



Incident Specific Annex 7 Flood



Coordinating Agencies

West Virginia Division of Homeland Security
and Emergency Management
(WVDHSEM)

Support Agencies and Organizations

West Virginia Department of Health and
Human Resources (WVDHHR)
West Virginia Department of Agriculture
West Virginia Department of Transportation
(WVDOT)/West Virginia Division of
Highways (WVDOH)
West Virginia Department of Environmental
Protection (WVDEP)
West Virginia Department of Military
Affairs and Public Safety
(WVDMAPS)/West Virginia State
Police (WVSP), West Virginia National
Guard (WVNG)
West Virginia Public Service Commission
(WVPSC)
Civil Air Patrol (CAP)
Governor's Office of Communications
(GOC)
West Virginia Voluntary Organizations
Active in Disaster (WV VOAD)
Federal Emergency Management Agency
(FEMA)
U.S. Environmental Protection Agency
(EPA)
National Guard Bureau (NGB)

Purpose

This annex has been prepared to ensure a coordinated response by state agencies to requests from local jurisdictions to reduce potential loss of life and to ensure we maintain or quickly restore essential services following a flood. It is designed to supplement the operational strategy outlined in the Basic Plan.

Scope

This annex applies to all Emergency Support Functions (ESFs) of the State of West Virginia.

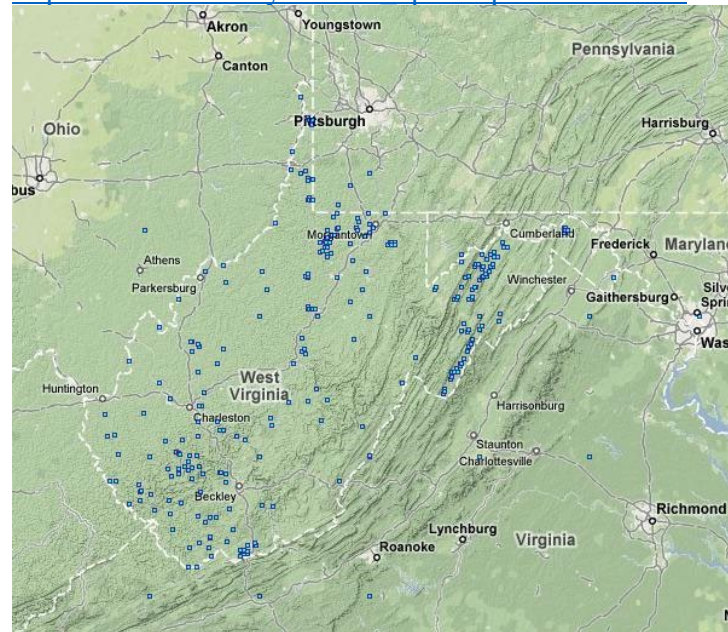
Policies

- This annex is intended to be consistent with the WVEOP, the National Response Framework (NRF), National Disaster Recovery Framework (NDRF), and the National Incident Management System (NIMS).
 - All agencies assigned responsibilities within this annex will develop and maintain the necessary plans, standard operating procedures, mutual aid agreements, and model contracts to successfully accomplish their tasks.
 - The WVDHSEM is responsible for the development and maintenance of this annex. This should occur, at minimum, once every two years.
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Situation

- Floods have caused the largest disasters in West Virginia history. Concern's for flood planning are:
 - The suddenness of onset--as in flash floods and dam failures.
 - Development alongside streams.
 - The velocity of the moving water.
 - Debris constriction.
- The three types of flooding likely to occur:
 - Riverine: Periodic over-bank flow of rivers and streams.
 - Flash: Quickly rising streams after heavy rain or rapid snowmelt or a combination of both.
 - Dam Failure: Downstream flooding due to the collapse or failure of an impoundment structure. There are 609 non-coal related dams in West Virginia, of these:
 - 436 High Hazard Potential
 - 93 Significant Hazard Potential
 - 31 Low Hazard Potential
 - 49 Undetermined

http://nid.usace.army.mil/cm_apex/f?p=838:3:0::NO



- Steep topography increases runoff water velocity and debris flow. West Virginia suffers from flooding associated with heavy rains and snowmelt. During periods of heavy rain or snowmelt, runoff pushes debris into constriction points in rivers and streams (i.e., bends, shallows, areas of decreasing slope, and bridges); debris traps water behind it and then later gives way. Debris jam increases flood levels both upstream and downstream.
- Secondary effects of flooding must be planned for including hazardous materials, health issues, vector control, long-term infrastructure failure, etc.
- A flood event will likely have the largest uninsured damage impact of any type of natural disaster. Flooding is not usually covered by homeowners or business owner's insurance policies; it must be purchased separately as a special flood insurance policy. Although the program is widely publicized, history has shown that most West Virginian's will not have this type of coverage.

Planning Assumptions

- The citizens of West Virginia are at risk of potential failure of essential services and infrastructure. See ESF 15 – External Affairs.
- Citizens and communities may be cut off and unable to communicate with local first responders. See ESF 2 – Communications.
- Planning and training for preparedness, prevention, response, recovery, and the implementation of clearly defined policies and procedures can reduce the potential for

significant impact on the citizens of the state. See ESF 6 – Mass Care and ESF 15 – External Affairs.

- Contamination of food, water sources and distribution centers can occur with little or no advanced warning.
- Partial or complete failure of infrastructure and distribution systems occurs on a regular and routine basis during a flood event. It is the intent of this annex to address those larger-scale failures that impact a significant portion of the population over an extended period of time.
- The nature and scope of a flooding event and the failure of infrastructure and distribution networks may require assistance and support from the federal and state governments during the response and recovery phases of an operation.
- Government facilities, including emergency facilities, may be destroyed or become inoperable during a major flood.
- Local on-scene emergency operations, including mutual aid for response resources, are directed by local government officials, except in those situations where state law requires that a state agency exercise lead responsibility, or where local government personnel require special expertise to cope with the problem(s) at hand.
- On-scene coordination of emergency response is accomplished within the Incident Command System (ICS) framework prescribed in NIMS, allowing for the incorporation of local, state, and federal agencies, and other responsible parties into one organizational framework called Area or Unified Command.
- Normal communications systems may be destroyed, degraded, or rendered inoperable in a disaster. Compatible, alternate, and/or mobile communications capabilities will be available and operational. State and non-governmental agencies will coordinate the effective use of communication assets during a flood event.
- Local emergency managers and volunteer organizations coordinate evacuation and sheltering.
- A representative form of government is maintained in the state.
- When local and state resources are depleted or committed to response operations, the state will request assistance through the Emergency Management Accreditation Compact (EMAC).
- All levels of government (local, state, federal) are prepared to carry out emergency response and recovery actions independently and at the lowest level required. This means that the local emergency director will activate their response plan. When the scope of the emergency becomes greater than their ability to mitigate it, the local Emergency Operations

Center (EOC) will notify the state, which will activate its emergency response plan. When the emergency becomes too great for the state to mitigate, it will then contact the federal government for support.

- Memorandums of Understanding (MOU) with neighboring states and FEMA Region III will be upheld, and will be executable during localized, major disasters under the consent of the Governor. (MOUs and pre-coordinated EMAC agreements may not be able to be executed for regional disasters, if multiple states are affected).

Organizational Structure

- At the local level, local emergency managers will coordinate emergency response.
- At the state level, flood event response coordination is the responsibility of WVDHSEM. See ESF 5 – Emergency Management.
- Requests for support will be generated through the state’s emergency management information system by the local emergency manager. The Shift Leader in the WVSEOC will prioritize and staff requests for execution. See ESF 7 – Logistics.

Concept of Operations

- First response to a flood event will be by local responders. When the event is so large that local resources are unable to handle the response, additional assistance may be requested through WVDHSEM. Such assistance, when authorized, will be provided by state agencies operating under their own authority as part of an effort coordinated by WVDHSEM on behalf of the Governor. The Governor may request assistance from the federal government if the capabilities and resources of both local jurisdictions and state government are exceeded.
- The extent of the initial response will depend on warning time, which varies with the cause of the flooding, the numbers of people affected by the flooding, and the ability of the local jurisdiction to provide assistance.
- General

The State of West Virginia and local jurisdictions exercise the preeminent authority to make decisions regarding management of incidents of this type. The federal government will provide assistance, as required and requested by the State of West Virginia. The NRF provides the Department of Homeland Security (DHS)/ Federal Emergency Management Agency (FEMA) an outline for the coordination of federal support agencies in response to requests from the State of West Virginia. The State of West Virginia will use Phases of Management to respond to a flood event.

- Preparedness
 - Disseminate information and warnings.
 - Identify areas that may be affected by an incident and provide safety information to people located within those areas.
 - Provide an alert system for information so that the proper agencies are notified of incidents.
 - Provide emergency response and preparedness training.
 - Increase the ability and readiness to respond.
 - Inform Community Water Systems (CWS) of the benefits of opting into the West Virginia Water/Wastewater Agency Response Network.
 - The WVDEP compiles and inspects all tanks located along WV waterways and ensures they are within compliance to rules and regulations as set forth in the West Virginia Code, Chapter 22.
 - Water production, processing, and distribution facilities create and exercise effective continuity of operations (COOP) planning.
- Response
 - In situations including high water, the discovery of a water crisis may be reported by private companies or the local population. In this event, the information needs to be relayed to the WVDHHR and WVDHSEM Watch Center for internal and external distribution in accordance with the Watch Center instructions.
 - Local emergency management directors will evaluate each emergency and determine an appropriate level of response. All situations will be evaluated on a continuous basis. Local directors will keep WVDHSEM informed of situations so that additional assistance can be provided when local support efforts are insufficient, or the situation is beyond the scope of local capabilities.
 - The State of West Virginia will continuously evaluate all situations, and when the emergency becomes too large or serious in nature, or they lack the internal expertise, then they will contact the federal government (i.e. FEMA, HHS/CDC, FBI, EPA, etc).
 - Initial response to a water crisis will focus on exposure prevention and reduction, and return to normal operations. This can be accomplished through several means such as isolating contaminants at the source, announcing boil water advisories, or closing water plant intakes.

- Recovery
 - Recovery operations will continue until the danger to the health and well-being of the citizens of the State of West Virginia has been negated and the threat to the state infrastructure has been sufficiently mitigated.
 - Responding organizations will submit After Action Review (AAR) information and financial documentation so that they can receive rightful reimbursement, and they are prepared to meet the next emergency.
 - Improvements in response recommendations will be collected from personnel involved with the event.
 - Equipment will return to normal operation.

Agency Responsibilities Matrix

Supporting Agency	Acronym	Responsibilities
West Virginia Division of Homeland Security and Emergency Management	WVDHSEM	<ul style="list-style-type: none"> • Act as the overall coordination and control for state and local emergencies. • Ensure the safety and well-being of the citizens of West Virginia. • Advise and inform the Governor of any issues or updates. • Request additional assistance from federal government agencies other than FEMA as required, on behalf of the Governor • Support the plan of the local Emergency Management Director and help to meet any shortfalls. • Receive and Track emergency management information system Situation Reports and Resource Requests from local Emergency Directors, and coordinate response resources with appropriate agencies. • Conduct a preliminary damage assessment. • If damage is beyond the capability of the state, then activate EMAC and/or request assistance from the FEMA Region III Administrator • Schedule, manage, and coordinate yearly training requirements for Emergency Management Directors. • Track costs associated with emergency response. • Provide oversight and guidance to other state agencies as they go through the audit process. • Coordinating notifications to the public. • Monitoring the situation. • Coordinate prevention of additional water source contamination. • Coordinating any waste or soil removal. • Coordinating alternative sources of drinking water.

		<ul style="list-style-type: none"> • Ensuring critical facilities (i.e. hospitals, nursing homes, and prisons) have sufficient resources to operate, in coordination with other appropriate state agencies. • Coordinate with Federal Aviation Administration on appropriate temporary flight restrictions in affected areas. • Coordinate state and non-governmental Search and Rescue Support. (ESF 9).
West Virginia Department of Health and Human Resources	WVDHHR	<ul style="list-style-type: none"> • Assess the situation and advise the Governor, WVDHSEM and local officials of the potential problems to the general public and to make recommendations on the necessary action for the protection of the public • Providing direction to the public about exposure to or use of contaminated water (i.e. boil water advisory, system flushing, uses for purposes other than drinking). • Provide the necessary personnel to the WVSEOC to perform assessments as needed • Coordinate acquisition of technical information and data needed • Maintain a list of laboratories; their capabilities and expected response times for use during emergencies, and additional facilities, organizations and individuals which can be relied upon during emergencies • Assist, as needed, with public information • Secure assistance for local transport of victims to hospitals in nearby counties if the needs exceed the capacity of the affected region • Assist with coordination of Community Reception • Coordinate behavioral health services • Support medical countermeasures as needed • Support decontamination operations if needed. • Specify the protective measures to be used to protect the public from consumption of contaminated food – in conjunction with WVDA.
West Virginia Department of Agriculture	WVDA	<ul style="list-style-type: none"> • Specify the protective measures to be used to protect the public from consumption of contaminated food – in conjunction with WVDHHR • Identify procedures for detecting contamination, for estimating the consequences of uncontrolled ingestion, and for imposing protection procedures such as impoundment, decontamination, processing, decay, product diversion, and preservation.
West Virginia Department of Transportation	WVDOT	<ul style="list-style-type: none"> • Provide communications and transportation assistance in the event of an evacuation • Assisting with public information, as needed, through road blockages and directional signage at traffic control points • Coordinate the federal transportation response in support of transportation plans and actions of state and local authorities.

		<ul style="list-style-type: none"> • Provide, through regional emergency transportation coordinators, representation to state and local transportation authorities.
West Virginia Department of Environmental Protection	WVDEP	<ul style="list-style-type: none"> • Provide field deployable personnel experienced in sample collection procedures • WVDEP Public Information Officer (PIO) may assist the WVDHSEM PIO • Supplement manpower at the WVSEOC during activations • Population and Air Monitoring
West Virginia Department of Military Affairs and Public Safety	WVDMAPS	<ul style="list-style-type: none"> • Provide radio communications, transportation support for evacuation, emergency shelters, and assistance in the protection of property as required. • Provide access control assistance for evacuation if necessary. • Provide traffic control, security for the evacuated area, and related services as required • WVFSM Prepare and train local Fire Departments for response
West Virginia Voluntary Organization Active in Disaster	WVVOAD	<ul style="list-style-type: none"> • Manage shelter operations, including opening, closing and staffing of shelters • Coordinate efforts for shelters to house those with access and functional needs • Coordinate efforts to shelter pets • Coordinate food preparation and distribution to persons in shelters and disaster relief workers in the field • Provide basic first aid services in shelters
West Virginia Public Service Commission	WVPSC	<ul style="list-style-type: none"> • Assist and advise WVDHSEM, WVDHHR, WVDEP, WVDOT on public infrastructure issues
West Virginia Governor's Office of Communications	GO	<ul style="list-style-type: none"> • Coordinate the dissemination of public information in the Joint Information Center (JIC)
Civil Air Patrol	CAP	<ul style="list-style-type: none"> • Provide fixed wing aerial support • Provide Search and Rescue support • Provide supplemental communications support • Provide aerial damage assessment photography • Provide air and ground transportation of equipment, personnel, and supplies as requested

Authorities & References

Authorities

West Virginia Code §15-5

West Virginia Code §16

West Virginia Code §22

References

WV Emergency Operations Plan, Basic Plan

Public Law 93-288, Section 202, as amended “Disaster Warnings”

CPG101v2 Developing and Maintaining Emergency Operations

CPG201 Threat and Hazard Identification and Risk Assessment

44CFR, Emergency Management Assistance

42U.S.C 5121-5208, Disaster Relief

The Stafford Act 93-288

FEMA Publication 322 FEMA Public Assistance Guide

FEMA Publication 323 FEMA Public Assistance Applicant Handbooks

EMAP Standards

4.4.3 – Emergency Operations Plan

