for the clearance of highways and bridges.
5. Property owners are responsible for clearance of their own property.
6. The EOC may receive requests to assist in debris removal from emergency sites. Often such equipment as dump trucks, backhoes, bucket loaders, etc., are requested. If the resources are not available locally or in a surrounding jurisdiction, the EOC should make a request to the state EOC.
7. Coordinate with water and sewer departments and the county health department to ensure the integrity of water supplies and sewage systems from the effects of hazardous materials.
8. There is a media specialist that works under the Berkeley County Council that can push mass notifications for any requesting county agency.

C. Damage Assessment

1. Responsibility for damage assessment ultimately lies with local government agencies.
2. Damage assessment personnel should be trained in order to provide fast and accurate information to the EOC.
3. Initial Assessment
 - a. Local officials should conduct the initial damage assessments using all available resources (e.g., fire, police, BCOEM, etc.) as soon as possible following an emergency.
 - b. Early identification of problems affecting the population can enable the Incident Commander (IC), the EOC, and elected officials to make prompt and efficient decisions concerning resources available and needed.

- c. Items to consider for initial assessment:
 - i. Estimate of homes affected,
 - ii. Estimates of businesses and public buildings affected,
 - iii. Road and bridge closures,
 - iv. Infrastructure damage (e.g., power lines, water mains, etc.).
 - d. The initial report should be submitted to the West Virginia Division of Emergency Management (WVEMD) within 24 hours of the incident.
4. Comprehensive Damage Assessment
- a. Subsequent to rescue and damage-limiting operations, a comprehensive damage assessment survey should be made to develop specific information on the severity and magnitude of the disaster.
 - b. The comprehensive assessment may be consolidated for unincorporated areas in the county.
 - c. The detailed report should be forwarded to WVEMD within 72-hours of the incident and serves as the primary instrument to request assistance from the state and subsequently the federal government (if established criteria are met).
 - d. Comprehensive damage assessments should include, but may not be limited to, the following.
 - i. Area: Rural, urban or combination
 - ii. Debris: The cost of removing it; does it pose a health hazard, prevent access to homes/businesses, or block roads
 - iii. Damage to roads and bridges
 - iv. Damage to water control facilities
 - v. Damage to utilities
 - vi. Damage to public buildings
 - vii. Emergency work performed
 - viii. Damage to parks and recreation areas
 - ix. Deaths/injuries
 - x. Budget information
 - xi. Nature of remaining threat
 - xii. Personal Property: Estimate of losses

- xiii. Businesses: Estimates of losses and unemployment
- xiv. Agricultural: Crops, livestock, and equipment
- xv. Estimate of insurance coverage

5. Repairs to public facilities may begin as soon as possible. Priority should be given to those facilities that are critical to emergency response activities.

D. Debris Management

1. Planning for debris management operations is a function of the Incident Commander (IC), Berkeley County Emergency Operations Center (EOC) staff, and public works organizations.
2. Public works organizations may be requested to assist in debris removal from emergency sites.
 - a. Often times, such equipment as dump trucks, backhoes, wheel loaders, etc. is requested.
 - b. Public works officials should coordinate with the Berkeley County Office of Emergency Management (BCOEM) and others in the EOC regarding disposal sites, etc.
 - c. Other emergency services personnel (e.g., fire service, hazmat specialists, etc.) should be contacted if contamination is suspected. If these individuals are unavailable on-scene, they may be requested through the Incident Command Post (ICP) and/or EOC.
3. Debris removal will generally be limited to debris in, upon, or brought to public road rights-of-way, municipal properties and facilities, and other public sites.
4. Temporary Debris Storage and Reduction (TDSR) sites should be identified for the temporary staging and reduction of vegetative and woody debris only. EOC and/or field staff should (coordinate to) identify additional temporary debris storage and reduction sites as needed. These may include homeowner drop-off sites.

5. Waste and debris should be classified into the following five categories, with responsibility as shown.
 - a. **Household trash and garbage:** Berkeley County Solid Waste Authority.
 - b. **Leaves and lawn litter, placed in plastic bags, placed by curb or shoulder of road:** Berkeley County Solid Waste Authority.
 - c. Vegetative and clean, woody debris, suitable for chipping, grinding or burning, should be loosely stacked and placed by curb or road shoulder.
 - i. This may include logs, stumps, root balls, limbs, branches, or complete trees.
 - ii. Any reduction of size of woody debris to make suitable for chipping, grinding or burning should be part of the contractor's responsibility for removal and disposal (on the assumption that emergencies causing this amount of debris will likely require the services of debris removal contractors).
 - d. **Construction and Demolition (C&D) debris, furniture, furnishings, appliances, etc. suitable for being land filled or recycled, stacked by curb or shoulder:** If applicable, it should be the contractor's responsibility for removal and disposal, including ensuring that all construction and demolition debris is directly hauled to the nearest landfill. Depending on the scope of the emergency, this type of debris may be handled by the Berkeley County Solid Waste Authority per regular scheduled bulk-pickups.
 - e. **Household Hazardous Waste (HHW) – including televisions, home computers and CRTs, separated from all other types of waste and debris, placed at curb or road shoulder:** Resources procured by the emergency management network (or any established debris management center) may be granted the responsibility for the removal and collection of this household hazardous waste. Services, if necessary, should be requested by an approved task order.

6. Berkeley County may execute one (but reserves the right to execute more than one) debris removal and disposal contract on a contingency basis for the purpose of having contractor(s) immediately available and committed to assisting the county in the aftermath of a major disaster. Any contractor, in coordination with any on-scene public works personnel coordinating debris removal, should be responsible for determining the method and manner of debris removal and lawful disposal operations, consistent with incident and/or public safety objectives.
7. Commercial and industrial hazardous waste such as chemicals, gas containers, transformers, and any other form of hazardous or toxic matter should be set aside for collection and disposal by the West Virginia Department of Environmental Protection (WVDEP) or a licensed clean-up contractor.

E. ESF Roles Aligned with Core Capabilities

Core Capability	ESF #3 – Public Works & Engineering
Infrastructure Systems	Briefly discuss ways to restore critical systems and services.
Critical Transportation	Briefly discusses ways to provide access to transportation infrastructure.

Table 3.2

VI. AGENCY RESPONSIBILITIES MATRIX

Primary Agencies	Acronym	Responsibilities
West Virginia Department of Transportation	WVDOT	- Work with Berkeley County representatives to develop strategies and priorities of response and recovery efforts for damages or disruptions of transportation infrastructure. - Provide personnel for damage assessment teams and guidance on land based debris removal. - Coordinate damage repair and if necessary inspections of state roadways, bridges, and other critical infrastructure. - Assists in the movement of supplies and equipment. - Serves as the point of contact for roadway message boards. - Buildings - Property owners responsible for clearance of their facilities. - Responsible for movement of supplies and equipment.

Table 3.3

Primary Agencies	Acronym	Responsibilities
Berkeley County Engineer		• Assist with debris removal. • Assess commercial and residential structural impacts. • Provide for flood and waste water drainage. • Support heavy equipment rescue needs. • Support traffic control efforts with equipment and personnel. • Identify, prioritize, and coordinate work to repair local roads, bridges, and culverts. • Identify local private contractors who can provide backup support.
Public Works Department (Water & Sanitary Sewer)		• Make a routine check of equipment needed during emergencies and contact BCOEM to report the availability of city and county equipment and personnel. • Maintain a current inventory of public and private engineering and construction materials and resources. • Protect the water supply and sewer systems from hazardous material incidents. • Obtain portable power equipment for vital services. Provide traffic signs, barricades, and cones, as needed. • Provide for increased utilities demand in reception areas by adding personnel, adding equipment, restricting non-essential usage, etc. • Ensure that utilities are shut off or reduced to evacuated areas, but that essential facilities have utilities available to remain in operation. • Ensure that adequate water, sanitation and sewer services are available. If necessary, increase the frequency of regular garbage and sanitation pickups and construct temporary sanitary facilities. • Water divisions and Public Service districts will provide water supply by maintaining distribution systems, pumping and treatment facilities. Protect the water supply from hazardous materials incidents. • Ensure that water-pumping stations are operable and that water pressure is maintained. Portable water pumping stations should be available to support fire services. • The city or contractor normally responsible for refuse collection and disposal will be responsible for refuse disposal. • Repair damaged lodging and shelter facilities. • Construct or upgrade shelter facilities, as

Table 3.3 continued

		needed. • Monitor the restoration and decontamination of utilities. • Condemn and post unsafe structures. • Prioritize damages and restore services. • Provide training for utility workers on the effects of nuclear weapons and working in a fallout environment.
Support Agencies	Acronym	Responsibilities
Electricity Providers		• Restores electric service during emergencies. • Coordinates, as necessary, with local emergency management personnel and/or on-scene command. • Repairs damage to the electric system caused by emergency incidents.
Natural Gas Providers		• Shut off broken natural gas lines. • Restores gas service during emergencies. • Coordinates, as necessary, with local emergency management personnel and/or on-scene command. • Repairs damage to the natural gas distribution system caused by emergency incidents.
Berkeley County Office of Emergency Management	BCOEM	• Serve as the primary coordinator of this ESF. • Coordinate emergency debris management as necessary. • Coordinate, with the IC, the prioritization of repair of services including water and sewer. • Request resources to other jurisdictions and the state through WebEOC. • Establish and maintain damage assessment SOGs.
West Virginia Division of Emergency Management	WVEMD	• Monitor county debris removal activities and coordinate state assistance when county resources are insufficient. • Provide personnel for damage assessment teams and guidance on hazardous materials and environmental health and safety.

Table 3.3 continued

Support Agencies	Acronym	Responsibilities
West Virginia Department of Environmental Protection	WVDEP	• Provide personnel for damage assessment teams, guidance on environmental issues and technical advice to other agencies and local authorities. • Lead for inspection of Dams, will coordinate dam inspection, stabilization with federal, state, private infrastructure stakeholders. • Coordinate with and regulate landfills. • Contract with private companies for hazardous waste issues.
West Virginia Public Service Commission	WVPSC	• Assist and advise WVEMD on public infrastructure issues.
West Virginia Department of Agriculture	WVDA	• Provide personnel for damage assessment teams and guidance on animal and agriculture issues. • Provide assistance to local government for debris removal of animal carcasses and agriculture products.
US Army Corps of Engineers	USACE	• Coordinates ESF #3 activities at the federal level. • Implements the ESF #3 Field Guide as necessary (again, at the federal level).
US Department of Energy	USDOE	• Coordinates ESF #12 activities (at the federal level). • Assists in the restoration of critical infrastructure systems.
US Department of Agriculture	USDA	• Provide technical personnel to evaluate damage to water control facilities. • Provides engineering and contracting/procurement personnel and equipment to assist in emergency debris removal.
US Department of Homeland Security	US DHS	• Provide infrastructure risk and vulnerability assessments in response to actionable intelligence.
US Department of Transportation	US DOT	• Provide technical expertise and assistance for repair and restoration of transportation infrastructure systems, port facilities, and railways. • Provide advice and assistance on the transportation of contaminated materials. • Administers special funding that can be used for repair or reconstruction of major highway facilities as well as grant programs for transit systems and railroads that can be used for repair and rehabilitation of damaged infrastructure.

Table 3.3 continued

VII. AUTHORITIES & REFERENCE

A. Authorities

- Title 44 CFR, Part 206.224 Debris Removal
- WV Code, Chapter 15, Article 5, as amended
- WV Code, Chapter 17, Article 2A, Section 8, as amended
- WV Code, Chapter 20m, Article 1, as amended
- WV Code, Chapter 22, Article 5 and 5A, as amended
- WV Code, Chapter 29, Article 3, as amended
- WV Code, Chapter 22, Article 14, Dam Control and Safety Act
- WV Code of State Rules, 47CSR34, Dam Safety Rule
- Public Law 3-288, Section 403, Title 44

B. References

- West Virginia Division of Emergency Management (WVEMD). (2018). *West Virginia Emergency Operations Plan, ESF #3 Public Works & Engineering*. Charleston, WV.
- United States Department of Homeland Security (US DHS). (2016). *National Response Framework*. Washington, D.C.

BERKELEY COUNTY EMERGENCY OPERATIONS PLAN

APPENDIX 1 TO ESF #3

DEBRIS REMOVAL AUTHORIZATION

I (We) _____ owner(s) of the property
commonly identified at _____,
Street (attach legal description, if available)

_____, Berkeley County, State of West Virginia,
(City or Town)
authorize Berkeley County or its contractors or subcontractors to conduct the removal of
structures or debris, located on the above described property except _____

I make this authorization because I desire to volunteer this property without compensation,
recognizing that it presents a potential hazard to general safety, health, and welfare.

The undersigned agrees and warrants to hold harmless the County of Berkeley, State of West
Virginia, including their agencies, contractors and subcontractors, for any damage of any type,
either to the above described property or persons situated thereon. The undersigned agrees to
release, discharge, and waive any and all action, either legal or equitable, which might arise out
of any use or activities on the above described property.

For the consideration and purposes set forth herein, I hereby set my hand and seal this
_____ day of _____, 20____ .

Witness

(Owner – Owners)

(Owner-Owners)

BERKELEY COUNTY EMERGENCY OPERATIONS PLAN

EMERGENCY SUPPORT FUNCTION #4 – FIREFIGHTING

COORDINATING AGENCY

- Berkeley County Fire Chief's Association

PRIMARY AGENCIES

- Back Creek VFD
- Baker Heights VFD
- Bedington VFD
- Berkeley Fire Department
- Hedgesville VFD
- Martinsburg Fire Department
- South Berkeley VFD
- VA Medical Center Fire Department

RELATED FEDERAL ESFs

- ESF #4: Firefighting

RELATED STATE ESFs

- ESF #4: Firefighting

SUPPORT AGENCIES

- Berkeley County Office of Emergency Management (BCOEM)
- Local Chapter American Red Cross
- West Virginia State Fire Marshal (WVSFM)
- West Virginia Division of Emergency Management (WVEMD)
- West Virginia Division of Forestry (WVDOF)
- United States Department of Agriculture (Forest Service)
- US Environmental Protection Agency (USEPA)

I. PURPOSE

- A. Emergency Support Function (ESF) #4 defines the roles, assigns responsibilities, and defines the interaction between fire service agencies having jurisdiction in Berkeley County during large-scale emergencies.

II. SCOPE

- A. ESF #4 seeks to describe the relationships between fire service agencies as well as basic fire service emergency responsibilities.
- B. ESF #4 does not supplant agency-specific Standard Operating Guidelines (SOGs), nor does it seek to “tell” fire agencies how they are to accomplish their mission.
- C. The primary goal of ESF #4 is to outline a process by which fire agencies can work together toward the resolution of large-scale emergency incidents.

III. POLICIES

- A. All agencies assigned responsibilities in ESF #4 should develop and maintain the necessary plans, Standard Operating Guidelines (SOGs), and Mutual Aid Agreements (MAAs) to successfully accomplish their tasks. Such affairs include the following:
 - 1. Response within first-due areas per boundaries agreed upon by fire departments, and
 - 2. Dispatching second and third-due departments per existing agreements (developed jointly with Berkeley County Emergency Communication Center).
- B. Pre-disaster logistical channels (i.e., mutual aid and other agency-specific agreements) should be utilized throughout the response to an incident.
- C. There is a formal countywide MAA encompassing the fire service in Berkeley County.
- D. West Virginia Code (Chapter 29, Article 3A, Section 1) states that the jurisdictional fire chief shall act as the Incident Commander (IC) for hazardous material incidents. The fire chief, as the IC, may request specific assistance from such agencies as law enforcement and Emergency Medical Services (EMS), depending on the type of emergency.
- E. ESF #4 is intended to be consistent with other sections of the Berkeley County Emergency Operations Plan (EOP), the West Virginia EOP, the National Response Framework (NRF), and the National Incident Management System (NIMS).

IV. ORGANIZATIONAL STRUCTURE

- A. The Berkeley County Fire Service Board consists of three (3) fire service personnel, selected from one (1) of the five (5) fire districts; three (3) citizens from different magisterial districts and one (1) Berkeley County Councilperson. Each citizen or fire service representative is appointed by the Berkeley County Council for a three year term, not to exceed two terms.
- B. Each fire department sets its own guidelines, policies, procedures, and maintain their own officers.
- C. All departments have a primary geographical response area.
- D. When the resources of an individual department and mutual aid are exhausted, external support may be requested through the Berkeley County Office of Emergency Management (BCOEM) *for resources that cannot be procured through mutual aid*. Resources should be fully exhausted before requesting them from outside communities (outside of the mutual aid structure). All mutual aid would need to be exhausted before costs associated with external resource requests could be reimbursed.
- E. All departments retain the ability to request mutual aid in an order they feel is appropriate for the response.

V. CONCEPT OF OPERATIONS

- A. General
 - 1. The responsibilities of fire service personnel in disaster situations are basically the same as in daily operations. Their primary responsibility is fire control and suppression.
 - 2. Each fire/rescue organization is responsible for providing necessary support to their response personnel for food, water, fuel and emergency power.
 - 3. Fire agencies and personnel are involved in rescue operations and hazardous material incidents on a regular basis (See ESF #10: HazMat Response).
 - 4. During large-scale incidents, fire agencies and personnel may also be involved in evacuation, notification (including door-to-door and street-level PA announcements, etc.) and information sharing.

B. Incident Management

1. The fire service in Berkeley County should use the National Incident Management System (NIMS) and the Incident Command System (ICS) for all operations. The use of NIMS/ICS allows for the easy integration of outside agencies into the response structure.
2. The president of the Berkeley County Fire Chief's Association should serve as the fire representative in the Emergency Operations Center (EOC), if activated. If the president is involved in the response as a member of the jurisdictional fire department, the vice president should fill the role. If either is unavailable or committed to the response, a chief-grade officer from another department could fill the role.
3. When not a fire specific incident, fire agencies should coordinate with Berkeley County Office of Emergency Management (BCOEM) to provide assistance with other emergency actions.
4. Agencies involved in any emergency response will be responsible for maintenance of command structures, tracking of deployed personnel and resources, and list of available personnel and resources that may be activated.

C. Evacuation and Notification Assistance

1. Fire departments may be requested to assist in the notification (e.g., street-level, door-to-door, etc.) of residents of an actual or impending emergency.
2. Fire departments may be requested to assist in setting up and/or maintain emergency routes during an area evacuation.

D. ESF Roles Aligned with Core Capabilities

Core Capability	ESF #4 – Firefighting
Operational Coordination	- Identifies the Incident Command System (ICS) as the preferred incident management construct for Berkeley County. - Describes incident command responsibilities as mandated by state code. - Briefly describes how the fire service interacts with the Emergency Operations Center (EOC).
Fire Management and Suppression	- Identifies response partners and their roles and responsibilities in firefighting activities. - Identifies resources and partners available for fire management and suppression.
Environmental Response/Health & Safety	- Lists the primary and secondary responsibilities of the fire service. - References other annexes in the plan that detail other types of responses (e.g., hazardous materials).

Table 4.1

VI. AGENCY RESPONSIBILITIES MATRIX

Primary Agencies	Acronym	Responsibilities
Berkeley County Fire Chief's Association		- Serve as the primary coordinator of this ESF. - May provide representation in the activated EOC. - Serves as a planning body for fire service in Berkeley County.
Local Fire Departments		- Provide fire protection and suppression services to primary areas of service. - Control and prevent fire. - Control hazardous materials. - Operate warning systems. - Support radiological and other public safety operations. - Conduct rescue operations. - Report fire code violations to the State Fire Marshall for enforcement. - Conduct rescue operations. - Provide fire protection to all facilities used as shelters.
Support Agencies	Acronym	Responsibilities
Berkeley County Office of Emergency Management	BCOEM	- Coordinate resource requests as required. - Facilitate incident command/emergency operations center interface through the use of physical EOC or virtual EOC via Homeland Security Information Network (HSIN).
American Red Cross	ARC	- Provide temporary housing assistance to victims. - Provide other services to victims as needed.

Support Agencies	Acronym	Responsibilities
West Virginia State Fire Marshal's Office	WVSFM	• Provide investigative services in fire origin and determination. • Provide investigative services in explosion investigations and any related crimes. • Coordinates the deployment of regional response teams.
West Virginia Division of Emergency Management	WVEMD	• Receives local requests for fire suppression resources. • Coordinates requests for federal resources.
West Virginia Division of Forestry	WV DOF	• Provide assistance, resources, and Subject Matter Expertise (SME) on the prevention of and extinguishing of wildland fires. • Investigate the cause of wildland fires. • May provide heavy equipment for the purpose of wildfire prevention and suppression.
US Department of Agriculture-Division of Forestry	USDA	• Assumes full responsibility for the suppression of fires on national forest system lands in a Unified Command (UC) with the jurisdictional fire department. • Provides liaison with local fire chiefs or Incident Commanders (ICs) to coordinate federal assistance in the structural or industrial fire protection operations.
US Environmental Protection Agency	USEPA	• Provide technical assistance and advice in the event of fires involving hazardous materials. • Provides assistance in identifying an uncontaminated, operational water source for firefighting. • Provides technical assistance on issues concerning the impacts of firefighting chemicals on wastewater treatment facilities.

Table 4.2

VII. AUTHORITIES & REFERENCE

A. Authority

- WV Code, Chapter 7, Article 17, as amended
- WV Code, Chapter 15, Article 5, as amended
- WV Code, Chapter 20, Article 3, as amended
- WV Code, Chapter 29, Article 3, as amended

B. References

- West Virginia Division of Emergency Management (WVEMD). (2018). *West Virginia Emergency Operations Plan, ESF #4 Firefighting*. Charleston, WV.
- United States Department of Homeland Security. (2016). *National Response Framework*. Washington, D.C.

- Public Law 93-288m as amended, Section 417 and 420.
- Fireline Handbook, National Wildfire Coordinating Group.

BERKELEY COUNTY EMERGENCY OPERATIONS PLAN

APPENDIX 1 TO ESF #4

BERKELEY COUNTY FIRE DEPARTMENTS

BERKELEY COUNTY FIRE DEPARTMENTS			
Department	Station #	Address	Phone Number
Back Creek Valley Volunteer Fire Department		1922 Back Creek Valley Road Hedgesville, WV 25427	304.299.8992
Baker Heights Volunteer Fire Department		2229 Charles Town Road Martinsburg, WV 25405	304.263.7755
Bedington Volunteer Fire Department		775 Bedington Road Martinsburg, WV 25404	304.274.2381
Berkeley Fire Department		400 West Stephen Street, Suite 201 Martinsburg, WV 25401	304.264.1923
Hedgesville Volunteer Fire Department		4217 Hedgesville Road Hedgesville, WV 25427	304.754.3662
Martinsburg Fire Department Station 1		200 North Raleigh Street Martinsburg, WV 25401	304.264.2111
Martinsburg Fire Department Station 5		715 North Queen Street Martinsburg, WV 25401	681.247.2855
South Berkeley Volunteer Fire Department		7556 Winchester Avenue Inwood, WV 25428	304.229.5377
VA Medical Center Fire Department		510 Butler Avenue Martinsburg, WV 25405	304.263.0811
167 th Airlift Wing Fire Department		222 Saber Jet Blvd. Martinsburg, WV 25405	304.616.5753

BERKELEY COUNTY EMERGENCY OPERATIONS PLAN

EMERGENCY SUPPORT FUNCTION #5 – EMERGENCY MANAGEMENT

COORDINATING AGENCY

- Berkeley County Office of Emergency Management (BCOEM)

PRIMARY AGENCIES

- Berkeley County Office of Emergency Management (BCOEM)
- Berkeley County Council / Municipal Leadership
- Potential Incident Commanders

SUPPORT AGENCIES

- Local response agencies
- Local health and medical organizations
- West Virginia Division Emergency Management (WVEMD)
- United States Department of Homeland Security (US DHS)

RELATED FEDERAL ESFs

- ESF #5: Information and Planning
- ESF #7: Logistics
- National Disaster Recovery Framework

RELATED STATE ESFs

- ESF #5: Emergency Management
- ESF #7: Logistics Management & Resource Support
- ESF #14: Recovery
- SPT #3: Private Sector Coordination

I. PURPOSE

- A. Emergency Support Function (ESF) #5 describes the process for the direction and control of personnel and resources during an incident.
- B. ESF #5 coordinates information collection, analysis, operations, planning, requests for assistance, resource management, and other support required to prepare for, respond to, and recover from a disaster.

- C. ESF #5 establish the Incident Command System (ICS) as the preferred on-scene incident management tool and discuss responsibilities within it. This ESF also discusses the activation, staffing, and operation of the county's Emergency Operations Center (EOC), a component of an overall Multi-Agency Coordination System (MACS). The interaction between an Incident Command Post (ICP); the Berkeley County EOC; and neighboring county, state, and/or federal MACS is also addressed.

II. SCOPE

- A. Emergency Support Function (ESF) #5 applies to all county-level emergency response and emergency management agencies in Berkeley County. It sets forth the Incident Command System (ICS) as the primary incident management construct for emergency response and establishes an Emergency Operations Center (EOC) to support incident management operations.
- B. ESF #5 includes activities that are critical to support and facilitate planning and coordination for operations involving incidents requiring multi-agency/multi-jurisdictional coordination.
- C. ESF #5 does not imply that all emergency contingencies are addressed but does outline basic principles.

III. POLICIES

- A. The Berkeley County Council has adopted the National Incident Management System (NIMS) as the response management system to be used in the county.
- B. All municipalities in Berkeley County have adopted resolutions authorizing Berkeley County Office of Emergency Management (BCOEM) to provide emergency management services.
- C. The following agencies/individuals are responsible for all policy decisions relating to the management of incidents:
 - 1. Berkeley County Council
 - 2. Mayors of affected municipalities (if operating jointly with the county)
 - 3. BCOEM Director or Deputy Director

- D. BCOEM in coordination with information contained in CAD, departmental reports, County Engineering Department, Floodplain Coordinator, and damage assessment coordinators should compile situation reports (SitReps) and cost recovery requests into proper submissions to higher levels of government following the conclusion of emergency operations. All involved agencies should provide all documentation for these requests to the BCOEM within 10 days of the conclusion of major operations.
- E. The following agencies are responsible for compiling damage assessment information:
 - 1. Damage Assessment Coordinator – as appointed
 - 2. County Engineering Department
 - 3. BCOEM Staff (i.e., CAD information, departmental reports, damage assessment information)
- F. All agencies assigned tasks in the Berkeley County Emergency Operations Plan (EOP) should maintain plans, Mutual Aid Agreements (MAAs), and Standard Operating Guidelines (SOGs) to complete their tasks consistent with NIMS.
- G. BCOEM is responsible for ensuring that this ESF is updated, maintained and tested on a regular basis.
- H. Appropriate Incident Command System (ICS) forms should be used when possible.

IV. ORGANIZATIONAL STRUCTURE

- A. Pursuant to the mandates of state law (Chapter 15, Article 5, as amended), Berkeley County Office of Emergency Management (BCOEM), in coordination with the Berkeley County Council, has been designated as the primary agency to direct and coordinate emergency management activities in Berkeley County.
- B. The lines of succession for BCOEM is as follows:
 - 1. Director,
 - 2. Deputy Director,
 - 3. Designee (i.e., could be neighboring county director).

- C. The activated Berkeley County EOC is organized into four groups:
1. **Executive Group:** Consists of the Berkeley County Council (or a designated representative), the BCOEM Director and Deputy Director, Prosecuting Attorney/Legal Counsel, and participating mayor's or other elected officials of affected jurisdictions. Responsibilities of this group include policy development, coordination of EOC operations, and management of overall emergency response and recovery efforts.
 2. **Communications Group:** Consists of the various communications personnel assigned to the EOC and is supervised by the EOC Manager. Responsibilities of this group include radio and telephone communications between field forces and the EOC, other jurisdictions, the state EOC, and Joint Information Center (JIC).
 3. **Operations Group:** Consists of the operations officer and departments/agency heads of their representatives who will coordinate the implementation of assigned emergency functions. Each functional area manager is responsible for directing and coordinating the personnel and resources of his/her respective area. The Operations Group includes the Damage Assessment/Disaster Analysis Section (DAS).
 4. **Administrative Group:** Consists of the administrative officer as assigned by the EOC Manager, message runners, typists, loggers, and other EOC support staff.
- D. The Incident Command System (ICS) is organized into two groups: Command Staff and General Staff:
1. **Command Staff:** Responsible for the overall management of an incident. Members of the command staff include the Incident Commander (IC), Public Information Officer (PIO), Safety Officer (SO), and Liaison Officer (LNO).
 2. **General Staff:** Incident management personnel who represent the major functional elements of the Incident Command System (ICS) and includes the Operations Section, Planning Section, Logistics Section, and Finance/Administration Section. Each section can be broken into branches, divisions and groups, and resources.

- E. Field response units should always establish the Incident Command System (ICS) upon arrival at the scene. The Incident Commander (IC) should be the highest-ranking officer of the first responding, jurisdictional department, until and if relinquished to a higher officer or an officer of a more appropriate response agency.
- F. The BCOEM Director should be notified of a variety of emergency incidents so as to maintain the Emergency Operations Center (EOC) in a state of readiness.
 - 1. A partial activation should include the mobilization of the BCOEM Director and any other EOC staff position deemed necessary by the BCOEM Director.
 - 2. The EOC would ordinarily be fully activated and the executive section would assume overall coordination of operations during an emergency situation that requires widespread mobilization of elements of local government, other than those principally involved in emergency services on a day-to-day basis.
- G. Direct tactical and operational responsibilities rest with the IC. The EOC is a support entity.
- H. Senior and/or elected officials will receive situation reports (SitReps), or status updates from the BCOEM by phone, any time there is a significant change involving an incident.

V. CONCEPT OF OPERATIONS

- A. General
 - 1. The Berkeley County Emergency Operations Center (EOC) is a key component to successful response and recovery operations. The EOC may be a fixed facility or virtual via the Homeland Security Information Network (HSIN). The primary EOC is located at 802 Emmett Rousch Drive, Suite B, Martinsburg, West Virginia.
 - a. This plan posits a centralized EOC to facilitate the development of emergency response policy.
 - b. Within the EOC, decision-makers should work together to utilize resources and personnel as efficiently as possible and to lessen duplication of effort.

- c. The EOC may also serve as the central point for obtaining, analyzing, reporting, and retaining Situation Reports (SitReps) and other disaster-related information (e.g., casualty information, property damage, fire status, number of evacuees, etc.) from field forces and/or external resources.
2. The BCOEM Director in coordination with the County Council has established alternate EOC locations, one is located in the Berkeley County Sheriff's Department at 510 South Raleigh Street, Martinsburg, West Virginia, the other is the mobile command center. The mobile command center is stationed at the EOC, it can be towed by a truck to any location, it is accessible on a 24-7 basis.
3. A transition from the primary EOC to the alternate EOC would involve the BCOEM Deputy Director and all EOC staff not actively engaged in operations going to the alternate EOC, while the Director and those EOC that are actively engaged in operations remains at the primary EOC. Once the primary EOC is completed deactivated the Director and remaining EOC staff would report to the alternate EOC.
4. Direct tactical and operational decisions should not be made at the EOC. Such responsibilities rest with the Incident Commander (IC) and his/her staff, which remains in control of on-scene activities even after the EOC is activated.
5. Staff within the EOC will utilized radio communication or will ask that a dispatcher be sent over to the EOC, they will set up a terminal (i.e., a 911 phone line coming into the EOC), or utilize a runner between the EOC and the dispatch center.
6. The county EOC may be activated in conjunction with or in support of activities at WVU Medicine – Berkeley Medical Center, the Berkeley County Health Department, and/or surrounding counties.

B. Incident Command System (ICS)

1. The Incident Command System (ICS) should be used to manage near-term *and* long-term emergency operations. The ICS should be established during all emergency situations.
2. The highest-ranking officer or most qualified personnel of the jurisdictional department/agency on-scene should serve as the Incident Commander (IC).
 - a. The IC should first establish an Incident Command Post (ICP) and a staging area at a nearby location safe from the direct effects of the incident. The IC should then notify the dispatching agency of the establishment of the ICS and the location of the ICP.
 - b. The IC should utilize such techniques as visual site surveys, air quality monitors (if available), interviews with eyewitnesses, etc. to assess the immediate risks posed by a disaster and guide initial responder and protective actions.
3. The IC may determine the need for command staff and general staff based on the situation.
4. Under the ICS, an Incident Action Plan (IAP) should be developed to outline responder responsibilities, coordinate incident actions, and set measurable objectives for personnel to achieve during the response to an incident. The IAP should describe the system to incorporate the unplanned arrival of response assistance, including a standard recording process. (Any on-scene arrivals during response should be immediately directed to the staging area.)
5. The IC is responsible for the development of the IAP, if the planning section is activated they will take over further development of the IAP.
6. The IC should establish a tracking system for on-scene personnel and resources in an effort to maintain accountability at the scene at all times. (Such a responsibility may be delegated to another command staff member.) WebEOC and local dispatch would also be utilized to track resources.

7. The ICP should serve as a communications link between on-scene personnel if they cannot communicate directly. The IC should monitor direct communications between on-scene personnel (to the extent possible) to ensure that response objectives are being followed/achieved.
 - a. The IC may also ensure that communications are sufficient with off-scene agencies, such as hospitals, support agencies, etc.
 - b. These responsibilities may be delegated to the Command Staff Public Information Officer (PIO).
8. The IC may directly request external resources from other response agencies as they are needed in accordance with mutual aid agreements. An accurate account of resources requested and deployed should be maintained in case the EOC is later activated. If resources from higher levels of government or regional agencies are needed, the IC should notify the BCOEM Director (the representative of the Executive Section) and request activation of the county EOC. (*Resource requests to the state must be channeled through the county EOC.*) Resource tracking and procurement may be delegated to the Logistics Section Chief.
9. The IC may request activation of the county EOC (partial or full) at any time for resource support or if the incident becomes multi-jurisdictional.
10. When the EOC is activated, it is the responsibility of the IC to maintain communications with appropriate representatives in the EOC. This responsibility may be designated to the Command Staff PIO. Regular, periodic status reports should be provided to officials in the EOC. (The format and frequency of reports should be specified in the IAP.)
11. The Berkeley County IT Department is responsible for supporting the communications needs of the EOC, and may also provide support to on-scene communications resources.
12. When an incident becomes multi-agency or multi-jurisdictional, the IC may choose to transition to the Unified Command System (UCS) to allow agencies with different legal, geographic, and functional responsibilities to coordinate, plan, and interact efficiently.
 - a. The Unified Commander (UC) should represent the jurisdiction or the functional agency with the greatest involvement.

- b. In some instances, the original IC may transition to the UC. Exceptions include when resources from higher levels of government arrive on-scene (e.g., state arrival during hazardous materials incidents).

C. Emergency Operating Center

1. The following officials have the authority to activate, or request activation of the EOC.
 - a. Berkeley County Council
 - b. Municipal elected officials
 - c. Director or Deputy Director of BCOEM
 - d. Incident Commanders
2. The EOC may be partially activated or fully activated based on the magnitude and projected warning time proceeding an emergency as well as the needs of the community.
3. The EOC may be activated at the physical location, virtually allowing staff to report in electronically, or a combination of both.
4. The preference for EOC operations is the ESF Organizational Structure.
 - a. The ESF Organizational Structure uses the standard ICS organizational structure with ESF assignments to coincide with the emergency operations plan.
5. The Berkeley County EOC will operate on a 24-hour a day basis, utilizing three 8-hour rotational shifts until all emergency response and recovery activities are no longer operational.
6. Non-BCOEM representatives will be contacted via landline and/or cellular telephone to report to the activated EOC. The BCOEM maintains a notification roster for EOC staff.
7. Security will be provided at both the primary and alternate EOCs by the Martinsburg City Police Department. When the EOC is activated, a security log will be maintained to track those who enter and leave.

8. EOC deactivation may be accomplished in stages. Supervisory personnel should determine what staff is necessary to clean-up, inventory and restore equipment, complete necessary documentation, etc. Unnecessary staff may be released upon the conclusion of major emergency operations. “Clean-up” staff would then be released upon the completion of assigned tasks.
9. The BCOEM director has the ultimate authority to deactivate the EOC. This will be conducted on a case-by-case basis. Deactivation could involve filtering out ESFs in stages, or all at once.

D. Area Command

1. Area command will be established depending on the complexity of an incident and incident management span-of-control considerations.
2. Area command should only be established when multiple incidents are being managed by separate ICS organizations, or when a very large incident involves multiple ICS organizations.
3. The decision to activate an area command approach will be made by the Berkeley County Office of Emergency Management (BCOEM) Director at the activated Emergency Operations Center (EOC).
4. An area command approach should be established to achieve the following:
 - a. Set overall incident related priorities.
 - b. Allocate critical resources according to priorities.
 - c. Ensure the incidents are properly managed.
 - d. Ensure that incident management objectives are met and do not conflict with each other, or with agency policy.
 - e. Identify critical resource needs and report them to the EOC or multi-agency coordination entity.
 - f. Ensure that short-term emergency recovery is coordinated to assist in the transition to full recovery operations.

E. Record Keeping

1. All departments and agencies are responsible for maintaining detailed records, including personnel hours, equipment operation costs, cost for leased or rented equipment, cost for contract services to support emergency operations, injuries, lost or damaged equipment, and any other extraordinary costs. These records may be used to recover costs from the responsible party or insurers or as a basis for requesting financial assistance for certain allowable response and recovery costs from the state and/or federal government.
2. The county and other local governments have established administrative controls necessary to manage the expenditures made to support emergency operations.

F. ESF Roles Aligned with Core Capabilities

Core Capability	ESF #5 – Emergency Management
Operational Coordination	• Presents the Incident Command System (ICS) as the primary emergency/incident management construct for Berkeley County. • Outlines the basic operation of the county Emergency Operations Center (EOC).

Table 5.1

VI. AGENCY RESPONSIBILITIES MATRIX

Primary Agencies	Acronyms	Responsibilities
Berkeley County Office of Emergency Management	BCOEM	• Serve as the primary coordinator of this ESF. • Maintain County EOC. • Direct and control activities in the EOC. • Receive requests for additional resources from Incident Command. • Request resources from higher levels of government. • Maintain liaison and coordination with the local affected municipalities, adjacent jurisdictions, and the state. • Provide coordination and policy direction. • Utility mass notification system as necessary. • Deactivate the EOC at conclusion of emergency.
Berkeley County Council		• General direction and control of the county. • Review and maintain agreements. • Approve expenditures as needed.

Incident Commanders	IC	- Establish an Incident Command System (ICS) upon arrival at the scene. - Conduct initial incident assessment (establish an Incident Command Post (ICP) and hazard zones, determine necessary public protective actions, and request resource support as necessary). - Assign a staging area near the ICP for those responding to the incident and designate a liaison officer to manage the area. - Develop and/or approve the Incident Action Plan (IAP) to include an estimate of the duration of the incident. - Establish a communications link with the EOC, once activated (may be delegated to the command staff public information officer). - Develop, with the liaison and safety officers (if activated), a personnel accountability system to track personnel that are directly implementing the incident action plan in the hazard zone and those that are rehabilitating at the staging area. - Coordinate and manage the activities of all field forces at the scene. - Prepare necessary situation reports and coordinate them with the emergency operations center, if activated.
Support Agencies	Acronyms	Responsibilities
Local response agencies		- Maintain NIMS compliance. - Establish the Incident Command System (ICS) at emergency scenes and planned events as needed. - Request activation of the county EOC as needed. - Provide medical care in the field, at hospitals, and shelters as necessary. - Transport victims to medical care facilities as necessary. - Maintain records of all expenditures and actions taken in response to emergencies.
Local health and medical organizations		- Activate organizational EOCs as necessary. - Request activation of the county EOC as needed. - Establish health and sanitation services in reception and mass care centers.
West Virginia Division of Emergency Management	WVEMD	- Receive requests from activated county EOC via WebEOC. - Coordinate state resources to fulfill local requests. - Staffs and operates the state EOC. - Assists in the determination of the necessity of any federal resources. - Requests federal resources as necessary.
US Department of Homeland Security	US DHS	- Coordinates ESF #5 operations. - Receives resource requests from the West Virginia Division of Emergency Management.

Table 5.2 continued

* **NOTE:** A number of operational aids are available that defines the roles of the specific incident command system positions. Included in these are the QuickSeries tools.

VII. AUTHORITIES & REFERENCES

A. Authorities

- WV Code, Chapter 15, Article 5, as amended

B. References

- West Virginia Division of Emergency Management (WVEMD). (2018). *West Virginia Emergency Operations Plan, ESF #5 Emergency Management*. Charleston, WV.
- United States Department of Homeland Security. (2017). *National Incident Management System*. Washington, D.C.
- United States Department of Homeland Security. (2016). *National Response Framework*. Washington, D.C.

BERKELEY COUNTY EMERGENCY OPERATIONS PLAN

APPENDIX 1 TO ESF #5

EOC MESSAGE FORM

TIME IN: _____ NUMBER: _____
TIME OUT: _____

<MESSAGE>

TO: _____ METHOD _____ FROM: _____
Radio _____
Phone _____
Email _____
Fax _____
Other _____

CONTENT

ACTION TAKEN



BERKELEY COUNTY EMERGENCY OPERATIONS PLAN

EMERGENCY SUPPORT FUNCTION #6 – MASS CARE

COORDINATING AGENCY

- Berkeley County Office of Emergency Management (BCOEM)

PRIMARY AGENCIES

- Local Chapter of American Red Cross
- Berkeley County Office of Emergency Management (BCOEM)

RELATED FEDERAL ESFs

- ESF #6: Mass Care, Emergency Assistance, Temporary Housing, & Human Services
- SPT: Volunteer and Donations Management

RELATED STATE ESFs

- ESF #6: Mass Care
- ESF #14: Recovery
- SPT #7: Volunteer and Donations Management

SUPPORT AGENCIES

- Local Sheltering Volunteers
- Berkeley County Health Department (BCHD)
- Medical Reserve Corps (MRC).
- Berkeley County Ambulance Authority (BCAA)
- Berkeley County Sheriff's Department
- Berkeley County Schools
- Local Police Departments
- West Virginia Department of Health and Human Resources (WVDHHR)
- West Virginia Department of Agriculture (WVDA)
- West Virginia Division of Emergency Management (WVEMD)
- United States Department of Homeland Security (US DHS)

I. PURPOSE

- A. Emergency Support Function (ESF) #6 addresses and coordinates responsibilities for sheltering, feeding, counseling, social services, and welfare activities required to assist victims of an emergency or disaster. This ESF outlines the process by which Berkeley County Office of Emergency Management (BCOEM) accesses shelter facility resources.

II. SCOPE

- A. ESF #6 is structured to promote the delivery of services and implementation of programs to assist individuals and households impacted by an emergency or disaster. This includes sheltering, mass care, economic assistance, and other services for individuals impacted by emergencies and disasters.

III. POLICIES

- A. Local policies support sheltering as a local endeavor; as such, Berkeley County Office of Emergency Management (BCOEM) has arranged for the use of facilities and created a list of volunteers that can staff these facilities locally.
- B. All agencies assigned responsibilities in ESF #6 should develop and maintain the necessary plans, Standard Operating Guidelines (SOGs), and Mutual Aid Agreements (MAAs) to successfully accomplish their tasks.
- C. Shelters managed by the American Red Cross (ARC) do not allow domestic animals to be kept in the shelter. Service animals are allowed but must be in control of the individual needing assistance at all times.

IV. ORGANIZATIONAL STRUCTURE

- A. While not the actual agency that staffs shelters, Berkeley County Office of Emergency Management (BCOEM) is the primary agency for sheltering in Berkeley County.
 - 1. BCOEM should coordinate shelter operations from its regular office and/or the county Emergency Operations Center (EOC).
 - 2. Agreements for sheltering at the local level specify volunteers that can staff shelters. The volunteer organizations should designate “shelter managers” who coordinate with external agencies (e.g., BCOEM) while operating the shelter.
- B. BCOEM has preselected sites for emergency sheltering based on the area(s) of the county affected by an emergency.
- C. The American Red Cross (ARC) may assist in opening, managing, and closing emergency shelters but may require assistance from other agencies and organizations.
- D. Though a support agency, ARC personnel are expected to maintain their own

internal reporting policies throughout an emergency. Such records may include volunteer time records, lists of expended supplies, logs for shelter activation/deactivation, etc. ARC personnel should interface with the national shelter database if any shelters are activated. Such an operation allows for an on-going record of accountability for sheltering resources.

V. CONCEPT OF OPERATIONS

A. General

1. The ultimate responsibility for the care and sheltering of evacuated citizens rests with the local government. However, when ordered or advised to evacuate, the majority of evacuees will find shelter with relatives, friends, hotels/motels, or other options, and on average 10% of the threatened population will seek shelter in government-provided mass care facilities.
2. The following factors must be considered during mass care operations: the magnitude, intensity, and spread of onset, duration, and impact of the hazard on the county.
3. When a disaster or emergency threatens only a portion of the population or geographical area, sheltering of those affected may be accomplished in another area of the county. However, if a hazard threatens the entire county, the population may be evacuated and sheltered in a neighboring county.
4. Law enforcement agencies may provide security at shelters based on need and availability.

B. Reception and Registration

1. In order to process relocatees properly, assign congregate care facilities, feeding facilities, and inform relocatees on medical, sanitation and movement rules, it is necessary to have relocatees report to a registration center on arrival.
2. Upon completion of registration, relocatees will be directed on specific routes to facilities in the hosting area. Traffic control teams will be organized to direct relocatees on specific routes to parking areas and facilities in the hosting area.
3. The reception and registration organization will be headed by the ARC Disaster Supervisor and staffed by his/her appointees.

C. Sheltering

1. Berkeley County Office of Emergency Management (BCOEM) has pre-selected sites for sheltering.
2. The Berkeley County Health Department should provide inspection of emergency shelters as needed.
3. Due to the size and magnitude of the disaster, the ARC may not be able to staff a shelter fully and would require assistance from other agencies (i.e., Medical Reserve Corps., CERT, local churches, etc.).
4. Staff should communicate regularly with supporting agencies and the Emergency Operations Center (EOC). Information provided should include the number of residents, number of new registrants, demographic information of shelter population, feeding numbers, supply inventory and requirements, staff count, types of services available at the shelter, and any other information, issues, or problems that may be pertinent.
5. The ARC should provide a report to the EOC twice daily.
6. When the decision to close a shelter has been made, the ARC provides 24 hours' notice prior to closing.

D. Mass Feeding

1. Mass feeding at emergency shelters should be provided by shelter staff.
2. Facilities set-up specifically for mass feeding should be staffed by volunteers and volunteer agencies (i.e., CERT, local churches, etc.).
3. The Berkeley County Health Department should conduct inspections of mass feeding locations, especially if food is prepared on-site.
4. Mass feeding sites may be fixed (in an open shelter) or mobile to limit the travel of residents.

E. Considerations for Special Needs

1. During an emergency, if it is suspected that special needs populations may be impacted, Berkeley County Office of Emergency Management (BCOEM) should plan to open a shelter that can serve those special needs individuals.
2. If a special needs individual needs to be evacuated, field responders can coordinate with county Emergency Operations Center (EOC) personnel to arrange for recovery and transport to a shelter facility.
3. In general, nursing homes, jails, and other special needs populations should be transported to a reciprocal facility outside of the threatened area.

F. Comfort Centers

1. Comfort stations may be used when temperatures are extremely hot or cold.
2. These centers are usually government-owned facilities such as libraries, municipal buildings, and county buildings. Often a small area of these facilities will be used for this purpose while regular business continues.
3. These facilities are usually not staffed with personnel specific for this function. However, staff is usually on-site and available to assist individuals if needed.

G. Special Considerations

1. The Americans with Disabilities Act of 1990 (ADA) requires that emergency shelters are accessible to functional and access needs population. As such, public shelters in Berkeley County will be accessible to these populations.
2. Service animals (i.e., seeing-eye dogs) will be permitted in emergency shelters. Their owners are responsible for the animals' care and feeding.
 - a. Domestic animals should be sheltered separately in close proximity to the emergency shelter (see ESF 11: Agriculture and Natural Resources).

H. ESF Roles Aligned with Core Capabilities

Core Capability	ESF #6 – Mass Care
Mass Care Services	• Assigns partial responsibility to the American Red Cross (ARC) for mass care services in Berkeley County. • Identifies resources of the ARC. • Includes provisions for functional and access needs populations within Berkeley County. • Outlines general operations for mass care facilities within Berkeley County. • Addresses mass feeding operations within Berkeley County. • Addresses pet care operations within Berkeley County.
Physical Protective Measures	• Recognizes law enforcement providing physical security as needed.

Table 6.1

VI. AGENCY RESPONSIBILITIES MATRIX

Primary Agencies	Acronyms	Responsibilities
Local Chapter – American Red Cross	ARC	• Provide liaison to the county EOC. • Provide guidance on sheltering and mass feeding. • Oversee sheltering operations. • Maintains lists of facilities with which the ARC has agreements for use as shelters. • Coordinates with internal volunteers to staff shelters, as necessary. • Establishes fixed feeding sites or mobile feeding routes to serve those housed in shelter facilities.
Berkeley County Office of Emergency Management	BCOEM	• Serve as the primary coordinator of this ESF. • Appoints the ARC representative as the Shelter Coordinator. • Maintain agreements with facilities for emergency sheltering. • Maintain sheltering trailers at selected facilities. • Request agencies to provide or assist with providing sheltering and mass feeding.
Support Agencies	Acronyms	Responsibilities
Local Sheltering Volunteers		• Employs policies – as developed in coordination with the BCOEM – to operate shelter facilities. • Registers clients at shelters, comfort stations, cooling/heating centers. • Coordinates feeding within a locally-run mass care facility. • Closes shelter facilities when appropriate.

Support Agencies	Acronyms	Responsibilities
Berkeley County Health Department	BCHD	• Provide facility, food, and water inspections for mass sheltering and feeding. • Establish health and sanitation services at shelters. • Coordinates the MRC program for Berkeley County.
Medical Reserve Corps.	MRC	• Provide assistance with sheltering. • Provide medical guidance and assistance in shelters as needed.
Berkeley County Ambulance Authority	BCAA	• Provide on-site medical staff at emergency shelters as needed and available.
Berkeley County Sheriff's Department	BCSD	• Provide security and traffic control at shelters as needed and available.
Local Police Departments		• Provide security and traffic control at shelters as needed and available.
West Virginia Department of Health & Human Services	WVDHHR	• Coordinates state-level ESF #6 operations. • Assists local communities with the provision of medical care in a mass setting for persons with special needs. • Provides support, staffing, supplies, and resources to local governments if their capabilities are overwhelmed.
West Virginia Department of Agriculture	WVDA	• Coordinates with the WVEMD in the state EOC. • Facilitates state and local response teams to assist with the evacuation and sheltering of livestock and companion animals. • Facilitates plans and guidelines to provide shelter and care to livestock and companion animals. • Assists local jurisdictions in the development of guidelines for reuniting pets with their owners.
West Virginia Division of Emergency Management	WVEMD	• Receive and prioritize request for assistance.
US Department of Homeland Security	US DHS	• Serves as the coordinator of ESF#6 of the National Response Framework (NRF). • Coordinates and leads federal resources to support local and state governments and voluntary agencies in the performance of mass care, emergency assistance, housing, and human services missions.

Table 6.2

VII. AUTHORITIES & REFERENCE

A. Authorities

- WV Code, Chapter 15, as amended
- 28 CFR Part 35 Nondiscrimination on the Basis of Disability in State and Local Government Service
- 28 CFR Part 36 Nondiscrimination on the Basis of Disability by Public Accommodations and in Commercial Facilities
- 42 U.S.C.A. 519a-d Pets Evacuation and Transportation Standards

B. References

- American Red Cross. (2012). *Sheltering Handbook Disaster Services*. Washington, D.C.
- United States Department of Justice. (2012). *American with Disabilities Act Checklist for Emergency Shelters*. Washington, D.C.
- West Virginia Division of Homeland Security and Emergency Management. (2018). *West Virginia Emergency Operations Plan*. Charleston, WV.
- United States Department of Homeland Security. (2016). *National Response Framework*. Washington, D.C.
- Attack Environment Manual Chapter 7 - What the Planner Needs to Know About the Post-Shelter Environment CPG 2-1A7, FEMA, 1973.

BERKELEY COUNTY EMERGENCY OPERATIONS PLAN

APPENDIX 1 TO ESF #6

SHELTER REGISTRATION FORM

When registering, relocates will fill out a carbon copy registration form. Upon completion of the registration process, relocates will receive a copy of the form, which will enable them to enter their assigned congregate care facility.

SHELTER REGISTRATION FORM				
Register's Name:				
Home Address:				
Sex & Age:	Male		Female	Age
Marital Status:	Married		Single	
Occupation:				
Special Skills/Abilities:				
Mode of Transportation:				
# People in Party:	Insert #:	Complete table below		
Name(s)	Age	Sex	Special Skills	
Special Medical Requirements:	Yes		No	
(If yes, please complete the following:				
Name:				
Address:				
Type of Disability:				
Assigned Congregate Care Facility:				
Assigned Feeding Facility:				

BERKELEY COUNTY EMERGENCY OPERATIONS PLAN

EMERGENCY SUPPORT FUNCTION #7 – LOGISTICS

COORDINATING AGENCY

- Berkeley County Office of Emergency Management (BCOEM)

PRIMARY AGENCY

- Berkeley County Office of Emergency Management (BCOEM)

RELATED FEDERAL ESFs

- ESF #7: Logistics
- SPT: Financial Management
- SPT: Volunteer and Donations Management

RELATED STATE ESFs

- ESF #7: Logistics Management and Resource Support
- SPT #4: Financial Management
- SPT #7: Volunteer and Donations Management

SUPPORT AGENCIES

- Berkeley County Emergency Communications Center (ECC)
- Volunteer Organizations Active in Disasters (VOAD)
- West Virginia Division Emergency Management (WVEMD)
- United States General Services Administration (GSA)
- United States Department of Homeland Security (US DHS)

I. PURPOSE

- A. Emergency Support Function (ESF) #7 provides guidance to assist in coordinating the provision of personnel, equipment, supplies, facilities, and services to support emergency operations.
- B. ESF #7 provides guidance on the deployments and proper coordination of resources during the response phase of an emergency or disaster.
- C. ESF #7 provides guidance on the organized receipt and distribution of donated goods and services during the recovery phase.

II. SCOPE

- A. ESF #7 applies to all incidents involving an activated Emergency Operations Center (EOC) requesting external resources or receiving requests for resources from another jurisdiction.
- B. The guidelines contained in this ESF apply primarily to the procurement of “external” resources rather than those that can be obtained via Mutual Aid Agreements (MAAs) and Memoranda of Understanding (MOUs).

III. POLICIES

- A. All agencies, departments, and organizations assigned responsibilities within ESF #7 should develop and maintain the necessary plans, Standard Operating Guidelines (SOGs), and Memorandums of Understanding (MOUs) to accomplish their assigned tasks.
- B. All municipal and county agencies, departments, and organizations should inventory and maintain current information on their shareable resources. This information should be updated and made available to Berkeley County Office of Emergency Management (BCOEM), not less than annually.
- C. Records will need to be kept that track resources that are ordered, to include, at a minimum, the purpose, requestor, time requested, time delivered, and status.
- D. Detailed reports listing the amounts of resources expended during a response should be maintained by the individual response agencies involved and submitted to the BCOEM Director within ten (10) business days of the conclusion of operations for inclusion into reimbursement requests.

IV. ORGANIZATIONAL STRUCTURE

- A. The Incident Commander (IC) or Unified Command (UC) will coordinate with the logistics section chief (when activated) and the activated Emergency Operations Center (EOC) to request, receive, and deploy resources and activate facilities.
- B. If the Resource Manager is not available, these responsibilities would be assigned to the Logistics Section Chief.
- C. Berkeley County does not have the resources or facilities to manage and distribute donated goods.
 - 1. Berkeley County will rely on other organizations (e.g., Red Cross, VOAD, etc.) to manage the receipt, inventory, and distribution of donated goods.

2. Berkeley County may rely on organizations (large warehouse businesses, fire departments in unaffected areas, etc.) to activate facilities to receive, store, and disseminate donated goods.
 3. Distribution points for donated goods would be identified on an incident-by-incident basis.
- D. Berkeley County will use non-registered (spontaneous) volunteers in limited roles only. All volunteers will report to a command post, sign-in daily, and receive daily assignments. Volunteer reception centers will be set up on an as needed basis.

V. CONCEPTS OF OPERATION

A. General

1. The Berkeley County Office of Emergency Management (BCOEM) will be responsible for coordinating all resource management activities during emergency situations. The county administrators would give final approval.
2. During the initial moments of an emergency or disaster, dispatch may be receiving resource requests from the Incident Commander (IC) or operations. The Computer Aided Dispatch (CAD) should document:
 - a. Who made the request,
 - b. What was requested,
 - c. who was contacted to fill the request,
 - d. When the resource was made available for the incident,
 - e. How long the resource is available to the county, and
 - f. When the IC/UC tasked the resource.
3. This information should be shared with the EOC once activated to avoid duplication of requests and to allow for demobilization planning.

B. Resource Typing

1. Resource typing entails categorizing by capability the resources that incident managers commonly request, deploy, and employ.
2. Resource typing is a continuous process designed to be as simple as possible to facilitate frequent use and accuracy in obtaining needed resources.
3. The Federal Emergency Management Agency (FEMA) Resource Typing Library Tool and all National Incident Management System (NIMS) resource typing definitions and job titles/position qualifications can be found at <https://rtlt.preptoolkit.org>.
4. Another component of inventorying resources is the certifying and credentialing of personnel resources.
 - a. Credentialing includes the training and certifications that responders have.
 - b. Credentialing also includes physical fitness, programs for which are often provided by a responder's home (law enforcement, fire, emergency medical services, etc.) department.

C. Resource Management

1. Berkeley County Office of Emergency Management (BCOEM) maintains a resource manual and resource database that can be utilized to obtain resources during emergency situations. The resources included in the resource manual/database have been typed per NIMS types.
2. The county, municipalities, and local agencies and organizations should exhaust all local resources before requesting those from higher levels of government.
3. All requests for resources not available in county or through existing Mutual Aid Agreements (MAAs) are made through the activated county Emergency Operations Center (EOC) to the State Emergency Operations Center (SEOC) through WebEOC.
 - a. When requesting resources, the EOC should provide all available data to the SEOC to assist in procuring the appropriate resources.
 - b. The EOC should provide information using the acronym C-SALTT.
 - i. C: Capability – What is it needed for?
 - ii. S: Size – How is it measured (gallons, tonnage, etc.)?
 - iii. A: Amount – How much do you need?

- iv. L: Location – Where should it be delivered to or stage at?
 - v. T: Type – i.e., do you need N95 respirators or cartridge respirators?
 - vi. T: Time – When is it required?
-
- 4. All donations must be made to a non-profit local volunteer fire department. In the event of a large-scale incident a long-term recovery committee would be established.
 - 5. When resources are not available within West Virginia, but available through another state, a request must be made from Governor to Governor.
 - 6. If all local resources have been exhausted, assistance should be obtained through the West Virginia Division of Emergency Management (WVEMD).
 - 7. Allocating resources
 - a. All resources should be managed as effectively and efficiently as possible.
 - b. When receiving resources procured through the state EOC, BCOEM personnel should be told how long the resource is available to the county.
 - 8. Tracking resources
 - a. Resource requests and allocations from the SEOC are tracked via WebEOC, the state's electronic emergency management information software.
 - b. It is the responsibility of the BCOEM Director or designee and the EOC to track resources from receipt through demobilization.
 - c. All resource tracking and reporting information should be made available to the emergency services director following the completion of emergency and recovery operations for inclusion into reimbursement requests, where possible.
 - d. The BCOEM Office Staff would track donations and would give receipts for any donations to the donator.

D. ESF Roles Aligned with Core Capabilities

Core Capability	ESF #7 – Logistics
Logistics and Supply Chain Management	- Identifies the need to exhaust local resources before requesting assistance from state and federal government. - Recognizes partnerships and whole-community approach to restore access to good and services.

Table 7.1

VI. AGENCY RESPONSIBILITIES MATRIX

Primary Agency	Acronyms	Responsibilities
Berkeley County Office of Emergency Management	BCOEM	- Serve as the primary coordinator of this ESF. - Assure that a resource list is developed and properly categorized. - Request additional resources through the emergency managers of neighboring counties and higher levels of government. - Facilitate training opportunities for emergency responders and emergency management personnel. - Maintain the Berkeley County EOC. - Coordinate resources during emergencies. - Provide assistance in inventorying and distributing donations as available.
Support Agencies	Acronyms	Responsibilities
Berkeley County Emergency Communications Center	ECC	- Notify agencies with which responding departments have mutual aid of the request for said mutual aid. - Notify the BCOEM if significant external resources are necessary or being requested.
Volunteer Organizations Active in Disaster	VOAD	- Manage unsolicited donations. - Manage unsolicited volunteers. - Resource support in the EOC. - Staffs donations centers at the direction of the county emergency operations center.
West Virginia Division of Emergency Management	WVEMD	- Activate SEOC in support of local EOCs. - Receive local resource requests. - Allocate resources to affected areas based on availability and priority. - Request resources from other states and federal government as appropriate. - Track resources through delivery to local jurisdictions.
US General Services Administration	GSA	United States General Service Administration Coordinates ESF #7 resource support at the federal level.
US Department of Homeland Security	US DHS	- Receives resource requests from state authorities. - Provides volunteer and donations management assistance, if requested.

Table 7.2

VII. AUTHORITIES & REFERENCE

A. Authorities

- WV Code, Chapter 15, as amended

B. References

- West Virginia Division of Emergency Management. (2018). *West Virginia Emergency Operations Plan*. Charleston, WV.
- United States Department of Homeland Security. (2017). *National Incident Management System*. Washington, D.C.
- United States Department of Homeland Security. (2016). *National Response Framework*. Washington, D.C.
- United States Department of Homeland Security. (2018). Resource Typing Library Tool. Retrieved from: <https://rtlt.preptoolkit.org>

BERKELEY COUNTY EMERGENCY OPERATIONS PLAN

EMERGENCY SUPPORT FUNCTION #8 – PUBLIC HEALTH & MEDICAL SERVICES

COORDINATING AGENCY

- Berkeley County Ambulance Authority (BCAA)

PRIMARY AGENCIES

- Berkeley County Ambulance Authority (BCAA)
- Berkeley County Health Department
- WVU Medicine – Berkeley Medical Center

RELATED FEDERAL ESFs

- ESF #8: Public Health and Medical Services

RELATED STATE ESFs

- ESF #8: Public Health and Medical Services

SUPPORTING AGENCIES

- Berkeley County Medical Examiner
- Berkeley County Office of Emergency Management (BCOEM)
- West Virginia Department of Health & Human Resources (WVDHHR)
- West Virginia Office of the Chief Medical Examiner (OCME)
- West Virginia Board of Pharmacy
- West Virginia Division of Emergency Management (WVEMD)
- West Virginia National Guard (WVNG)
- United States Department of Health & Human Services (USHHS)
- American Red Cross (ARC)
- Private business

I. PURPOSE

- A. The purpose of Emergency Support Function (ESF) #8 is to outline the local organization, operational concepts, responsibilities, and guidelines to accomplish coordinated public health and medical services during emergency situations.

II. SCOPE

- A. Emergency Support Function (ESF) #8 provides guidance to agencies and organizations involved in identifying and meeting the public health and medical needs of victims of any emergency or disaster. The support is categorized as follows:
1. Assessment of public health/medical needs
 2. Medical care personnel health and safety
 3. Medical equipment, supplies, and countermeasures
 4. Emergency Medical Services, mass casualty operations
 5. Environmental health monitoring and response
 6. Mass fatality operations
 7. Mass care and public works emergency support staff
 8. Health care facility patient evacuation
 9. Children and family services
 10. Food/water safety
 11. Potable water/wastewater and solid waste disposal
 12. Veterinary medical support

III. POLICIES

- A. All departments and agencies assigned responsibilities within Emergency Support Function (ESF) #8 should develop and maintain the necessary plans, and Standard Operating Guidelines (SOGs) needed to accomplish their tasks.
- B. Emergency Medical Services (EMS) should follow treatment, and triage policies and protocols set by the West Virginia Division of Emergency Management (WVEMD). WVEMD may waive certain policies and protocols during a disaster.
- C. The United States Department of Health and Human Services (USHHS) may issue a Public Health Emergency Declaration if it is determined that a disease or disorder presents a public health emergency, or that a public health emergency, including significant outbreaks of infectious disease or bioterrorist attacks, otherwise exists.
- D. Expenses incurred during a response by health and medical services agencies for certain hazards may be recoverable from the responsible party or other sources. Therefore, all departments and agencies will maintain records of personnel, equipment, and supplies used or consumed during large-scale health and medical operations.

IV. ORGANIZATIONAL STRUCTURE

- A. Due to the multiple types of activities Emergency Support Function (ESF) #8 coordinates, the lead agency may be determined at the time of the event [i.e., health department would lead for possible outbreak, Emergency Medical Services (EMS) would lead for a Mass Casualty Incident (MCI), etc.].
- B. Many of the agency functions discussed in this ESF will be activated to support activities in other ESFs and annexes (e.g., food/water safety may support ESF #6: Mass Care and ESF #11: Agriculture and Natural Resources, Mass fatality operations may support Hazard Specific Annex 2: Terrorism, etc.).
- C. Emergency medical units may fill the command role for Mass Casualty Incidents (MCIs). Public health may fill the role during biological incidents (such as pandemic flu). Finally, the Medical Examiner (ME) should exercise command over Mass Fatality Incidents (MFIs).
- D. When it becomes apparent that an incident is beyond the local medical community's capacity to respond, the EMS Officer in charge shall report to the Incident Commander (IC). The IC will request assistance from the Emergency Operations Center (EOC). EOC staff will report to the Health Officer. The Health Officer is responsible for the formal declaration of a medical disaster.

V. CONCEPT OF OPERATIONS

- A. General
 - 1. Local government has a general responsibility to ensure the welfare of its citizens and will develop a capability to provide appropriate health and medical services during emergency situations.
 - 2. Health and medical agencies involved in ESF #8 should develop mutual support relationships between agencies, professional associations, and other private services and volunteer organizations that may assist during an emergency or disaster, including functional and access needs populations, vulnerable populations, and advocacy groups.
 - 3. All practitioners will provide the level of medical care within their scope of practice.
 - 4. Pertinent information from all sources will be incorporated into the initial Emergency Report and periodic Situation Reports "SitReps" that are prepared and disseminated to key officials, and state agencies during major emergencies.

5. Under the Centers for Medicare and Medicaid Emergency Preparedness Rules, all 17 types of healthcare facilities are required to have emergency plans, policies and procedures, and communication plans.
 - a. Facilities with residential populations (nursing homes, hospitals, etc.) are required to test plans annually.

B. Public Health Emergency

1. The Berkeley County Health Department will direct the county response.
2. The Berkeley County Health Officer or designee may serve as the initial Incident Commander (IC) and should direct operations through the activated Berkeley County Health Department Emergency Operations Center (EOC).
 - a. Berkeley County Office of Emergency Management (BCOEM) may activate the county EOC (physical location or virtual) to help coordinate local resources and/or request assistance and resources from higher level of government.
3. Emergency operations for public health services are an extension of normal duties. Primary concerns include the control and prevention of disease-causing agents, water purification, sanitation, and public education.
4. A terrorist attack using chemical or biological contaminants may first be recognized by a department of health or hospital. As such, notification would need to be made to law enforcement, fire, EMS, and EMA agencies.
 - a. The possibility of a terrorist attack using an agent should cause immediate notification to state and federal agencies.
5. The Berkeley County Health Department (BCHD) maintains internal plans for responding to public health emergencies. These plans include:
 - a. All-Hazard Plan,
 - b. Medical countermeasures (Strategic National Stockpile)
 - c. Surveillance,
 - d. Isolations and quarantine,
 - e. Pandemic influenza,
 - f. Emerging infectious disease and outbreak response,
 - g. Crisis emergency risk communications, and

h. Continuity of operations.

C. Medical Care & Transport

1. Medical care is a primary concern during all phases of emergency management, particularly during the response phase. Initial care provided by Emergency Medical Services (EMS) and triage teams can have a considerable impact on survivability for disaster victims.
2. Emergency ambulance service in Berkeley County is provided by the Berkeley County Ambulance Authority (BCAA).
 - a. During large-scale emergencies (e.g., mass casualty incidents, etc.), additional EMS resources may be available from surrounding counties.
3. During emergency situations, an on-site Incident Command Post (ICP) utilizing those who are in charge of each emergency operation at the scene, should be established. A triage and treatment area should be established under the direction of the EMS officer in charge.
4. Emergency medical providers in Berkeley County are required to contact WVU Medicine – Berkeley Medical Center to provide report on patients.
5. WVU Medicine – Berkeley Medical Center can provide bed status at area hospitals.
6. All ambulances and emergency rescue vehicles serving Berkeley County should be equipped with field triage tags.

D. Triage Priorities

1. Patients with certain conditions or injuries have priority for transportation and treatment over others utilizing the Simple Triage and Rapid Treatment (START) methods. An outline of these conditions are as follows:
 - a. **Red Category** – First Priority, most urgent airway and breathing difficulties, uncontrolled or suspected severe bleeding, shock, open chest or abdominal wounds, severe head injuries.
 - b. **Yellow Category** – Second Priority, urgent burns, major or multiple fractures, back injuries with or without spinal damage.

- c. **Green Category** – Third Priority, non-urgent transportation and treatment is required for minor injuries but not necessarily by EMS personnel, minor fractures, or other injuries of a minor nature.
- d. **Black Category** – Deceased, non-urgent.

E. Behavioral Health

1. The West Virginia Department of Health and Human Resources (WVDHHR) will act as the primary state-level organization responsible for providing behavioral health services to emergency and/or disaster victims.
2. Coordinate delivery of behavioral health services to affected individuals, families, communities, and responders.
3. Coordinate with local houses of worship for ministerial services as needed.
4. Coordinate with outside agencies that may be able to provide behavioral services (i.e., American Red Cross, local hospice, etc.)
5. Educate public pre-disaster to verify behavioral health services available through private and group insurance policies may be available.

F. Hospital Care

1. There are two hospitals located in Berkeley County
 - a. WVU Medicine – Berkeley Medical Center:
 - 195-bed facility
 - Capabilities include: Emergency Department, ICU, OB, trauma, pulmonary and cardiac care, infectious disease management, wound care, laboratory, med/surg, and behavioral health
 - b. Martinsburg VA Medical Center:
 - 560-bed facility (69 acute care hospital beds, 178 long-term care beds, and 312 rehabilitation domiciliary beds).
 - Capabilities include: Emergency Department, pharmacy, mental health care, cardiac care, infectious disease management, laboratory, rehabilitation and extended care, and telehealth.
 - Provides general medical, surgical, psychiatric, primary, and specialty car services to 129,000+ veterans in 23 counties in West Virginia, Maryland, Pennsylvania, and Virginia.

- c. Transfer of patients to other facilities to facilitate evacuation should be coordinated through Medical Command (MedCom).
- d. For Mass Casualty Incidents (MCIs), transportation should be coordinated through MedCom and may require transportation to facilities outside the county extending transport and return to service times. As such, when EMS capabilities are exhausted, mutual aid should be notified.

G. Mortuary Services

- 1. Law enforcement is responsible for investigating deaths that are not due to natural causes, or that do not occur in the presence of an attending physician. The Medical Examiner (ME) is responsible for determining the cause of death, authorizing/requiring autopsies to determine the cause of death, authorizing forensic investigations to identify unidentified bodies, and authorizing the removal of bodies from incident sites.
- 2. The ME shall arrange for the transportation of bodies requiring autopsy. It may be necessary to establish a temporary morgue and holding facilities, and obtain additional mortuary service assistance.
- 3. Ultimately the West Virginia Office of Chief Medical Examiner (OCME) is responsible for the disposition of the deceased. However, fatalities caused by fire and/or explosions fall under the authority of the West Virginia State Fire Marshal (WVSFM).
- 4. Hospitals have limited morgue space. As such, the state may provide mobile temporary morgues, and WVU Medicine – Berkeley Medical Center may provide space.
- 5. The West Virginia Department of Health and Human Resources (WVDHHR) has the authority to control and the duty of the disposition of an unclaimed deceased.

H. Strategic National Stockpile

- 1. The Berkeley County Health Department maintains more detailed planning regarding the Strategic National Stockpile (SNS).
- 2. SNS planning includes guidelines for requesting SNS resources.
- 3. SNS planning includes storage and rapid dispersal of vaccines, antivirals, and antitoxins.

4. SNS planning also outlines shipment of SNS medications.

I. ESF Roles Aligned with Core Capabilities

Core Capability	ESF #8 – Public Health and Medical Services
Planning	• Recognizes the planning done by the health department and the hospitals in the county.
Public Information & Warning	• Identifies information sharing goals.
Operational Coordination	• Denotes the Incident Command System (ICS) as the preferred management construct for public health and medical partners.
Environmental Response and Health and Safety	• Recognizes the health departments' role in addressing potable water, food, solid waste and wastewater safety.
Public Health, Healthcare, and Emergency Medical Services	• Recognizes need to implement medical countermeasures to affected population.
Fatality Management Service	• Recognizes need for external partners to assist with mass fatality incidents.

Table 8.1

VI. AGENCY RESPONSIBILITIES MATRIX

Primary Agencies	Acronym	Responsibilities
Berkeley County Ambulance Authority	BCAA	• Serve as the primary coordinator of this ESF. • Coordinate with other EMS agencies, Medical Command, hospitals, and other medical facilities to facilitate transport of patients to appropriate facilities. • Provide facility for closed point of distribution to serve government employees and first responders. • Prepare necessary triage areas. • Transport patients from triage areas to fixed medical facilities. • Assist with evacuation of patients from affected medical facilities and nursing homes, as needed.
Berkeley County Health Department	BCHD	• Primary agency for any public health disasters. • Coordinate waste disposal under disaster conditions. • Provide technical information and expertise regarding storage of food. • Coordinate public information programs. • Provide for the relocation and care of special populations (i.e., nursing home residents) • Coordinate communicable disease operations, to include epidemic intelligence, evaluation, prevention, and detection. • Coordinate and provide health care support for shelters and family assistance centers. • Issue key health instructions to the general public. • Coordinate planning and response to pandemics. • Provide guidance and/or services regarding vaccinations/prophylaxis for disease prevention. • Coordinate with WVDHHR to determine critical priorities. • Provide SMEs on health-related issues. • Oversee disposal of bodies during mass fatality situation.
WVU Medicine – Berkeley Medical Center		• Receive notification of disaster or emergency situations and activate disaster plans. • Coordinate with EMS, Medical Command, and other hospitals and medical facilities to facilitate receipt of appropriate patients. • Implement an internal command system for the hospital. • Provide doctors and nurses for triage teams.

Table 8.2

Support Agencies	Acronym	Responsibilities
Berkeley County Medical Examiner	ME	- Oversee removal and storage of bodies. - Coordinate identification of deceased. - Prepare death certificates. - Order autopsies to determine cause of death as necessary. - Coordinate release disposal of bodies following a mass fatality with state medical examiner and health department.
Berkeley County Office of Emergency Management	BCOEM	- Coordinate declaration of local emergency/disaster. - Provide logistical support through an activated EOC. - Relay resource requests from higher levels of government to the State EOC.
Berkeley County Fire Department EMS		Coordinate with other EMS agencies, Medical Command, hospitals, and other medical facilities to facilitate transport of patients to appropriate facilities.
West Virginia Department of Health and Human Resources	WVDHHR	- Coordinate state ESF #8 activities. - Provide assistance to local government and health departments as requested and available. - Statutorily responsible for disposition of unclaimed deceased. - Provides surveillance assistance to local authorities to monitor the health of the general and special needs populations. - Assists in monitoring disease outbreaks.
West Virginia Office of Chief Medical Examiner	OCME	- Coordinate morgue services. - Coordinate body identification. - Coordinate burial of unclaimed bodies. - Establish procedures for handling mass casualties and burial.
West Virginia Board of Pharmacy		- Gains access to appropriate pharmacies for use as medicine distribution points. - Ensures the safety and security of controlled substances.
West Virginia Division of Emergency Management	WVEMD	- Coordinate ESF #5 Emergency Management and ESF #7 Logistics. - Support ESF #8 Public Health and Medical Services.
West Virginia National Guard	WVNG	- Provides support actions to protect public health through the provision of staff for response activities, medical services, security and crowd control, and air and ground transportation. - West Virginia National Guard resources should be activated by the Governor.
US Department of Health & Human Services	USHHS	Provides monitoring and technical assistance, as requested by local or state agencies (and coordinated through state authorities).

Table 8.2 continued

Support Agencies	Acronym	Responsibilities
American Red Cross	ARC	• Provide for disaster-related health and behavior health needs as necessary. • Assists community health personnel subject to staff availability. • Provide supportive counseling for family members of the dead, injured, and others affected by an incident. • Provide available personnel to assist in temporary infirmaries, immunization clinics, morgues, hospitals and nursing homes.
Private Business		• Use discretion to close business or limit number of employees and/or customers during times of potential or actual disease outbreak.

Table 8.2 continued

VII. AUTHORITIES & REFERENCE

A. Authorities

- WV Code, Chapter 6, Article 12, as amended
- WV Code, Chapter 9, Article 1, as amended
- WV Code, Chapter 15, Article 5, as amended
- WV Code, Chapter 16, as amended
- WV Code ,Chapter, 20, Article 5J, as amended
- Code of State Rules 64, 7

B. References

- West Virginia Division of Emergency Management. (2018). West Virginia Emergency Operations Plan. Charleston, WV.
- United States Department of Health and Human Services. (2014). HHS Disaster Human Services Concept of Operations. Washington, D.C.
- United States Department of Homeland Security. (2016). National Response Framework. Washington, D.C.
- Centers for Disease Control. (April, 2011). *Public Health Preparedness Capabilities: National Standards for State and Local Planning*. Atlanta, GA.

BERKELEY COUNTY EMERGENCY OPERATIONS PLAN

APPENDIX 1 TO ESF #8

BERKELEY COUNTY HEALTHCARE ASSETS

BERKELEY COUNTY HEALTHCARE ASSETS		
Agency / Department	Address	Phone Number
HOSPITALS		
WVU Medicine – Berkeley Medical Center	2500 Hospital Drive Martinsburg, WV 25401	304.264.1000
Martinsburg VA Medical Center	510 Butler Avenue Martinsburg, WV 25405	304.263.0811
EMERGENCY MEDICAL SERVICES (EMS) / Air Medical		
Berkeley County Ambulance Authority (BCAA)	400 West Stephen Street, #207 Martinsburg, WV 25401	304.264.1921
Patient Transportation	1927 Rock Cliff Drive Martinsburg, WV 25401	304.264.0199 304.300.0933
Ryneal Medical Transport	120 Commerce Circle, #200 Kearneysville, WV 25430	304.263.2900
Valley Medical Transport	255 Edmond Road Kearneysville, WV 25430	304.776.4067
CLINICS		
Apple Valley Family Medicine	202 Foxcroft Avenue Martinsburg, WV 25401	304.215.1247
EastRidge Health Systems	235 South Water Street Martinsburg, WV 25401	304.263.8954
Fresenius Medical Care	927 Foxcroft Avenue Martinsburg, WV 25401	888.373.1470
Martinsburg Family Health Care	1000 Tavern Road, #100 Martinsburg, WV 25401	304.267.9355
MedExpress Urgent Care	1355 Edwin Miller Blvd Martinsburg, WV 25404	304.263.6753
	83 Retail Commons Pkwy Martinsburg, WV 25403	304.264.9730
Shenandoah Community Health	99 Tavern Road Martinsburg, WV 25401	304.263.4999
Valley Health Urgent Care	97 Administrative Drive Martinsburg, WV 25404	304.350.3200
WVU Urgent Care	61 Campus Drive Martinsburg, WV 25404	304.596.2273

PHARMACIES		
CVS Pharmacy	1200 Edwin Miller Blvd Martinsburg, WV 25404	304.263.4951
	46 Middleway Pike Inwood, WV 25428	304.229.4318
	436 Retail Commons Pkwy Martinsburg, WV 25403	304.264.5201
Martin's Pharmacy	901 Foxcroft Avenue Martinsburg, WV 25401	304.267.6414
Moore's Pharmacy	1311 Old Courthouse Square Martinsburg, WV 25404	304.264.0300
Patterson's Pharmacy	134 S Queen Street Martinsburg, WV 25401	304.267.8903
	115 Hovatter Drive Inwood, WV 25428	304.229.2929
Reed's Pharmacy	5078 Williamsport Pike Martinsburg, WV 25404	304.267.6655
Rite Aid Pharmacy	609 Winchester Avenue Martinsburg, WV 25401	304.267.2955
	7916 Winchester Avenue Inwood, WV 25428	304.229.0935
South Berkeley Pharmacy	5054 Gerrardstown Road Inwood, WV 25428	304.229.2400
Walgreens Pharmacy	101 Forbes Drive Martinsburg, WV 25404	304.262.4697
Walmart Pharmacy	800 Foxcroft Avenue Martinsburg, WV 25401	304.263.6030
	5680 Hammonds Mill Road Martinsburg, WV 25404	304.274.3873
NURSING HOMES		
Care Haven Center	2720 Charles Town Road Martinsburg, WV 25405	304.263.0933
Celebration Villa of Martinsburg	200 Gloucester Drive Martinsburg, WV 25401	304.267.5800
Countryside Assisted Living	1228 Berkeley Station Road Martinsburg, WV 25404	304.596.6227
Crenich Care Home	67 Crenich Avenue Bunker Hill, WV 25413	304.229.3624
Harmony at Martinsburg	13857 Apple Harvest Drive Martinsburg, WV 25403	304.596.0996
Silver Age Services	1000 North High Street Martinsburg, WV 25404	304.267.1717
Southside Group Home	1207 W Virginia Avenue Martinsburg, WV 25401	304.263.4871
Stonerise Martinsburg	209 Clover Street Martinsburg, WV 25402	304.263.8921

BERKELEY COUNTY EMERGENCY OPERATIONS PLAN

EMERGENCY SUPPORT FUNCTION #9 – SEARCH & RESCUE

COORDINATING AGENCY

- Berkeley County Office of Emergency Management (BCOEM)

PRIMARY AGENCIES

- Berkeley County Fire Chiefs' Association
- Local Fire Departments
- Local Law Enforcement
- Berkeley County Office of Emergency Management (BCOEM)

RELATED FEDERAL ESFs

- ESF #9: Search and Rescue

RELATED STATE ESFs

- ESF #9: Urban Search and Rescue

SUPPORT AGENCIES

- Berkeley County Emergency Communications Center (ECC)
- Berkeley County Ambulance Authority (BCAA)
- West Virginia Division of Natural Resources (WVDNR)
- West Virginia Civil Air Patrol (CAP)
- West Virginia Division of Emergency Management (WVEMD)
- West Virginia National Guard (WVNG)
- West Virginia State Police (WVSP)
- Federal Emergency Management Agency (FEMA)
- United States Coast Guard (USCG)

I. PURPOSE

- A. Emergency Support Function (ESF) #9 coordinates the rapid deployment of local search and rescue components and recognizes regional and state resources available to provide specialized life-saving assistance for victims trapped, or otherwise endangered by an emergency, and lost and missing people.

II. SCOPE

- A. This ESF applies to any emergency where an individual is determined to be missing, and a large-scale search for that individual would be necessary. The operations of this ESF can be classified under three environments.
 - 1. Land Search & Rescue: locating lost persons or civilian aircraft.
 - 2. Structural Collapse Urban Search & Rescue (US&R): Structural collapse or transportation accidents involving US&R techniques such as trench rescue, high-angle rescue and confined space.
 - 3. Waterborne Search & Rescue: Incidents where boat response and rescue is an integral part of the overall operations (i.e., body recovery, swift-water, etc.)

III. POLICIES

- A. All departments and agencies assigned responsibilities within Emergency Support Function (ESF) #9 should develop and maintain the necessary plans and Standard Operating Guidelines (SOGs) to accomplish their assigned tasks.
- B. The Incident Commander (IC) or Unified Commander (UC), with input from the operations section, and guidance from the Emergency Operations Center (EOC) will determine when an operation will transition from a rescue mission to a recovery mission.
 - 1. The term rescue is used when there is a chance to save a human life.
 - 2. The term recovery is used without the goal of saving human life and is completed at a slower pace with greater attention to the risk-benefit factor of each task.

IV. ORGANIZATIONAL STRUCTURE

- A. Statutorily a missing individual falls under the direction and control of law enforcement agencies. However, as search areas become larger and operations more technically involved, the Incident Commander (IC) may choose to transition into a Unified Command (UC) approach to adequately encompass the workforce, geographical location, and/or technical assistance needed.
- B. Urban Search and Rescue (USAR) falls under the direction and control of the fire service and Emergency Medical Services (EMS). Structural collapses, transportation accident rescue, and other rescue tasks requiring specific training and utilize specialized equipment. Door-to-door searches following a disaster,

such as flooding, may utilize volunteer groups such as C.E.R.T. and individual volunteers with Just in Time Training.

- C. Waterborne search and rescue, especially swift-water, utilize specialty equipment and requires specialized training. Agencies that specialize in such activities should take part in a Unified Command (UC) with the initial response agencies.
- D. The West Virginia Department of Natural Resources (WVDNR) will conduct SAR operations in State parks, forests, and non-navigable waterways.

V. CONCEPT OF OPERATIONS

A. Land Search & Rescue

1. Initially, most land search & rescue incident will begin as a report of a lost or missing person through Berkeley County 911.
2. Once dispatched, the initial response agencies (e.g., local law enforcement agency, primary fire department, etc.) to assess the situation and determine the need for additional resources.
 - a. Additional resources may include additional workforce (including K-9 Teams), specialized equipment (e.g., ATVs, UTVs, Drone, etc.), or technical assistance (e.g., electronic grid mapping).
 - b. Additional resources may be requested immediately, or may be requested at any time during the search and rescue operation. Considerations for requesting resources:
 - i. Size of the geographical area to be searched,
 - ii. Terrain,
 - iii. Time of day (hours until dark)
 - iv. Demographics of missing person/people (age, medical conditions, etc.)
 - c. A search may be suspended due to multiple reasons, including weather conditions and time of day.

3. Special Considerations – Land Search & Rescue

- a. The addition of spontaneous and or untrained volunteers who are unfamiliar with the area may lead to additional search rescue missions.
- b. Spontaneous volunteers may include individuals who are physically unable to manage the terrain. These individuals may be used for administrative or clerical tasks at the Incident Command Post (ICP).
 - i. When spontaneous or non-affiliated volunteers are utilized, they should receive just in time training and be placed in teams led by trained personnel.
 - ii. Local volunteers may be able to provide information on areas of particular interest that may need to be searched (e.g., knowledge of hunting cameras that may have captured the missing/lost person, etc.).

B. Urban Search and Rescue (USAR)

- 1. Structural collapse is most frequently secondary to another incident (e.g., fire, natural or technological disaster, etc.).
 - a. Rescue techniques such as high-angle rescue or confined space rescue require personnel with specialized training.
- 2. Transportation accident rescues are the most common rescues to occur.
 - a. Multiple agencies throughout the county have various equipment and trained personnel to perform transportation rescues.
- 3. Most frequently, door-to-door USAR will be initiated following a disaster. As such, the request for USAR activities will come from the operations section or the Incident Command/Unified Command Post.
 - a. Door-to-door search USAR may be a workforce exhaustive operation. Multiple teams may be needed to cover large areas with structures and dwellings.

- b. Spontaneous or non-affiliated volunteers may be utilized but should receive training and safety briefings.
 - i. When using non-affiliated volunteers, they should be placed in teams led by trained personnel.
 - ii. Local volunteers may be able to provide information on areas of particular interest that may need to be searched (e.g., information on elderly or infirmed residents, etc.)
- c. All personnel should be advised how to properly mark a dwelling as either unsearched due to compromised structural integrity or searched.
- d. Search teams should maintain status records of all structures searched to be turned over to supervisors upon completion of their assignment.

4. Special Considerations – Urban Search and Rescue (USAR)

- a. Transportation accidents, structural collapses, and specialized rescues may involve hazardous materials. All personnel involved in these rescues should be trained at the appropriate hazmat level before operating in these incidents.
- b. Structural collapses and door to door searches may require respiratory protection to avoid such contaminants as asbestos, mold, etc.
- c. There are multiple agencies that provide regulations and standards that should be followed during USAR.

C. Waterborne Search & Rescue

- 1. Waterborne search & rescues are usually reported through Berkeley County 911 with first due response agencies being dispatched to the location the individual(s) was last observed.
- 2. Based on the circumstances (e.g., child last seen near a river or lake, etc.), there may be simultaneous waterborne and land search and rescue operations.

3. Special Considerations – Waterborne Search & Rescue

- a. Spontaneous or non-affiliated volunteers may be utilized but should receive training and safety briefings.
 - i. When using non-affiliated volunteers, they should be placed in teams led by trained personnel.
 - ii. Local volunteers may be able to provide information on areas of particular interest that may need to be searched (e.g., deep areas of the river, etc.)

D. ESF Roles Aligned with Core Capabilities

Core Capability	ESF #9 – Search & Rescue
Operational Coordination	Identifies the Incident Command System (ICS) as the preferred incident management construct for Berkeley County.
Situational Assessment	Briefly discusses information to be collected during incident size-up.
Mass Search and Rescue	Identifies the need to work and train with mutual aid partners in rescue activities.

Table 9.1

VI. AGENCY RESPONSIBILITIES MATRIX

Primary Agencies	Acronyms	Responsibilities
Berkeley County Fire Chiefs' Association		Distribute information related to nearby search and rescue training opportunities.
Local Fire Departments		- Respond to search and rescue situations as dispatched. - Provide extrication, rescue, and evacuation assistance. - Provide representation in a Unified Command structure. - Coordinates departmental resources and requests assistance through local mutual aid agreements. - Provide specialty vehicles such as UTVs and watercraft to assist with searches. - Request external resource support, as necessary, to include specialty search and rescue teams.
Local Law Enforcement Agencies		- Serve as initial Incident Commander (IC) upon receipt of a missing person report. - Coordinates departmental resources and requests assistance through local mutual aid agreements. - Provide specialty vehicles such as UTVs and watercraft to assist with searches.
Berkeley County Office of Emergency Management	BCOEM	- Serve as the primary coordinator of this ESF. - Coordinate with the local emergency agencies to establish the necessary plans and procedures and conduct all categories of SAR operations within their respective jurisdictions as required. - Provide coordination of all county agencies' SAR activities, receive local requests for State and Federal SAR assistance, and request SAR assistance as required from the WVEMD.
Support Agencies	Acronyms	Responsibilities
Berkeley County Emergency Communication Center	ECC	- Dispatch the fire service on search and rescue and missing person calls. - Relay requests for resources to other local agencies, as per the request of the command structure.
Berkeley County Ambulance Authority	BCAA	Supports search and rescue operations with its swiftwater team.
West Virginia Department of Natural Resources	WVDNR	- Conducts SAR operations in State parks, forests, and non-navigable waterways. - Provide Drones and pilots to assist with wilderness and wildland-urban areas interface searches. - Provide watercraft and personnel to assist with water-based search and rescue events.

Table 9.2

Support Agencies	Acronyms	Responsibilities
West Virginia Civil Air Patrol	CAP	- Can be requested through WVEMD to prepare plans and procedures to accomplish air and ground search and rescue missions. - Assists in searches for lost aircraft.
West Virginia Division of Emergency Management	WVEMD	- Receives requests for state and federal assistance and resources from the county's EOC. - Coordinates state, volunteer, and federal support. - Provides communication assets, as required.
West Virginia National Guard	WVNG	Provides search and rescue personnel assistance for ground, water, and air operations.
West Virginia State Police	WVSP	- Provides search dogs, handlers, and field support personnel through WV K9 SAR. - Provides mobile command center for communications support.
Federal Emergency Management Agency	FEMA	Initiate the national urban search and rescue response system for incidents likely to result in collapsed structures.
United State Coast Guard	USCG	Initiate federal waterborne search and rescue response activities for incidents likely to result in waterborne or maritime distress.

Table 9.2 continued

VII. AUTHORITIES & REFERENCE

A. Authorities

- WV Code, Chapter 15, as amended
- WV Code, Chapter 16, Article 4C, as amended
- WV Code, Chapter 29, Article 3, as amended
- 14 C.F.R. Part 107 Small Unmanned Aircraft Systems
- 29 C.F.R. 1910.120 Hazardous Waste Operations & Emergency Response
- 29 C.F.R. 1910.134 Respiratory Protection Standard
- 29 C.F.R. 1910.146 Permit-Required Confined Space
- 29 C.F.R. 1910.424 Self Contained Underwater Breathing Apparatus
- 29 C.F.R. 1926.650 Excavating and Trenching
- 29 C.F.R. 1926.651 Excavating and Trenching
- 29 C.F.R. 1926.652 Excavating and Trenching
- 46 C.F.R. 160.171 Immersion Suits

B. References

- American National Standards Institute. (2018). *ANSI Z359.1, Safety Requirements for Personal Fall Arrest Systems, Sub-Systems, and Components*. Washington, D.C.
- ASTM International. (2017). *ASTM F1772-17, Standard Specification for Harnesses for Rescue and Sports Activities*. West Conshohocken, PA.
- ASTM International. (2018). *ASTM F1823-97, Standard Guide for Water Rescue Personal Flotation Device (PFD)*. West Conshohocken, PA.
- ASTM International. (2013). *ASTM F1956-13, Standard Specification for Rescue Carabiners*. West Conshohocken, PA.
- ASTM International. (2015). *ASTM F2116-01, Standard Specification for Low Stretch and Static Kernmantle Life Safety Rope*. West Conshohocken, PA.
- ASTM International. (2015). *ASTM F2266-03, Standard Specification for Masses Used in Testing Rescue Systems and Components*. West Conshohocken, PA.
- ASTM International. (2017). *ASTM F3262-17, Standard Classification System for Small Unmanned Aircraft Systems for Land Search and Rescue*. West Conshohocken, PA.
- National Fire Protection Association. (2019). *NFPA 350: Guide for Safe Confined Space Entry and Work*. Quincy, MA.
- National Fire Protection Association. (2017). *NFPA 1006: Standard for Technical Rescue Personnel Professional Qualifications*. Quincy, MA.
- National Fire Protection Association. (2017). *NFPA 1670: Standard on Operations and Training for Technical Search and Rescue Incidents*. Quincy, MA.
- National Fire Protection Association. (2015). *NFPA 1936: Standard on Powered Rescue Tools*. Quincy, MA.
- National Fire Protection Association. (2015). *NFPA 1952: Standard on Surface Water Operations Protective Clothing and Equipment*. Quincy, MA.
- National Fire Protection Association. (2017). *NFPA 1983: Standard on Life Safety Rope and Equipment for Emergency Services*. Quincy, MA.
- West Virginia Division of Emergency Management. (2018). *West Virginia Emergency Operations Plan*. Charleston, WV.

- United States Department of Homeland Security. *National Incident Management System*. (2017). Washington, D.C.
- United States Department of Homeland Security. (2016). *National Response Framework*. Washington, D.C.

BERKELEY COUNTY EMERGENCY OPERATIONS PLAN

EMERGENCY SUPPORT FUNCTION #10 – HAZARDOUS MATERIAL RESPONSE

COORDINATING AGENCY

- Berkeley County Local Emergency Planning Committee (LEPC)

PRIMARY AGENCIES

- Berkeley County Office of Emergency Management (BCOEM)
- Berkeley County Emergency Communications Center (ECC)
- Berkeley County Hazardous Materials Team(s)

RELATED FEDERAL ESFs

- ESF #10: Oil and Hazardous Materials Response

RELATED STATE ESFs

- ESF #10: Oil & Hazardous Materials Response
- IS #1: Nuclear Radiological Incident Response

SUPPORTING AGENCIES

- Berkeley County Ambulance Authority (BCAA)
- Local Fire Departments
- Law Enforcement Agencies
- Berkeley County Public Works
- Fixed Facilities & Shippers (of Hazmat)
- West Virginia Department of Transportation (WVDOT)
- West Virginia State Fire Marshal (WVSFM)
- West Virginia Department of Environmental Protection (WVDEP)
- West Virginia Department of Health and Human Resources (WVDHHR)
- West Virginia Division of Emergency Management (WVEMD)
- United States Environmental Protection Agency (USEPA)

I. PURPOSE

- A. Emergency Support Function (ESF) #10 provides guidance during hazardous materials (HAZMAT) incident response.
- B. ESF #10 also provides for the protection of citizens and the environment.

II. SCOPE

- A. ESF #10 provides a coordinated response to an actual or potential discharge or uncontrolled release of hazardous material.
- B. This ESF applies to both fixed facilities and transportation hazards. There are approximately 90 SARA Title II covered facilities located in Berkeley County.
- C. Berkeley County has a combination of interstates, U.S. highways, state highways, and county roads that serve as a transportation corridor for potential truckload quantities of virtually any hazardous substance at any time.

III. POLICIES

- A. All departments and agencies assigned responsibilities within ESF #10 should develop and maintain the necessary plans, policies, and Standard Operating Guidelines (SOGs) needed to accomplish their tasks.
- B. First Responders should receive training in compliance with Occupational Safety and Health Administration's (OSHA) regulations.
- C. The Berkeley County Council and municipal governments will allocate funds to purchase necessary hazardous materials response equipment, and to provide training to local emergency responders regarding hazardous materials response.

IV. ORGANIZATIONAL STRUCTURE

- A. All hazardous material emergencies within Berkeley County are managed by the Incident Command System (ICS). Most often, the most senior fire official on scene from the primary agency will serve as the Incident Commander (IC).
- B. The political jurisdiction in which the incident occurs is responsible for initially directing response activities, and for notifying other political jurisdictions that may be affected.
- C. Hazardous waste incidents, such as the discovery of a dangerous dumpsite, the jurisdiction's hazardous materials plans, personnel, and equipment will be used that are pertinent to the situation. The discovery of a site of any size and danger; however, will almost always result in a response from higher governmental levels, such as the West Virginia Department of Natural Resources (WVDNR), West Virginia Department of Environmental Protection (WVDEP), and/or the United States Environmental Protection Agency (US EPA).

- D. Requests for resources from higher level of government should be made through the county's activated Emergency Operations Center (EOC).
- E. Upon request of the Fire Service Incident Commander, the Berkeley County Hazardous Materials Team will be dispatched by the Berkeley County Emergency Communications Center (central-dispatch).

V. CONCEPT OF OPERATIONS

A. General

1. The Berkeley County Local Emergency Planning Committee (LEPC) coordinates the development and maintenance of a hazardous materials response plan for Berkeley County. The general considerations of this Emergency Support Function (ESF) are detailed in a more operational fashion in that document. The planning committee also participates heavily in training for hazardous material incidents.
2. Most hazardous material (hazmat) incidents are chemical releases or leaks caused by another emergency incident (e.g., traffic accident, structure fire, etc.) As such, the first agencies on scene may not be aware of a hazmat threat.
3. A number of special facilities, such as hospitals, elderly care facilities, schools, jails, etc., are all within the danger zones of possible hazardous materials incidents.
4. This document assumes that safety coordinators working at the fixed facilities in the county and shippers transporting hazardous materials through the county develop and maintain appropriate emergency preparedness plans.
5. There are numerous creeks, streams and rivers, plus a hilly topography that could result in their contamination by a hazardous materials incident.

B. Hazmat Levels

1. Hazardous materials incidents are separated into four categories based on the severity of the incident and the appropriate emergency response.
 - a. **Level I** incidents involve hazardous materials that can be contained, extinguished, and/or abated by initial emergency responders with little assistance from other local emergency response organizations. The hazardous materials involved in a Level I incident pose little immediate risk to the environment or public health and cause minimal containment or

clean-up problems.

- b. **Level IIA** incidents are situations that are beyond the capabilities of the initial emergency response organization, but they can be controlled with assistance from other local response organizations and possible minimal assistance from state elements. Materials involved in Level IIA incidents typically present significant clean-up and containment problems and pose a potential long-term threat to life, health, and the environment.

- c. **Level IIB** incidents are situations beyond the emergency response capabilities of local emergency response organizations, and the chief

Local 24-hour Notification: 9-1-1 West Virginia Spill Line: 800-642-3074 Mine Industrial Incidents: 866-987-2338 National Response Center: 800-424-8802
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elected official has relinquished control to the Governor, who may appoint a

state agency to lead the emergency response activities. The hazardous materials involved in a Level IIB incident pose the same threat as those involved in a Level IIA incident.

- d. **Level III** incidents are beyond the control capabilities of local emergency response units, which is of such magnitude that it requires support and assistance from state and federal agencies, and which requires the Governor to declare a State of Emergency. The hazardous materials involved in a Level III incident present a potential or long-term threat to life, health, or the environment, and present a significant clean-up problem.

C. Regulatory Notifications

1. Reporting the incident

- a. In accordance with the requirements of the Superfund Amendments and Reauthorization Act (SARA) Title III and West Virginia Code 55-1-4, the owner or operator of a facility where a hazardous chemical is produced, used, or stored shall provide emergency notification of any release. The facility should dial 911 to report the incident. A facility should also contact the State Emergency Response Commission (SERC) and the National Response Center (NRC).

b. Redundant Notifications

- i. Notification of the County will be by a call to Berkeley County Emergency Communications Center (ECC).
- ii. Notification to West Virginia Division of Emergency Management (WVEMD) should be made via WebEOC.

D. Clandestine Drug Laboratory

1. Law Enforcement will be the lead agency upon the identification of a Clandestine Drug Laboratory (meth lab).
2. Under West Virginia Law, the investigating law enforcement agency should notify the property owner, secure and vacate the premises (if a structure), impound any vehicles that are found to contain meth labs and/or equipment, precursors, etc. and maintain vehicle secured and unoccupied until testing is completed.
3. Property should not be returned or reoccupied until a certificate of remediation completion is secured.

E. Public Protective Measures

1. The primary means of offering public protection during hazardous materials incidents include evacuation and Shelter-in-Place (SIP).
2. Shelter-in Place (SIP)
 - a. Decision-making questions
 - i. For fixed facility incidents, what does the facility emergency coordinator recommend based on his/her knowledge of the materials involved in the incident?
 - ii. Will SIP provide adequate protection to the affected population?
 - iii. How much time is available to implement the measure?
 - iv. Can an evacuation be feasibly implemented?
 - v. Will weather conditions cause the incident to affect evacuation routes or unnecessarily expose an evacuating population?
 - vi. Are sufficient resources available to disseminate warnings?

3. Evacuation

- a. If the Incident Commander (IC) determines that SIP will not adequately protect those individuals directly threatened by the hazard and time permits, he/she may order a localized evacuation.
- b. Decision-making questions
 - i. For fixed facility incidents, what does the facility emergency coordinator recommend based on his/her knowledge of the materials involved in the incident?
 - ii. How much time is available to implement the evacuation?
 - iii. Will weather conditions cause the incident to affect evacuation routes or unnecessarily expose an evacuating population?
 - iv. Are sufficient resources available to disseminate warnings?
 - v. Are sufficient resources available to direct the evacuation, provide security, etc.?
 - vi. Can shelters be established?

F. Response Personnel Safety

1. There are many factors to consider when discussing safety, including planning, training, equipment, health, and physical fitness, and public awareness.
2. The Incident Commander (IC), or designee should be responsible for delineating the following areas at the scene. Resources such as the current Emergency Response Guidebook (DOT, 2020) may aid in quickly establishing these zones. (Zones should be amended as the incident progresses)
 - a. **Hot (Exclusion) Zone:** The area immediately surrounding the scene. Only personnel wearing appropriate protective clothing would be permitted in this area.
 - b. **Warm Zone:** The area surrounding the hot zone which presents no danger to properly outfitted personnel. The decontamination area should be established on the outer edge of the warm zone just before passing into the cold zone.
 - c. **Cold Zone:** The support area surrounding the warm zone that presents no hazard to personnel. The incident command post and staging area should be established in the cold zone.

- d. The zones will likely be modified by specialty resources such as the Hazardous Incident Response Team (HIRT) upon their arrival.
3. The IC should ensure that personnel approach an incident from upwind as well as establish the Incident Command Post (ICP), decontamination area, and staging area upwind.
4. The IC or the designated command staff safety officer should be responsible for ensuring that personnel responding to an exclusion zone are properly outfitted in Personal Protective Equipment (PPE), including Level A, B, C, or D suits).
5. IC should establish an accountability procedure as properly outfitted personnel rotate in and out of an exclusion zone. Accountability will likely be maintained by any special response teams that arrive, who should then notify the incident commander when support personnel would be needed.

G. ESF Roles Aligned with core Capabilities

Core Capability	ESF #10 – Hazardous Materials Response
Operational Coordination	• Designates local fire departments and the HIRT as primary response agencies. • Designates law enforcement agencies as primary response agencies for clandestine labs.
Environmental Response/Health & Safety	• Briefly discusses the means to provide mass care support to the affected population (evacuation and shelter-in-place). • Discusses response personnel safety
Critical Transportation	• Identifies means to provide transportation to the access and functional needs population.
Infrastructure Systems	• Assess the nature and extent of contamination and clean up and/or decontaminate infrastructure.
Public Information and Warning	• Provide the technical expertise to support the preparation of Federal public information related to the environmental response.

Table 10.1

VI. AGENCY RESPONSIBILITIES MATRIX

Primary Agencies	Acronyms	Responsibilities
Berkeley County Local Emergency Planning Committee	LEPC	• Serve as the primary coordinator of this ESF. • Serve as a planning committee for the county. • Identify facilities and transportation routes of Extremely Hazardous Substances (EHS). • Provide information on on-site response plans to local emergency responders.
Berkeley County Office of Emergency Management	BCOEM	• Assess the incident with the HAZMAT team leader and Law Enforcement Leader. • Activate of the Emergency Alert System and NOAA All-Hazard Radio for Civil Emergency Messages. • Monitor weather conditions. • Maintain an inventory of all Hazardous Materials response equipment located in the county and maintenance of a resource database. • Activate the Emergency Operations Center if the incident is beyond the capabilities of the local community. • Request mutual aid from other Regional HAZMAT Teams through WVEMD.
Berkeley County Emergency Communication Center	(ECC)	• Notify local fire departments having jurisdiction over the incident. • Notify local Police Department. • Notify BCOEM.
Berkeley County Hazardous Materials Team		• Respond to 911 dispatch upon request of the Fire Service Incident Commander.
Support Agencies	Acronyms	Responsibilities
Berkeley County Ambulance Authority	BCAA	• Maintain copies of the current Emergency Response Guidebook (ERG) in all emergency vehicles. • Ensure personnel are familiar with ERG use and can identify chemicals and initiate safety procedures (e.g., evacuations, first aid, etc.). • Ensure all personnel receive appropriate level of training under 29 CFR 1910.120 and 29 CFR 1910.134.
Local Fire Departments		• Maintain copies of the current Emergency Response Guidebook (ERG) in all emergency vehicles. • Ensure personnel are familiar with ERG use and can identify chemicals and initiate safety procedures (e.g., evacuations, first aid, etc.). • Ensure all personnel receive appropriate level of training under 29 CFR 1910.120 and 29 CFR 1910.134. • Conduct scene size-up, develop an Incident Action Plan (IAP), and conduct response operations as necessary.

Table 10.2

Support Agencies	Acronyms	Responsibilities
Law Enforcement Agencies		• Maintain copies of the current Emergency Response Guidebook (ERG) in all emergency vehicles. • Ensure personnel are familiar with ERG use and can identify chemicals and initiate safety procedures (e.g., evacuations, first aid, etc.). • Ensure all personnel receive appropriate level of training under 29 CFR 1910.120 and 29 CFR 1910.134. • Provide security and traffic diversion around the incident.
Berkeley County Public Works		• Responsible for assessing damage to municipal roadways due to hazardous materials incidents. • Provide traffic diversion devices as needed for the Law Enforcement Sector Leader. • Prevent contamination of water supply.
Fixed Facilities & Shippers (of Hazmat)		• Participate in SARA Title III reporting. • Notify appropriate emergency officials of an incident as soon as possible. • Provide liaison to the Incident Command Post (ICP) or Emergency Operations Center (EOC) during an incident. - o This liaison may be the Facility Emergency Coordinator. - o Provide technical information on the material(s) involved, proper protective actions, etc. • Provide technical assistance to responders during an incident. • Develop and maintain an on-site contingency plan which specifies notification and emergency response capabilities and procedures. • Provide planning support to the LEPC. • Train drivers on proper emergency procedures should they be involved in an incident.
West Virginia Department of Transportation	WVDOT	• Responsible for assessing damage to state maintained roadways due to hazardous materials incidents. • Provide traffic diversion devices as needed for the Law Enforcement Sector Leader.
West Virginia State Fire Marshal	WVSFM	• Certify any person, firm, corporation, or governmental entity that may request certification of their hazardous material response training program. • Maintain copies of all training/certification records.
West Virginia Department of Environmental Protections	WVDEP	• Provide technical and specialized personnel for hazardous materials incidents. • Provide an emergency response unit to work in coordination with Berkeley County's HIRT. • Provide access to clean-up resources.

Table 10.2 continued

Support Agencies	Acronyms	Responsibilities
West Virginia Department of Health and Human Resources	WVDHHR	• Provide guidance regarding the threat to human health posed by the release of the hazardous material and recommend protective action measures.
West Virginia Division of Emergency Management	WVEMD	• Receive request for resources from county EOC. • Allocate resources as necessary and available.
US Environmental Protection Agency	USEPA	• Serves as the coordinating agency for Emergency Support Function #10. • Coordinates, integrates, and overall manages the federal response effort (to chemical incidents). • Provides federal on-scene commanders within its jurisdiction. • Coordinates, as necessary, with other state and local agencies involved in a response.

Table 10.2 continued

VII. AUTHORITIES & REFERENCE

A. Authority

- WV Code, Chapter 5F, Article 2, as amended
- WV Code, Chapter 24A, Section 6B, as amended
- WV Code, Chapter 15, Article 5, and Article 5A, as amended
- WV Code, Chapter 17, Article 16, as amended
- 29 C.F.R. 1910.120 Hazardous Waste Operations & Emergency Response
- 29 C.F.R. 1910.134 Respiratory Protection Standard
- 29 C.F.R. 1910.1201 Retention of DOT marking, placards and labels
- 49 C.F.R. 105 Hazardous Materials Program Definitions and General Procedures
- 49 C.F.R. 107 Hazardous Materials Program Procedures
- 49 C.F.R. 109 Department of Transportation Hazardous Material Procedural Regulations
- 49 C.F.R. 110 Hazardous Materials Public Sector Training and Planning Grants
- 42 U.S.C. Chapter 116 Emergency Planning and Community Right-to-Know
- West Virginia 64 C.S.R. Series 92, Clandestine Drug Laboratory Remediation
- West Virginia 150 C.S.R. Series 23, Rules and Regulations Implementing a Uniform Registration and Permitting Program for Motor Carriers Transporting Hazardous Materials

- The Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended
- Superfund Amendments and Reauthorization Act of 1986

B. References

- National Fire Protection Association. (2018). *NFPA 472 Standard for Competence of Responders to Hazardous Materials/Weapons of Mass Destruction Incidents*. Quincy, MA.
- National Fire Protection Association. (2018). *NFPA 473 Standard for Competencies for EMS Personnel Responding to Hazardous Materials/Weapons of Mass Destruction Incidents*. Quincy, MA.
- National Fire Protection Association. (2017). *NFPA 704 Standard System for the Identification of the Hazards of Material for Emergency Response*. Quincy, MA.
- United States Department of Homeland Security. (2019). *Hazardous Materials Incidents: Guidance for State, Local, Tribal, Territorial, and Private Sector Partners*. Washington, D.C.
- United States Environmental Protection Agency. (2013). *Voluntary Guidelines for Methamphetamine Laboratory Cleanup*. Washington, D.C.
- United States Department of Transportation (USDOT). (2020). *Emergency Response Guidebook*. Washington, D.C.
- Preparedness for Hazardous Materials Emergencies in Railyards: Guidance for Railyards and Adjacent Communities, FEMA, September 1991.
- West Virginia Division of Emergency Management (WVEMD). (2018). *West Virginia Emergency Operations Plan, ESF #1 Transportation*. Charleston, WV.
- United States Department of Homeland Security (US DHS). (2013). *National Response Framework*. Washington, D.C.

BERKELEY COUNTY EMERGENCY OPERATIONS PLAN

EMERGENCY SUPPORT FUNCTION #11 – AGRICULTURE & NATURAL RESOURCES

COORDINATING AGENCY

- Berkeley County Office of Emergency Management (BCOEM)

PRIMARY AGENCIES

- West Virginia Department of Agriculture (WVDA)
- Berkeley County Animal Control

RELATED FEDERAL ESFs

- ESF #11: Agriculture and Natural Resources
- ESF #15: External Affairs

RELATED STATE ESFs

- ESF #11: Agriculture and Natural Resources
- ESF #15: External Affairs

SUPPORTING AGENCIES

- Berkeley County Animal Shelters
- Berkeley County Health Department (BCHD)
- Berkeley County Sheriff's Department
- West Virginia Department of Health and Human Resources (WVDHHR)
- West Virginia Division of Forestry
- West Virginia Division of Emergency Management (WVEMD)
- West Virginia Pets in Disaster Task Force (WVPDTF)
- United States Department of Agriculture (USDA)
- Humane Society of the United States
- United States Department of Health and Human Services (USHHS)

I. PURPOSE

- A. The purpose of Emergency Support Function (ESF) #11 is to outline the response resources available in Berkeley County during a disaster affecting agriculture, natural resources, and/or small and large animals.

II. SCOPE

- A. ESF #11 guides response for emergencies that affect the safety and security of the commercial food supply, the integrity of plants and animals affected by contagious diseases or pests that may cause economic hardship, and the safety of household pets during evacuation and sheltering situations.
- B. Berkeley County is home to a large number of domestic and farm animals. The tables below provide current estimates of the animals currently in the county.

Estimated Population of Domestic Animals				
	Dogs	Cats	Birds	
Total number of households in Berkeley County	45,702	45,702	45,702	
Percent of households with domestic animals	38.4%	25.4%	2.8%	
Number of households with domestic animals	17,550	11,608	1,280	
Average number owned per household	1.6	1.8	2.1	
Total in Berkeley County	28,080	20,894	2,688	
Sources: U.S. Census Bureau (2020), American Veterinary Medical Association, U.S. Pet Ownership & Demographics Sourcebook (2018)				
Estimated Population of Farm Animals				
Cattle	Sheep & Goats	Hogs & Pigs	Horses	Chickens
3,283	344	Not-Disclosed	377	182
Source: 2017 U.S. Census of Agriculture.				

Table 11.1

III. POLICIES

- A. All agencies assigned responsibilities within ESF #11 should develop and maintain Standard Operating Guidelines (SOGs), plans, procedures, and Mutual Aid Agreements (MAAs) to accomplish their assigned tasks.
- B. Some distinction needs to be made between “pets” and “large animals”. A household pet is a domesticated animal (such as dog, cat, bird, rabbit, rodent, or turtle) that is traditionally kept in the home for pleasure rather than commercial purposes, can travel in commercial carriers, and be housed in temporary facilities. Household pets do not include reptiles (except turtles), amphibians, insects/arachnids, farm animals, and animals kept for racing purposes. “Large animals” are generally considered to be livestock (e.g., cattle, pigs, and sheep) and horses.

IV. ORGANIZATIONAL STRUCTURE

- A. There are four primary functions of ESF #11.
 - 1. Implement a local response to an outbreak of a highly contagious animal disease, an outbreak of a highly infective plant/tree disease, or an economically devastating infestation of plants or animals.
 - 2. Assure the safety and security of the commercial food supply by investigating, testing, and analyzing the potential adulteration of products and implementing a local response.
 - 3. Coordinate actions to prevent the loss of livestock due to a disaster.
 - 4. The evacuation and sheltering of domestic and agricultural animals.
- B. Food, water, and ice distribution is typically managed through a “comfort station” type of structure. As such, Berkeley County Office of Emergency Management (BCOEM) (or activated emergency operations center) would likely coordinate the establishment of a comfort station with volunteers, then arrange for the delivery of food, refrigerated trucks, etc. from the food bank to that location.
- C. Generally, the overall coordination of animal issues would be done at the Berkeley County Emergency Communications Center (ECC) and/or Emergency Operations Center (EOC). This is not to say; however, that the county dog warden, animal shelter representatives, veterinarians, and/or other volunteers would not interact with the on-scene command structures in place.
- D. If on-scene (e.g., rescue, corralling, etc. situations), animal care volunteers should report to the staging area and await assignments from the Incident Commander (IC). Upon issuance of an assignment, animal care resources should assume an appropriate role within the Incident Command System (ICS) general staff.
- E. Staff at animal care shelters should designate someone to be in charge at that shelter. Overall coordination of shelter operations should be done at the EOC. If the animal care shelter is located near an American Red Cross (ARC) people shelter, coordination may need to occur between the two. (For example, pet owners in the people shelter can report to the animal care shelter to assist in the care of their pets.)

V. CONCEPT OF OPERATIONS

A. General

1. Berkeley County Office of Emergency Management (BCOEM) should provide continuous outreach to the agricultural community regarding available resources and actions they make take before, during, and after an emergency.

B. Service Animals

1. Under the Americans with Disabilities Act (ADA), individuals with disabilities may bring service animals into all areas of public facilities, including emergency mass care shelters, where members of the public are allowed.
 - a. A service animal is any dog trained to do work or perform tasks for the benefit of an individual with a disability including a physical, sensory, psychiatric, intellectual or other mental disability.
 - i. Animals other than dogs, whether trained or untrained, are not considered service animals.
 - ii. Service animals must perform work or a task directly related to the individual's disability. Examples include (but are not limited to):
 - Assisting blind or vision impaired individuals
 - Alerting individuals who are deaf or hard of hearing to the presence of people or sounds
 - Pulling a wheelchair
 - Retrieving medications
 - Providing assistance with balance and stability
 - Helping individuals with psychiatric and neurological disabilities by preventing or interrupting impulsive or destructive behaviors
 - iii. Emotional support dogs and therapy dogs are not service animals and are not covered under the ADA.
2. A public entity may ask an individual with a disability to remove a service animal if the animal is not housebroken or if the individual is unable to control the animal.

C. Household Pets

1. The county will support the safety and evacuation of household pets. However, pet owners are responsible for their animals.
2. Pet owners should maintain emergency information (e.g., vaccination records, veterinarian's name, and number, etc.) and emergency supplies (e.g., food, water, etc.) in a traveling kit that is readily available.
3. Coordinate the opening of household pet shelters within close proximity to the emergency shelters as needed.

D. Agricultural Assistance

1. The West Virginia Department of Agriculture (WVDA) maintains a quantity of equipment and supplies at WVDA facilities. These items may be used for agriculture assistance.
2. Ultimately, the responsibility for livestock, poultry, and other farm-related animals lies on the owner.
 - a. Berkeley County will support efforts through an activated EOC requesting resources available through surrounding jurisdictions and the state EOC.
3. In the event of an evacuation of farm animals, Berkeley County Office of Emergency Management (BCOEM) will work with other agencies to find a suitable location to shelter the animals.
 - a. Animals, although at a shelter, will remain under the care of the owner.
4. Resource assistance and Subject Matter Expertise (SME) may be provided by WVDA and WVU Extension.

E. Animal Sheltering

1. Animal sheltering is perhaps the most difficult consideration when planning for animals in disaster. Adequate pet sheltering space is not available in Berkeley County without augmentation.
2. Generally, Berkeley County resources rely on the West Virginia University (WVU) Extension Service and local farmers for situations with large animals.
 - a. Such individuals/agencies have access to trailers and other resources that can be utilized to rescue, transport, and shelter large animals.

- b. Some of these resources are located in neighboring counties. If necessary, Berkeley County resources access them through their counterparts in that county.
- c. Reference the *Eastern Panhandle Animals in Disaster Plan, 2022* for detailed information regarding animal care during and following natural or human-caused disasters.

F. Animal and Plant Disease and Pest Response

1. Locally, the main responsibility should be to educate the community in animal and plant diseases and invasive species, how to recognize them, and where to report them.
2. The West Virginia Department of Agriculture (WVDA) has the primary responsibility in the state for monitoring and responding to animal and plant disease and pests.

G. ESF Roles Aligned with Core Capabilities

Core Capability	ESF #11 – Agriculture & Natural Resources
Operational Coordination	Describes incident command responsibilities as mandated by state code.
Environmental Response/Health & Safety	References other annexes in the plan that detail other types of responses (e.g., hazardous materials).
Mass Care	- Briefly discusses the means to provide mass care support to evacuated population. - Coordinates needs assessments for animals, including household pets and service animals, and animal response needs and activities including technical support for evacuation and emergency animal sheltering.
Critical Transportation	Identifies means to provide transportation to the access and functional needs population.
Logistics and Supply Chain Management	Serves as authorized representative for requesting interstate capabilities for agriculture, natural, and cultural resource protection.

Table 11.2

VI. AGENCY RESPONSIBILITIES MATRIX

Primary Agencies	Acronyms	Responsibilities
West Virginia Department of Agriculture	WVDA	• West Virginia Department of Agriculture Coordinates with agencies at the local level to help maintain emergency operations. • Provides state assistance regarding the identification of animal disease. • Provides state assistance regarding the euthanasia of animals based on disease findings. • Assists the county during clean-up, if appropriate.
Berkeley County Animal Control	BCAC	• Assist in the rescuing, sheltering, and transporting of domestic animals. • Oversee emergency shelter operations in close proximity to human shelters.
Support Agencies	Acronyms	Responsibilities
Berkeley County Animal Shelters		• Assists with carcass disposal. • Assists with animal medical care. • Assists with animal sheltering.
Berkeley County Health Department	BCHD	• Provide guidance on infectious disease and quarantines at shelters.
Berkeley County Sheriff's Department	BCSD	• Provide security for animal care facilities, especially if they are established near human shelters. • Provide security for the transport of food supplies, if necessary. • Provide traffic control during movement to shelters and support facilities (including animal care facilities).
Berkeley County Office of Emergency Management	BCOEM	• Provide outreach to the agricultural community and pet owners within the county. • Coordinate agencies and locations to allow for sheltering and feeding of domestic and farm animals. • Ensure coordination between the shelters and animal care facilities as well as the food bank. • Activate the county Emergency Operations Center (EOC). • Relay resource requests to the state emergency operations center.
West Virginia Department of Health and Human Resource	WVDHHR	• Monitor animal disease for possible animal to human transmission.
West Virginia Division of Forestry	WVDF	• Monitor wildland areas for new emergence of invasive species.

Table 11.3

Support Agencies	Acronyms	Responsibilities
West Virginia Division of Emergency Management	WVEMD	• Coordinate requests for assistance from state and federal agencies. • Provide access to the 16 companion animal sheltering trailers throughout the state. • Activate the State Emergency Operations Center (SEOC). • Identify which support agencies are needed and activate those agencies, as needed. • Coordinate with the Secretary of Military Affairs and Public Safety and the Commissioner of Agriculture to determine the appropriate response and recovery needs based on the disease involved.
West Virginia Pets in Disaster Task Force	WVPDTF	• Maintain a database of available supplies, including feed, in each region of West Virginia. • Provide assistance at animal-specific shelters.
United States Department of Agriculture	USDA	• Deploys animal and plant health inspection services resources, if necessary. • Assists, as necessary and contingent upon availability, during operations dealing with an outbreak of a contagious animal or zoonotic disease. • Supports animal/veterinary issues during natural disasters. • Coordinates with other federal assets as well as state and local assets responding to the incident, as necessary.
Humane Society of the United States	HSUS	• Provide subject matter expertise on animal care and sheltering. • Provide assistance as available with animal sheltering.
United States Department of Health & Human Services	USDHHS	• Assists in the provision of emergency veterinary care for sheltered and rescued animals. • Assists in the performance of epidemiological monitoring and reporting of emergency-related animal health issues. • Manages human bite/injury cases, as appropriate and in coordination with appropriate state and local authorities.

Table 11.3 continued

VII. AUTHORITIES & REFERENCE

A. Authority

- WV Code, Chapter 7, Article 10, as amended
- WV Code, Chapter 19, as amended
- Homeland Security Presidential Directive-5: Management of Domestic Incidents
- Pets Evacuation and Transportation Standards (PETS) Act of 2006

B. References

- United States Department of Agriculture (USDA). (2012). *Census of Agriculture*. Online.
- West Virginia Division of Emergency Management. (2018). *West Virginia Emergency Operations Plan*. Charleston, WV.
- United States Department of Agriculture. (2019). *2017 Census of Agriculture*. Washington, D.C.
- United States Department of Homeland Security. (2016). *National Response Framework*. Washington, D.C.

BERKELEY COUNTY EMERGENCY OPERATIONS PLAN

EMERGENCY SUPPORT FUNCTION #12 – ENERGY

COORDINATING AGENCY

- Berkeley County Office of Emergency Management (BCOEM)

PRIMARY AGENCIES

- Berkeley County Office of Emergency Management (BCOEM)
- FirstEnergy – Potomac Edison
- Sunwave Energy
- Mountaineer Gas
- AmeriGas

SUPPORTING AGENCIES

- West Virginia Department of Energy (WVDOE)
- West Virginia Public Service Commission (PSC)
- West Virginia Development Office (WVDO)
- West Virginia Division of Emergency Management (WVEMD)
- United States Department of Energy (USDOE)

RELATED FEDERAL ESFs

- ESF #12: Energy

RELATED STATE ESFs

- ESF #12: Energy

I. PURPOSE

- A. Emergency Support Function (ESF) #12 provides guidance to ensure the continued operation of energy services in Berkeley County. Specifically, ESF #12 addresses; energy system assessment, repair, and restoration, as well as the coordination with public and private agencies.

II. SCOPE

- A. ESF #12 applies to all emergencies and disasters occurring in Berkeley County during which there are widespread, significant power outages.

III. POLICIES

- A. Electricity companies maintain the sole responsibility for their systems.
- B. Critical assets throughout Berkeley County remain responsible for any generator or other auxiliary power resources they own, including maintenance, fueling, etc.
- C. Any auxiliary power needs in the form of resource requests should be channeled through the process described in Emergency Support Function (ESF) #7: Logistics.
- D. All agencies and departments' assigned responsibilities in ESF #12 should develop and maintain the necessary plans, Standard Operating Guidelines (SOGs), Mutual Aid Agreements (MAAs), model contracts, and equipment to accomplish their tasks.

IV. ORGANIZATIONAL STRUCTURE

- A. In general, maintenance and repair of the electric grid in the county is the responsibility of Potomac Edison WV – FirstEnergy. Local emergency services agencies may report outages, relay any information on critical facilities or special needs populations that are without power (if known), etc. *Local organizations are not responsible for any element of the actual electricity grid system.*
- B. Officials in charge of energy utility personnel from outside Berkeley County should maintain communications with the local public works officials in charge at the disaster site. They should be provided mission assignments either by these officials (from the incident commander) or the Emergency Operations Center (EOC).

V. CONCEPT OF OPERATIONS

- A. It is generally assumed that interruptions in electricity service are common occurrences.
 - 1. Interruptions lasting for 12 hours or longer (contingent on such weather conditions as heat/cold), are typically when problems begin to arise. These problems include loss of personal food supplies, air conditioning during extreme heat, oxygen and other home medical services, etc.
 - 2. Obviously, there are certain facilities in Berkeley County that would need near constant electricity (and for which the above 12-hour estimate does not apply).

- B. Energy providers should monitor threats and forecasts and, as necessary, activate Regional Mutual Assistance Groups (mutual aid agreements) as necessary.
1. This may be done prior to an event, if there is sufficient warning time, during the event, or after the event. This information should be shared with both the county and state Emergency Operations Centers (EOCs).

BERKELEY COUNTY ENERGY PROVIDERS	
Utility	Provider
Electricity	Potomac Edison WV, a division of FirstEnergy and Sunwave Energy
Gas	Mountaineer Gas, AmeriGas, and RM Roach & Sons Inc.

Table 12.1

- C. Energy providers should prioritize requests to assist emergency responders when damaged infrastructure (i.e., down lines, gas leak, etc.) is endangering life, safety, or property.
- D. During and following an incident, the Berkeley County Emergency Communications Center (ECC) and the county Emergency Operations Center (EOC) may receive multiple reports of power outages. Berkeley County ECC should forward all reports to the activated EOC to establish one list to be shared with the energy suppliers.
- E. Berkeley County Office of Emergency Management (BCOEM) should coordinate with energy suppliers to establish priorities to restore energy systems.
- F. Power Restoration Priorities
1. The following assets are considered critical and should have every attempt made to restore energy as quickly as possible during emergencies.
 - a. Hospitals,
 - b. Nursing homes,
 - c. Water treatment facilities, and
 - d. Sewer treatment facilities.
- G. BCOEM and energy suppliers should coordinate Emergency Public Information (EPI) prior to releasing statements.
- H. Energy suppliers may need to coordinate with West Virginia Division of Highways (WVDOH) or municipal road departments to gain access to damaged infrastructure or law enforcement to ensure the safety of their workers. This may be accomplished through the EOC.

I. ESF Roles Aligned with Core Capabilities

Core Capability	ESF #12 – Energy
Infrastructure Systems	Discusses the need to prioritize critical infrastructure to minimize health and safety threats.

Table 12.2

VI. AGENCY RESPONSIBILITIES MATRIX

Primary Agencies	Acronym	Responsibilities
Berkeley County Office of Emergency Management	BCOEM	- Serve as the primary coordinator of this ESF. - Work with Berkeley County representatives to develop strategies and priorities of response and recovery efforts for damages or disruptions of infrastructure and energy services. - Coordinate with the power company during outages to determine areas that are affected as well as anticipated restoration times. - Coordinate damage repair and if necessary inspections of state roadways, bridges, and other critical infrastructure. - Serves as the point of contact for roadway message boards.
FirstEnergy – Potomac Edison		- Report outages as necessary. - Coordinate operations to restore electrical service with EOC and other electric providers.
Sunwave Energy		Coordinate operations to restore electrical service with EOC and other electric providers.
Mountaineer Gas		Coordinate operations to restore gas service with the EOC.

Table 12.3

Support Agencies	Acronym	Responsibilities
West Virginia Department of Energy	WVDOE	• Provide coordination with the U.S. Department of Energy as needed.
West Virginia Public Service Commission	WVPSC	• Prioritize needs for electric and natural gas utility restoration. Coordinate and direct the flow of resources with local support agencies. • Maintain contact with electric, gas, telephone, and water utility companies serving emergency area(s) to obtain information about damage and assistance needed in their area(s). • Monitor power utilities on an hourly basis and disseminate information twice a day, at minimum, during power outages. • Coordinate resource support to repair damaged energy systems. • Coordinate resource support to repair damaged energy systems. • Monitor repair procedures followed by individual utilities during energy-generating capacity shortages to ensure that a coordinated statewide power action plan is established. • Determine West Virginia's generating capacity; expected peak loads; expected duration of emergency event; explanation of utilities' actions; and recommendations of state and local agency actions in support of the utilities. • Review short-term recovery actions and develop long-term strategies for meeting state and local energy needs.
West Virginia Development Office	WVDO	• Assist utility providers, as needed, to gain access to areas (i.e., debris or snow removal) with damaged or inoperable infrastructure. • Serve as a state liaison with the US Department of Energy.
West Virginia Division of Emergency Management	WVEMD	• Receive and prioritize requests for assistance from local government. • Activates the state EOC, if conditions exceed local resources and state resources are needed. • Coordinates and communicates specific energy needs with BCOEM. • Coordinate out-of-state resources with in-state utility providers.
US Department of Energy	USDOE	• Provides advice on the priorities for energy restoration, assistance and supply. • Requests emergency response actions required to meet the nation's energy demands. • Provides guidance on energy efficiency and conservation.

Table 12.3 continued

VII. AUTHORITIES & REFERENCE

A. Authorities

- WV Code, Chapter 15, as amended
- WV Code, Chapter 24, as amended

B. References

- The National Association of Regulatory Utility Commissioners. (2015). *Regional Mutual Assistance Groups: A Primer*. Washington, D.C.
- United States Department of Homeland Security. (2010) *National Infrastructure Protection Plan, Energy Sector-Specific Plan*. Washington, D.C.
- United States Department of Homeland Security. (2016). *National Response Framework*. Washington, D.C.
- West Virginia Division of Emergency Management. (2018). *West Virginia Emergency Operations Plan*. Charleston, WV.

BERKELEY COUNTY EMERGENCY OPERATIONS PLAN

EMERGENCY SUPPORT FUNCTION #13 – PUBLIC SAFETY & SECURITY

COORDINATING AGENCY

- Berkeley County Sheriff's Department (BCSD)

PRIMARY AGENCIES

- Berkeley County Sheriff's Department (BCSD)
- West Virginia State Police (WVSP)

RELATED FEDERAL ESFs

- ESF #13: Public Safety and Security

RELATED STATE ESFs

- ESF #13: Public Safety and Security
- IS #2: Terrorism Response

SUPPORTING AGENCIES

- Martinsburg Police Department
- West Virginia Division of Natural Resources (WVDNR)
- West Virginia Division of Emergency Management (WVEMD)
- West Virginia Intelligence Fusion Center
- US Department of Justice (USDOJ)
- Federal Bureau of Investigation (FBI)
- US Department of Homeland Security (US DHS)

I. PURPOSE

- A. Emergency Support Function (ESF) #13 defines the roles, assigns responsibilities, and defines the interaction between law enforcement agencies having jurisdiction in Berkeley County during large-scale emergencies.

II. SCOPE

- A. ESF #13 seeks to describe the relationships between law enforcement agencies from various jurisdictional levels as well as basic law enforcement emergency responsibilities.
- B. ESF #13 does not supplant agency-specific Standard Operating Guidelines (SOGs), nor does it seek to "tell" law enforcement agencies how they are to accomplish their mission.

- C. The primary goal of ESF #13 is to outline a process by which law enforcement agencies from various levels can work together toward the resolution of large-scale emergency incidents.

III. POLICIES

- A. All agencies assigned responsibilities in ESF #13 should develop and maintain the necessary plans, Standard Operating Guidelines (SOGs), and Mutual Aid Agreements (MAAs) to successfully accomplish their tasks.
- B. ESF #13 is intended to be consistent with other sections of the Berkeley County Emergency Operations Plan (EOP), the West Virginia EOP, the National Response Framework (NRF), and the National Incident Management System (NIMS).
- C. Some aspects of emergency response may be covered in other plans or policies. These resources are listed in section VII. Authorities and References.

IV. ORGANIZATIONAL STRUCTURE

- A. The Berkeley County Sheriff's Department is responsible for coordinating emergency law enforcement activities within the county, outside of municipal boundaries.
- B. Police agencies have authority and responsibility within their respective jurisdictions.
- C. When two or more police agencies with jurisdictional authority are involved, primary service should be provided by the first department on scene.
- D. Incident Command System (ICS)
 - 1. Local law enforcement agencies are trained in the Incident Command System (ICS) and can establish or integrate into the structure during significant emergency responses.
 - 2. If an incident is thought to be a crime, law enforcement would then likely serve in the "Incident Commander (IC)" role.

- E. Since a number of other situations could be contributing to an emergency that is also a crime scene, law enforcement in Berkeley County would prefer to transition to a Unified Command (UC) structure during these instances to ensure that the skills of other agencies in the county are best utilized, and the situation is resolved as quickly and effectively as possible.
- F. The Berkeley County Sheriff's Department is a participant in the statewide Sheriffs' Mutual Aid Agreement (MAA). Local law enforcement agencies in Berkeley County have agreements to assist one another.

V. CONCEPT OF OPERATIONS

A. General

1. During emergency situations, each law enforcement organization will retain authority within its jurisdiction. The Berkeley County Sheriff's Department will lead and coordinate police activities when county and municipal law enforcement agencies are involved.
2. Law enforcement should be prepared to re-route traffic around damaged areas during emergencies in order to provide continuous flow to the extent possible.
3. Security will be provided by law enforcement during emergencies in coordination with the Incident Commander (IC) at the scene of an emergency and, critical facilities including temporary shelters and the emergency operations center, as needed.
4. During an emergency or disaster, there is still a need to continue routine operations and response. This may require the use of mutual aid assistance.
5. The West Virginia Law Enforcement Mutual Assistance Act, contained in West Virginia Code (WVC) Chapter 15, Article 10, states that authorized law enforcement agencies in the state may share resources and provide mutual assistance through written request when time allows, or without written request during an emergency situation.

B. Incident Management

1. When not law enforcement specific, law enforcement agencies should coordinate with Berkeley County Office of Emergency Management (BCOEM) to provide assistance with other emergency actions.
2. Agencies involved in any emergency response will be responsible for maintenance of command structures, tracking of deployed personnel and resources, and list of available personnel and resources that may be activated.
3. As needed, provide personnel to the emergency operations center. This may be a virtual presence through the Homeland Security and Information Network (HSIN).
4. As needed, and available, law enforcement agencies may assist with ESF #2 functions in providing warning via public address systems on vehicles.
5. Law Enforcement agencies may coordinate with private security to coordinate site security, evacuation, and entry/exit to an emergency or disaster area.

C. Notifications

1. The Berkeley County Emergency Communications Center (ECC) serves as the primary dispatching point for law enforcement resources in Berkeley County. It issues notifications and “links” law enforcement agencies for basic interoperability.
2. Notifications to the primary law enforcement agencies for an incident include:
 - a. Initial notifications of situations would likely go out to patrol officers, who would be responsible for responding and notifying their supervisors;
 - b. Based on reports from patrol officers, supervisors should begin to notify/activate special resources, other supervisors, etc.; and
 - c. Supervisors should then begin a process of incident assessment and sending personnel as requested.
3. Per requests from on-scene law enforcement personnel, the 911 center may also notify resources to go on stand-by or for such needed services as traffic control, evacuation assistance, crowd control, perimeter security, etc. Further, specialty teams (e.g., SWAT) may be organized as groups in the Alert Berkeley notification system.

4. Notification policies for planned incidents or special events should be spelled out in event planning and may originate at the supervisor (or higher) level rather than a true “bottom-up” structure as is used during quick-onset emergencies.
- D. Relationship to an Activated Emergency Operations Center (EOC)
1. Law enforcement agencies may send a representative to the county Emergency Operations Center (EOC) should it be activated to support response operations.
 - a. The EOC would be a support entity, primarily assisting in resource procurement (i.e., assisting incident command logistics operations) as opposed to a location where tactical decisions would be made.
 2. Should the emergency situation require all available law enforcement personnel, a representative from the local departments would likely not be available to report to the center. In such a situation, personnel in the emergency operations center should stay abreast of law enforcement needs by monitoring radio communications and coordinating with the 911 center.
- E. Terrorism
1. Incidents that may be linked to terrorism and confirmed terrorist attacks need to be coordinated with the Federal Bureau of Investigations (FBI), the West Virginia State Police (WVSP), and the West Virginia Intelligence/Fusion Center.
 2. Response to terrorism events are covered in Hazard Specific Annex #1 – Terrorism of this Emergency Operations Plan (EOP).

F. ESF Roles Aligned with Core Capabilities

Core Capability	ESF #13 – Public Safety
Operational Coordination	- Identifies the Incident Command System (ICS) as the preferred incident management construct for Berkeley County Law Enforcement. - Describes incident command responsibilities as mandated by state code. - Briefly describes how the fire service interacts with the emergency operations center.
Forensic and Attribution	Recognizes the need to investigate criminal/terrorist actions and identify actors.
Interdiction and Disruption	Identifies regional agencies to assist in crime prevention and criminal apprehension.
Intelligence and Information Sharing	Identifies means by which intelligence and information may be shared.
Screening, Search, and Detection	Identifies means by which both active and passive surveillance may be accomplished.
Access Control and Identity Verification	Identifies agencies and personnel that may assist in secure locations as necessary.
On-Scene Security, Protection, and Law Enforcement	- Identifies response partners and their roles and responsibilities in law enforcement and security activities. - Identifies resources and partners available for ensuring a safe and secure environment.
Environmental Response / Health and Safety	Lists the primary and secondary responsibilities of law enforcement.
Operational Communications	Briefly describes the communications capabilities available to law enforcement.
Situational Assessment	Briefly discusses information to be collected during incident size-up.
Physical Protective Measures	Discusses means to provide physical barricades to protect people. Structures and critical infrastructure.
Housing	Recognizes the responsibility of the county to provide temporary housing/sheltering to individuals in their custody.

Table 13.1

VI. AGENCY RESPONSIBILITIES MATRIX

Primary Agencies	Acronyms	Responsibilities
Berkeley County Sheriff's Department	BCSD	• Serve as the primary coordinator of this ESF. • Control all law enforcement activities at the county level. • Maintain and/or review SOP's and checklists for the Sheriff's Department. • Coordinate and prepare mutual aid agreements between local, county, state and federal law enforcement agencies. • Coordinate and prepare agreements with military and private security forces. • Prepare agreements and coordinate with volunteer organizations and private citizens with special skills, particularly for search and rescue activities. • Arrange for the protection, relocation, and housing of prisoners during emergency situations. • Maintain law and order. • Provide for traffic control. • Provide security for facilities. • Disseminate warnings by mobile police radio. • Staff the EOC Communications Center on a 24-hour basis. • Train law enforcement personnel.
West Virginia State Police	WVSP	• Support local law enforcement operations, as and when requested. • Administrative ➢ Develop and maintain current internal notification and recall rosters. ➢ Develop and maintain standard operating guidelines. ➢ Develop and maintain mutual aid agreements. • Provide routine law enforcement functions including: ➢ Routine patrol ➢ Secure critical and key facilities ➢ Traffic management ➢ Traffic accident investigation ➢ Criminal investigation ➢ Collection and preservation of evidence ➢ Responding to calls for service • Non-routine Functions ➢ SWAT ➢ Hostage Negotiation ➢ Hazardous Materials Team ➢ Aviation/Helicopter ➢ Crime Scene Unit

Table 13.2

Support Agencies	Acronyms	Responsibilities
Municipal Police Departments		• Administrative ➢ Develop and maintain current internal notification and recall rosters. ➢ Develop and maintain standard operating guidelines. ➢ Develop and maintain mutual aid agreements. • Provide routine law enforcement functions, including: ➢ Routine patrol ➢ Provide mobile units for warning ➢ Traffic and crowd control ➢ Traffic accident investigation ➢ Criminal investigation ➢ Collection and preservation of evidence ➢ Responding to calls for service ➢ K-9 narcotics patrol • Non-routine Functions ➢ Narcotic Violent Crime Task Force ➢ SWAT ➢ Hostage Negotiation ➢ Watercraft activities ➢ Dive Team ➢ Hazmat Technicians • Support other emergency response activities
Martinsburg College Campus Safety		• Maintain law and order on the campus. • Control law enforcement activities on campus. • Maintain and/or review SOP's and checklists for campus safety. • Provide campus traffic control. • Provide security for all campus facilities. • Disseminate warnings throughout the campus by mobile police radio.
West Virginia Division of Natural Resources	WVDNR	• Enforce boating laws and provide education • Enforce game, fishing, littering, forestry, and environmental/solid waste laws. • Assist local agencies during large-scale events, emergencies, and disasters.
West Virginia Intelligence Fusion Center	WVI/FC	• Provide a single point of contact for an extensive array of database results. • Provide a central hub of bulletin and advanced warnings. • Provide both public safety and private sector information.
US Department of Justice	USDOJ	• Coordinates ESF 13 operations and the federal level.
Federal Bureau of Investigation	FBI	• Primary agency for all actual or potential terrorism-related incidents.
US Department of Homeland Security	US DHS	• Coordinates federal operations under ESF 5 with ESF 13 and other federal response efforts. • Serves as a coordinating agency for the implementation of ESF 13.

Table 13.2 continued

VII. AUTHORITIES & REFERENCE

A. Authorities

- WV Code, Chapter 8, Article 14, as amended
- WV Code, Chapter 15, Article 10, as amended

B. References

- West Virginia Division of Emergency Management. (2018). *West Virginia Emergency Operations Plan*. Charleston, WV.
- United States Department of Homeland Security. (2016). *National Response Framework*. Washington, D.C.

BERKELEY COUNTY EMERGENCY OPERATIONS PLAN

APPENDIX 1 TO ESF #13

BERKELEY COUNTY LAW ENFORCEMENT ASSETS

BERKELEY COUNTY LAW ENFORCEMENT ASSETS		
Agency	Address	Phone Number
Federal		
Federal Bureau of Investigation (FBI)	57 Cedar Creek Grade B Winchester, VA 22601	540.662.3531
Department of Homeland Security (US DHS)	796 North Foxcroft Avenue Martinsburg, WV 25401	304.264.2552
State		
West Virginia State Police (WVSP) – Martinsburg Detachment Troop 2	14 Trooper Drive Martinsburg, WV 25404	304.267.0001
County		
Berkeley County Sheriff's Department	510 South Raleigh Street Martinsburg, WV 25410	304.267.7000
Municipal		
Martinsburg Police Department	232 N Queen Street Martinsburg, WV 25401	304.264.2100
Other		
West Virginia Department of Natural Resources Police	1910 Sleepy Creek Road Hedgesville, WV 25427	304.754.3855

BERKELEY COUNTY EMERGENCY OPERATIONS PLAN

EMERGENCY SUPPORT FUNCTION #14 – CROSS-SECTOR

COORDINATING AGENCY

- Berkeley County Office of Emergency Management (BCOEM)

PRIMARY AGENCY

- Berkeley County Office of Emergency Management (BCOEM)

RELATED FEDERAL ESFs

- ESF #14: Cross-Sector Business and Infrastructure
- SPT: Volunteer and Donations Management

RELATED STATE ESFs

- ESF #14: Recovery
- SPT #3: Private Sector Coordination
- SPT #7: Volunteer and Donations Management

SUPPORT AGENCIES

- Berkeley County Ambulance Authority (BCAA)
- Berkeley County Fire Chief's Association
- Berkeley County Health Department (BCHD)
- Berkeley County Assessor
- Local Law Enforcement
- Local Fire Departments
- West Virginia Division of Highways (WVDOH)
- West Virginia National Guard (WVNG)
- West Virginia Division of Emergency Management (WVEMD)
- West Virginia Department of Agriculture (WVDA)
- West Virginia Voluntary Organizations Active in Disaster (WV VOAD)
- American Red Cross (ARC)
- United States Department of Homeland Security (US DHS)

I. PURPOSE

- A. Emergency Support Function (ESF) #14 describes the framework used for activities involving the private sector and infrastructure owners and operators during and following emergencies. This ESF outlines the process for conducting damage assessments and obtaining information required to request state and federal recovery assistance.

II. SCOPE

- A. ESF #14 aligns and supports cross-sector operations among infrastructure owners and operators, businesses, and government partners.
- B. ESF #14 seeks to provide stability to community lifelines and impacted infrastructure.

III. POLICIES

- A. All departments, organizations, and agencies assigned responsibilities within ESF #14 should develop and maintain the necessary plans, policies, Standard Operating Guidelines (SOGs), and Mutual Aid Agreements (MAAs), to accomplish their tasks.
- B. Berkeley County encourages cooperative relations between private-sector organizations, infrastructure owners and operators, and government entities. Cooperation is critical during the planning and information-sharing processes.
- C. Damage assessments should be conducted to survey two broad categories of damage; private and public damage.
 - 1. Public Damage – estimates damages to government-owned facilities (i.e., public buildings, sewage and water treatment plants, roads, bridges, parks, public schools, etc). Estimates should also be obtained on the cost of the government's emergency response (i.e., cost of debris removal police and fire overtime, implementation of public protective measures, etc.).
 - 2. Private Damage – Estimates of people displaced and in need of housing; also, number of potential persons in disaster shelters or support facilities.
 - a. Number of persons injured
 - b. Number of confirmed fatalities
 - c. Degree and dollar estimates of damage to private property, including single family homes, multi-family homes, mobile homes, and business operations:
 - i. **Destroyed:** Permanently uninhabitable.
 - ii. **Major Damage:** The structural damage is such that the resident/business cannot repair the structure in 30 days or less; uninhabitable without major repairs.
 - iii. **Minor Damage:** The structural damage can be repaired within a 30-day time period.

- iv. **Affected:** The structural damage does not prevent habitation; repairs needed are minimal and can be accomplished in a relatively short period of time.
- d. The degree of structural loss, as defined above for damage assessment purposes, is based on actual structural damage and not on financial capability of the victim to make the repairs.
- e. The impact of the private sector stricken, including unemployment estimated due to businesses shut down because of the disaster, number of stricken on fixed income, lack of insurance, needs of the elderly, minority problems, and general update on unmet needs in the community as a result of the incident.

IV. ORGANIZATIONAL STRUCTURE

- A. All emergencies should be handled at the lowest level of government. As such, Berkeley County Office of Emergency Management (BCOEM) is the coordinating agency during large-scale or multi-jurisdictional emergencies.
- B. All affected businesses, critical infrastructure owners and operators, and government agencies should coordinate information as outlined in ESF #15: External Affairs.
- C. Damage Assessment Staff may be comprised of regular public employees or officials who assume damage assessment responsibilities whenever an emergency of major proportion strikes the community. Mobilization occurs upon notification by the BCOEM Director or the planning section of the Emergency Operations Center (EOC).
- D. Assessment of damage is the responsibility of the affected government. Reports of property damage in total numbers and degree of damage (destroyed, major, and minor) are required. Total dollar losses in current replacement or repair costs and the uninsured portion of the dollar loss are also needed. The dollar amounts should be estimates for the total replacement cost of each type of property.

- E. Local government makes assessment for public and private property within its jurisdiction.
 - 1. Assessment of damages to public buildings (municipal or county) can be the responsibility of maintenance staffs or retained engineering consultants.
 - 2. Damage assessment of county roads, bridges, and culverts may be accomplished by the county detachment of the West Virginia Division of Highways (WVDOH) and assessment of municipal streets may be accomplished by street commissioners, maintenance staff, or retained engineers.
 - 3. Assessment of damages to public utilities should be accomplished by public works departments. Privately-owned utilities, such as Public Service Districts (PSDs), should also be assessed by public works officials with heavy assistance from the utility's own personnel.

- F. The American Red Cross (ARC) may conduct an independent damage assessment survey to analyze the situation and determine human necessities. The result of the ARC Survey can be useful as a cross-check. Insurance company adjusters/appraisers may be another source of damage information.

V. CONCEPT OF OPERATIONS

- A. Each business and infrastructure owner, and operator, should develop, test, and implement their own Continuity of Operation Plans (COOP). These plans should consider contingencies for supply chain disruptions and staff shortages.
- B. Berkeley County Office of Emergency Management (BCOEM) encourages businesses and infrastructure owners and operators to coordinate their emergency programs and plans with local governments. By coordinating during the planning phase, government agencies, businesses, and infrastructure owners and operators can anticipate what resources may be available upon request as well as any resources they may have available to share in the event of an emergency.
- C. BCOEM encourages private businesses and critical infrastructure owners and operators to create and maintain Mutual Aid Agreements (MAAs) and Memorandums of Understanding (MOUs) to limit the effects emergencies can create (i.e., staff shortages, supply chain issues, loss of utilities, etc.).

D. Conducting Initial Damage Assessments

1. Local government officials should conduct the initial damage assessment using all available resources (e.g., fire, police, BCOEM, etc.) as soon as possible following an emergency.
2. Early identification of problems affecting the population can enable the Emergency Operations Center (EOC) to make prompt and efficient decisions concerning resources available and needed.
3. Items to Consider for the Initial Damage Assessment
 - a. Estimate of homes affected
 - b. Estimate of businesses affected
 - c. Road closures
 - d. Infrastructure (e.g., power line, water main, etc.) damage
 - e. Various verbal reports from first responders
4. This initial report (or windshield report) should be submitted to the West Virginia Division of Emergency Management (WVEMD) within 12 hours of the incident.
5. Each damage assessment team should collect data using a revised survey form.
6. All survey team reports should be forwarded to the county EOC. The BCOEM will be responsible for all paperwork required for funding assistance requests.
7. A map should be prepared that illustrates damage and graphically displays where the worst and minimal damage is located.

E. Release of Information

1. Private appraisers, insurance adjusters, reporters, and others may obtain damage assessment information from BCOEM or the county EOC, if activated.
2. The county Public Information Officer (PIO) may set up a Joint Information Center (JIC) and arrange to have periodic press briefings, during which damage assessment information could be discussed.

F. ESF Roles Aligned with Core Capabilities

Core Capability	ESF #14 – Cross Sector
Operational Coordination	Describes incident command responsibilities as mandated by state code.
Infrastructure Systems	Briefly discusses ways to minimize health and safety threats and restore critical systems and services.

Table 14.1

VI. AGENCY RESPONSIBILITIES MATRIX

Primary Agency	Acronym	Responsibilities
Berkeley County Office of Emergency Management	BCOEM	- Coordinates with other government agencies, infrastructure owners/operators, and businesses. - Coordinate damage assessments and debris removal process. - Coordinate with the county Public Information Officer (PIO) to keep the public informed of hazardous conditions (i.e., unsafe roads, bridges, buildings, etc.). - Assist in the collection of damage assessment data and preparation of reports to be forwarded to the West Virginia Division of Emergency Management (WVEMD).
Support Agencies	Acronyms	Responsibilities
Berkeley County Ambulance Authority	BCAA	Coordinate ESF #8: Public Health and Medical Services activities.
Berkeley County Fire Chief's Association		- Coordinate ESF #4: Firefighting activities. - May assist with damage assessments.
Berkeley County Health Department	BCHD	Coordinate ESF #8: Public Health and Medical Services activities.
Berkeley County Assessor		If requested by the emergency operations center, research and report the value of affected properties.
Local Law Enforcement, Fire Departments, and Emergency Medical Services		- Collect and report the following information to the EOC: - Number of fatalities (by name and address, if possible, to avoid duplications); - Number of injured (by name and address, if possible, to avoid duplications); and - Any other pertinent information to compiling an accurate damage assessment. - Assist damage assessment teams to verify public and private damages, if personnel are available.
West Virginia Division of Highways	WVDOH	- Coordinate ESF #1: Transportation activities. - Coordinate ESF #3: Public Works activities.

Table 14.2

Support Agencies	Acronyms	Responsibilities
West Virginia National Guard	WVNG	May assist with any emergency support function as authorized.
West Virginia Division of Emergency Management	WVEMD	- Coordinate the state EOC. - Receives damage assessment information from the county EOC. - Directs state damage assessments. - Assigns teams to assess damage to private, non-profit facilities, as required. - Briefs, coordinates, and supervises federal/state inspection teams in the preparation of damage survey reports. - Compiles final damage assessments for the Governor's use. - Coordinates requests for state/federal assistance from the local level during recovery.
West Virginia Department of Agriculture	WVDA	- Support ESF #11: Agriculture and Natural Resources activities. - Coordinate with stakeholders and federal agencies to determine the availability of products that can be used for human and animal consumption in the event of the food supply chain being affected.
West Virginia Voluntary Organizations Active in Disaster	WVVOAD	Serves as an umbrella organizations for a variety of voluntary agencies throughout the state.
American Red Cross	ARC	Provides internal Red Cross damage assessment information to the emergency operations center.
US Department of Homeland Security	US DHS	- Activates Emergency Support Function #14, if necessary. - Coordinates requests for federal assistance (from states) during recovery.

Table 14.2 continued

VII. AUTHORITIES & REFERENCE

A. Authority

- WV Code, Chapter 15, as amended

B. References

- West Virginia Division of Emergency Management. (2018). *West Virginia Emergency Operations Plan*. Charleston, WV.
- United States Department of Homeland Security. (2016). *National Response Framework*. Washington, D.C.
- The Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended by Public Law 100-707.

BERKELEY COUNTY EMERGENCY OPERATIONS PLAN

EMERGENCY SUPPORT FUNCTION #15 – EXTERNAL AFFAIRS

COORDINATING AGENCY

- Berkeley County Office of Emergency Management (BCOEM)

PRIMARY AGENCIES

- Berkeley County Council
- Local Elected Officials
- Berkeley County Office of Emergency Management (BCOEM)

RELATED FEDERAL ESFs

- ESF #5: Information and Planning
- ESF #15: External Affairs
- SPT: Public Affairs

RELATED STATE ESFs

- ESF #5: Emergency Management
- ESF #15: External Affairs

SUPPORT AGENCIES

- Berkeley County Health Department (BCHD)
- Berkeley County Board of Education
- Local Response Agencies
- Local Media Organizations
- West Virginia Division of Emergency Management (WVEMD)
- National Weather Service (NWS)
- United States Department of Homeland Security (US DHS)

I. PURPOSE

- A. Emergency Support Function (ESF) #15 provides accurate, coordinated, timely, and accessible information to affected audiences, including government departments and agencies, media, private sector, and the local populace.

II. SCOPE

- A. ESF #15 applies to all incidents where significant interagency coordination is required.
- B. ESF #15 integrates Berkeley County Council, municipal elected officials, county and municipal departments and offices, and private industry stakeholders under the coordinating auspices of External Affairs.

III. POLICIES

- A. All departments, organizations, and agencies assigned responsibilities within ESF #15 should develop and maintain the necessary plans, policies, Standard Operating Guidelines (SOGs), and Mutual Aid Agreements (MAAs), to accomplish their tasks.
- B. Public information representatives from state, federal, and private sector organizations may be asked to coordinate information for release to the public (as part of the overall joint information system). Such information includes (but is not limited to) health risks related to the hazard; type and availability of assistance; and geographic, geological, meteorological, and demographic information related to population protection.
- C. All press releases should be reviewed and approved by the Incident Commander (IC). If an IC requests public information support from Berkeley County Office of Emergency Management (BCOEM) or the Emergency Operations Center (EOC), he/she should indicate that approval from that point on is either implied or remains necessary. All press releases should be reviewed and approved *before* they are released.
- D. A chronological record of all press releases should be maintained by the appropriate Public Information Officer (PIO).
- E. The National Incident Management System (NIMS) suggests that Emergency Public Information (EPI) be disseminated from a Joint Information Center (JIC) during large-scale emergency operations.

IV. ORGANIZATIONAL STRUCTURE

- A. The Berkeley County Emergency Communications Center (ECC) will serve as the primary Berkeley County Warning Point. Berkeley County Office of Emergency Management (BCOEM) and the Berkeley County Sheriff's Department have the authority to activate the county warning system.
- B. During normal operations, BCOEM disseminates public information regarding preparedness, planning, and mitigation to residents of the county. The primary means of disseminating Emergency Public Information (EPI) throughout the county is the county's mass notification solution referred to as Alert Berkeley.

- C. BCOEM should work with local partners to support preparedness efforts relevant to their agencies.
 - 1. All agencies involved in an emergency response – especially those emergencies that cover a broad area (i.e., more than a single incident scene) – will likely have designated spokespersons.
 - a. Those spokespersons should be responsible for crafting messages or portions of messages *for their agency*.
 - b. The task of the Incident Commander (IC) and/or Public Information Officer (PIO) would then be to ensure consistency between the messages and, possibly, compile information from multiple agencies into a single release.
- D. The purpose of this policy is to ensure that the experts available locally are commenting on the appropriate portions of emergency public information messages.
- E. During response activities, BCOEM should coordinate the establishment of a Joint Information Center (JIC) and joint information system to provide consistent, timely, and accurate information to the affected population.
- F. The on-scene IC may request activation of the county PIO by contacting the BCOEM Director, who should coordinate the request with the county council.
- G. If the IC activates the command staff PIO position or disseminates any public information from the scene (when the emergency operations center is not activated), he/she should coordinate with the BCOEM Director. The director should coordinate with pertinent other local officials to ensure appropriate monitoring of public information.

V. CONCEPT OF OPERATIONS

A. General

1. The intent is to provide consistent, accurate, and timely information to the public. All emergency services personnel should work together to release concise, beneficial information and eliminate contradictory public information releases.
2. Berkeley County Office of Emergency Management (BCOEM) regularly issues information on community and individual preparedness during regular operations.
3. BCOEM may coordinate with other agencies and organizations (e.g., Berkeley County Health Department) to issue joint statements on preparedness and/or planning on potential or likely threats or hazards (e.g., influenza outbreak) or to share information on mitigation actions for the community (e.g. flu shot clinics).
4. Though small, there is a portion of the population that speaks a language other than English at home, 4.8% or approximately 6,000 individuals (US Census, 2017). Interpreters may be needed to provide Emergency Public Information (EPI) to residents.
5. The Public Information Officer (PIO) will be appointed by the BCOEM Director in coordination with the Berkeley County Council.

B. Emergency Operations

1. The chief elected official of each jurisdiction is responsible for the release of timely and accurate messages to the affected or potentially affected population.
2. Elected officials working in coordination with BCOEM, EOC staff, the Incident Commander (IC), and private stakeholder Public Information Officers (PIO) should create pre-scripted messages to be used in the early stages of an incident.
3. Government agencies and departments, the command staff PIO and private stakeholders should activate a joint information system (JIS) using a joint information center (JIC). The JIC may be a physical location or a virtual meeting area in the Homeland Security Information Network (HSIN).

4. Emergency public information (EPI) may be provided through
 - a. Emergency Alert System (EAS) – Radio WLTF 97.5 FM (304.263.8868)
 - b. Message boards
 - c. Mass notification system (Alert Berkeley)
 - d. Social media (BCOEM Facebook page and any/all other platforms used by the county)
 - e. Local television stations
 - f. Local radio stations (WEPM 1340AM, WRNR 740AM, and WLTF 97.5FM)
 - g. NOAA All-Hazard Radio
 - h. Press releases
 - i. Service providers (agencies/organizations that serve functional and access needs populations)
 - j. Private agencies, including the American Red Cross and faith-based groups.
 5. JIC/JIS personnel should monitor conventional and social media for rumors and misinformation.
 6. If primary means of disseminating information are no longer functioning or go down, radio, TV, and PA equipped first response vehicles would be utilized for public warning. Berkeley County Emergency Communication Center (ECC-Central Dispatch) would also make announcements over home scanners.
- C. Inter-Jurisdictional Coordination
1. During a large-scale event that involves residents outside of Berkeley County, there may be a need to coordinate Emergency Public Information (EPI) with other jurisdictions.
 2. **Local-Local:** Coordination between neighboring counties and municipalities should be coordinated through local EOCs.
 3. **Local-Local (when neighboring county resides in a different state):** Coordination between neighboring counties from different states is the same as neighboring counties in West Virginia for information sharing purposes. There is a different process to follow when requesting resource support.
 4. **Local-State:** Coordination with state authorities should be accomplished through contact with the state EOC operated by the WVEMD. Coordination

with other West Virginia counties can also be handled through the state EOC. WebEOC and HSIN are available to spread warnings to state/other local officials.

5. **Local-State-Federal:** In disasters that threaten to overwhelm the state's capability to respond and support Berkeley County, the federal government may be asked to deploy under the National Response Framework (NRF). To ensure consistency and accuracy, messages should be released through a JIC. However, when a single JIC is not a viable option, all stakeholders should be connected electronically through a JIS.

D. Public Information for Functional and Access Needs Populations

1. Visually impaired: Emergency Alert System (EAS) messages and news releases via radio, NOAA All-Hazard radio, and door-to-door notification.
2. Hearing-impaired: EAS messages and news releases via television, print media, and door-to-door notification.
3. Group Populations (e.g., nursing homes, school facilities, etc.): EAS messages and news releases via radio, television, and print media, NOAA All-Hazard radio, and through liaison with the head of that facility.

E. ESF Roles Aligned with Core Capabilities

Core Capability	ESF #15 – External Affairs
Public Information and Warning	• Generally outlines the process of collecting and releasing public information. • Identifies the use of a joint information system for effective information dissemination. • Briefly describes pre-emergency public outreach.
Operational Communications	• Lists the communications systems that can be used to provide public information.
Emergency Public Information & Warning	• Identifies the warning systems that are available to the county. • Identifies supplemental warning methods for functional and access needs population. • Identifies the departments with primary responsibility for activating warning systems. • Discusses utilization of the Emergency Alert System.

Table 15.1

VI. AGENCY RESPONSIBILITIES MATRIX

Primary Agencies	Acronym	Responsibilities
Berkeley County Council		- Primary elected officials responsible for providing emergency public information to residents and visitors of Berkeley County. - Make arrangements for appropriate local officials to speak with the media.
Local Elected Officials		- Primary elected officials responsible for providing emergency public information to residents and visitors of their local jurisdiction. - Clear all emergency related press releases with the PIO.
Berkeley County Office of Emergency Management	BCOEM	- Serve as the primary coordinator of this ESF. - Coordinates emergency public information with other agencies and jurisdictions. - Primary source of emergency public information to the county. - Monitor for rumors and issue corrective messages should rumors be discovered. - Develop and maintain working relationships with local and regional media.
Support Agencies	Acronym	Responsibilities
Berkeley County Health Department	BCHD	- Provide a public information officer or other personnel to assist with coordinating accurate and timely information. - Primary agency for EPI on public health-related emergencies.
Berkeley County Board of Education	BOE	Primary agency for EPI for emergencies affecting only their facilities.
Local Response Agencies		Designate an agency PIO as necessary.
Local Media Organizations		- Disseminate emergency public information messages provided by authorized sources to the general public. - Verify all field reports and rumors with authorized sources. - Participates, as necessary, in the overall joint information system.
West Virginia Division of Emergency Management	WVEMD	- Receive local requests for assistance. - Coordinate state resources serving in the public information capacity. - Request activation of federal ESF 15 as necessary.
National Weather Service	NWS	- Issues weather advisories, watches, and warnings. - Supports IPAWS notices, if applicable.
US Department of Homeland Security	US DHS	- Coordinates ESF #15 activities. - Participates, as necessary, in the overall joint information system. - Manages public information regarding federal assets in response to an incident.

Table 15.2

VII. AUTHORITIES & REFERENCE

A. Authority

- WV Code, Chapter 15, Article 3, as amended
- WV Code, Chapter 15, Article 5, as amended

B. References

- West Virginia Division of Emergency Management. (2018). West Virginia Emergency Operations Plan. Charleston, WV.
- United States Department of Homeland Security. (2016). *National Response Framework*. Washington, D.C.

APPENDIX A TO ESF #15

SAMPLE AD HOC MESSAGE FORMAT

This is an emergency message for the citizens of Berkeley County:

What happened? _____

Where was the problem? _____

Status of local response? _____

Any schools involved? _____

Special facilities involved (i.e., hospital)? _____

Area of the county involved? _____

Any protective actions required? Evacuate Shelter-in-place Other

Citizen response required? _____

Next media update? Date: _____ Time: _____

Direct any questions to? _____

How can they be reached? _____

BERKELEY COUNTY EMERGENCY OPERATIONS PLAN

SUPPORT ANNEX #1 – WARNING

COORDINATING AGENCY

- Berkeley County Office of Emergency Management (BCOEM)

PRIMARY AGENCIES

- Berkeley County Office of Emergency Management (BCOEM)
- Berkeley County Council
- Local Elected Officials

RELATED FEDERAL ESFs

- ESF #15: External Affairs
- SPT: Public Affairs

RELATED STATE ESFs

- ESF #15: External Affairs

SUPPORTING AGENCIES

- Berkeley County Emergency Communications Center (ECC)
- Berkeley County Board of Education (BOE)
- Local Response Agencies
- Local Media Organizations
- West Virginia Division of Emergency Management (WVEMD)
- National Weather Service (NWS)
- United States Department of Homeland Security (US DHS)

I. PURPOSE

- A. The objective of this support annex is to establish, operate, and maintain an effective warning system to alert government, industry, and the general public throughout Berkeley County to the threat of probable disasters or other extraordinary emergencies.

II. SCOPE

- A. This support annex applies to all incidents where significant interagency coordination and public warning is required.
- B. This support annex describes the process for the dissemination of warning information to emergency services organizations and the general public in Berkeley County during emergency conditions.

- C. All agencies, departments, and organizations assigned responsibilities in this support annex should develop and maintain the necessary plans, Standard Operating Guidelines (SOGs), and Mutual Aid Agreements (MAAs) to successfully accomplish their tasks.

III. SITUATIONS AND ASSUMPTIONS

A. Situations

1. The Berkeley County Warning Point is located in the Berkeley County Emergency Communications Center (ECC) at 802 Emmett Rousch Drive, Suite A, Martinsburg, West Virginia. The County Warning Point will proceed, according to Standard Operating Guidelines (SOG) on a 24 hour basis.
2. The following resources for mass warning are available locally.
 - a. Emergency Alert System (EAS) – Radio WLTF 97.5 FM
 - b. Berkeley County Emergency Alert App (Alert Berkeley) – mobile phone application
 - c. Mass notification system (Alert Berkeley and mass email through 911 dispatch)
 - d. Social media (BCOEM Facebook page)
 - e. Local television stations
 - f. Local radio stations (WEPM 1340 AM & WLTF 97.5 FM, WRNR 740 AM)
 - g. NOAA All-Hazard Radio
3. Multiple preparedness partners throughout Berkeley County have social media capabilities and may use those to supplement warning efforts.
4. The National Weather Service (NWS) and Berkeley County law enforcement agencies are also substantial partners assisting with warning the population of emergencies in Berkeley County.
 - a. The NWS is a key partner in the issuance of Integrated Public Alert & Warning System (IPAWS) alerts (see below), particularly with respect to weather emergencies. The NWS typically serves as the interface throughout which local authorities can request dissemination of messages via the IPAWS system.

B. Assumptions

1. Existing forms of warning will require augmentation in order to provide sufficient warning to large segments the population.
2. The use of Alert Berkeley (mass notification system), mobile public address systems and/or door-to-door notification by emergency response personnel will be required when a quick onset emergency (e.g., hazardous material spill) occurs necessitating an evacuation.
3. The warning system will withstand the effects of most hazards that could affect the county.
4. Some people directly threatened by the hazard may misunderstand, not hear, or ignore warning information.
5. Special needs groups such as the hearing impaired, sight impaired, and/or physically disabled require special attention to ensure that a workable system is established.

IV. CONCEPTS OF OPERATION

A. General

1. Every effort should be made to ensure that special locations and groups, such as schools, hospitals, nursing homes, the hearing impaired, major industries, other institutions and places of public assembly have been alerted.
2. Berkeley County Office of Emergency Management (BCOEM) will take steps to ensure that the County Warning System remains in an operational state. The system will be tested on an annual basis, and a continuous maintenance schedule has been established.
3. Warnings can be disseminated by one or a combination of the following.
 - a. Alert Berkeley mass notification system
 - b. National Oceanic and Atmospheric Administration (NOAA) All-Hazard Radios
 - c. AM and FM commercial radio stations
 - d. Cable television providers
 - e. Commercial television stations
 - f. Emergency alert system (EAS)
 - g. Siren and Public Address system-equipped emergency vehicles
 - h. National Weather Service (NWS)

- i. Wide Area Rapid Notification (i.e., WARN) system
 - j. Integrated Public Alert and Warning System (IPAWS) – Utilizes a variety of systems, including the EAS, Wireless Emergency Alerts (WEA), NOAA weather/all-hazard radios, and other public alerting systems. The benefits of IPAWS is the ability to release a message from a single interface.
 - k. Berkeley County Schools (mass notification system InTouch, primarily to its faculty, staff, students, and parents)
- 4. The West Virginia State Police (WVSP) is the point of contact for the National Warning System (NAWAS) and operates the West Virginia portion of the system. (WVEMD, 2018, ESF #2 - Communications).
 - 5. Events for which there is not prior notice, such as hazardous materials incidents or other technological occurrences may require immediate warnings for a limited area. To initiate lifesaving actions, including evacuations or shelter-in-place orders, Incident Commander (IC) on-scene may activate the Emergency Alert System (EAS) if unable to contact the BCOEM Director.

B. Activation of the Warning System

- 1. Emergency services organizations (i.e., all fire services in the county, Berkeley County Emergency Medical Services, public sector law enforcement agencies, home confinement officers, and, partially, the WVSP) should be notified of emergency incidents by dispatchers in the Emergency Communications Center (ECC).
- 2. Support agencies can be notified as follows.
 - a. WARN System – Can be activated by requests from agency heads by the ECC and/or Berkeley County Emergency Medical Services / BCOEM).
 - b. Landline or cellular telephone
 - c. Email
 - d. Radio or television
 - e. Berkeley County School's mass notification system InTouch

3. Activating Warnings via NOAA All-Hazard Radios and/or the Emergency Alert System (EAS)
 - a. Berkeley County can request activation of portions of the West Virginia Emergency Alert System.
 - i. According to the *West Virginia Emergency Alert System Operating Plan*, the state EAS is activated by a request from authorized officials to the NWS first.
 - ii. Requests for activation can be faxed directly to the Baltimore/Washington NWS forecasting office (43858 Weather Service Road, Sterling, VA 20166) or submitted via the HazCollect program.
 - b. Berkeley County Office of Emergency Management (BCOEM) and Emergency Communications Center (ECC) can request activation from the Local Primary source serving the affected EAS area.
4. Notifications to the State
 - a. Prior to the activation of the Emergency Operations Center (EOC), the BCOEM Director should notify the West Virginia Division of Emergency Management (WVEMD).
 - b. If the county EOC is activated, the EOC and/or the Emergency Communications Center (ECC) should assume the responsibility for maintaining communications with the state EOC.
 - c. The state EOC should be notified on any significant changes in emergency conditions.
 - d. WebEOC should be used whenever possible to notify and communicate with the state (especially since WebEOC posts can be viewed throughout West Virginia). Additional means of notifying the state include telephone, facsimile, or email.

C. Functional Needs (i.e., Special Needs) Populations

1. Berkeley County participates in a regional special needs registry system. The registry can be accessed as a resource alerting local officials of any “pockets” or concentrations of functional needs populations that would need additional warning.
2. Warnings for the hearing impaired can be via print media, crawlers on television stations, Alert Berkeley, or by door-to-door notifications from responders.
3. Warnings to nursing homes can be provided via NOAA All-Hazard Radio, telephone, AM/FM radio (WEPM, WRNR, WLTF), and/or television. Staff in nursing homes can disseminate warnings to residents.

D. Flood Warnings

1. Flood warnings are disseminated as other warnings, except the warning is restricted to the area to be affected. Information leading to warnings is received from the National Weather Service (NWS), Baltimore/Washington office via telephone or NOAA All-Hazard Radio (162.55 MHZ), augmented by Integrated Flood Warning System (IFLOWS), and by the volunteer flood observer network (SKYWARN).
2. The Berkeley County Emergency Communication Center (ECC) will disseminate flash flood information to all law enforcement and fire departments throughout the county.

E. Severe Weather and Tornado Warnings

1. The National Weather Service (NWS) Office provides advance severe weather and tornado watches and warnings to the public through the media and to local emergency response agencies through the Emergency Alert System (EAS).
2. The Berkeley County Emergency Communications Center (ECC-911 Dispatch) will disseminate severe weather and tornado warnings to all Emergency Responders throughout the county.

3. The primary means to disseminate severe weather and tornado warning throughout Berkeley County include use of the EAS over radio and television, and the use of the Berkeley County Emergency Alert App (AlertBerkeley) on mobile phones. The secondary means to disseminate such warnings will be via social media post on the BCOEM Facebook page, use of NOAA All-Hazard Radios, PA-equipped first responder vehicles, and 911 Dispatch will make announcements over home scanners.
4. Berkeley County has several Skywarn trained volunteers including government employees, first responders, private citizens, and members of the Berkeley County Aux Comm Amateur Radio Emergency Services (ARES).
5. The BCOEM has developed educational presentations to inform the public of the steps to take in case of weather emergencies. These presentations guide community members on how to set up a plan of action should a severe weather event (i.e., severe thunderstorm, winter storm, flood or tornado) occur in their residential area.
6. Berkeley County does not have siren capabilities for the whole county. Sirens used by the county volunteer fire departments can be used for the following signals:
 - a. Attack Warning Signal: Berkeley County will conduct mass notifications utilizing the Alert Berkeley mass notification system.
7. Basic storm damage reports, from observers on the ground, will be provided to the NWS in real time to ensure that all relevant information to forecasting is available. Emergency responders will report damage to the BCOEM who will communicate with the Baltimore/Washington NWS Forecast Office (Phone: 703.996.2200) via established communication channels.

V. DIRECTION, CONTROL, AND COORDINATION

- A. The shift supervisor in the Emergency Communication Center (ECC) should ultimately coordinate the warnings that are issued by the center.
- B. The Berkeley County Office of Emergency Management (BCOEM) Director should maintain control over the warning information released from either the BCOEM or the Emergency Operations Center (EOC).
- C. If a single Incident Commander (IC) is established and the EOC has not been activated, the IC may disseminate warning through the command staff PIO to affected areas. Once the EOC is activated, all notification and warning should be channeled through the EOC.
- D. The county PIO will coordinate the release of Emergency Public Information (EPI) through the media.

VI. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

- A. Organization
 - 1. The Berkeley County Office of Emergency Management (BCOEM) Director, or his/her designated representative is responsible for conducting warning functions and will serve as the Warning Coordinator.
 - 2. All public warnings and evacuation notices will be issued on the approval of the Executive Group. During instances where limited lead time for warnings are available, and evacuation notices must be given, the Incident Commander in agreement with the BCOEM Director may issue such orders.
 - 3. The BCOEM or other agencies, personnel will be designated as monitors to determine if commercial radio/TV stations, social media messages are accurate and timely.
 - 4. A public alerting system has been established, using designated personnel from the various fire departments, law enforcement agencies, etc.
 - 5. Public information representatives from state, federal, and private sector organizations may be asked to coordinate information for release to the public (as part of the overall joint information system).
 - 6. The Emergency Alert System (EAS) may be activated by a Berkeley County Council member, the Berkeley County Sheriff, the BCOEM Director, the NWS, or by the WVEMD. An on-scene Incident Commander (IC) may activate the EAS through the Berkeley County ECC under the authority of one the above entities.

B. Assignment of Responsibilities

Primary Agencies

1. Berkeley County Office of Emergency Management (BCOEM)
 - a. Notify local support agencies if necessary. Coordinates emergency public information with other agencies and jurisdictions.
 - b. Provide notifications and warnings to the West Virginia Division of Emergency Management (WVEMD).
 - c. Notify Emergency Operations Center (EOC) staff as necessary.
 - d. Coordinate with local media outlets as necessary.
 - e. Disseminate alerts/notifications via WARN system.
 - f. Issue message(s) to National Weather Service (NWS).
 - g. Monitor for rumors and issue corrective messages should rumors be discovered.
 - h. Develop and maintain working relationships with local and regional media.
 - i. Implement contingency measures if the primary warning systems fail.
 - j. Periodically review, update, exercise, modify, and approve this support annex.
2. Berkeley County Council
 - a. Primary elected officials responsible for providing Emergency Public Information (EPI) to residents and visitors of Berkeley County.
 - b. Make arrangements for appropriate local officials to speak with the media.
3. Local Elected Officials
 - a. Primary elected officials responsible for providing EPI to residents and visitors of their local jurisdiction.

Support Agencies

1. Berkeley County Emergency Communication Center (ECC)
 - a. Dispatch emergency services organizations.
 - b. Receive warning information via telephone, National Warning System (NAWAS), Emergency Alert System, Weapon/Nlets, etc.
 - c. Notify the BCOEM Director of significant emergency incidents.
 - d. Disseminate alerts/notifications via WARN system.
2. Berkeley County Board of Education (BOE)
 - a. Primary agency for EPI for emergencies affecting only their facilities.
 - b. Assist in the dissemination of warnings via its mass notification system.
3. Local Response Agencies
 - a. Provide mobile sirens, public address systems, and door-to-door notification as needed to warn the public.
 - b. Designate an agency PIO as necessary.
 - c. Coordinate with the BCOEM for special warning and notification requirements in emergencies.
4. Local Media Organizations
 - a. Disseminate emergency public information messages provided by authorized sources to the general public.
 - b. Publishes emergency press releases as requested by the office of emergency services.
 - c. Verify all field reports and rumors with authorized sources.
 - d. Relays accurate information to the public.
 - e. Participates, as necessary, in the overall joint information system.
5. West Virginia Division of Emergency Management (WVEMD)
 - a. Receive local requests for assistance.
 - b. Coordinate state resources serving in the public information capacity.
 - c. Request activation of federal ESF #15: External Affairs as necessary.

6. National Weather Service (NWS)
 - a. Releases weather advisories, watches, and warnings.
 - b. Serves as a resource for the Integrated Public Alert and Warning System (IPAWS) system.
7. United States Department of Homeland Security (US DHS)
 - a. Coordinates ESF #15: External Affairs activities.
 - b. Participates, as necessary, in the overall joint information system.
 - c. Manages public information regarding federal assets in response to an incident.

VII. ADMINISTRATION, FINANCE, AND LOGISTICS

A. Administration

1. Individual agencies should maintain their own internal protocols for documenting the receipt of warnings.
2. All organizations tasked with notification responsibilities are responsible for testing and maintaining pertinent equipment, to include arranging for repair and/or replacement of damaged equipment.
3. Berkeley County Office of Emergency Management (BCOEM) and Berkeley County Emergency Communication Center (ECC) personnel (including emergency operations center staff) should keep records of when they provide notifications to support agencies and the state.

B. Logistics

1. Most notifications should be provided via telephone, cellular phone, or email.
2. For incidents located in unincorporated areas, or incidents that span the boundaries of two or more jurisdictions, the Berkeley County Counsel is responsible for initiating contracts with private resources to augment notification and warning capabilities if necessary.
3. Mutual Aid Agreements (MAAs) with neighboring jurisdictions are in place should multiple incidents occur, thus taxing the capabilities of a single Incident Command (IC).

4. The following warning systems are available in the 911 center:
 - a. **National Warning System (NAWAS):** Dedicated telephone circuit providing state and national information.
 - b. **Emergency Alert System:** A federally-coordinated warning system using commercial and public radio and television stations to broadcast emergency warnings to the general public.
 - c. **Wide Area Rapid Notification (WARN):** Alerts/notifications can be sent out to registered persons via voice recording, email, text messages, etc.
 - d. **National Weather Service:** May be contacted by the BCOEM Director to alert the National Weather Service to issue warning over local media outlets. The following alerts may be issued in the area:
 - i. ADR – Administrative Message
 - ii. AVA – Avalanche Watch
 - iii. AVW – Avalanche Warning
 - iv. CAE – Child Abduction Emergency
 - v. CDW – Civil Danger Warning
 - vi. CEM – Civil Emergency Message
 - vii. EQW – Earthquake Warning
 - viii. EVI – Evacuation Immediate
 - ix. FRW – Fire Warning
 - x. HMW – Hazardous Materials Warning
 - xi. LEW – Law Enforcement Warning
 - xii. LAE – Local Area Emergency
 - xiii. NUW – Nuclear Power Plant Warning
 - xiv. SPW – Shelter In Place Warning
 - xv. TOE – 911 Telephone Outage Emergency
 - xvi. VOW – Volcano Warning

5. State and Federal Involvement

a. State

- i. State resources may be notified of an incident in many ways, including county, local, and other sources.
- ii. According to the *West Virginia Emergency Operations Plan*, local and county warning points are to relay warnings to the state level.
- iii. If a notice is received by the state warning point, it should activate the NAWAS warning terminals to disseminate messages to county warning points.

b. Federal

- i. If federal assistance is necessary, the appropriate state agency should make requests for those resources.
- ii. The United States Department of Homeland Security is responsible for notifying deploying federal agencies via guidelines outlined in Emergency Support Function #5 of the *National Response Framework*.
- iii. Emergency Support Function #2: Communications guidelines may be employed internally by federal agencies. Local and state communication with federal forces should be coordinated at the incident when federal forces arrive.

VIII. PLAN DEVELOPMENT AND MAINTENANCE

- A. The Berkeley County Office of Emergency Management (BCOEM) Director and Emergency Communications Center (ECC) Director should collaborate in the maintenance and improvement of this support annex.
- B. All county and municipal officers with emergency notification and warning responsibilities are responsible for reviewing this annex at least once a year and submitting new or updated information to the BCOEM Director, commencing one year from the approval date of this document, or more often as necessary.
- C. This support annex should be reviewed, updated, and modified as necessary, but not less than annually.

IX. AUTHORITIES & REFERENCES

A. Authorities

- WV Code, Chapter 15, Article 3, as amended
- WV Code, Chapter 15, Article 5, as amended

B. References

- West Virginia Division of Emergency Management (WVEMD). (2018). *West Virginia Emergency Operations Plan*. Charleston, WV.
- West Virginia State Emergency Communications Committee. (May, 2007). *West Virginia Emergency Alert System Operational Plan*. Charleston, WV.
- United States Department of Homeland Security (USDHS). (2013). *National Response Framework*. Washington, D.C.

BERKELEY COUNTY EMERGENCY OPERATIONS PLAN

SUPPORT ANNEX #2 – EVACUATION

COORDINATING AGENCY

- Berkeley County Office of Emergency Management (BCOEM)

PRIMARY AGENCIES

- Berkeley County Office of Emergency Management (BCOEM)
- Berkeley County Council

RELATED FEDERAL ESFs

- ESF #1: Transportation

RELATED STATE ESFs

- ESF #1: Transportation
- SPT #6: Evacuation and Re-Entry

SUPPORTING AGENCIES

- Berkeley County Sheriff's Department (BCSD)
- Local law enforcement agencies
- Berkeley County Board of Education (BOE)
- West Virginia Division of Emergency Management (WVEMD)
- West Virginia Department of Education (WVDE)
- West Virginia Department of Transportation (WVDOT)

I. PURPOSE

- A. The purpose of this support annex is to provide guidance to those individuals or organizations involved in area evacuations and re-entry.

II. SCOPE

- A. This support annex addresses functional responsibilities and tasks applicable in all evacuations without attempting to detail procedures for every evacuation scenario.

III. POLICIES

- A. All agencies, departments, and organizations assigned responsibilities in this support annex should develop and maintain the necessary plans, Standard Operating Guidelines (SOGs), and Mutual Aid Agreements (MAAs) to successfully accomplish their tasks.
- B. This support annex is developed to be consistent with other provisions of the Berkeley County Emergency Operations Plan, the State of West Virginia Emergency Operations Plan, the National Response Framework (NRF), and the National Incident Management System (NIMS).

IV. SITUATIONS AND ASSUMPTIONS

A. Situations

- 1. A hazard analysis has been completed which attempts to identify the types of threats, areas, and the population that will descent upon Berkeley County.
- 2. There are several factors which must be taken into consideration when planning for evacuations, beginning with the characteristics of the hazard. Other factors include:
 - a. The speed of on-set, magnitude, duration and intensity of the threat.
 - b. The time and distance required to travel to a safe location and road conditions.
 - c. The means of transport and the vulnerability of the routes to other hazards.
 - d. The availability of shelters and/or other support facilities.

B. Assumptions

- 1. Evacuations of municipalities or the unincorporated areas of the county are managed on the local level.
- 2. Emergency transportation support requirements will likely exceed local capabilities and outside assistance will be required and must be planned for to support local emergency operations and/or a large-scale evacuation.
- 3. Medical Emergencies may occur along the evacuation routes that require medical assistance from Emergency Medical Services (EMS) and/or rescue services.

4. Institutional residents will be evacuated by the organization responsible for the institution, (e.g., Hospitals, assisted living quarters, schools, daycare centers, prisons, etc.), or the institution will make prior arrangements to have the residents evacuated, when required.
5. Special needs populations need to be provided for and may require special assistance before, during and after an evacuation.
6. Sufficient warning time will be available to evacuate the population that is threatened.
7. The public will both receive and understand official information related to evacuation. The public will act in its own best interest and evacuate dangerous areas when advised to do so by local government authorities. If necessary, local authorities will order and carry out mandatory evacuation.
8. Approximately 20 percent (i.e., 25,214 entire county) of the population at risk will require shelter in a mass care or support facility.
9. If a nearby jurisdiction was to be affected by a major disaster, it is possible that Berkeley County might be called upon to act as a reception area for evacuees. In this case, appropriate annexes will be used to coordinate the operation.

V. CONCEPT OF OPERATIONS

A. General

1. The primary responsibility for evacuation lies with the senior executive officer of the local government of the state that has an established emergency management organization and program, as enumerated in West Virginia Code (WVC), Chapter 15, Article 5, Sections 1 and 8.
2. The Governor may, under authority of State Law (WVC, 15-5-6), order the evacuation of a threatened area.
3. Immediate evacuations can be made on the authority of the Incident Commander (IC), senior law enforcement official, or senior fire official at the scene.
4. The Berkeley County Emergency Operations Center (EOC) may be activated and coordinate activities countywide if the evacuation impacts a significant portion of the county's population or geography.

5. Federal forces may be activated under Emergency Support Function (ESF) #1 of the National Response Framework (NRF). Such resources may help determine damage to the transportation infrastructure, which could affect evacuation efforts, and identify temporary alternative transportation solutions that can be implemented by others when systems or infrastructure are damaged, unavailable, or overwhelmed.
6. During major incidents, or when federal coordination or funding support is required, ESF #1 of the NRF provides support to the Department of Homeland Security/Federal Emergency Management Agency (DHS/FEMA) led Evacuation Liaison Team to assist in coordination of large-scale highway evacuations, especially when involving more than one (1) state.

B. Decision to Evacuate

1. Immediate evacuations can be made on the authority of the Incident Commander (IC), senior law enforcement official, or senior fire official at the scene, based on severity of threat to human life.
2. Precautionary evacuations may be directed on the authority of the senior elected official of the jurisdiction.
3. All evacuations will immediately be made known to the senior elected official of the jurisdiction, Berkeley County Office of Emergency Management (BCOEM) Director, and the West Virginia Division of Emergency Management (WVEMD), the Berkeley County Emergency Communications Center (ECC), local law enforcement, fire, and Emergency Medical Services (EMS); West Virginia State Police (WVSP) – Troop 14 Martinsburg Detachment, local volunteer relief agencies, such as the American Red Cross (ARC), and if applicable, the Emergency Manager in a receiving or “host” area to receive evacuees.
4. Issues to be addressed when ordering an evacuation include:
 - a. Shelters are open and ready to receive evacuees.
 - b. Evacuation routes and their capacities and susceptibilities to hazards.
 - c. Modes of transportation for evacuees and for those unable to provide their own transportation.
 - d. Security for evacuated areas.
 - e. Support for essential operations and services within evacuated areas.

C. Evacuation Types and Phases

1. Evacuation Types:

- a. Precautionary – sufficient warning time is available and/or the threat is only possible.
- b. Immediate – there is little or no warning and the threat is immediate.
- c. Voluntary – Individuals on their own may take the necessary steps to leave a potential disaster area.
- d. Mandatory – Appropriate authority (WVC 15-5-6e) has ordered the evacuation for the safety of the public. People within the affected area must leave.

2. Evacuation Phases:

- a. Warning – when possible, the public is given advanced warning that the evacuation may be ordered at a specific future time. This is possible with developing situations such as a rising river.
- b. No Advanced Warning – when no advanced warning is possible, the public is merely notified that the evacuation is ordered. This is typical of a situation involving railroad accidents in which hazardous materials are suddenly released.
- c. Transportation, Traffic Control, and Area Security – transportation requirements associated with evacuation operations are the responsibility of the Berkeley County Council. Transportation resources may be acquired from the Department of Education, Adjutant General (if activated), and other state agencies through the WVEMD.

3. Priority of transportation requests are as follows:

- a. Evacuation of persons from immediate danger.
- b. Transportation of persons registered for evacuation assistance via local databases, if available.
- c. Transport of materials, personnel, and supplies to support emergency activities.
- d. Transport of relief supplies necessary for recovery operations. Large capacity trucks may be available from the Division of Highways and the Army National Guard.

- e. The transportation of essential workers will be by the vehicles of their response agency. Where these are not adequate, school buses will be used from the general transportation pool.
 - 4. Emergency management officials may utilize the Berkeley County Resource Manual or WebEOC to obtain large vehicles, if needed, to transport supplies and equipment.
 - 5. Federal transportation resources may be deployed under ESF #1: Transportation, of the National Response Framework (NRF). Their coordination with local personnel will be facilitated by the local EOC and Joint Field Office (JFO).
 - 6. Under ESF #1 of the NRF the DHS/FEMA is responsible for the following:
 - a. Ensuring that adequate resources are available for evacuation efforts, including but not limited to ensuring fuel (i.e., gasoline, diesel, etc.) and basic vehicles service are available and pre-positioned along evacuation routes.
 - b. Coordinating emergency medical services and/or rescue services to evacuate hospital patients and nursing home residents, if needed.
 - c. Direct the flow of public and privately-owned vehicles out of the evacuation area and into safe areas.
 - d. Conduct sweeps of areas to assure the public has evacuated.
 - e. Provide security for evacuated areas to prevent looting.
- D. Evacuation Control
- 1. Law enforcement personnel will control the order of evacuations by providing traffic control, crowd control, and security for the protection of property in the area that has been evacuated.
 - 2. During large-scale evacuations, law enforcement personnel may be supplemented by the National Guard and private security services.
 - 3. Staging areas will be established by the on-scene IC or other fire and law enforcement personnel.

4. Pick-up points will be established at school bus stops and staging areas and will be publicized via the established Emergency Public Information (EPI) system, which includes:
 - a. Local broadcast media outlets.
 - b. Emergency response personnel on-scene in the hazard area.
 - c. Distribution of pre-situation emergency information.
 5. As outlined in the Mass Evacuation Incident Annex of the NRF, DHS/FEMA will work with the Governor(s) of the impacted State(s) to determine the support local and state governments require, including the possible need for a Federal evacuation of citizens. State and local governments provide their evacuation plans and information and any actions already taken to facilitate evacuation. DHS/FEMA will work with the Governors of potential receiving states to ensure mass care services are available to support receipt of evacuees.
- E. Evacuation of Institutional and Special Needs Populations
1. Institutions and facilities within Berkeley County, that are responsible for a large group of people such as children, students, employees, patients, inmates, etc., are required to maintain updated procedures for evacuation. These institutions include daycare centers, educational facilities, employers, medical facilities, correctional institutions, etc.
 2. Procedures for rapid (no notice) evacuation; or in-place sheltering should be included in the emergency evacuation plan of all institutions and facilities within Berkeley County that are responsible for a large group of people.
 3. Educational facilities (schools, colleges, instructional academies, etc.) will maintain updated tested evacuation procedures. Pre-designated buses will be used for students without their own transportation. Procedures for rapid (no notice) evacuation or in-place sheltering must be considered by all educational facilities. Where appropriate, parents will be notified of the location of reception centers (shelters).

4. Employers within the county are responsible for the development and maintenance of procedures for an evacuation of their employees from their places of work. These procedures include evacuation of buildings, and grounds, and “shut-down” of operations, as required, rendering the work area safe.
 5. WVU – Berkeley Medical Center will activate their hospital evacuation plan, as required. Note that county Emergency Medical Services (EMS) vehicles may not be available for evacuation of patients.
 6. The County Sheriff will maintain updated procedures for expedient relocation of county prisoners and other persons in the Sheriff’s custody that are to be implemented, when required.
 7. The County Parks and Recreation Departments will ensure the evacuation of county parks and recreation areas have been completed, as required.
- F. Mass Care, Shelter, Feeding and Medical Attention
1. Establish general population, special needs and pet-friendly shelters.
 2. Provide for congregate feeding of evacuees.
 3. Provide for the comfort (restrooms and showers) of the evacuees.
 4. Provide for emergency medical services to evacuees.
 5. Provide for mental health screening and crisis intervention for evacuees.
- G. Shelter Considerations
1. Refer to Emergency Support Function (ESF) #6: Mass Care. ESF #6 addresses the issues of Mass Care (sheltering and feeding) of evacuees in detail.
- H. Public Information
1. Instructions to the public are disseminated by the most rapid and effective means including; radio and television, Alert Berkeley (mass notification system), loudspeaker-equipped vehicles, door-to-door notification, social networking and internet options, as well as, the use of the Emergency Alert System (EAS) and National Oceanic and Atmospheric Administration (NOAA) All-Hazard Radios.

2. Instructions to the public will include:
 - a. Area to be evacuated and perimeter boundary lines.
 - b. Time available to complete the evacuation.
 - c. Shelter facility locations.
 - d. Transportation and travel direction.
 - e. Estimated duration of the evacuation.
 - f. Checkpoint re-entry requirements.
 - g. Other necessary instructions such as; what to bring with them, information on pets, children, elderly and special needs persons, information on turning off utilities or utilities that are not functioning, reminders regarding prescriptions, medicines, extra eyeglasses, etc.

I. Transportation Considerations

1. The movement of evacuees is one of the most traditional transportation functions. Moving evacuees also includes both moving them out of the area and returning them to the evacuated area post incident.
2. When the disaster impacts multiple jurisdictions the, West Virginia Division of Highways (WVDOH) needs to coordinate with the West Virginia Department of Education (WVDE) on the use of school buses to be used in transporting evacuated populations.
3. Nursing homes, congregate living facilities and hospitals should have pre-incident Memorandums of Understanding (MOUs) established with transportation providers.
4. Those persons requiring transportation are to notify the local EOC to coordinate transportation needs with the WVDOH.
5. Federal forces may be activated under ESF #1 of the National Response Framework (NRF). Such resources may help determine damage to the transportation infrastructure, which could affect evacuation efforts. Their coordination with local personnel will be facilitated by the local EOC and Joint Field Office (JFO).

J. Comfort Stations

1. Comfort Stations should be provided if the evacuation is anticipated to involve large numbers of people from several communities, require evacuees to travel an extended distance, or to extend in duration due to traffic density, or adverse weather.
2. Comfort Stations are brief rest stops for travelers and provide minimal services. Comfort Stations are not shelters, they provide the following:
 - a. Restrooms or port-o-lets.
 - b. Water and snacks.
 - c. Areas for pets.
 - d. Information to direct evacuees on travel directions and sheltering information.
 - e. A law enforcement officer, is available, to provide security.
3. If circumstances permit, groups, local churches or community service organizations assist in the operation of Comfort Stations by providing staff, equipment and other resources.

K. Security of Evacuated Areas

1. Security of evacuated areas is provided by patrols where feasible, and/or perimeter security to control ingress of the affected area. Helicopter, boats or All-Terrain Vehicles (ATVs) are used for hard to access areas.
2. Businesses may want to hire professional security officers to stay behind following the evacuation. This may be handled on a case-by-case basis with approval of the local law enforcement agency with jurisdiction. However, if hazardous materials, biological agents or other health/safety risks are involved, the security officers should not be permitted to remain.

L. Re-entry of Evacuated Areas

1. Except for emergency response personnel, entry into a hazard area will be made only on the authority of the County Council, the Sheriff, or the Berkeley County Office of Emergency Management (BCOEM) Director. Signed, dated and sealed passes will be issued to those who have authorization.

2. The decision to re-enter an evacuated area will be made following a damage assessment conducted by law enforcement officials, fire officials, BCOEM officials, and/or others as appropriate, and if required the Berkeley County Health Director to determine that the danger no longer exists.
3. The decision to allow re-entry to any evacuated areas of Berkeley County will be made by the Chair of the Berkeley County Council in coordination with the BCOEM Director and the Sheriff.
4. There are two (2) primary issues created by the re-entry into an evacuated area. First, the area must be determined to be safe for re-entry. To accomplish this, a Re-Entry Assessment Team is formed to conduct safety checks. At a minimum, the team should consist of representatives of the following organizations or disciplines.
 - a. Law Enforcement
 - i. Security of the area.
 - ii. Provide escort for the Re-Entry Assessment Team.
 - b. Fire/Hazmat
 - i. Fire suppression.
 - ii. Hazardous material recognition and management.
 - c. Public Utilities
 - i. Water, waste water, electrical, gas.
 - ii. Determine that adequate restoration exists for occupancy.
 - d. Public Works
 - i. Road clearance and accessibility.
 - ii. Traffic signage and intersection control (this may require a separate representative from Traffic Engineering in larger communities).
 - e. Building/Life Safety Inspectors
 - i. Identify and mark unsafe structures.
 - ii. Approve structures for occupancy.

- f. Environmental Health
 - i. Testing of public water systems.
 - ii. Identify existing health threats.
5. The second issue that must be addressed in re-entry is the security of the area. Residents and business owners must be permitted to enter first while others may be denied access. Those living in, or owning businesses in the impacted area, have the right to secure their belongings prior to the area being opened to the public at large.
6. Not all residents and business owners return in the same timeframe. Some may re-enter several hours or days after the area is opened to them. This creates a situation in which their property is exposed to vandals and looters. Law enforcement must be aware that some of those who reside in, or have businesses in the impact area, may take advantage of the situation in which others have not yet returned to protect their property.
7. Thus, various levels of law enforcement are required. Check points which validate residency or ownership is the first level of enforcement. The second level is to provide roving patrols to assure that unattended property is not vandalized or stolen.
8. Check Point Operations should involve the following:
- a. Planners must assure that an appropriate number of checkpoints can be established and maintained to control re-entry. Those wanting to re-enter must provide proof of residency or business ownership.
 - i. The following can be used for proof of residency.
 - Driver's license,
 - Copy of mortgage,
 - Copy of homeowners insurance,
 - Property tax statement,
 - Utility bill, or
 - Copy of a rental or lease agreement for the residence.

- ii. The following can be used for proof of business ownership.
 - Occupational license,
 - Inspection report, such as health, Occupational Safety and Health Administration (OSHA), Fire/Life Safety,
 - Mortgage or lease agreement for the business property,
 - Property tax statement, or
 - Copy of property tax statement.
9. Officers selected for checkpoint duty should be selected in part because of their discretion. It is obvious that some people who are entitled to re-enter will have a difficult time producing the appropriate identification.
10. Decision to Re-Enter – the ultimate decision to allow re-entry will rest with the County Council or the City Mayor as the executive head of the appropriate local jurisdiction. The County Council or the City Mayor's decision will be based on the findings of the Re-Entry Assessment Team and the assurance from the law enforcement agency with jurisdiction that a security plan is established and adequate staffing exists to implement it.

VI. DIRECTION, CONTROL AND COORDINATION

- A. The decision to evacuate a portion of the county (or the entire county) will be made by the County Council President, with the advice of the Berkeley County Office of Emergency Management (BCOEM) Director. The Sheriff's Department will be contacted immediately. All activities will be coordinated through the EOC, which will serve as the source of all direction and control for the evacuation.
- B. The Incident Commander (IC) notifies the BCOEM Director if an evacuation from an incident scene is necessary. If, under extreme emergency circumstances, immediate evacuation is necessary, the IC can order a localized evacuation.
- C. Once the decision to evacuate has been made, the Berkeley County Sheriff's Department will carry out the evacuation.
- D. The BCOEM Director or his/her designee will be responsible for the contact and coordination of all public transportation resources planned for use in an evacuation.

- E. If the evacuation requires a reception area outside of the county, the county Council should immediately contact the Commission of the proposed reception county so that plans can be implemented as soon as possible. Much of the coordination may be done between emergency management directors.

VII. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. Organization

- 1. The following responsibilities must be assigned to the proper responders and understood by all participants in advance of any evacuation orders. If proper assignments are not made by Berkeley County Office of Emergency Management (BCOEM), confusion could result during an emergency leading to serious consequences.

B. Assignment of Responsibilities

Primary Agencies

- 1. Berkeley County Office of Emergency Management (BCOEM)
 - a. Maintain communications with the Incident Commander (IC) concerning details of the evacuation.
 - b. Provide updates of the situation to mayors, county Council members, and other elected officials, as required.
 - c. Disseminate warnings as necessary, and provide instructions to the public.
 - d. Assist in the identification of shelter sites for evacuees.
 - e. Identify appropriate evacuation routes to be used.
 - f. Determine areas to be evacuated with the IC. Develop appropriate evacuation plans.
 - g. Maintain statistics on the number of people that have been evacuated and displaced out of given areas in the county, in as much as the data is available.
 - h. Be prepared to mass produce an adequate number of evacuation maps that are annotated with locations of staging areas for emergency transportation vehicles, pickup points, evacuation routes, traffic control mechanism, and provide to the County Transportation Coordinator representative in the county EOC.

2. Berkeley County Council
 - a. Give final approval of evacuation orders.
 - b. Coordinate Evacuation efforts.
 - c. Maintain agreements for building usage through resolution or other means as necessary.
 - d. Coordinate relocation into other jurisdictions.
 - e. Terminate the official evacuation order when the area at risk is no longer threatened and is considered safe.

Support Agencies

1. Berkeley County Sheriff's Department (BCSD)
 - a. Carry-out evacuations.
 - b. Coordinate law enforcement activities.
 - c. Assist in warning and public information.
 - d. Protect property in evacuated areas.
2. Local Law Enforcement
 - a. Direct traffic from evacuated areas to shelters.
 - b. Protect property in the evacuated area.
 - c. Establish law and order.
 - d. Assist in the evacuation, as necessary.
3. Berkeley County Board of Education (BOE)
 - a. Provide suitable school buildings for evacuation shelters.
 - b. Assist in shelter and feeding operations.
 - c. Provide school buses for the transportation of evacuees, when requested.
 - d. When school is in session, evacuate schools in the threatened area and/or safeguard students in shelters until they are reunited with parents or guardians.

4. West Virginia Division of Emergency Management (WVEMD)
 - a. Provide direction and control of evacuation operations when local resources are insufficient.
 - b. Coordinate requests for assistance from State agencies and/or departments.
 - c. Request federal assistance through FEMA Region III.
5. West Virginia Department of Education (WVDE)
 - a. Coordinate school buses to be used in transporting evacuated population.
6. West Virginia Department of Transportation (WVDOT)
 - a. Coordinate road clearance to expedite the evacuation.
 - b. Provide barricades, variable messaging signs and static signs to assist with the evacuation.
 - c. Provide or implement contract services as needed to expedite the evacuation process.
 - d. Provide personnel to expedite traffic flow when needed.

VIII. ADMINISTRATION, FINANCE, AND LOGISTICS

A. Administration

1. Evacuees will receive instructional materials showing evacuation zones and all parking facilities and shelters with food service and medical assistance available. Emergency Public Information (EPI) will be prepared in advance, to the extent possible, and retained by the County Public Information Officer (PIO).
2. The American Red Cross (ARC) will track the number of evacuees that take cover in established shelters.
3. The sheriff's department should, to the extent possible, monitor and record pertinent aspects of the evacuation for post-disaster reports, etc.
4. The ARC maintains a list of available shelters in Berkeley County and can make said list available to the Berkeley County Office of Emergency Management (BCOEM) Director upon request.

5. The BCOEM Director will ensure that proper and accurate records are maintained concerning emergency management activities undertaken during an emergency situation requiring an evacuation. Specific records that will be maintained include:
 - a. The number, timing, and dissemination venues of evacuation routes.
 - b. The number of people evacuated.
 - c. The number of mass care and feeding locations.
 - d. The number of evacuees in mass care facilities.
 6. All Berkeley County Governmental organizations will keep detailed records of vehicle use to include mileage, fuel consumption, vehicle maintenance, damage to vehicles, etc. and report this information to the County Transportation Coordinator for possible reimbursement from state and federal funding.
- B. Logistics
1. All expenses incurred should be recorded, including man-hours, equipment hours, materials and supplies consumed, and any damages incurred.
 2. During declared emergencies or disasters, monetary expenses and other records pertaining to the declaration will be maintained separately to take advantage of any state or federal reimbursement that may be due.
 3. The American Red Cross will provide food, etc. to evacuees in shelters.
 4. The need may arise for additional evacuation/transportation resources. If so, Berkeley County Office of Emergency Management (BCOEM) will bear the responsibility of ordering them in accordance with National Incident Management System (NIMS)-prescribed definitions. NIMS protocols will also be followed if resources are requested through the WVEMD.
 5. Any organization supporting this annex that requires additional resources or outside assistance is required to forward their request to the EOC Logistics Section Chief, when activated, for processing and prioritization.
 6. The authority of evacuation and control of movement to and from a disaster area is in West Virginia Code 15-5-6, and 15-5-5(9)(g) gives the Governor the power to order an evacuation.

IX. PLAN DEVELOPMENT AND MAINTENANCE

- A. The Berkeley County Office of Emergency Management (BCOEM) Director, in coordination with the Berkeley County Sheriff's Department, is responsible for reviewing and updating this support annex on an annual basis commencing one (1) year from the approval date of this document, or more often as necessary.
- B. Law enforcement, fire officials, and any other emergency response workers who may be involved in an evacuation may submit new/updated information to the BCOEM Director for incorporation into this support annex.
- C. The BCOEM in coordination with other county emergency organizations will schedule and conduct required training activities to ensure understanding of this support annex.

X. AUTHORITIES & REFERENCES

A. Authorities

- WV Code, Chapter 15, Article 5, Section 5, Subsection (9)(g), as amended
- WV Code, Chapter 15, Article 5, Section 6, as amended

B. References

- West Virginia Division of Emergency Management (WVEMD). (2018). West Virginia Emergency Operations Plan, ESF #1 Transportation. Charleston, WV.
- United States Department of Homeland Security (USDHS). (2013). National Response Framework. Washington, D.C.

BERKELEY COUNTY EMERGENCY OPERATIONS PLAN

SUPPORT ANNEX #3 – DAMAGE ASSESSMENT

COORDINATING AGENCY

- Berkeley County Office of Emergency Management (BCOEM)

PRIMARY AGENCIES

- Berkeley County Office of Emergency Management (BCOEM)

RELATED FEDERAL ESFs

- ESF #14: Cross-Sector Business & Infrastructure
- SPT: Financial Management

RELATED STATE ESFs

- ESF #14: Recovery
- SPT #4: Financial Management

SUPPORTING AGENCIES

- Local Fire Service Organizations
- Local Law Enforcement
- County Tax Department/Auditor/Treasurer
- Federal Emergency Management Agency (FEMA)
- American Red Cross (ARC)

I. PURPOSE

- A. The purpose of this support annex is to describe those procedures to be followed in the assessment of damages resulting from natural, technological, or human-caused disasters, or other major incidents. Damage assessment provides a basis for determining the types of assistance needed, assigns priorities to those needs, and is required when requesting state and federal assistance.

II. SCOPE

- A. This support annex applies to all incidents where significant interagency coordination is required to conduct damage assessments.
- B. All agencies, departments, and organizations assigned responsibilities in this support annex should develop and maintain the necessary plans, Standard Operating Guidelines (SOGs), and Mutual Aid Agreements (MAAs) to successfully accomplish their tasks.

III. SITUATIONS AND ASSUMPTIONS

A. Situations

1. Most hazardous events that may affect the county have the potential to cause damage. A planned damage assessment procedure is essential for effective response and recovery operations.
2. A preliminary damage assessment produces a descriptive measure of the severity, requirements and capabilities, effectiveness of initial response operations, and requirements for supplemental assistance.
3. Damage assessment covers two (2) broad categories of information: public damage and private damage.
 - a. Public Damage
 - i. Estimations of damage to government-owned facilities such as public buildings, sewage and water treatment facilities and other publicly-owned utilities, roads, bridges, parks, public schools, etc.
 - ii. Estimations of cost to government's emergency response, (i.e., cost of debris removal, police and fire overtime, protective measures taken, etc.).
 - iii. Loss of Tax Base – The affected government's annual and maintenance budget (which would reveal the entity's financial ability for recovery).
 - iv. Lack of resources available from the public sector to meet the needs of the private sector.
 - v. Economic condition of community (normal or depressed).
 - vi. Substantial loss of public-owned utilities to private sector which would create hardship on even those residents who sustained minimal or no damage, etc.
 4. Private Damage
 - a. Estimates of people displaced and in need of housing; also, number of persons in shelters.
 - b. Number of persons injured; number of verified fatalities.
 - c. Degree and dollar estimate of damage to private property including single family homes, multi-family homes, mobile homes, businesses, operating farms, and personal possessions.

5. The impact to the private sector stricken should include unemployment estimates due to businesses shut down, number of stricken on fixed income, lack of insurance, needs of the elderly, minority problems, and a general update on unmet needs in the community as a result of the incident.

B. Assumptions

1. A timely, accurate assessment of damages to public and private property will be a vital concern to county officials and will have a direct impact on the execution of recovery efforts.
2. Higher levels of government will provide assistance in developing damage assessment reports to support requests for major disaster declarations.
3. The following state and/or federal Disaster Relief Programs will be available:
 - a. Emergency Needs
 - b. Debris Clearance
 - c. Temporary Housing Assistance
 - d. Emergency Food Stamps
 - e. Unemployment Assistance
 - f. Mortgage Assistance
 - g. Social Security Assistance
 - h. Crisis Counseling
 - i. Consumer Protection
 - j. Health and Safety Inspections
 - k. Individual and Family Grants
 - l. Disaster Loans (SBA/FmHA)
 - m. Assistance to Farmers
 - n. Assistance to Aging
 - o. Veterans Assistance
 - p. Tax Assistance
 - q. National Flood Insurance/Info.
 - r. Commercial Insurance
 - s. Hazard Mitigation
 - t. Additional Services

IV. CONCEPT OF OPERATIONS

A. General

1. The responsibility for damage assessment ultimately lies with local government entities. Damage assessment personnel must be trained in order to provide fast and accurate information to the Emergency Operations Center (EOC) so that effective response and recovery efforts may be utilized. Many financial assistance programs at the state and federal levels require extensive damage assessment information.
2. The Finance and Administration Section is organized as a part of the General Staff in the EOC. This group is directed by the Damage Assessment Coordinator (County Engineering Department or as appointed).

3. The Finance and Administration Section will coordinate all damage assessment activities. Elected officials, their representatives and all available sources will collect disaster related damage information and intelligence for their respective jurisdictions including any unincorporated municipalities as soon as possible they will report via telephone/radio to the Finance and Administration Section in the EOC.

B. Assessment Operations

1. In order to provide for the collection and analysis of disaster-related damages, a Damage Assessment Section (DAS) headed by the Damage Assessment Coordinator (as appointed) will be formed in the Emergency Operations Center (EOC) during disaster or emergency situations. This section will coordinate all personnel involved in damage assessment activities and shall forward the most current and accurate damage assessment information to the EOC Finance and Administration Section for use in coordinating disaster response. This information is also needed by the Operations Group to direct response and recovery efforts.
2. It is necessary to obtain information from a number of sources to gain an accurate and complete assessment of the emergency situation. The EOC Finance and Administration Section will provide the DAS with reports and messages from local emergency forces. The assessment section may make on-site survey requests to the EOC Operations Section or may perform on-site surveys on their own, as may be required.
3. Maps, logs, tabulations and other appropriate information will be maintained in the EOC by the DAS so as to provide comprehensive information on disaster damages at all times.
4. The DAS will provide all reposts and documentation by categories of Public Damages (government infrastructure) and Private Damages (individuals, residences, personal property, injuries, deaths, etc.) and location of damage to the Finance and Administration Section and the Berkeley County Office of Emergency Management (BCOEM) Director for submission to the state when making a request for disaster Declaration or Proclamations of Emergency. This initial report (Windshield Report or 12-Hour Initial Disaster Report) should be forwarded to the state within 12 hours or less after the incident.

This Incident report provides basic information to the state concerning initial damage and response activities.

5. The DAS will continue to provide regular (every 1-2 hours) assessment updates to the West Virginia Division of Emergency Management (WVEMD), utilizing the Damage and Needs Assessment (Form AGN-0035). This form serves as the primary instrument to determine whether criteria exist for state and/or federal assistance.
6. If state assistance has been requested for local recovery operations and the state has determined that the criteria for federal aid may exist in the stricken community, the DAS will provide updates of its assessment to the WVEMD every three (3)-four (4) hours if possible, or as soon as new information becomes available. This information is vital to state response and/or to the state's request for federal assistance.

C. Public Damage Assessment

1. Public damage assessment will be the responsibility of government employees.
2. Assessment of damages to public buildings (city or county) is the responsibility of the City/County Engineer.
3. Damage assessment of county roads, bridges and culverts will be accomplished by the County Transportation/Highway Engineer, and assessment of city streets will be by the City Street Commission or Public Works Director or City Engineer.
4. Assessment of damages to government-owned utilities (to include water control facilities) will be accomplished by the Department of Public Works officials with assistance from the utilities' own employees.
5. Assessment of damages to facilities located in publicly supported parks and recreation areas is the responsibility of the Parks Commission and Parks and Recreation Departments.
6. Assessment of damages to schools will be accomplished by the school districts and City or County School Superintendent.
7. Assessment of damages to private non-profit facilities (hospitals, libraries, museums, volunteer fire departments, EMS units, utilities, etc.) is the responsibility of each organization.

D. Private Damage Assessment

1. Private damage assessment will fall under the Berkeley County Office of Emergency Management (BCOEM) Director and agencies involved in disaster response.
2. Damage sustained by private businesses and individuals, and numbers of person injured or killed will be collected by the Damage Assessment Teams (DATs); dispatched by the Damage Assessment Coordinator. The American Red Cross (ARC) will conduct an independent damage assessment survey to analyze the situation and determine human necessities. The results of the ARC Survey will be useful as a cross-check.
3. Degree of structural loss is defined in the following manner:
 - a. Destroyed: Permanently uninhabitable. Damage sustained is such that it is no longer economically repairable (i.e., it is more than 75% damaged).
 - b. Major Damage: The structural damage is such that the residence/business cannot be repaired in 30 days or less, and/or if the cost of repair is greater than 10% of its value.
 - c. Minor Damage: The structural damage can be repaired within a 30-day time period, and/or if the cost to repair is 10% or less of its value.
 - d. Affected: The structural damage does not prevent habitation and repairs.
4. The degree of structural loss, as defined above for damage assessment purposes, is based on actual structural damage and not on the financial capability of the victim to make the repairs.

E. Agricultural Damage Assessment

1. Agricultural damage assessment will be the primary responsibility of the County Extension Agent.
2. Assessment of agricultural damage will be accomplished by the County Extension Agent in coordination with the Agricultural Stabilization and Conservation Services (ASCS). All information will be provided to the WVEMD through the State Department of Agriculture.

F. Federal Involvement

1. Federal assistance is usually requested by local representatives through the state.
2. Under ESF #14 of the National Response Framework (NRF), federal forces may assist in predictive modeling for preliminary damage assessments, if time permits.
3. Federal assistance may be available to identify recovery projects that could/should be quickly implemented.
4. When federal assistance is needed, a preliminary damage assessment to develop information on the severity and magnitude of the situation may be made by the Federal Emergency Management Agency (FEMA) jointly with state government. This assessment is used in formulating decisions about the disaster declaration or other federal commitments.
5. Damages to federal property are a federal responsibility. Both local government and the Berkeley County Office of Emergency Management (BCOEM) Director should maintain liaison with federal field officials for information and possible mutual assistance.
6. In collaboration with the WVEMD, federal forces will designate staff for damage and losses avoided due to previous mitigation actions and developing new priorities for future mitigation in the affected area.

V. DIRECTION, CONTROL, AND COORDINATION

- A. During emergency situations, the Damage Assessment Coordinator (DAC) will operate from the EOC and will coordinate damage assessment activities. All damage information will be forwarded to the plotter and posted in the EOC. Repairs to public facilities will begin as soon as possible. Priority will be given to those facilities that are critical to emergency response activities. County, city and municipal resources, including the private sector, will be relied upon for most of the work, with support from state, federal and other jurisdictions as it is available.
- B. When the disaster is confined to the boundaries of, or inclusive of a city or incorporated municipality, the Chief Executive of that entity will provide personnel for staffing in the Damage Assessment Section (DAS) and shall be responsible for reporting to the group all damage assessment data pertaining to his/her jurisdiction.

- C. When the disaster has caused damage to cities, towns or unincorporated areas, the Chief Executive of those jurisdictions should see to it that their entity is represented in the DAS, and also shall be responsible for reporting all damage assessment data concerning their jurisdiction to the DAS.
- D. Standard Operating Guidelines (SOGs) will be developed by these separate entities to ensure that all vital damage assessment information is relayed to the county EOC/DAS; this cooperative effort among county and local government officials is vital if state or federal assistance is to be requested.
- E. If the disaster has caused damage to county-owned properties, each division of county government is required to report their jurisdictional damage assessment data to the DAS as information becomes available, and will be required to provide representation within that section as may be necessary.
- F. All requests for Proclamations or Declarations of Emergency shall be coordinated through the EOC Finance and Administration and Operations Sections.

VI. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. Organization

- 1. The Damage Assessment Coordinator (DAC), an EOC staff position, shall be responsible for estimating, collecting, recording, evaluating, and disseminating intelligence to those concerned on the loss, suffering or harm resulting from a disaster.
- 2. The Damage Assessment Section (DAS) will be comprised of regular public employees or officials who will assume damage assessment responsibilities whenever a disaster of major proportion strikes the community. Mobilization will occur upon notification provided by the Berkeley County Office of Emergency Management (BCOEM) Director.
- 3. Radiological Defense Analysis is a part of the Finance and Administration Section. The county Radiological Officer will compile information on contamination to people and property if radiation is involved in the emergency.
- 4. Under operational conditions, the DAS will utilize information normally reported to the EOC by field agencies and initiate on-site inspections and reporting to the DAS.

5. If the disaster is large-scale, previously assigned and trained volunteers can be utilized for on-site inspections and reporting to the DAS.
6. The Finance and Administration Section must be flexible in its organization in order to respond to the variable conditions that will exist in any disaster incident. BCOEM will maintain a 24-hour alert roster of personnel who will serve in the Finance and Administration Section and on Damage Assessment Teams (DATs).

B. Assignment of Responsibilities

Primary Agency

1. Berkeley County Office of Emergency Management (BCOEM)
 - a. Maintaining liaison with the state officials on damage assessment activities.
 - b. Preparation of the State Comprehensive Damage Assessment Report, which must be verbally called in and forwarded to the West Virginia Division of Emergency Management (WVEMD) if state and/or federal involvement is formally requested by responsible government officials during the emergency/disaster.
 - c. Advising the proper local government officials on data the damage assessment reveals. For example, the need for action by health or building inspection departments due to unsanitary or unsafe conditions; the need for response by government engineering departments if road or bridge collapses are reported, etc.
2. Damage Assessment Coordinator (DAC):
 - a. Analyze and estimate disaster-related conditions, determine the potential for other threats that may develop as a result and advise officials of measures that could be taken to safeguard the public.
 - b. Alert and activate the Finance and Administration Section and Damage Assessment Teams (DATs).
 - c. Provide team briefings concerning procedures, checklists, forms, point of contact in affected areas, specifics of the disaster, schedule for receiving assessment information, and procedures for verifying damage assessment information.

- d. Provide updated disaster information to the Operations Section.
- e. Collection and consolidation of missing person's information and submission to the designated authority.
- f. Coordinate with the Operations Section the priority of debris clearance and verification of potable water.
- g. Assist in the collection of damage assessment data and preparation of the report to be forwarded to the State.

Support Agencies

- 3. Law enforcement and/or Fire Services Agencies:
 - a. Identify the number of fatalities (by name and/or address to avoid reporting duplications).
 - b. Identify the number of injured (by name and/or address to avoid reporting duplications).
 - c. Obtain other pertinent information that may become available during response activities (i.e., evacuations, structural damage).
 - d. If sufficient personnel are available, law enforcement and/or fire service personnel may be called upon by the Damage Assessment Section (DAS) to perform door-to-door verification of private sector losses, as is sometimes required when requesting federal assistance. Utilization of personnel for this purpose is preferable, in that these individuals are uniformed, ID carrying, and often recognized representatives of local government to whom victims can entrust personal information.
- 4. Affected City/County Tax Department/Auditor/Treasurer:
 - a. The value of the stricken public/private properties.
 - b. The annual and maintenance budgets of the affected communities and other vital related data which may reflect the affected government's inability to financially recover.
 - c. If a substantial loss of tax base for the affected community will result from the disaster, these individuals should provide data in that regard for inclusion in the damage assessment report.
 - d. General demographic data which reveal considerable needs within the community as a result of the disaster.

- e. Estimated or actual data of insurance coverage in stricken private/public sites.
 - f. Average income of stricken individuals.
 - g. Unemployment statistics of the affected area in non-disaster periods.
 - h. Statistics on unemployment caused as a direct result from the disaster damaging businesses and an estimate of long-range needs for Federal Disaster Unemployment Assistance.
 - i. Minorities, handicapped and elderly affected and to what degree.
 - j. Numbers of affected on a fixed income and/or supplementary government assistance.
6. American Red Cross (ARC):
- a. Numbers of shelters opened and victims sheltered therein.
 - b. Any other pertinent data their own damage assessment may reveal concerning the impact of the disaster on the community.
 - c. What needs the Red Cross can and cannot meet within the stricken community.

VII. ADMINISTRATION, FINANCE AND LOGISTICS

A. Survey Teams

- 1. Damage assessment survey teams will consist of designated county, city and municipal employees, as required. Private sector personnel will be used to supplement existing team members as necessary.
- 2. Most damage assessment resources will come from local sources. If state or federal resources are requested, they must be done so in accordance with the National Incident Management System (NIMS). See ESF #7: Logistics.

B. Records and Reports

1. Survey Team Reports

- a. Each damage assessment survey team will collect data and forward it to the Damage Assessment Section (DAS) in the Emergency Operations Center (EOC).

2. Damage Assessment Reports

- a. The Damage Assessment Coordinator (DAC) will compile damage assessment reports for each affected jurisdiction; county damage will be reported separately from municipalities.
 - b. The Berkeley County Office of Emergency Management (BCOEM) Director will compile the comprehensive damage assessment report for reporting to the state, as may be required.
3. In the event local government has officially requested federal assistance through the WVEMD and the state comprehensive damage assessment form submitted by the BCOEM Director is indicative that recovery is beyond the means of local government capacity, the WVEMD will arrange for a State/Federal Preliminary Damage Assessment (PDA) to occur on-site. The PDA will reveal whether or not the criterion exists for a Presidential Declaration or other federal program assistance.
4. If the PDA has been arranged by the state to occur at the disaster site, a meeting will be arranged prior to the survey for local public officials of the affected communities. Those officials must attend this meeting if they want their community's damages included in the state/federal assessment. They must bring with them to the meeting the following:
- a. Two (2) maps of their jurisdiction outlining from worst to least the damages they have reported to exist. One (1) map will show locations of their reported public damages and the other will identify the location of private damages.
 - b. Copies of their entire annual and maintenance budgets for the current fiscal year.

C. Critical Facilities

1. A list of critical facilities (communications, key administrative and operational sites) is to be kept on file at the Emergency Operations Center (EOC).

D. Training

1. Berkeley County Office of Emergency Management (BCOEM) should provide training for the damage assessment organization.

VIII. PLAN DEVELOPMENT AND MAINTENANCE

- A. The Damage Assessment Coordinator (DAC) and the Berkeley County Office of Emergency Management (BCOEM) Director are responsible for reviewing this support annex and compiling new/updated information on an annual basis, commencing one (1) year from the approval date of this document, or more often as necessary.
- B. The BCOEM Director is responsible for printing and distributing changes to this support annex.
- C. All agencies, departments and organizations with a role in emergency damage assessment, as outlined in this support annex, are responsible for developing and maintaining Standard Operating Guidelines (SOGs), Mutual Aid Agreements (MAAs), personnel rosters including 24-hour emergency telephone notification numbers, and resource inventories.

IX. AUTHORITIES & REFERENCES

- A. Authorities
 - WV Code, Chapter 15, as amended
- B. References
 - West Virginia Division of Emergency Management (WVEMD). (2018). *West Virginia Emergency Operations Plan*. Charleston, WV.
 - United States Department of Homeland Security (USDHS). (2013). *National Response Framework*. Washington, D.C.