

BASIC PLAN
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BASIC PLAN

I. SITUATION AND ASSUMPTIONS

A. Situation

1. Tucker County is one (1) of 55 counties in West Virginia and is located in the north eastern portion of West Virginia. It is bordered on the north by Preston and Grant Counties, on the south by Randolph County, on the east by Grant County, and on the west by Randolph and Barbour Counties. The county contains five (5) incorporated municipality: the Towns of Davis (587 population), Hambleton (241 population), Hendricks (309 population), and the Cities of Parsons (1,420 population) which functions as the county seat, and Thomas (421 population). Tucker County has a total population of 7,046 (2004 U.S. Census estimate). The county has a land area of 421 square miles. Metropolitan cities located within close proximity to Tucker County include Pittsburgh, PA (95 miles); Washington, DC (144 miles); and Charleston, WV (117 miles). Tucker County contains some of West Virginia's most rugged and mountainous terrain, it is drained almost entirely by the Cheat River. The general elevation of Tucker County is 3,200 feet above sea level.
2. Tucker County was formed in 1856 from the northern portion of Randolph County, by an act of the Virginia General Assembly. It was named for Henry St. George Tucker, an eminent jurist and statesman of Virginia. The first permanent settlers in the area were the Parsons brothers, Thomas and John, who came from the South Branch of the Potomac and settled about 1772 at Holly Meadows on the Cheat River.
3. The climate of Tucker County consists of a mean average temperature of 50°F, a January average temperature of 27°F, and a July average temperature of 70°F. The county receives approximately 51" of rainfall annually and a mean annual snowfall of 60 to 130". Tucker County and its municipalities are vulnerable to many hazards which are identified in the Tucker County Hazard Mitigation Plan. Due to the many streams and creeks in the county with the narrow riverbeds and steep gradients, flash flooding is the most frequent and potentially dangerous natural hazard. Other hazards



that may require emergency actions include prolonged or severe winter storms, severe wind and tornado, drought, and hazardous materials incidents, particularly on US Route 219.

4. Tucker County has always been primarily an agricultural area, but the large reserves of coal, limestone, shale and timber have encouraged industrial development. Besides agricultural products, the county produces leather, textiles and charcoal. The Tucker County Board of Education, Canaan Valley Resorts, Timberline Four Seasons Resort Management Company, Kingsford Manufacturing Company, the West Virginia Division of Natural Resources, and the West Virginia Division of Juvenile Services are among the largest employers in the county.
5. Transportation
 - a. Major Highways: U.S. Route 219, and State Routes 32, 38, 72, 90 and 93.
 - b. Local Bus Service: Currently there are no bus services in Tucker County.
 - c. Railroads: Currently there are no operating railroads in Tucker County.
 - d. Airports: General Aviation–Windwood Airport, Canaan Valley, Elkins/Randolph County Airport (22 miles), Commercial Service – Harrison-Marion Regional Airport (53 miles), International – Pittsburgh International Airport (144 miles).
 - e. Nearest Navigable River: Monongahela (62 miles).
6. Utilities
 - a. Electricity: Allegheny Power.
 - b. Gas: Canaan Valley Gas, Mountaineer Gas, Town of Davis.
 - c. Telephone: Frontier Communications. There are multiple companies who provide long distance, cell phone, and other telephone services.
 - d. Water: Timberline Utility Company, Davis, Thomas, Parsons, and Hamrick PSD.
 - e. Sewer: Town of Davis, City of Thomas and City of Parsons.
 - f. Cable TV: Canaan Cable, Charter Digital Communications.
7. Media/Communications
 - a. Newspaper: The Parsons Advocate.
 - b. Radio Stations: WDNR (99.3 FM).
 - c. Television Stations: None.
8. Sensitive Environmental Areas
 - a. Major rivers, streams, and creeks such as: the Cheat and Blackwater Rivers, as well as Dry Fork and Shavers Fork.

- b. Quarries, caverns, springs, sinkholes, etc. with direct access to groundwater such as: Bob White Cave, and several mineral springs and sinkholes throughout the county.
 - c. Public and private parks and recreation areas such as: Canaan Valley National Wildlife Refuge, Canaan Valley State Park, Blackwater Falls State Park, Fairfax Stone State Park, Monongahela National Forest, Horseshoe Recreation Area, Dolly Sods Scenic Area and Red Creek Recreational Area.
9. The Tucker County Emergency Operations Plan (EOP) has been built on the template of the National Response Plan (NRP), the National Incident Management System (NIMS), and the West Virginia Emergency Operations Plan (WVEOP).
 10. Additional situations are addressed in each functional annex relevant to the subject of the annex.

B. Assumptions

1. Tucker County and its political subdivisions have capabilities that, if effectively managed in the event of an emergency or disaster, will maximize preservation of life and property. These capabilities include manpower, equipment, supplies, the skills of public and private agencies and groups, and the population's knowledge of protection and survival actions.
2. Incident management activities will be initiated and conducted using the principles contained in the NIMS.
3. When required, a State of Emergency will be declared by local officials (Tucker County Commission), by the Governor or West Virginia in accordance with WV Code §15-5-5, or the President of the United States. During a state of emergency, and otherwise at the discretion of the Director of the Tucker County Office of Emergency Management (TCOEM), the appropriate provisions of this plan and the Tucker County Emergency Operations Center (EOC) will be activated. This action is necessary to provide for a coordinated response by the county and/or its municipalities.
4. The combined expertise and capabilities of government at all levels, the private sector, and nongovernmental organizations will be required to prevent, prepare for, respond to, and recover from incidents in Tucker County.
5. In a crisis situation, the West Virginia Division of Homeland Security and Emergency Management (WVDHSEM) will provide advice and assistance, as

feasible, for as long as is necessary, and will support recovery actions with state resources as they are or become available.

6. Officials in Tucker County's government are aware of the possible occurrences of emergencies or major disasters and their responsibilities in the execution of this plan.
7. The development of this Emergency Operations Plan (EOP) will provide for an orderly response to any emergency and will make maximum use of available resources.
8. Additional assumptions are addressed in each functional annex relevant to the subject of the annex.

II. CONCEPT OF OPERATIONS

A. General

1. It is the responsibility of Tucker County's government to protect life and property from the effects of hazardous events before, during and following an emergency. Each local government has the primary responsibility for emergency management activities within its jurisdiction. When the emergency exceeds the county's capability to respond, assistance will be requested by the county Office of Emergency Management (OEM) Director from state and/or federal government or other external sources using the resource typing system as described by the National Incident Management System (NIMS) Integration Center.
2. The Tucker County Emergency Operations Plan (EOP) and Emergency Operations Center (EOC) and/or Joint Field Office (JFO) if federal forces arrive on-scene will be activated on the authority of the county commission, OEM Director, and County Sheriff during emergency situations and serve as the site to direct and control emergency response operations.
3. As outlined in the NRP, the Tucker County OEM will communicate information regarding actual or potential incidents of national significance to the Homeland Security Operations Center (HSOC) through the West Virginia Division of Homeland Security and Emergency Management (WVDHSEM).
4. Each local government, county agency, and department head has the responsibility to develop Operating Guidelines (OGs) and/or checklists detailing how their

organization's assigned tasks will be performed to support the implementation of this plan.

5. Assistance will be requested by executing in-place mutual aid agreements with all county and municipal agencies and with WVDHSEM in accordance with WV Code §15-5-9. Other mutual aid agreements may be negotiated with additional agencies such as the American Red Cross (ARC), Salvation Army, and other volunteer groups. Pre-established mutual aid agreements will be maintained by the TCOEM. Mutual aid will be coordinated through the EOC and is necessary during large-scale operations.
6. The Tucker County Chief Executive Official (CEO) – County Commission President – is ultimately responsible in an emergency or disaster situation and is authorized by Tucker County to declare a Proclamation of Emergency that provides the following powers:
 - a. Direct all public offices and employees to discharge assigned duties for the duration of the emergency.
 - b. Exercise all necessary emergency authority for the protection of life, limb, and property of all persons in Tucker County.
 - c. Restore local government with minimum interruption.
 - d. Call upon citizens and direct them to comply with necessary emergency measures and to cooperate with properly identified officials.
7. In keeping with the National Incident Management System (NIMS), this plan provides a consistent, broad approach for governments to work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents. On-scene Incident Command (IC) or Unified Command (UC) will be conducted under the Incident Command System (ICS) to facilitate this approach. The ICS is explained in more detail in Annex A (Direction & Control).
8. Curtailment of non-essential functions and those functions that do not contribute directly to emergency operations may be suspended by the IC or CEO 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.
9. In order to ensure that personnel representing various jurisdictional levels and functional disciplines possess a minimum common level of training, experience, physical and medical fitness, and capabilities for the incident management or

emergency responder position they are tasked to fill, local officials should require a personnel certification program set by the National Incident Management System (NIMS) Integration Center as it is developed and made available.

10. The WVDHSEM suggests that all personnel playing a role in incident management and response be trained to various levels. The highest levels of local government should receive general training on the NIMS and the NRP. Personnel indirectly involved with the emergency response should be familiar with the NIMS (EMI IS-700) and personnel either directly or indirectly involved with field operations should be trained in ICS (EMI IS-195) and NIMS. Finally, all personnel with supervisory duties should be trained in ICS, NIMS, and the NRP (EMI IS-800). Various training is offered at the state and federal levels.

B. Inter-Jurisdictional Relationships

1. Should there be an occurrence that affects only one (1) jurisdiction within the county, emergency operations will take place under that jurisdiction's direction and control using a single Incident Commander. At the request of that jurisdiction, the county OEM Director may provide assistance through resource augmentation of manpower, equipment, and materials.
2. Should there be an occurrence that affects two (2) or more jurisdictions within the county, emergency operations should take place at the county Emergency Operations Center (EOC) with jurisdictional leaders playing support and advisory roles. A Unified Command (UC) system should be utilized when two (2) or more significantly distinct jurisdictions are involved, e.g. when state and/or federal response forces arrive on-scene.

C. Requests for State Assistance

1. Before state assistance can be rendered, the Chief Executive Official (CEO) of the affected jurisdiction must assure the Governor that all local resources have been expended and that state assistance is mandatory to protect the life and property of citizens. If an event happens within the boundaries of a single jurisdiction within Tucker County, all county mutual aid should be exhausted prior to requesting state assistance.

2. The county OEM Director should request assistance from the state through the West Virginia Division of Homeland Security and Emergency Management (WVDHSEM) Operations Division at 558-5380.
3. The assistance of federal agencies should be requested through the WVDHSEM, Attn: Governor's Authorized Representative. The Governor may request assistance from other states pursuant to a number of interstate compacts or from the federal government through the USDHS/Federal Emergency Management Agency (FEMA).
4. During disasters for which a Presidential declaration has been issued, federal agencies may be mobilized to provide assistance to states and local governments in accordance with the National Response Plan (NRP).

D. Emergency Authorities

1. West Virginia Statutes 15-5-8, 15-5-9 and the Executive Order of the Governor Relating to Emergency Management provide local government, principally the county commission, with a number of powers to control emergency situations. If necessary, the following powers will be used during emergency situations.
 - a. Emergency Declaration
 - b. Disaster Declaration
 - c. Authority for Evacuations

III. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. General

1. Most departments/agencies of government have emergency functions in addition to their normal day-to-day duties; these emergency functions usually parallel or complement normal functions. Each department/agency is responsible for developing and maintaining its own emergency management procedures.
2. The Tucker County EOP may be implemented on the order of the Tucker County Commission, the OEM Director, the Sheriff, or on the order of the Governor or his/her designee.
3. During emergency operations, the OEM Director, as the EOC Manager ensures that the Executive, Operations, and Support Groups are working in a concerted, supportive effort to overcome the disaster.

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B. Responsibilities

1. Tucker County Commission
 - a. Appoint an emergency management director to coordinate emergency management activities in Tucker County.
 - b. Declare local States of Emergencies.
 - c. Establish a local Emergency Operations Center (EOC) and secondary control center(s) to serve as emergency command posts.
 - d. Provide funding for emergency management and planning.
 - e. Establish and reference mutual aid agreements with public and private agencies.
 - f. Insure the preparation and promulgation of a local Emergency Operations Plan that is coordinated with all other plans (e.g. comprehensive plans, etc.) within the county.
 - g. During a declared local State of Emergency:
 - i. Activate local plans and mutual aid agreements as appropriate.
 - ii. Implement provisions of local emergency ordinances as applicable.
2. OEM Director
 - a. Coordinate the preparation and maintenance of the EOP and distribute copies, as required.
 - b. Oversee the completion and proper updating of the county's Hazard Mitigation Plan.
 - c. Declare a countywide "State of Emergency" in the absence of the commissioners and sheriff.
 - d. Develop and enter into mutual aid agreements with other jurisdictions, agencies, and organizations for reciprocal aid when an emergency event exceeds the capabilities of any one of the parties.
 - e. In times of emergency, activate the EOC and coordinate local operations based on guidance and direction from executive authority.
 - f. Oversee the direction and control of emergency response operations from an activated EOC.
 - g. Develop and maintain a rapid notification system to alert all organizations and agencies having emergency response responsibilities.
 - h. Develop and conduct exercises to test, evaluate, and update emergency plans.
 - i. Provide training to ensure the preparedness of the emergency services and nongovernmental organizations for disaster conditions.

- j. Maintain a resource manual in accordance the resource typing system described by the National Incident Management System Integration Center.
 - k. Maintain correct and accurate records of expenditures made by the Tucker County OEM and other agencies involved in emergency operations.
3. Specific functional responsibilities are found in the appropriate annexes below.
- a. ICS/EOC Staff (Annex A – Direction and Control)
 - b. American Red Cross (ARC) (Annex F – Shelter and Mass Care)
 - c. EMS (Annex G – Health and Medical)
 - d. Public Health (Annex G – Health and Medical)
 - e. Law Enforcement (Annex J – Law Enforcement)
 - f. Fire Service (Annex K – Fire and Rescue)
 - g. Public Works (Annex L – Engineering and Public Works)

IV. DIRECTION AND CONTROL

A. General

1. The ultimate responsibility for emergency management belongs to the County Commission, which is responsible for all policy-level decisions.
2. The senior officer of the first fire department on-scene will assume the role of Incident Commander (IC) until relinquished of his/her duties by the senior officer of the jurisdictional fire department. The IC will oversee all emergency operations *at the incident site*.
3. If it is necessary to transfer command, the process must include a briefing that captures all essential information for continuing safe and effective operations.
4. Under authority of the Disaster Relief Act, the Federal Emergency Management Agency (FEMA) coordinates all federal disaster assistance, including military support, provided to state and local government.
5. Annex A (Direction and Control) to this plan describes the EOC facilities, staffing patterns, procedures, and support requirements necessary to carry out the direction and control function.

V. ADMINISTRATION AND LOGISTICS

A. Administrative Support

1. The TCOEM, along with the Resource Manager, will assist, as necessary, with documentation pertinent to each participating agency to include:
 - a. Identifying resources.
 - b. Ordering and acquiring resources.
 - c. Inventorying resources.
 - d. Mobilizing resources.
 - e. Tracking and reporting resources.
 - f. Recovering resources.
2. Resource requests to the State EOC will be made in accordance with the typing and categorization system implemented in the National Incident Management System (NIMS), per West Virginia Executive Order No. 20-04, dated December 23, 2004. The typing system can be found at http://www.fema.gov/nims/mutual_aid.shtm.
3. Requisitions will be authorized through the Tucker County Commission President or OEM Director through normal procurement procedures.
4. Emergency operations are funded with the budgeted allocations to each department or office having emergency responsibility. Contingency appropriations are authorized in accordance with the West Virginia Code, Chapter 15, Article 5, as amended.
5. Personal goods (food, clothing, household items, etc.) that are donated by individuals and/or organizations will be inventoried, sorted, and stored under the direction of the Resource Manager. Distribution will be coordinated by the Director of Human Services.
6. Donations of funds, supplies, or services are deductible items for tax purposes; therefore, it is necessary for the Resource Manager to provide receipts to the donors.
7. Receipt of donations of any nature will be recorded with a reasonable value assigned. Signed receipts will be used as soon as possible.
8. Each level of government should protect its essential records. The determination of the records to be preserved rests with each agency/department head.

VI. CONTINUITY OF GOVERNMENT

A. General

1. Each department of Tucker County government and municipal governments and their departments have taken, or will take action to:
 - a. Pre-determine lines of succession.
 - b. Make provisions for the preservation of vital records.
 - c. Specify procedures to deploy essential personnel, equipment, and supplies to maximize their use and survival.
 - d. This function is covered in separate sections of most annexes of this plan.
2. Tucker County Commission
 - a. Commission President
 - b. Commissioners, in order of seniority
 - c. Tucker County Coordinator
3. Tucker County OEM
 - a. Director
 - b. Deputy Director
 - c. Support Officer

VII. PLAN DEVELOPMENT AND MAINTENANCE

- A. The OEM Director is responsible for ensuring that necessary additions and revisions to this plan are prepared, coordinated, published, and distributed.
- B. Each agency that participates in the NIMS will review its portion of the EOP at least once a year, usually at the termination of an exercise designed to test the plan. Representatives from those agencies will submit their changes to the OEM Director.
- C. An annual exercise will be conducted in accordance with US Department of Homeland Security (USDHS) regulations. Additional exercises will be held as necessary to keep the EOP and participating agencies in a state of readiness. Such exercises may be “table top”, “functional”, or “full-scale”.
- D. Any and all sections of this plan can be updated at any time. Many changes are required because of changing information and situations.

VIII. AUTHORITIES

A. Authorities

1. Local

- a. Tucker County Court Directive for Emergency Operations.
- b. Tucker County Commission Resolution.
- c. Tucker County Commissioner's Resolution authorizing NIMS Implementation.
- d. Tucker County Emergency Operations Plan, 1998.

2. State

- a. West Virginia Code Chapter 15, Article 5, as amended.
- b. West Virginia Legislature House Bill 2018, March 3, 1982.
- c. West Virginia Executive Order 20-04, Office of the Governor of West Virginia, Dec. 23, 2004.

3. Federal

- a. Homeland Security Presidential Directive (HSPD)-1: Organization and Operation of the Homeland Security Council
- b. HSPD-2: Combating Terrorism through Immigration Policies
- c. HSPD-3: Homeland Security Advisory System
- d. HSPD-4: National Strategy to Combat Weapons of Mass Destruction
- e. HSPD-5: Management of Domestic Incidents
- f. HSPD-6: Integration and Use of Screening Information
- g. HSPD-7: Critical Infrastructure Identification, Prioritization, and Protection
- h. HSPD-8: National Preparedness
- i. HSPD-9: Defense of United States Agriculture and Food
- j. HSPD-10: Biodefense for the 21st Century
- k. HSPD-11: Comprehensive Terrorist-Related Screening Procedures
- l. HSPD-12: Policy for a Common Identification Standard for Federal Employees and Contractors
- m. HSPD-13: Maritime Security Policy
- n. National Response Plan, December, 2004
- o. "The Homeland Security Act of 2002", Public Law 107-296, 6 U.S.C. 101 et seq., November 25, 2003
- p. "The Robert T. Stafford Disaster Relief and Emergency Assistance Act", as amended, 42nd U.S.C., Section 5121, et seq.

- q. “The Disaster Relief Act (PL 93-288) Emergency Planning and Community Right-To-Know Act of 1986” (Title III of SARA)
- r. “The Public Health Security and Bioterrorism Preparedness and Response Act of 2002”, Public Law 108-188, 42nd U.S.C. 247d
- s. Hazardous Waste Operations & Emergency Response, 29 CFR 1910.120
- t. Emergency Management and Assistance, 44 CFR 2.1
- u. Civil Defense Act of 1950 (PL 81-920), as amended
- v. Federal Communications Commission (FCC) Rules and Regulations

IX. LIST OF APPENDICES

Appendix 1 – Tucker County OEM Organizational Chart

Appendix 2 – Tucker County Map

Appendix 3 – Definition of Terms and Acronyms

X. AUTHENTICATION

Date

Tucker County Commission President