

**PLEASANTS COUNTY EMERGENCY OPERATIONS PLAN**  
**ANNEX G-2: PUBLIC HEALTH AND MEDICAL SERVICES**

<b>Related Federal ESFs</b>	<ul style="list-style-type: none"> <li>• ESF #8: Public Health and Medical Services</li> </ul>
<b>Related State Annexes</b>	<ul style="list-style-type: none"> <li>• Annex G: Emergency Health and Medical Services</li> </ul>
<b>Purpose</b>	This annex outlines the local organization, operational concepts, responsibilities and guidelines to accomplish coordinated public health and medical services during emergency situations.
<b>Primary Agencies</b>	Mid-Ohio Valley Health Department (MOVHD) WV Department of Health and Human Resources (WVDHHR)
<b>Support Agencies</b>	<ul style="list-style-type: none"> <li>• Pleasants County Office of Emergency Services (PCOES)</li> <li>• WV Board of Pharmacy</li> <li>• WV National Guard (WVNG)</li> <li>• US Department of Health and Human Services (USHHS)</li> <li>• CCMC</li> <li>• Memorial Health Systems</li> </ul>
<b>Authorities</b>	<ul style="list-style-type: none"> <li>• WV Code, §6-12, as amended</li> <li>• WV Code, §9, as amended</li> <li>• WV Code, §15-5, as amended</li> <li>• WV Code, §16, as amended</li> </ul>

## I. SITUATION AND ASSUMPTIONS

### A. Situation

1. This annex applies primarily to large scale public health emergencies, man-made or naturally occurring, which may result in sufficient casualties and/or fatalities that overwhelm local medical, health, and mortuary service capabilities, thus requiring maximum coordination and efficient use of resources.
2. By statute the Pleasants County Commission has the overall responsibility for the protection of lives and property and the health and well-being of all citizens of Pleasants County.
3. Large-scale and/or public health emergencies may affect large areas of the jurisdiction, the state, or other states, requiring a coordinated response from varied resources including the potential use of mutual aid.
4. The initial medical care during large-scale medical emergencies will most likely be rendered by family, friends, neighbors and/or co-workers. The 2<sup>nd</sup> phase of medical care will most likely be provided by fire service and/or law enforcement or others with basic first aid skills with the 3<sup>rd</sup> phase most likely being rendered by EMS personnel from the ambulance crews and/ or EMS trained personnel from the two county fire departments
5. The term “*Special Populations*” now is used to represent a large diverse group of individuals who often live among the general population who may or may not require one or more special accommodation. While on a day-to-day basis, individuals who fall somewhere in the classification of “Special Needs” may function in the general population un-noticed and self-sufficient. These same normally self-sufficient individuals during emergencies may require the assistance of the emergency response community if injured, or as is often the case, if accommodations normally available to them fail, are damaged, or no longer accessible. It is imperative that emergency response personnel, as part of the planning process, as well as during the response to such emergencies understand that individuals classified as “Special Population” are often reluctant to identify themselves for pre-emergency planning as well as during an emergency for multiple reasons, including, but not limited to, the stigma often associated with the term as well as providing information that they are potentially vulnerable.

## B. Assumptions

1. Pleasants County is predominantly classified as a “rural area”. Typical of many rural areas, medical patients must access hospital- based health care services out of the county. In the event of a large-scale emergency where there are a significant numbers of sick people alternate treatment facilities might be required to be established to provide medical care to individuals until they can be transported and treated at more advanced facilities. While Pleasants County has two (2) clinics, these offices and facilities are not designed for hospital type care. During a large -scale medical emergency, medical professionals employed within these businesses may be available to assist by providing trained health care professionals and/or equipment/ supplies to staff and support “alternate” medical care centers.
2. During a large-scale event, it is possible that portions of, if not all of the county, may not have access to out-of-county hospital facilities for up to 72 hours if not longer. Additionally, it is also likely that during a large-scale event some areas of the county could be isolated not only from hospital resources, but also from resources established in other parts of Pleasants County itself for extended periods of time. During emergencies under such plausible conditions, in all likelihood, individuals located in Pleasants County will be exclusively dependent upon local and area resources, to establish and maintain some ability to address the medical needs of the county.
3. By proclamation, the Pleasants County Commission has mandated that all emergencies within Pleasants County shall be managed using a federally recognized “*Incident Command System*” (ICS). During a disaster or large scale medical event occurring in Pleasants County, it shall be the responsibility of the Incident Command Structure (most likely a Unified Command System) to take such actions, when possible, to assure that medical services are available to those individuals located in the county, Under normal conditions, emergency response operations under the *Incident Command System (ICS)* can request “*Mutual aid*” assistance from other emergency response agencies from both within Pleasants County as well as surrounding counties.

## II. CONCEPT OF OPERATIONS

A. General

1. The release of information concerning public health and medical operations on-scene shall be managed by the Incident Command System (*ICS*) implemented within the county to manage the event. During the initial stages, the County Public Information Officer (*PIO*) will be the primary individual responsible for the release of information to the media and the general public, as approved by the Incident Command Structure. Public information should be released in accordance with the guidelines outlined in Annex D: Public Information.
2. During events of significant size, duration and/or complexity, especially where the (*ICS*) structure involves multi-agency unified command, as directed by the (*ICS*) structure, the County Public Information Officer shall be responsible to activate a Joint Information Center (*JIC*) at a location deemed safe and suitable. It shall be the responsibility of the Joint Information Center (*JIC*), under the direction of the County Public Information Officer, to assemble appropriate agency representatives and technical experts as necessary and develop comprehensive/coordinated information to be released to the media and general public and to make such releases as appropriate upon approval of the Incident Command System (*ICS*). Informational releases made to the media shall be made primarily as a coordinated message by a single selected spokesperson. When necessary, other formats can be used, such as technical experts or panels to support the spokesperson to assure that complex technical questions and/or issues are communicated appropriately. All media and/or media inquiries shall be directed to the Joint Information Center (*JIC*) and the Joint Information Center (*JIC*) shall be responsible for all releases of information to the media and/or public relative to the emergency.

B. Public Health Considerations

1. The Mid-Ohio Valley Health Department (*MOVHD*) is the lead agency for public health related issues when such emergency(s) pose a danger to the public health of individuals within the county. When activated, the Mid-Ohio Valley Health Department functions within the agency under an Incident Command System (*ICS*) methodology.

2. Emergency operations of the Mid-Ohio Valley Health Department (MOVHD) are mainly extensions of the day-to-day services. In addition to these day-to-day services, MOVHD provides special services directly related to emergency management. Listed below by Division are some of the services provided by MOVHD related to emergency management divisions within MOVHD.
  - a. Environmental Services:
    - 1) Food and Food Service Safety
    - 2) Public Health Issues within Public Shelters
    - 3) Potable Water Safety
    - 4) Public Sanitation Vector control
  - b. Epidemiology:
    - 1) Detection and identification of illnesses within the general public; Coordination of laboratory testing to confirm and/or rule out the presence of disease threats to the general public, Epidemiology tracking to define and identify potential sources of disease and/or illness within the general public; and
    - 2) Provides technical assistance relative to identification and causal factors related to disease and illness within the general public and control measures to contain and/or to treat such disease or illness within the general population.
  - c. Clinical Services:
    - 1) Mass testing, mass or select vaccination and/or medication of the general public to prevent disease or illness.
    - 2) Mass and/or select vaccination and/or medication to control disease and/or illness outbreaks in the public.
    - 3) Provides direct clinical services, such as examinations and health screenings to control, identify and treat disease and illness within the general public; and
    - 4) Provides direct advanced medical care in support of established “Off-Site Triage and Treatment Centers”.
  - d. WIC – Women, Infant and Children:
    - 1) Provides support for health and nutrition related issues for women, infants and children.

e. Regional Threat Preparedness Unit:

- 1) Provides assistance in the identification and response, and medical management of accidental and/or intentional Mass Casualty and Chemical, Biological, Radiological, Nuclear or Explosive Events (CBRNE). MOVHD is able to provide Radiological Testing and Identification equipment and services for these types of events.
- 2) Provides support with a Liaison to the Pleasants County Incident Command System (ICS) and Emergency Operations Center (EOC).
- 3) Assist with activation and implementation of the Region V Hospital Off-Site Triage and Treatment Plan coordinated by the WV Office of Emergency Medical Services (WVOEMS) Medical Command, which for Pleasants County would be WESTCOM, and/ or the WV DHHR Health Command.
- 4) Maintains an active list and the ability to activate volunteers with the Mid-Ohio valley Medical Reserve Corps (MOVRC) and the WV REDI system in the event of a large-scale emergency that affect or potentially affects the health and/ or safety of the general public.
- 5) Implements plans for the large-scale vaccination and/or medical prophylaxis of the general public in the event of a natural or man-made disease outbreak.
- 6) Ability to contact WV DHHR after confirmation from the Pleasants County Director of Emergency Management for the need and Implementation of the Strategic National Stockpile (SNS) and managed Inventory (MI) in the event of an emergency that exceeds or has the potential to exceed local vaccine and/ or medical supply inventories.
- 7) Activation and utilization of the WV Public Health Alert System (WVPHAN), alerting the public to a disaster and what steps should be utilized for their safety.

3. Mobilization of Additional Public Health Assets:
  - a. In the event that normal Medical Services are exceeded or have the potential of being exceeded such as during disaster situations and/or large public health emergencies, mobilization of additional resources may be implemented using one or more of the following methods.
    - 1) An emergency has or has the potential to occur that will surpass the capabilities of normal Medical Services and the Pleasants County Emergency Operations Plan has been activated with the support of a Emergency Operations Center (EOC). In such case, activation of the Mid-Ohio Valley Health Department emergency response capacity can be requested thru the Mid-Ohio Valley Health Department representative assigned to the Emergency Operations Center (EOC) or by contacting the Mid-Ohio Valley Health Department at (304) 485-7374 during normal business hours or (304) 488-0406 after 4:00 PM and weekends.
    - 2) In the event the potential for, or an actual event has been identified by the Mid-Ohio Valley Health Department or other public health components that will or will likely exceed capacity to manage such situation, the Mid-Ohio Valley Health Department may request the activation of the Pleasants County Emergency Operations Plan and if needed the Pleasants County Emergency Operations Center (EOC) by either contacting the Pleasants County 911 Center and/or the Pleasants County Director of Emergency Services.
4. The Mid-Ohio Valley Health Department in cooperation with the West Virginia Department Bureau of Public Health is recognized under the Emergency Support Function (ESF) #8 of the National Response Framework (NRF) and therefore can access supplemental assistance to in meeting identified public health needs of victims during incidents where local, regional and state response resources may be inadequate, and a federal response is required.
  - a. Mid-Ohio Valley Health Department's Local capabilities are supplemented by the WV Bureau for Public Health (*within the WV Department of Health and Human Resources*). The state health department in conjunction with the Mid-Ohio Valley Health Department, if necessary, would make the

decision to request support from the US Department of Health and Human Resources (*USHHS*).

- b. It is the responsibility of the Regional Epidemiologist assigned to the Mid-Ohio Valley Health Department to monitor existing medical surveillance systems and if necessary, to implement and additional surveillance systems they deem necessary to monitor the health of the general population and special, high-risk populations; carry out field studies and investigations; monitor injury and disease patterns and potential disease outbreaks; and provide technical assistance and consultations on disease and injury prevention and precautions in response to the emergency.
- c. If necessary, the Regional Epidemiologist may request additional assistance from the West Virginia Bureau of Public Health to support surveillance and investigative operations deemed necessary. If determined to be necessary, the Mid-Ohio Valley Health Department may make requests of the West Virginia Bureau of Public Health support for the public health operations associated with the emergency including such areas as food safety and security, agriculture safety and security, vector control, potable water/wastewater, solid waste disposal, and protection of animal health.

#### 5. Medical Considerations

- a. During large scale medical emergencies, it is primarily the responsibility of the Pleasants County Emergency Medical Services (PCEMS) to initiate initial triage operations. Triage operations shall be managed as part of the overall Incident Command System (ICS).
- b. Assistance from both County Fire Departments may be available if not responding to other fire/ rescue emergencies.
- c. Upon being triaged, victims shall be prioritized as deemed appropriate and as coordinated with WestCom Medical Command shall be transported by the most appropriate method to the designated receiving hospital or other facility.
- d. Large scale emergencies or disasters within Pleasants County that involve sick individuals will be especially problematic since Pleasants County does not itself have a hospital or other more advanced care



medical facility within the county itself and is dependent on transporting sick or injured patients' considerable distance to hospitals and/or other more advanced medical facilities outside of Pleasants County itself. Emergencies that involve a large number of sick or injured have the potential to rapidly over-whelm the current Emergency Medical Service System (EMS).

6. Additional Resources

- a. While primary responsibility for victim triage is the responsibility of Pleasants County Emergency Medical Services (PCEMS), during large scale events that exceed or have the potential to exceed the capabilities of Pleasants County Emergency Medical Services (PCEMS), they may request additional resources through normal mutual aid agreements or resources from the State through an emergency declaration.
- b. The Pleasants County Incident Command System either directly or the Pleasants County Emergency Operations Center when activated can request thru the Mid-Ohio Valley Health Department that they activate their Incident Command System (ICS) and provide any appropriate assistance that is available thru their resources, both internal and external to that organization.

III. ROLES AND RESPONSIBILITIES

A. Organization

1. The Regional Threat Preparedness Unit staff of the Mid-Ohio Valley Health Department is responsible for developing regional plans, (Pleasants County being part of Mid-Ohio Valley Health Department's service region necessary to implement and support a cohesive and comprehensive health response to acts of, or the potential acts of terrorism, and/or new or emerging diseases. Plans developed by the Threat Preparedness Unit are developed to bridge plans developed locally within Pleasants County, and plans developed at the regional, state and federal levels.
2. In addition to planning activities, the Regional Threat Preparedness Unit of MOVHD works in conjunction with other private, local, regional, state and federal emergency response and support agencies to test, evaluate and

modify emergency plans, and when necessary to act as facilitators, to assure that emergency plans and actions are accurate, coordinated and as comprehensive as possible to meet local and regional needs during potential emergency situations.

3. Local emergency medical providers located within Pleasants County, such as the Pleasants County Emergency Medical Service and primary care facilities, are responsible for developing necessary emergency medical response plans that detail actions and methods that will be implemented by them in case of a major medical emergency and how those plans will coordinate with other local, county, regional, state, and federal plans if and/or when they are implemented.

**B. Responsibilities**

1. Mid Ohio Valley Health Department working in conjunction and coordination with other emergency response and support agencies during large scale emergencies will:
  - a. When and if deemed necessary will work with other community partners to activate and support the operations of Off-Site Medical Triage and Treatment Facilities, Emergency Points of Distribution and/of other sites as deemed necessary to meet the medical and health needs of individuals within Pleasants County by providing the most appropriate response available under any given conditions.
  - b. Implements and supports necessary actions to provide Epidemiological tracking and evaluation during emergencies that involve the possible presence of disease, illness or potential acts of terrorism:
  - c. If deemed necessary, to activate the Regional Strategic National Stockpile and/or Managed Inventory Plan or portions there of to support emergency actions within Pleasants County and the surrounding region.
  - d. Work in conjunction with the Pleasants County Office of Emergency Services and if activated, the Pleasants County Emergency Operations Center, to maintain, and if necessary, to expediently as soon as possible, necessary services to provide for the health and safety if individuals within Pleasants County.

- e. To assist shelter operators to provide safe and sanitary conditions in shelters if activated.
  - f. Work in conjunction with other agencies to assure the safety of potable water both from public utility sources as well as private wells and other sources.
  - g. Work in conjunction with other agencies to monitor, evaluate and expedite, when necessary, public and private sanitary services.
  - h. Work in conjunction with other agencies to monitor and assure the safety of food services and products, and
  - i. Within its ability, support and render assistance to other response and/or support agencies to assure the best possible response to the emergency is achieved.
2. Pleasants County Emergency Medical Service (PCEMS)
- a. When activated, assume appropriate role(s) in the incident command system structure.
  - b. Evaluate medical situation(s) relative to the emergency and if necessary, establish medical triage area(s) and/or use other “tools” as necessary.
  - c. Provide for the triage of casualties. This duty could be turned over to EMS trained personnel in each of the fire departments to free up the ALS unit.
  - d. Request Mutual Aid from other EMS providers through normal mutual aid channels.
  - e. Establish necessary resource and support Transport operations to provide for the transport of all patients to appropriate facilities; direct, coordinate, or support medical care to patients as appropriate; Implement medical emergency management plans, either in total or as appropriate, to provide appropriate medical care and transport for patients.
3. Pleasants County Office of Emergency Services
- a. Develop overall situational awareness relative to the emergency.
  - b. Assure that all three (3) County Commissioners and others, as directed, are notified and fully briefed with current information relative to the emergency.
  - c. Assure that a functional Incident Command System has been

established and is functioning.

- d. If the situation merits, ensure that the Emergency Operations Center is activated, and mechanisms are in place to maintain required documentation.
- e. Utilizing the incident Command System and the assets and resources of the Emergency Operations Center, receives, classifies, requests and manages requests from within the Incident Command Structure for assets and resources to aid in resolving issues related to the emergency response.
- f. Acts as the legal representative for the Pleasants County Commission in making requests to the State of West Virginia for assets and resources.
- g. Is the focal point to receive, maintain, and utilize as necessary time sheets, purchase receipts and other related documentation required to request reimbursement for materials and services utilized to mitigate the emergency.

#### IV. CONTINUITY OF GOVERNMENT

The implementation and operational plan for the Pleasants County Emergency Operations Center are more fully delineated in other portions of this plan. In general, the structure of the Pleasants County Emergency Operations Center is structured using the Incident Command System (ICS) and the EOC staff is comprised of those members of the LEPC who can be available. Resources for EOC personnel will most likely be very limited, as those who could help may have other issues from the incident. This structure then can be enhanced or modified by the addition and/or deletion of representatives of different agencies, organizations and/or technical expertise as dictated by the emergency.

#### V. PLAN DEVELOPMENT AND MAINTENANCE

- A. The *PCOES* in conjunction with the MOVHD, PCEMS and other appropriate agencies are responsible for the maintenance of this annex.
  
- B. The annex should be reviewed and updated as necessary.

APPENDIX 1

ICS FORM 206

ICS-206

MEDICAL PLAN

APPENDIX 2

Region V Hospital Off-Site Triage and Treatment Plan