

UPSHUR COUNTY EMERGENCY OPERATIONS PLAN

Functional Annex: City of Buckhannon

Related Federal ESFs	<ul style="list-style-type: none"> • NRF Base Plan (Roles and Responsibilities, Concept of Operations)
Related State Annexes	<ul style="list-style-type: none"> • EOP Basic Plan
Primary Agencies	<ul style="list-style-type: none"> • Mayor • Director of Public Works • Director of Finance and Administration • City Engineer • Fire Department • Police Department • Sewer Department • Streets & Parks Department • Waste Department • Water Department • Information Coordinator
Support Agencies	<ul style="list-style-type: none"> • Upshur County Department of Homeland Security and Emergency Management • Upshur County Emergency Communications Center • Upshur County Sheriff's Department • Upshur County Emergency Medical Services
Authorities	<ul style="list-style-type: none"> • WV Code, Chapter 15, Article 5, as amended. • WV Executive Order 20-04, December 23, 2004.
References	<ul style="list-style-type: none"> • <i>Upshur County Commission. (2015) Upshur County Emergency Operations Plan. Buckhannon, WV: UCDHSEM</i> • <i>National Incident Management System, USDHS, as amended.</i> • <i>National Response Framework, USDHS, as amended.</i> • <i>Developing and Maintaining Emergency Operations Plans, CPG 101, Version 2.0, November, 2010.</i> • <i>United States Department of Homeland Security. (2013). National Response Framework</i> • <i>Homeland Security Exercise and Evaluation Program (HSEEP), Volumes 1 through 3, USDHS, 2007.</i> • <i>West Virginia Department of Military Affairs and Public Safety. (2008)</i>

I. PURPOSE AND SCOPE

A. Purpose

This annex describes how the governmental agencies of Upshur County and the City of Buckhannon interact during large-scale emergencies impacting both jurisdictions.

B. Scope

This annex applies to all emergency situations in which both county and city emergency authorities are engaged and resources are involved in emergency responses in Upshur County. The document does not direct tasked agencies as to “how” they should fulfill their responsibilities; it functions on the assumption that the agencies tasked herein will individually maintain the capability to fulfill those responsibilities.

II. SITUATION AND ASSUMPTIONS

A. Situation

1. The City of Buckhannon is the county seat of Upshur County and the only incorporated municipality located therein.
2. The majority of Upshur County’s governmental facilities are located within the corporate limits of the City of Buckhannon.
 - a. Within the Emergency Services sector, the following agencies are located in the City’s corporate limits:
 - i. Upshur County Sheriff’s Department
 - ii. Buckhannon Police Department
 - iii. Buckhannon Fire Department
 - iv. Upshur County Emergency Medical Services
 - v. Upshur County Health Department
 - vi. St. Joseph’s Hospital / WVU Medicine
 - vii. Community Care of West Virginia
 - viii. Davis Health Care
 - ix. West Virginia Wesleyan College

- x. Upshur County Board of Education – Central Office
- b. With an estimated 2017 population of 5,529 (US Census Bureau) the City's population comprises approximately 22.67% of Upshur County's estimated population of 24,465 (US Census Bureau)
- c. US Route 33 and State Route 20, the two primary transportation routes in and through Upshur County, both pass through the City of Buckhannon.
- d. The City of Buckhannon's water treatment plant supplies potable water to the citizens and businesses both inside and outside the corporate limits and to the four public service districts within Upshur County, who in turn provide potable water to the citizens outside the corporate limits.
- e. The City of Buckhannon owns and operates the only public wastewater treatment facility in Upshur County.

B. Assumptions

- 1. Both County and City leadership have a vested interest in providing the most efficient, effective emergency services possible for the citizens of both jurisdictions.
- 2. As the City is home to the majority of the deployable assets, the City's leadership is likely to have a significant role during a large-scale emergency situation.
- 3. Depending on the severity and magnitude of the situation, the affected area may be able to cope effectively. However, it may be necessary to request assistance from volunteer organizations, private enterprises, mutual aid organizations, or state and federal sources.
- 4. Providing an adequate emergency response (to a community or county-wide disaster) would be challenging without participation by all stakeholders.
- 5. Without an emergency management office of its own, the City will need to coordinate with the Upshur County Department of Homeland Security and Emergency Management to access resources from the state (per West Virginia Division of Homeland Security and Emergency Management requirements).

III. CONCEPT OF OPERATIONS

A. General Basic Considerations

- a. Per the National Incident Management System (NIMS), incident response remains at the lowest governmental level for as long as possible.
 - a. This annex does not impact those responses that can be completely accomplished with the City's resources. It is noted that County resources such as the Emergency Communications Center will be involved in all aspects of response.
 - b. This annex does not apply to situations which are handled completely according to routine operations.
 - c. For large-scale emergencies during which the Upshur County Emergency Operations Center (EOC) is activated, the City designates its Mayor or other such City official to report to the EOC. This individual will serve as a primary point of contact for City officials. This individual should participate fully in EOC operations and report back to the City should any assistance or questions for the City arise.
 - d. For all emergencies, there will be a Hot Wash conducted and an After-Action Report (AAR) completed.
 - e. For any scheduled event that requires multiple agencies, there will be a planning meeting conducted, an Incident Action Plan created and a Hot Wash with an AAR completed.
 - f. The Director of Public Works, the City Engineer and the department supervisors shall assess damage to City-owned properties. Damage assessment information shall be shared with the County, State, and Federal levels as necessary.
 - g. The City may also declare a "state of emergency" for its jurisdiction, which will activate any emergency plans or procedures the City may have in place. It is assumed that the City will request resource assistance from neighboring municipalities and/or the county emergency management structure **prior** to requesting assistance from the State or Federal level. For this reason, **all requests for State (and subsequently Federal) assistance in Upshur County shall be channeled through the County EOC.**
 - h. This plan is activated for disasters, not for minor local emergencies. If a minor local emergency escalates to the point that external resources, public information, or operational support is necessary, then the

appropriate portions of this plan will be activated.

- i. When the emergency/disaster exceeds the county's capability to respond, assistance will be requested from the WV Division of Homeland Security and Emergency Management (WVDHSEM). Federal assistance may be requested and coordinated by the WVDHSEM concept that incident management activities will take place with the "lowest" jurisdictional level possible.
- j. Requests from higher levels of government should conform to National Incident Management System (NIMS) criteria.
- k. All requests for state resources must come from the Upshur County Department of Homeland Security and Emergency Management through E-Team.

B. Phases of Incident Management

1. Prevention

- a. Continue to support two-way information sharing with the Upshur County Department of Homeland Security and Emergency Management, Fusion Liaison Officers and the WV Fusion Intelligence Fusion Center as per potential threats to assets in the City.
- b. Continue to train jointly with Upshur County Sheriff's Office to ensure a tactical response capability for the City.
- c. Response to an incident takes place under the direction and control of the local government having jurisdiction. If an incident occurs within corporate boundaries, the City has direction and control. Incidents occurring in the unincorporated portions of the county are under the direction and control of the County Commission.
- d. If an incident expands to include multiple jurisdictions and/or resources, on-scene command transitions to a unified or area command structure, with the lead likely coming from the jurisdiction in which the incident originated, shall be enacted once the county EOC is activated. County government is available to support the operation through the UCDHSEM.

2. Mitigation

- a. Continue to support FEMA hazard mitigation efforts throughout the

City, to include participating in the official Multi-Jurisdictional Hazard Mitigation Plan that serves both the City of Buckhannon and Upshur County.

- b. Undertake mitigation projects, as funding allows.
- c. Continue to support stream bank restoration and river clearing efforts along the Buckhannon River within the City's area of responsibility as identified in the United States Army Corps of Engineer's Local Flood Control Project.

3. Preparedness

- a. Maintain membership in the Lewis-Upshur Local Emergency Planning Committee.
- b. Identify lines of succession in City leadership as set by Charter.

4. Response

- a. Declare a state of emergency as needed for the City's corporate limits.
- b. Coordinate as appropriate, with county resources.

5. Recovery

- a. Support general mass care efforts in the City (work with American Red Cross when supporting feeding and other mass care activities).
- b. Establish a list of shelters in the City.
- c. Compile a list of agencies/entities/organizations that come forward during a response offering help for future emergencies.

IV. DIRECTION, CONTROL, AND COORDINATION

- A. The Upshur County Commission is responsible for the policy making, coordination, and direction and control over all emergency management activities within Upshur County that occur outside of City's areas of jurisdiction. Policy decisions may be based on recommendations or other information provided by the Upshur County Department of Homeland Security and Homeland Security (UCDHSEM).
- B. The City of Buckhannon is responsible for the policy making, coordination, and

direction and control over City response agencies within the City's corporate limits during emergencies.

- C. In basic terms, Upshur County responders utilize the Incident Command System (ICS) to manage on-scene activities. The ICS, including how an Incident Commander (IC) is selected, is detailed in Annex A: Direction and Control.
- D. The Upshur County EOC is a Multi-Agency Coordination System (MACS) that facilitates policy and decision-making, coordination, and overall direction and control of emergency responders when an incident exceeds the capabilities of the ICS organization. The Upshur County Emergency Operations Center (EOC) is the primary and centralized location for multi-jurisdictional direction and control of emergency response activities in the county. EOC capabilities are further detailed in Annex A: Direction and Control.
- E. Public information is managed through a Joint Information System (JIS) to ensure consistency from release to release. A physical Joint Information Center (JIC) may be established within or near the EOC to coordinate and manage the JIS.

V. INFORMATION COLLECTION, ANALYSIS, AND DISSEMINATION

- A. General information collection and analysis are discussed throughout the remainder of this document.
- B. Information sharing and communications are based on plain English principles as outlined by the National Incident Management System (NIMS) as well as the use of appropriate Incident Command System (ICS) forms.
- C. Key information to collect and share:
 - What equipment, supplies and other resources have been used.
 - Anticipated needs.
 - Weather (and other hazard impacts) forecast, where/when available.
 - Road closure information.
- D. For countywide emergencies involving a significant City response, the primary means by which the City Council and the County Commission communicate is through the Upshur County Department of Homeland Security and Emergency Management.
- E. Exercises will be planned as part of collaboration between the UCDHSEM and all responder agencies.

- F. All exercises will be designed under HSEEP methodology.

VI. NOTIFICATION AND WARNING

- A. Notification and Warning to City personnel can be done through the NIXLE Notification and Warning System and phone lines.
- B. Public notification and warning will be done through the NIXLE system.

VII. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

- A. Annex Coordinator
 - 1. Serve as the primary point of contact for the maintenance of this annex.
 - 2. Serve as a liaison between the City and the County regarding updating of the annex.
 - 3. Represent the City of Buckhannon on matters of emergency preparedness planning.
- B. Responsibilities
 - 1. Mayor
 - a. Designate representatives of the City to serve on the Lewis-Upshur Local Emergency Planning Committee.
 - b. Declare, if necessary, an Emergency.
 - c. Coordinate as necessary during operations, with the City Council to designate a liaison to report to the Upshur County Emergency Operations Center.
 - 2. Director of Public Works
 - a. Represent the city in countywide preparedness efforts.
 - b. Oversee damage assessment efforts to city-owned properties.
 - c. Coordinate as necessary during operations, with the Upshur County EOC for request of state resources.
 - 3. Director of Finance and Administration
 - a. Support city-level emergency operations by coordinating with department heads to determine need.
 - b. Oversee damage assessment efforts to city-owned properties.
 - c. Monitor emergency expenditures.
 - d. Coordinate with City Council should budget revisions be necessary to re-allocate emergency expenditures.

- e. Coordinate, as necessary during operations, with the Upshur County EOC for request of state resources.
- 4. Fire Department
 - a. Continue to provide fire suppression services throughout the City and first-due response area.
 - b. Support emergency operations as needed, requested and in accordance with existing mutual aid agreement.
- 5. Police Department
 - a. Continue to provide law enforcement services throughout the City.
 - b. Support emergency operations as needed, requested and in accordance with existing mutual aid agreements.
- 6. Sewer Department
 - a. Continue operations at the wastewater treatment plant.
 - b. Address damages and service interruptions that add to the scope of the existing emergency.
 - c. Participate in damage assessment efforts.
- 7. Streets & Parks Department
 - a. Address damages to streets and sidewalks that add to the scope of the emergencies.
 - b. Support emergency operations as requested.
 - c. Participate in damage assessment efforts.
- 8. Waste Collection Department
 - a. Address damages to Waste Collection Department facilities and equipment that add to the scope of the emergencies.
 - b. Support emergency operations as requested.
 - c. Participate in damage assessment efforts.
- 9. Water Department
 - a. Continue operations at the water treatment plant.
 - b. Address damage and service interruptions that add to the scope of the emergencies.
 - c. Support emergency operations as requested.
 - d. Participate in damage assessment efforts.
- E. Supporting Agencies

1. Upshur County Department of Homeland Security and Emergency Management
 - Advise County and City governments on matters of emergency management.
 - Prepare and maintain a plan for emergency response and management activities.
 - Design and conduct exercises to ensure the plan is current and effective.
 - During emergencies, activate and manage the EOC with proper authority and guidance from the Upshur County Commission.
 - Serve as liaison to state and federal officials during local states of emergency.
 - Offer training, as applicable and in accordance with National Incident Management System (NIMS) criteria, to ensure that local responders are qualified and prepared to undertake emergency operations.
 - Develop and maintain a properly categorized and typed resource manual (per NIMS requirements) to assist in the emergency procurement of necessary resources.
2. Upshur County Emergency Communications Center
 - Provide emergency dispatch operations for Upshur County.
3. Upshur County Sheriff's Department
 - Coordinate law enforcement activities in the unincorporated areas of Upshur County.
4. Upshur County Emergency Medical Services
 - Provide primary emergency medical services to all of Upshur County.
5. WV Division of Homeland Security and Emergency Management
 - Develops, tests, and maintains the *West Virginia Emergency Operations Plan*.
 - Receives local resource requests.
 - Coordinates state agency response to an incident.
 - Activates and staffs the State EOC (SEOC), if appropriate.
 - Requests and coordinates federal assistance to an

emergency/disaster.

VIII. ADMINISTRATION, FINANCE, AND LOGISTICS

A. Administration

1. Administration of emergency management activities in Upshur County is conducted on a daily, non-emergency basis by the Upshur County Department of Homeland Security and Emergency Management. During the response and recovery phases, the emergency management program is coordinated by the UCDHSEM Director with responders and Chief Executive Officials (CEOs) at the scene and in the activated Emergency Operations Center (EOC) in accordance with the written procedures set forth in this plan and in organizational Standard Operating Guidelines (SOGs).
2. After-Action Critique
 - The UCDHSEM Director will schedule a Hot Wash of the emergency response actions. The UCOEM Director is also responsible for ensuring that the initiatives discussed during a critique session are implemented (upon approval by the county commission).
 - During the critique, participants will review the effectiveness of actions taken, resource shortcomings, etc. The purpose of the meeting will be to highlight strengths and weaknesses and identify measures that can improve preparedness and operational readiness.
 - UCDHSEM Director is responsible for the preparation of the After-Action Report.
 - The UCDHSEM will facilitate revisions to the appropriate sections of this plan, if necessary.
3. Adoption of this Annex
 - The Buckhannon City Council will adopt this annex to serve as formal guidance for operations during emergency situations.
 - This annex will be added to the Upshur County Emergency Operations Plan. The annex will be updated periodically as necessary.
4. Declaration of Emergency.
 - Declaration of an emergency will allow resources be requested from a state and federal level.

5. Mutual Aid

- The Buckhannon Police Department maintains a mutual aid agreement with the Upshur County Sheriff's Department for personnel, equipment and investigative assistance.
- The Buckhannon Fire Department maintains a mutual aid agreement with the other volunteer fire departments within the county.
- The Buckhannon Water Department has a mutual aid agreement through West Virginia's Water/Wastewater Agency Response Network (WV WARN) that covers personnel, equipment, and parts inventory as related to water utility operations.

6. Legal Considerations

- If necessary, the City Attorney is responsible for providing legal advice regarding City emergency decisions.
- City employees involved in a response are covered by their regular liability and other insurance programs.

Significant use of volunteers (VIPS, CERT) during emergencies is unpredictable. If volunteers are used, they would be expected to sign a waiver addressing possible liabilities.

7. Continuity of Government: Primary City Point of Contact

- Mayor
- Director of Finance and Administration
- Director of Public Works
- Remaining Council Member (per seniority)

B. Finance

1. Typically, department heads have the authority to make purchases when funds are in their budgets.
2. Should the emergency necessitate City purchase items that are not included in budgets, the general funds can be used. However, the City Council reserves the right to make budget revisions to re-allocate expenditures.
3. Extensive record keeping should be kept of expenditures during an emergency.
4. Should funding requests from FEMA be warranted, the Director of Finance and Administration shall work with the Director of the Upshur County

Department of Homeland Security and Emergency Management to complete the required reimbursement forms.

5. Resource Procurement Actions before a Declaration of Local "State of Emergency": Every effort must be made to meet requirements with local government resources. County and City officials will be contacted without regard to normal business hours to assist in obtaining those necessary items that are not readily available in the stocks of committed local governments. Unless specifically authorized by the appropriate County and City official, normal procurement procedures will prevail.

C. Logistics

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

otherwise relinquished or if state or federal law requires the transfer of authority to a specified state or federal agency.

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

IX. ANNEX DEVELOPMENT AND MAINTENANCE

1. Maintenance

- a. The Mayor, or the official designee, should participate as a member of the Lewis-Upshur Local Emergency Planning Committee, where issues relative to the annex are frequently discussed.
- b. Typically, the Director of Public Works serves as the primary planning liaison for the City of Buckhannon.
- c. Other City representatives may be asked to participate per the topic at hand.

2. Review of Annex

- a. Review of this annex should be undertaken at least once every three years by City Department Heads, City Council and the Upshur County Department of Homeland Security and Emergency Management.

3. Test, Training and Exercises

- a. City emergency service agencies regularly participate in drills and exercises with other county agencies.
- b. The City, generally, intends to participate in exercises when it is practical.
- c. Annually, this document should be tested via roundtable attended by the City and UCDHSEM.

X. PLAN DEVELOPMENT AND MAINTENANCE

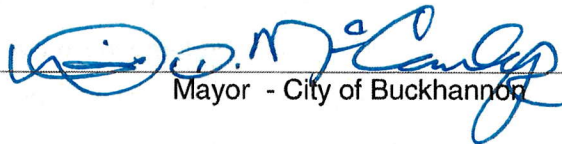
- A. This plan has been developed by the Upshur County Office of Emergency Management (UCOEM) in accordance with guidance provided by the WV

Division of Homeland Security and Emergency Management (WVDHSEM) and the US Department of Homeland Security.

- B. The UCOEM Director will ensure that this plan is periodically updated.
 - 1. An update schedule is maintained in the format of the *CPG-101 V.2 Evaluation Matrix* (per Emergency Management Performance Grant [EMPG] requirements).
 - 2. More extensive updates may be conducted in response to actual events or exercises that identify deficiencies in the plan. The UCOEM is responsible for distributing plan updates.
 - 3. In general, the UCDHSEM Director facilitates updates and facilitates regular meetings of "planning committees" that are organized by annex. For example, the planning committee for the direction and control annex is the core Emergency Operations Center (EOC) staff while the planning committee for the fire and rescue annex is comprised of representatives from each of the fire departments in the county.
- C. Training
 - 1. The following training (in their most current versions), at a minimum, must be completed by all new employees, recruits, and first responders who have a direct role in emergency preparedness, incident management, or response for National Incident Management System (NIMS) compliance.
 - a. IS-100 (Introduction to ICS)
 - b. IS-200 (Basic ICS)
 - c. IS-700 (NIMS: An Introduction)
 - d. IS-800 (NRF)
 - 2. Responders with the potential to hold command positions (e.g., officers, etc.) must also take IS-300 (Intermediate ICS) and IS-400 (Advanced ICS).
 - 3. More detailed courses may also be completed as part of an on-going training program. Such courses include:
 - a. IS-139 (Exercise Design)
 - b. IS-230b (Fundamentals of Emergency Management)
 - c. IS-235a (Emergency Planning)
 - d. IS-240a (Leadership and Influence)
 - e. IS-241a (Decision-Making and Problem Solving)
 - f. IS-242a (Effective Communication)

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

XI. AUTHORIZATION



Mayor - City of Buckhannon

Date



Buckhannon City Recorder



Date



Buckhannon City Council Member



Date



Buckhannon City Council Member



Date

Buckhannon City Council Member

Date



Buckhannon City Council Member

7-19-18

Date



Buckhannon City Council Member

7-17-18

Date



President - Upshur County Commission

7/20/18

Date



Upshur County Commissioner

7/26/18


Date



Upshur County Commissioner

7-26-18

Date



Director Upshur County Department of Homeland
Security and Emergency Management

8/3/18

Date

8/10/18

8/10/18

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