

Kanawha Putnam Emergency Management Plan
Functional Annex

**Chemical HazMat
Response**

A16

Coordination:

(completed by plan authors)

Primary Agency:

Local / County Office of Emergency Management

Support Agencies:

- Local government
- County Emergency Communications Center
- Private Chemical Manufacturing Facilities
- Municipal, Volunteer, Industry Fire Departments
- Local, County, State Law Enforcement
- County Emergency Medical Services
- National Weather Services
- Public works
- County Office of Emergency Services
- WV Division of Homeland Security and Emergency Management
- WV Poison Center
- Federal Emergency Management Agency (FEMA)
- Kanawha Charleston or Putnam County Health Department

I. Introduction

Effective emergency response is dependent upon the coordination and cooperation of emergency management, emergency communications, police, fire, emergency medical services and various other public, private, and non-profit organizations that may be called upon to perform duties in an emergency situation. Each incident may differ by type, and impact, but the basic responsibilities of the involved organizations remain the same. The following plan is established to ensure effective emergency response in an urban area setting.

A. Purpose

The purpose of this annex is to establish procedures to ensure the effective response to and/or to control the threat of hazardous material incidents to public health, welfare, safety and property.

B. Scope of Work

The scope of this annex describes the responsibilities and activities of all local, county, state, federal and private agencies plus local industries for providing hazardous material incident response services in Kanawha and Putnam Counties.

II. Situation and Assumptions

A. General Assessment

This section provides a general assessment and overview of the jurisdiction's hazardous material incident capabilities in Kanawha and Putnam Counties.

1. Potentially dangerous materials are manufactured, stored, utilized and transported throughout Kanawha and Putnam Counties. These materials do not present a threat in their controlled environments; however, their accidental release could result in hazardous situations.
2. Several industries, businesses, governmental agencies, educational institutions and medical facilities store and use radioactive materials.
3. The Kanawha River, interstates (I-79, I-77, I-64) and other highways (Rt. 35, 60, 62, etc.), railroad networks (CSX, Norfolk Southern), Yeager Airport and pipelines are major shipping routes with constant potential for an incident involving hazardous materials.
4. The responsibility for safeguards relating to hazardous materials belongs to the party having custody of them, such as the manufacturing facilities where it is produced, stored, used or the carrier doing the transporting. Companies or individuals doing business in Kanawha and Putnam County must comply with the requirements of the federal Emergency Planning and Community Right-To-Know Act (Title III of the Superfund Amendments and

Reauthorization Act of 1986). This annex will be executed in conformity with the Comprehensive Environmental Response Compensation and Liability Act (CERCLA) of 1980, the Superfund Amendment and Reauthorization Act of 1986, the National Incident Management System (NIMS), and other local, state, and federal regulations.

5. As of June 2005 in excess of 125 facilities in Kanawha and Putnam County have reported to the West Virginia State Emergency Response Commission (SERC) and the Kanawha Putnam Emergency Planning Committee that they manufactured, stored, or used one or more of the substances covered in Section 302 of the Emergency Planning and Community Right-To-Know Act.

B. Limitations

This section also addresses limitations that may degrade the recovery operations. Assumptions addressed might include the following:

1. Public and private equipment and resources located in the jurisdiction will be available for use during incident response situations.
2. Resources available through local, county, state, and private mutual aid agreements will be provided for use during the incident response.
3. Resources and/or funds through state and federal agencies will be provided during the recovery phase.
4. Volunteer response to assist with recovery operations must be anticipated and coordinated.

III. Concept of Operations

This section describes how hazardous material incident response operations will be conducted in Kanawha and Putnam counties in cooperation with other jurisdictions, other services, and the State / Federal government agencies.

A. General

- a. This section details the provisions for initializing and managing response and recovery tasks / services. It identifies who will be in charge of directing response operations and provides a general overview of how these activities will be accomplished.
- b. To ensure the necessary planning and coordination are accomplished prior to the occurrence of a hazardous material incident and to facilitate the management of recovery services during the incident, it is essential to define the planning and coordination responsibility for leadership by private industry, local jurisdictions, City / County Office of Emergency Management Directors and WV Division of Homeland Security and Emergency Management, and Federal agencies.

B. Lead Agency

The Kanawha County, Putnam County, or City of Charleston Office of Emergency Management is responsible for coordinating response activities.

C. Support Agencies

Hazardous material incident response is a coordinated effort in Kanawha and Putnam Counties and the City of Charleston; it involves representatives from many of the emergency support functions, law enforcement and possible the manufacture of the material.

D. Hazardous Material Incident Response Management

1. The appropriate (County / City) Emergency Management Director oversees the entire response effort and provides direction to all municipal and county agencies and organizations involved in response operations.

2. The Emergency Operations Center Supervisor is responsible for the operations of the Kanawha and/or Putnam County, City of Charleston Emergency Operations Center during response operations.

E. Coordination with local jurisdictions

1. The appropriate Kanawha County, Putnam County, or City of Charleston Emergency Management Director will contact the local jurisdictions from the Metro or Putnam County Emergency Operations Center. They will be contacted regarding deployment and coordination of the assets required to respond and recovery from the hazardous material incident.

IV. Organizational and Assignment of Responsibilities

A. General

1. When a hazardous materials incident occurs, notification of the incident can be received in several ways. Most incidents will be reported through the county 911 Emergency Call Center. The report may involve a fixed site or a transportation incident. If the report is received as a normal vehicle-accident report and the responding Emergency Medical Service (EMS) and/or law enforcement agency is first on the scene, they must recognize the potential hazard and notify the county 911 Emergency Call Center of a hazardous materials incident and to dispatch the jurisdictional fire department to the scene.
2. The first arriving units must assess the situation for its potential danger to the safety and health of the population in the immediate incident area. The area will be restricted immediately by law enforcement agencies until the danger or potential danger can be assessed. If shelter-in-place or evacuation of surrounding areas is warranted, these procedures should be initiated as direct in the [Functional Annex A03—Communications](#). A security perimeter will be established around the area with an Access Control Coordination Point designated. All agency representatives called to the scene, except fire apparatus, should be directed to this control point.
3. All units on the scene will operate under the National Incident Management System, which uses the model concept of Incident Command System by designation of an Incident Commander (IC).
4. The ranking fire officer on scene will normally act as the on-scene Incident Commander and direct the on-scene operations and coordinate the efforts

of all agencies involved in on-site emergency operations related to the incident EXCEPT when the incident occurs in a manufacturing facility (plant) with an on-site Fire Brigade. In this situation the incident commander is provided by the facility through plant policy. The non-plant and plant Incident Commanders will coordinate the response assets to bring the incident to completion. If the incident commanders determine a community emergency notifications is needed, the non-plant Incident Commander will notify the appropriate county Emergency Operations Center.

The IC will act through respective agency representatives who will maintain control over their respective forces. Specialized response units to include but not limited to Search & Rescue, Private/ County/State Hazardous Material Response Teams, Kanawha County Sheriff Department Bomb Squad will operate under the direction of the IC.

5. Because of the nature of most hazardous materials incidents, a Unified Command structure should be used. Under a Unified Command structure in the Incident Command System (ICS), the implementation of the action plan will be done under the direction of a single individual-the Operations Chief. The Operations Chief will normally be from the agency that has the greatest jurisdictional involvement. In Kanawha / Putnam County and City of Charleston, this will normally be a ranking fire department officer provided that this officer has sufficient training to fulfill this role.
 - a. The need for NIMS and an Unified Command is warranted because:
 - (1) Incidents have no regard for jurisdictional boundaries and hazardous material spills usually cause multi-jurisdictional, major-incident situations.
 - (2) Individual agency responsibility and authority is normally legally confined to a single jurisdiction.
 - b. The concept of Unified Command means that all agencies that have a jurisdictional responsibility at a multi-jurisdictional incident contribute to the process of:
 - (1) Determining overall incident objectives.
 - (2) Selection of strategies.

- (3) Insuring that joint planning for tactical activities will be accomplished.
 - (4) Insuring that integrated tactical operations are conducted.
- c. The proper selection of participants to work within a Unified Command structure will depend upon:
 - (1) The location of the incident - which political jurisdictions are involved.
 - (2) The type of incident--which functional agencies of the involved jurisdiction(s) required.
- d. Under this plan, the person in charge of plant personnel and resources will be part of the Unified Command structure.
- e. Additional agencies may be included in the decision making process as their involvement in the mitigation effort increases. On inclusion they will become part of the Unified Command staff and be co-located at the Incident Command Post.
- f. The fire departments, Kanawha County / Putnam County / City of Charleston Emergency Management, Kanawha County / Putnam County Health Department, Kanawha County / Putnam County Emergency Medical Services, State / County / municipal law-enforcement representatives, fixed facility representatives and transportation officials (if applicable) will be co-located at the Incident Command Post with direct access to the Incident Commander.
- g. The manufacturing facility (plant) Incident Commander should be part of the Unified Command structure when the emergency occurs on a manufacturing facility site where a trained fire brigade or response team is present.
- h. All agencies that are part of the National Incident Management System Compliant/Unified Command structure will have input to the Incident Commander concerning the development of incident objectives. The Incident Commander will make the final decision concerning incident objectives.

- i. During incidents that occur at or near jurisdictional boundary lines, the Incident Commander will be the ranking member of the first arriving agency (Urban or Suburban). Command may be transferred as needed.
 - j. Where possible the mobile command post should be utilized by the Incident Commander.
6. The Incident Commander will coordinate the mitigation of the hazardous materials incident until the situation is stabilized, at which time Command is transferred to the agency designated to oversee the completion of the clean-up process. The WV Department of Environmental Protection or private HazMat cleanup contractors would be the designated agency after the emergency phase is over. Other emergency personnel will stand-by and assist as requested. The Incident Commander will cause to be notified those agencies prescribed by law and those necessary to control and mitigate the incident.
7. When activities are judged by the Safety Officer to be unsafe and/or to involve an imminent danger condition, the Safety Officer will have the authority to alter, suspend, or terminate those activities. The Safety Officer will immediately inform the Incident Commander of any actions taken to correct these hazards at an emergency scene.
8. All agencies involved in the hazardous materials incident will maintain sufficient records to submit an after-action report for study and critique to improve response capabilities in the future. It is conceivable that special state or federal funds may be available to cover part or all of the expenses involved in the incident. With proper records, agencies may recover some of the funds expended in the incident.
9. The Incident Commander will request a Shelter-In-Place or Evacuation alarm to be sounded in the immediate area if it becomes necessary. The [Functional Annex A03—Communications](#) contains information on how to request these alarms.
10. Agencies operating during an incident should utilize a common radio frequency. This frequency will be used as a coordination channel and will allow agencies that normally are on different frequencies to communicate directly with each other. On scene radio traffic should be on an alternate radio channel and not on the primary dispatch channel.
11. There will be one Command Post located at the incident scene. This will be the Command Post in close proximity to the incident, where the Incident

Commander will exercise the initial control. An Access Control Coordination Point located a safe distance from the incident at the preferred access point to the scene will be controlled by the police department.

A Staging Area, if implemented, will be located at a safe distance with good access to the incident area where equipment and personnel can be assembled for deployment by the Incident Commander. Necessary agencies required for control, containment, recovery, and to restore the scene will be alerted and called to the scene as required by law or the Incident Commander. All requested agencies will report to the Liaison Officer. The Liaison Officer will coordinate the activities of the responding agencies. Those agencies that are part of the Unified Command will proceed to the Incident Command Post. If no agency response area has been set-up, incoming agency representatives will report to the Incident Command Post.

12. Positive-pressure self-contained breathing apparatus will be worn during emergency operations within the Hot Zone where respiratory hazards may be present until air monitoring and sampling indicate to the Incident Commander that a lower level of respiratory protection is safe.

B. Lead and Support Agency Responsibilities

1. Lead Agencies Responsibilities

- a. The appropriate Kanawha County, Putnam County, or City of Charleston Office of Emergency Management as the lead agency is responsible for the following actions:
 - (1) On scene coordination is exercised by the Incident Commander, on the authority of the County Commission / City of Charleston; as long as the incident remains at a local / county level.
 - (2) Coordinate with support agencies, and key staff as needed.
 - (3) Utilization of advanced plume measurement and monitoring tools to predict the dispersion of releases of toxic chemicals, if needed
 - (4) Inform public of proper action it should take, depending upon the situation and using the best judgment of the Emergency Management Director, staff and other individual agencies.

- (5) Request state and/or federal assistance as necessary through the Emergency Operations Center.
- (6) Coordinate technical advice, additional radiological monitoring, instruments, back-up communications, and other available resources as required.
- (7) Request the Emergency Operations Center to collect and process information concerning recovery activities while the response phase of the incident is still ongoing.
- (8) Coordinate the development of action plans as required.

2. Lead Agencies Implementation

a. Fire Service

- (1) Determine or verify the type of material involved and, if possible, the nature of the hazard. Keep up-wind, up-grade, and at a safe distance.
- (2) Provide the Emergency Operations Center a situation report describing in brief terms what is observed, information received, and actions to be initiated. The situation report should be in accordance with departmental Standard Operating Guidelines (SOGs). The Incident Commander should make every effort to determine as soon as possible if a hazardous material incident exists. The amount of the product involved or the department's ability to handle the situation does not alter the fact that a hazardous materials incident exists. When there is any doubt about the identity of a product, it will be considered hazardous until it has been identified and proven to be otherwise.
- (3) Take appropriate action to mitigate the hazards, stabilize the situation, rescue any injured or trapped persons, or evacuate the area, contain spill and or runoff.
- (4) Maintain and protect any evidence of a crime.
- (5) Request additional support agencies as required.

- (6) Incident Commander will command initial operations and take action to stabilize the situation. Set up a Unified Command when more than one agency has incident jurisdiction or when incidents cross political jurisdictions.
- (7) Provide a Public Information Officer (PIO) or appoint a person to coordinate the press and electronic media at the scene. The PIO will wear an orange vest with letters PIO.
- (8) Establish a Command Post, Staging Area, Agency-Response Area, Security Perimeter, Restricted Area, Access Control Coordination Point, Hot Zone, and a Decontamination Area as needed. This information will be given to the EOC and provided to other responding agencies.
- (9) The Liaison Officer should be able to monitor and transmit on a common frequency, providing direct communications between all agencies operating at the incident
- (10) Stand by at scene as long as an emergency condition exists.
- (11) Identify the need for, and support decontamination and/or containment operations.
- (12) Transfer Command to WV Department of Environmental Protection or contracted agency for clean-up, if needed. When the situation is stabilized fire-service personnel may stand by and assist as requested.

b. County Emergency Operations Center

- (1) Dispatch the appropriate fire department based upon the information received.
- (2) Notify HazMat Response Team when requested by the Incident Commander.
 - (a) The EOC will not notify, or cause to be notified, the support agencies if the report of a suspected release is received from the general public until it has been confirmed by the first-arriving fire unit or other public-safety official.

- (b) Each agency will be responsible to make its own decision on whether it will respond to the incident. In every case in which an agency other than fire personnel responds to an incident, the support agency will first report to the staging area. If the IC has not established an staging area, response should be to the Command Post.

- (c) The amount of the product involved and the department's ability to handle the situation does not alter the fact that a hazardous materials incident exists. The identity of the product will be considered hazardous until it has been identified and proven to be otherwise. If a hazardous material is involved, the EOC will:
 - i. Notify appropriate State agencies (i.e.: Department of Environmental Protection, Department of Natural Resources, and National Response Center)

 - ii. Notify those agencies in the Unified Command that have not yet been notified (Police, EMS, Regional Response Teams, etc.) Notify other support agencies as requested by the Incident Commander.

 - iii. Take necessary steps to warn municipalities and the public in the area affected when directed to do so by the Incident Commander, Chief Elected Official(s), or their designated representatives.

 - iv. Contact Air Traffic Control at Yeager Airport to establish restricted air space over the incident when so directed by the Incident Commander.

c. Law Enforcement

- (1) Provide a representative to the command post.

- (2) Establish a perimeter around the incident, allowing no unauthorized persons into area in coordination with the Incident Commander.

- (3) Establish Access Control Coordination Point, in consultation with the Incident Commander, for all to enter and exit; maintain record of those who enter and exit.

- (4) Conduct evacuations of the area at risk as is necessary or as directed by the Incident Commander. Law enforcement officers will not be used in areas where the atmosphere is contaminated unless they have the appropriate training and equipment to operate safely in these areas.
- (5) Provide a supervisor to the area who can commit Police personnel to the situation and make decisions toward the mitigation of the incident. This person will have direct access to the Incident Commander.
- (6) Maintain security of any areas that have been evacuated.
- (7) Maintain security of the Command Post, if requested by the Incident Commander.
- (8) Develop traffic flows for area and provide this information to the Liaison Officer and PIO until incident is mitigated.
- (9) Implement / utilize the appropriate aspects of the [Functional Annex A06—Traffic Diversion](#) as needed.
- (10) Maintain security of any shelters where evacuees are housed.
- (11) Monitor on-post personnel around the security perimeter of the scene with regard to their exposure to any product that was released as a result of the incident. The West Virginia Poison Center will have information referencing personnel exposure.
- (12) When first on scene:
 - (a) Determine type of material involved, if possible, and nature of the problem. Remain upwind and updrift of the incident.
 - (b) Notify the Emergency Operations Center (EOC), giving them as much information as possible.
 - (c) Determine degree of hazard to personnel and environment; provide this information to the EOC.

- (d) Isolate the hazard area and keep non-essential personnel away from the scene.
- (e) Maintain and protect any evidence of a crime.
- (f) Initiate and conduct evacuation or shelter-in-place of surrounding area, particularly downwind or downstream when necessary. If explosive material is involved and the possibility of an explosion exists, evacuate and restrict the area in all directions. If material is leaking or on fire and is toxic, evacuate or shelter-in-place and restrict the downwind and downgrade areas first.
- (g) Provide wind speed and direction to the EOC via anemometer or other equipment on vehicles.
- (h) Obtain names and addresses of all persons involved if the possibility of contamination exists.
- (i) Notify owner, shipper, or other appropriate custodian of material involved in incident if necessary.
- (j) Establish Access Control Coordination Point to incident area for control of personnel entering area.

d. County or City Emergency Medical Services

- (1) Provide an agency representative to the Command Post at the hazardous materials incidents.
- (2) Establish and utilize Triage / Treatment / Transportation Areas as defined in the NIMS.
- (3) Care for and transport injured to appropriate hospital(s). Inform receiving hospital of the types of materials the injured have been exposed to, if they are contaminated, and if any field decontamination has been done.
- (4) Maintain and protect any evidence of a crime at the scene or on the patient.
- (5) Notify WV Poison Center of types of hazardous materials involved.

- (6) Maintain unit(s) at scene, as required, to care for and transport persons that may be injured during mitigation operations.

e. West Virginia Department of Environmental Protection

- (1) Approve the clean up, salvage, decontamination and/or disposal operations when notified by the Fire Department that the incident is stabilized. Ensure these operations are conducted with minimum danger to the health and welfare of the community and the personnel involved.
- (2) Provide a person to the staging area with radio to coordinate the air pollution control activities and act as a link to the Incident Commander during the incident, as needed.
- (3) Determine and assist with other agencies with the evaluation of the airborne hazards caused by the incident. Advise Incident Commander of actions necessary to minimize exposure and hazards to community.

f. Waste Treatment Facilities

- (1) Provide agency representative to the NIMS Compliant/Unified Command at the hazardous materials incident as needed.
- (2) Provide a representative who can commit personnel and resources to the situation and make decisions toward the mitigation of the incident. This person will have direct access to the Incident Commander and provide all relevant expertise on the sewer and drainage system.
- (3) Determine and evaluate the effect the incident will have (or has had) on sewer and drainage systems and best methods to prevent contamination or damage to sewer system.
- (4) Take necessary steps to mitigate the initial incident involving the sewer and drainage systems. If contamination occurs, oversee decontamination and clean up of sewer system.
- (5) Assist in evaluation of potential impact on public health and safety if spilled materials enter the sewer or storm system.

- g. Utility Companies (WV American Water, American Electric Power, Allegheny Power)
 - (1) Determine and evaluate the effects of the incident on utilities.
 - (2) Prepare to temporarily stop service to the area affected by the incident should it be required by the situation.
 - (3) Provide a person to the command post or EOC to represent utility companies upon request.

- h. Public Works (WV Department of Highways, County and City Public Works)
 - (1) Determine and evaluate the effects of incident on public properties and roads.
 - (2) Provide a Public Works representative to the command post or EOC to act as a link to IC during incident when required.
 - (3) Coordinate the containment effort by damming, diking, ditching or other means necessary to prevent spread of contamination under the direction of the IC.
 - (4) Determine specialized-equipment needs for containment or recovery operations. Advise the IC of the needs.
 - (5) In the event the Public Works Department in a municipality in which the emergency takes place needs additional assistance, due to the size of the responsibility or the complexity of the emergency, manpower and/or equipment will be requested from other municipal public works departments, the WV Department of Highways (WVDOH), private firms or public utilities, as appropriate. Public works services needed in unincorporated areas will be provided by the WVDOH.

- i. Kanawha / Putnam County Schools
 - (1) Open congregate-care shelters for evacuees when required upon request and in conjunction with the American Red Cross.

- (2) Establish feeding for evacuees in conjunction with congregate-care shelters.
- (3) Provide school bus transportation to augment the transportation of evacuees by Kanawha Valley Regional Transportation Authority (KRT) when necessary.
- (4) Kanawha and Putnam Counties have contract agreements with their respective public school systems to provide Evacuation Center(s) and food service personnel at public school site (s).

j. American Red Cross

- (1) Open and operate shelter(s) for evacuees should residents in community need to be evacuated.
- (2) Provide canteen service upon request for on-scene working personnel should incident be of long duration.
- (3) Provide upon request individual to the staging area with radio to represent American Red Cross and act as link to IC during incident.

k. Salvation Army

- (1) Assist with material, spiritual, personal and family needs of evacuees should incident becomes a long-term situation.
- (2) Provide upon request canteen service for on-scene working personnel should incident be of long duration.

l. National Weather Service

- (1) Provide weather information for scene area.
- (2) Request additional forecasting equipment needed to predict current weather conditions in and around the scene area should mitigation prove prolonged and unstable.
- (3) Activate the Emergency Alert System (EAS) upon request.

m. Kanawha Valley Regional Transportation Authority (KRT)

- (1) Provide upon request busses to evacuate residents from community surrounding incident.
- (2) Maintain a copy of map with pick-up points at dispatcher's office for proper responses to fixed site incidents.

n. United States Coast Guard

- (1) In accordance with the National Contingency Plan (NCP), the United States Coast Guard (USCG), through the appropriate Captain of Port, will be responsible for developing and maintaining a federal local contingency plan for the specified port and harbor area.
- (2) The USCG, through the appropriate Captain of the Port, will be responsible for furnishing the pre-designated on-scene coordinator for all discharges of oil and hazardous substances that result from a vessel casualty or vessel-transfer activity occurring in these specified Ports and Harbors of the Inland River System.
- (3) The USCG will not normally respond to those discharge incidents within their pre-designated zone that occur (1) at industrial facilities, (2) from non-marine transportation casualties, (3) at bulk storage facilities, and (4) at hazardous substance waste sites.
- (4) The USCG will advise the IC on activities necessary to protect navigable waters and communities.

o. State (WV Division of Natural Resources) and Federal Government (US Environmental Protection Agency, US Army Corps of Engineers)

- (1) Provide means to mitigate neutralize and stabilize situation when local resources cannot handle situation.
- (2) Provide the means to advise those combating the incident what short- and long-term hazards might threaten the safety, health and welfare of the community.

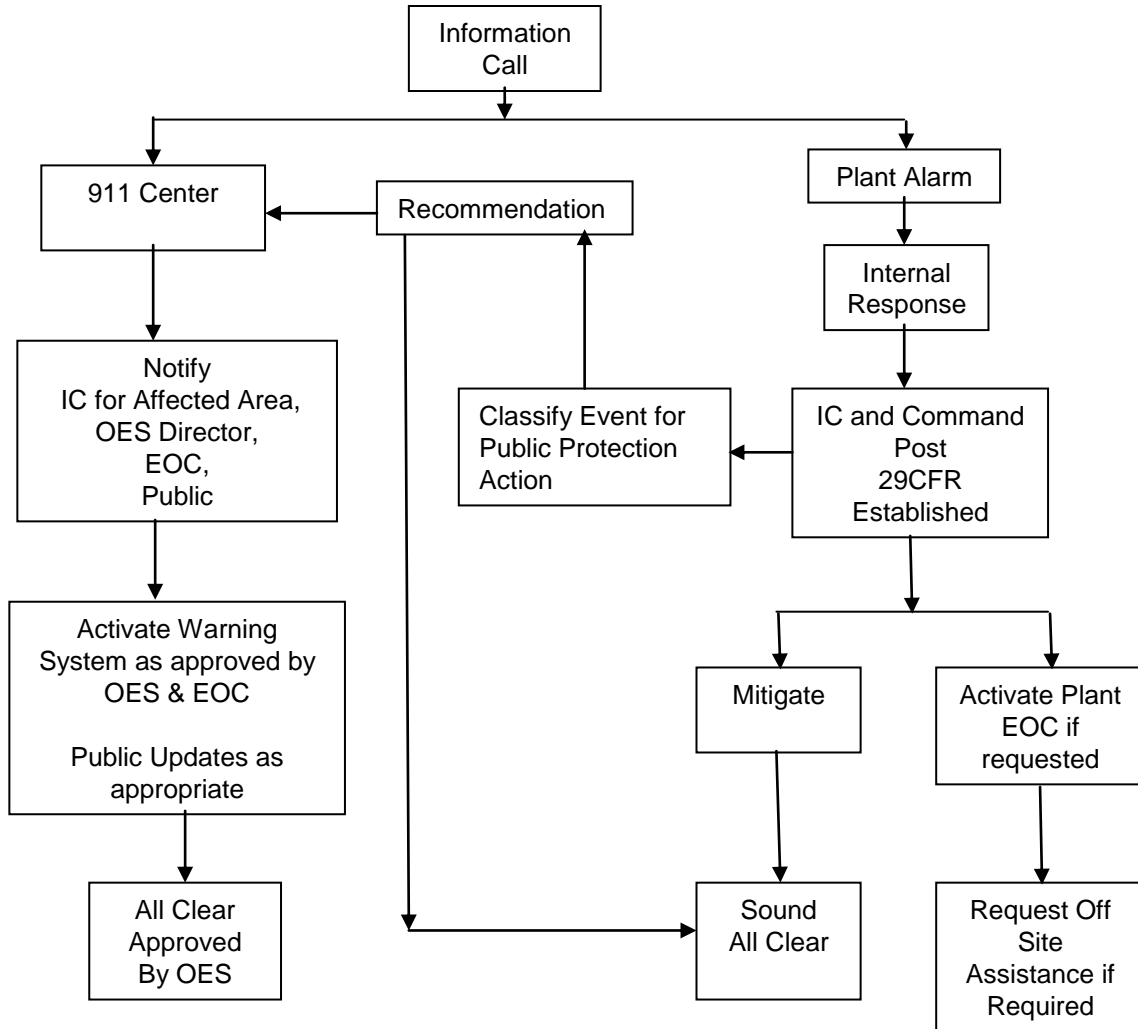
p. Kanawha Charleston or Putnam County Health Department

- (1) This function deals with the activities associated with the provision of health and medical services in a hazardous material emergency.

Refer to Functional Annex – A08 Health and Medical for description of responsibilities.

C. Fixed Facility With Fire Brigade Response Organization

FACILITIES WITH FIRE BRIGADE



D. Fixed Facility Without Fire Brigade Response Organization

FACILITIES NOT HAVING FIRE BRIGADE

