

**UPSHUR COUNTY EMERGENCY OPERATIONS PLAN**  
**ANNEX G: HEALTH AND MEDICAL**

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| <b>Related Federal ESFs</b>  | <ul style="list-style-type: none"> <li>• ESF #8: Public Health and Medical Services</li> </ul>  |
| <b>Related State Annexes</b> | <ul style="list-style-type: none"> <li>• Annex G: Emergency Health and Medical Services</li> </ul>  |
| <b>Purpose</b>               | The purpose of this annex is to outline the local organization, operational concepts, responsibilities and guidelines to accomplish coordinated public health and medical services during emergency situations.   |
| <b>Primary Agencies</b>      | <ul style="list-style-type: none"> <li>• Upshur Buckhannon Health Department</li> <li>• St. Joseph's Hospital</li> <li>• Upshur County Emergency Medical Services (EMS)</li> </ul>  |
| <b>Support Agencies</b>      | <ul style="list-style-type: none"> <li>• Appalachian Community Health Center (ACHC)</li> <li>• Community Care of West Virginia.</li> <li>• Upshur County Dept of Homeland Security and Emergency Management (UCDHSEM)</li> <li>• WV Board of Pharmacy</li> <li>• WV Department of Health and Human Resources (WVDHHR)</li> <li>• WV Army National Guard (WVARNG)</li> <li>• US Department of Health and Human Services (USHHS)</li> </ul> |
| <b>Authorities</b>           | <ul style="list-style-type: none"> <li>• WV Code, §6-12, as amended</li> <li>• WV Code, §9, as amended</li> <li>• WV Code, §15-5, as amended</li> <li>• WV Code, §16, as amended</li> </ul>   |

**APPROVED**

**AUG 09 2018**

UPSHUR COUNTY COMMISSION  
*[Signature]*

## **I. SITUATION AND ASSUMPTIONS**

### **A. Situation**

1. Many of the emergencies that could affect Upshur County have the potential to cause public health and/or medical issues.
2. Emergency situations could result in the loss of essential public services, such as water distribution and wastewater collection, which may create public health and/or safety concerns.
3. The Upshur Buckhannon Health Department provides public health services for Upshur County and the City of Buckhannon.
4. Upshur County Emergency Medical Services (EMS) is the primary ambulance service in Upshur County.
5. All county fire departments have first responder capabilities ( EMT's)
6. St. Joseph's Hospital, located in Buckhannon, is the primary medical facility in Upshur County.
7. Routine mental health services can be provided by Appalachian Community Health Center (ACHC). ACHC also provides emergency mental health services.
8. Public health and medical services could be overwhelmed by the "walking wounded" or "worried well".
9. It may be difficult to obtain medications during emergencies, thus triggering additional medical concerns, especially for special needs populations.

### **B. Assumptions**

1. Local capabilities are adequate to respond to and recover from most public health or medical emergencies.
2. Public health and medical services may be impacted by the emergency.
3. The initial medical care issued during an emergency may be rendered by EMS providers.
4. If St. Joseph's Hospital is damaged, it is possible to relocate at least some of its patients to Stonewall Jackson Memorial Hospital in Weston or Davis Memorial Hospital in Elkins.
5. Volunteers will come forward to assist in the emergency.

## II. CONCEPT OF OPERATIONS

### A. Public Health

1. Notification of the Health Department
  - a. Telephone
  - b. Pager carried by administrator
  - c. Portable, two-way radio
  - d. Email (as a backup)
  - e. During emergencies, health department personnel utilize phones and email to communicate.
  
2. The health department may send a representative to the Upshur County Emergency Operations Center (EOC) to coordinate resource needs.
  
3. Nursing
  - a. Surveillance
  - b. Communicable disease prevention
  - c. Immunizations
  - d. Health promotion
  
4. Environmental
  - a. Local health department personnel test water wells.
  - b. Wastewater testing is under contract to Sturm Environmental and Reliance.
  - c. Personnel at the Lewis County Health Department can assist with environmental testing.
  
5. The health department routinely coordinates with the hospital for disease surveillance.
  
6. The health department is the primary planning agency for pandemic flu and the Strategic National Stockpile (SNS).

B. Medical

1. Ambulance and Transportation

- a. The Upshur County E 9-1-1 Communications Center dispatches the Upshur County EMS.
- b. All county fire department's now have first responders (EMT's)
- c. Upshur County EMS provides triage on-scene. Additionally, Community Care of West Virginia has clinics in Rock Cave and two in Buckhannon. can also provide triage teams.

d. Triage

- i. Patients with certain injuries or conditions have priority for transportation and treatment over others per the Simple Triage and Rapid Treatment (START) method.
- ii. An outline of this method is as follows.
  - Red: First priority, most urgent airway and breathing difficulties, uncontrolled or suspected severe bleeding, shock, open chest or abdominal wounds, severe head injuries.
  - Yellow: Second priority, urgent burns, major or multiple fractures, back injuries with or without spinal damage.
  - Green: Third priority, non-urgent transportation and treatment is required for minor injuries but not necessarily by EMS personnel, minor fractures, other injuries of a minor nature.
  - Black: Deceased; non-urgent.
  - Patients deemed to have non-life-threatening injuries can be directed to the Community Care of West Virginia Clinics. This will decrease the load on the hospital.

e. Incident Command Considerations

- i. EMS personnel should assume an appropriate role within the on-scene Incident Command System (ICS).
- ii. EMS personnel may be requested to assume greater command responsibilities during mass casualty incidents.
- iii. Normally, EMS personnel form under the Operations Section of the general staff.

- iv. EMS personnel may establish a triage area safely away from the Incident Command Post (ICP).

## 2. Hospitals

- a. St. Joseph's can be notified by the E 911 Communication Center, by state and local agencies, and from emergency planning partners and the public.
- b. St. Joseph's maximum surge capacity is approximately ten (10) to fifteen (15) patients.
- c. Non- Acute patients can be diverted to one of Community Care of West Virginia's Clinics.
- d. The hospital does have mobile equipment for use in establishing alternate care sites.
- e. The hospital may send a representative to the EOC to coordinate hospital resource needs.
- f. Mortuary Capabilities
  - i. The hospital contains a morgue equipped with a two (2)-person cooler.
  - ii. Adult and pediatric body bags are also available.
  - iii. It is likely that medical personnel would need to coordinate with local funeral homes to supplement mortuary capabilities during mass casualty incidents.
- g. The hospital organizes under the Hospital Emergency Incident Command System (HEICS) during emergencies. Through this system, key positions are identified and backed up, as necessary.

## 3. Interplay between EMS and Hospitals

- a. Communications between EMS and the hospital is primarily by radio.
- b. The types of information transmitted include number of patients, type of incident, etc.

- c. EMS personnel may be asked to transport patients to alternate facilities should the hospital need to be evacuated.

#### C. Mental Health

1. ACHC can provide emergency mental health services throughout Upshur County.
2. Services include the following:
  - a. Planning,
  - b. Mental health counseling for victims,
  - c. Critical incident stress debriefing for responders, and
  - d. Referrals, as appropriate.
3. ACHC can send a representative to the EOC to serve as a liaison for mental health concerns as well as work with those EOC and the E 911 Communication Center staff members that may be under stress.
4. The preferred method of contact is by telephone. ACHC can be deployed via a stateside agreement. The statewide crisis line is 1-866-867-8290.
5. Additionally, local contact information for personnel within the ACHC decision tree is maintained in the county's resource manual.

#### D. State and Federal Support

1. State
  - a. The WV Department of Health and Human Resources (WVDHHR) is the state-level agency that coordinates health and medical assets to mitigate the harmful effects of natural and man-made disasters and to preserve life.
  - b. The WVDHHR provides support to local health entities when the local capacity has been exceeded and/or multiple jurisdictions are involved.
  - c. WVDHHR response activities are overseen by the WV Office of Emergency Medical Services (WVOEMS) Director.
  - d. WVDHHR resources can be accessed via the State Emergency

Operations Center (SEOC). Local health and medical agencies access the SEOC through the local EOC.

2. Federal

- a. Emergency Support Function (ESF) #8 of the National Response Framework (NRF) provides supplemental assistance to local and state governments in identifying and meeting the public health needs of victims during incidents requiring a federal (or national) response.
  - i. Local capabilities are supplemented by the WVDHHR. The WVDHHR makes the decision to request support from the US Department of Health and Human Resources (USHHS). Federal resources may coordinate with local representatives while gathering information, but they primarily interact with state representatives. Local officials can obtain status updates through these state representatives.
  - ii. The UHHS coordinates with the WVDHHR to enhance existing surveillance systems to monitor the health of the general population and special, high-risk populations; carry out field studies and investigations; monitor injury and disease patterns and potential disease outbreaks and provide technical assistance and consultations on disease and injury prevention and precautions.
  - iii. USHHS designates a senior official to participate as a Senior Federal Official in the Joint Field Office (JFO) and/or Regional Response Coordination Center (RRCC).
  - iv. In addition to the above listings, federal support for the public health operations may include food safety and security, agriculture safety and security, vector control, potable water/wastewater, solid waste disposal, and protection of animal health. Again, all of these services are coordinated through the WVDHHR.
- b. ESF #8 personnel with the United States Department of Health and Human Services (USDHHS) may also assist with medical considerations. For medical considerations, local officials again access these federal resources through the WV Bureau for Public Health. The following assistance may be available:

- i. The state and USDHHS may deploy assets from the Strategic National Stockpile (SNS).
- ii. The USDHHS may request the US Department of Homeland Security (USDHS), US Department of Defense (USDOD), or the Veterans Administration (VA) to provide medical equipment and supplies.
- iii. USHHS may task its components and the Medical Reserve Corps and request the VA, USDOD, and USDHS to provide available personnel to support inpatient services (regardless of location which may include disaster shelters or support facilities).

### **III. ROLES AND RESPONSIBILITIES**

#### **A. Roles**

1. EMS provides on-scene triage and patient transport.
2. The Upshur Buckhannon Health Department provides public health services such as nursing and environmental health.
3. The hospital provides primary emergency care.

#### **B. Responsibilities**

##### **1. Primary Agencies**

##### **a. Upshur Buckhannon Health Department**

- i. Re-establish health and sanitary services in affected areas.
- ii. Establish health and sanitary services in shelter and support facilities if an evacuation becomes necessary.
- iii. Supervise food and drug supplies, including monitoring potentially contaminated supplies and providing alternate uncontaminated supplies. (The WV Department of Agriculture may assist in locating alternate supplies of food when radiation is present).
- iv. Supervise potable water supplies. (The WVDHHR may assist in monitoring and sampling water supplies. The WV Department of Natural Resources may identify unaffected sources of water. The WV Division of Highways may provide appropriate tanks and trucks to transport these supplies of necessary.)
- v. Supervise food preparation facilities for disaster shelter and support

facilities.

- vi. Issue health instructions to the public in coordination with the UCOEM Public Information Officer.
- vii. Respond to the threat of communicable diseases regarding epidemic intelligence, evaluation, prevention, inoculation and detection of biological war agents (to the extent possible).
- viii. Serve as the local liaison for the Strategic National Stockpile (SNS)
- ix. Provide laboratory activities regarding examination of food and water, diagnostic tests, and identification, registration and disposal of the deceased.

b. St. Joseph's Hospital

- i. Implement the HEICS when an emergency occurs.
  - ii. Provide intensive and long-term medical care.
  - iii. Stabilize patients before transport to specialist facilities.
  - iv. Provide doctors and nurses for triage teams, if requested and available.
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- v. Provide shelter for evacuees from other hospitals or nursing homes impacted by the disaster.

c. Upshur County EMS

- i. Assume appropriate role in the Incident Command System (ICS).
- ii. Prepare triage area.
- iii. Perform triage on casualties.
- iv. Transport patients from triage areas to fixed medical facilities.
- v. Provide medical care in disaster shelter and/or support facilities.
- vi. Request mutual aid as needed.

2. Support Agencies

a. Appalachian Community Health Clinic

- i. Maintains emergency mental health resources in an on-call fashion.
- ii. Provides mental health services to emergency responders.
- iii. Provides referrals for victims in need of on-going mental health services following the conclusion of the emergency.

Assists local emergency managers in planning for the provision of mental health services

b. Community Care of West Virginia

- i. Provides medical and pharmacy services to the residents of southern Upshur County.
- ii. Provides triage teams, if requested and available.

c. Upshur County Office of Emergency Management

- i. Provide resource support via the activated EOC.
- ii. Relay resource requests from higher levels of government to the SEOC.

d. WV Board of Pharmacy

- i. Gains access to appropriate pharmacies for use as medicine distribution points.
- ii. Ensures the safety and security of controlled substances.

e. WV Department of Health and Human Resources

- i. Provides support to local health and medical operations, to include (but not be limited to):
  - Tracking hospital and nursing home bed availability,
  - Providing training,
  - Evaluating threats to public health,
  - Assisting with hospital evacuations,
  - Regulating mortuary services, and
  - Ensuring the provision of laboratory services.
- ii. See Section II. Article D.1. above.
- iii. An extensive list of WVDHHR responsibilities can be found in Annex G of the *West Virginia Emergency Operations Plan*.

- f. WV Army National Guard
  - i. 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.
  - ii. WVARNG resources should be activated by the Governor.
  
- g. US Department of Health and Human Services
  - i. Provides monitoring and technical assistance, as requested by local or state agencies (and coordinated through state authorities).
  - ii. See II.D.2. above.

#### **IV. DIRECTION AND CONTROL**

- A. St. Joseph's personnel organize under the HEICS, which is an ICS internal to the hospital. The on-scene ICS and EOC (as a Multi-Agency Coordination System [MACS]) is integrated into the structure of the HEICS.
- B. EMS personnel assume an appropriate role in the overall on-scene ICS. The paramedic/lead Emergency Medical Technician (EMT) on-scene should provide direction and control for EMS units
- C. The health department also organizes under an ICS – with the administrator as the head – during emergencies.
- D. The EOC is available to support all elements of the public health and emergency medical response.

#### **V. CONTINUITY OF GOVERNMENT**

- A. All public health and medical agencies organize under an ICS during emergencies.
- B. As such, key positions are identified and filled with qualified individuals. These systems also designate qualified, backup personnel.
- C. Consequently, no lines of succession can be drawn.
- D. Additionally, EOC staff positions are filled by volunteers. The UCOEM has developed a set of "EOC Operating Guidelines (OGs)" that contain job aids for all EOC staff positions. As such, if any of the health or medical representatives are needed, any available EOC staff member can perform the baselines of the

position.

## **VI. ADMINISTRATION AND LOGISTICS**

### **A. Administration**

#### **1. Reporting**

- a. Public health personnel should continue reporting disease surveillance information to the state, even (and especially) during emergencies.
- b. Requests for Reimbursement
  - i. All requests for reimbursement should be channeled through the Upshur County DHSEM.
  - ii. Requests should be provided within 30 days of the conclusion of response operations.
  - iii. Only resources expended as a result of the emergency can be claimed for reimbursement.
  - iv. If additional information is necessary, the county DHSEM Director should contact the appropriate fire department to collect it.

2. All participating health and medical organizations should periodically submit Situation Reports (SITREPS) to the EOC as requested so that an accurate record of events can be maintained. There is no standard format for SITREPS.
3. Vital health records may be needed throughout an emergency. The maintenance of privacy should be of the utmost concern.
4. Local hospitals and clinics should maintain HIPAA privacy requirements throughout an emergency.

### **B. Logistics**

#### **1. Mass Casualty Resources**

- a. St. Joseph's has access to 300 adult body bags and 150 pediatric body bags.
- b. St. Joseph's has a morgue with a two (2)-person cooler.
- c. Community Care of West Virginia in Rock Cave can provide additional triage teams.
- d. Emergency management personnel may have to coordinate with local

funeral directors to supplement mortuary capabilities at St. Joseph's Hospital.

2. Requests for external resources should be channeled through the EOC. EOC staff would then procure resources in accordance with National Incident Management System (NIMS) requirements.
3. Communications Capabilities
  - a. Telephone
  - b. Portable radio
  - c. Mobile radio (EMS only)
  - d. Email/internet
  - e. Pagers
  - f. Cellular telephones

#### **VII. PLAN DEVELOPMENT AND MAINTENANCE**

- A. The UCDHSEM should provide an opportunity for representatives from all primary agencies as well as ACHC and Community Care of West Virginia to review this annex on an annual basis.
- B. The UCDHSEM should then integrate any necessary changes and ensure re-distribution to all appropriate agencies.

