## UPSHUR COUNTY EMERGENCY OPERATIONS PLAN
### BASIC PLAN

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I. PURPOSE AND SCOPE
   A. Purpose

   This plan provides an efficient, standardized response capability for Upshur County during emergencies and major disasters. It predetermines, where possible, actions to be taken by the responsible elements of the governments within Upshur County and its municipalities. The plan outlines an effective response to actual disaster occurrences and provides for recovery in the aftermath of an emergency.

   B. Scope

   This plan applies to all Upshur County agencies that are assigned tasks in the document. To ensure an understanding of these tasks, these agencies have been involved in the planning process. The plan serves as a guideline to enhance the effectiveness of emergency responses in Upshur County. The document does not direct tasked agencies as to “how” they should fulfill their responsibilities; it functions on the assumption that the agencies tasked herein will individually maintain a capability to fulfill those responsibilities.

II. SITUATION AND ASSUMPTIONS
   A. Situation
      1. Appraisal of the Threat
         a. The Region 7 Planning & Development Council Multi-Jurisdictional Hazard Mitigation Plan contains a detailed risk assessment outlining how the following hazards threaten the county.
            i. Weather-related emergencies
               • Floods
               • Severe wind and tornadoes
               • Winter storms
               • Drought
ii. Forest and grass fires (wildfires)
iii. Subsidence
iv. Moderate earthquakes

b. Additional man-made and technological hazards that could affect Upshur County include:
i. Hazardous materials incidents/accidents
ii. Structural fires
iii. Dam failures
iv. Explosions
v. Industrial accidents
vi. Transportation accidents
vii. Water and air contamination
viii. Terrorism (domestic or international)

c. A shortage of critical resources, including water, fuel, or power, also constitutes a hazard to the county.

2. Geographic and Demographic Characteristics
a. The land area of Upshur County is 354.64 square miles with a population of 24,254 (2010 Census).
b. Buckhannon is the county seat and has a population of 5,639 (2010 Census).
c. There are approximately 68 unincorporated communities in Upshur County.
d. Education
   i. **Elementary:** Buckhannon Academy Primary, French Creek, Hodgesville, Tennerton, Rock Cave, Washington District, Union
   ii. **Middle School:** Buckhannon-Upshur Middle School
   iii. **High School:** Buckhannon-Upshur High School
   iv. **Vocational:** Fred Eberle Vocational Technical Center
   v. **Pre-School:** Two (2) Headstart facilities
e. Higher Education: West Virginia Wesleyan College
f. The economy of Upshur County can be classified into the following categories. (*NOTE: Examples are provided; these are only examples – NOT a complete listing.)
   i. Education: Upshur County Schools, WV Wesleyan College
   ii. Government: Upshur County, City of Buckhannon
   iii. Industrial: Airgas Mid American, Corhart-Saint Gobain, JF Allen, Martin Oil, Weatherford, Weyerhaeuser Trus-Joist
   iv. Medical: St. Joseph’s Hospital, Tri-County Health Clinic, Prompt Care, numerous private physicians and specialists
   v. Natural Resources: ICG, ECA, PDC Mountaineer, etc.
   vi. Small Business: Numerous shops along Main Street in Buckhannon, SR 151 near Buckhannon, and along SR 20 just to the north of Buckhannon and south through Hinkleville

g. Transportation
   i. US Routes: 33, 119
   ii. State Routes: 4, 20
   iii. Railways: A & O
   iv. Navigable Waterways: Buckhannon River (limited, non-commercial)
   v. Airports: Upshur County Regional Airport

h. Media
   i. Newspapers: The Record Delta – Buckhannon, The Intermountain – Elkins (with satellite office in Buckhannon)
   ii. Radio: WBUC (AM 1460, FM 93.5), WVWC (FM 95.1), WFBY (FM 102.3), WBRB (FM 101.3)
   iii. Television: WBOY, WBOY-D, WDTV, WNPB, WVFX, Channel 3 Local Cable
i. Utilities
   i. **Electricity**: Mon Power, HREA Cooperative
   ii. **Natural Gas**: Dominion Gas, Mountaineer Gas, Equitable
   iii. **Telephone**: 3W Logic, Citizens Telecom, Fibernet, Frontier Communications, Various Cellular/Wireless Providers
   iv. **Water**: City of Buckhannon, Adrian Public Service District (PSD), Elkins Road PSD, Hodgesville PSD, Mount Hope Water Association
   v. **Wastewater**: City of Buckhannon, Tennerton PSD

j. Climatology
   i. Temperature
      - Mean Annual Average: 52° F
      - January: 19° F (low), 40° F (high)
      - July: 59° F (low), 84° F (high)

   ii. **Precipitation**: Annual Average Total – 47.9", Annual Snowfall Range – 45-80"

3. Other situations are included in each functional annex relevant to the subject being addressed.

**B. Assumptions**

1. Emergencies and disasters will occur in Upshur County.

2. In addition to hazards listed above, catastrophic events, including but not limited to a large plane crash, pandemic health crisis, school shooting, hostage situation, etc. may occur.

3. When required, a local “State of Emergency” may be declared by local officials who will activate the provisions of this plan and the county Emergency Operations Center (EOC). (See Annex A: Direction and Control for more information on the activation of the EOC.)

4. Assistance may be provided by higher levels of government if local resources are exhausted or overwhelmed.
5. Depending on the severity and magnitude of the situation, the affected area may be able to cope effectively with the situation. However, it may be necessary to request assistance from volunteer organizations, private enterprises, mutual aid organizations, or state and federal sources.

6. Some incidents may occur after implementation of warning and other preparedness and public protection measures, but others may occur with little or no warning.

7. During large incidents or events encompassing several separate incidents, the response activities of differing functional areas will overlap. Incident command and resource management must be completed with this overlap in mind.

8. Additional assumptions are addressed in each functional annex that are relevant to the subject of the annex.

III. CONCEPT OF OPERATIONS

A. Basic Policies

1. The responsibility of the Upshur County Commission and the Upshur County Office of Emergency Management (UCOEM) is to protect life and property from the effects of hazardous events.
   a. The ultimate authority to activate this plan rests with the Upshur County Commission. Such activation will most likely be based on recommendations from the UCOEM or other emergency services providers.
   b. The Chief Executive Official (CEO) of incorporated areas is ultimately responsible for protecting lives and property within their jurisdiction. During events contained entirely within the boundaries of incorporated areas, these CEOs may request the activation of this plan for support purposes.
   c. Based on recommendations from the UCOEM and other emergency services providers or on their own initiative, the county commission may declare a “state of emergency” and activate this plan and the county Emergency Operations Center (EOC). In order for assistance from a higher level of government to be rendered, a “state of emergency” MUST be declared.
d. Municipalities may also declare a “state of emergency” for their jurisdiction which will activate any emergency plans or procedures they may have in place. It is assumed that a municipality will request resource assistance from neighboring municipalities and/or the county emergency management structure prior to requesting assistance from the state or federal level. For this reason, all requests for state (and subsequently federal) assistance in Upshur County MUST be channeled through the county EOC.

2. This plan is activated for major county disasters, not for minor local emergencies. If a minor local emergency escalates to the point that external resources, public information, or operational support is necessary, then the appropriate portions of this plan will be activated.

3. When the emergency/disaster exceeds the county’s capability to respond, assistance will be requested from the WV Division of Homeland Security and Emergency Management (WVDHSEM). Federal assistance may be requested and coordinated by the WVDHSEM. (See VIII.C.3 below.)
   a. While assistance can be requested from the state and federal government, emergency response is primarily a local endeavor. The National Response Framework (NRF), from which the WV Emergency Operations Plan (WVEOP) and this plan are derived, is based on the concept that incident management activities will take place with the “lowest” jurisdictional level possible.
   b. Requests from higher levels of government should conform to National Incident Management System (NIMS) criteria.

4. “Whole Community” Approach
   a. As do many communities across the nation, Upshur County relies on resources from a number of different governmental levels and the private sector to accomplish responses to emergencies. In accordance with current federal and state recommendations, such an approach is referred to as the “whole community” approach.
b. Resources, such as the American Red Cross (ARC), Community Emergency Response Teams (CERTs), Salvation Army, hospitals, Non-Governmental Organizations (NGOs), Voluntary Organizations Active in Disaster (VOADs), and other private enterprises may be called upon to supplement local government resources. Use of these resources is described throughout this plan.

c. A variety of agencies may also offer training opportunities. See Section IX.C below.

5. When appropriate, services for special needs populations (e.g., handicapped, elderly, non-English speaking, children, incarcerated, etc.) should be considered and implemented. The UCOEM manages a voluntary self-registry of special populations with functional needs for planning purposes.

6. From an operational standpoint, the NIMS outlines the management of an emergency/disaster response with three (3) components: the Incident Command System (ICS), a Multi-Agency Coordination System (MACS), and a Joint Information System (JIS).

   a. The ICS is used to manage activities on-scene. The ICS is detailed in Annex A: Direction and Control.

   b. The Upshur County EOC is an example of a MACS. EOC operations are detailed in Annex A: Direction and Control.

   c. Emergency public information and some notification/warning information, as well as media relations, are managed by a JIS. The county’s JIS is detailed in Annex D: Emergency Public Information.

B. Inter-Jurisdictional Relationships

1. Emergency response to an incident takes place under the direction and control of the local government having jurisdiction. If an incident occurs within municipal boundaries, the affected municipality has direction and control. Incidents occurring in the unincorporated portions of the county are under the direction and control of the county commission.

2. If an incident expands to include multiple jurisdictions, direction and control still remains with the local governments having jurisdiction. In other words, local governments retain control over their own resources throughout the
response. On-scene command transitions to a unified or area command structure, with the lead likely coming from the jurisdiction in which the incident originated. County government, through the UCOEM, is available to support the operation.

IV. DIRECTION, CONTROL, AND COORDINATION

A. The Upshur County Commission is responsible for the policy making, coordination, and direction and control over all emergency management activities within Upshur County that occur outside of municipal jurisdictions. Policy decisions may be based on recommendations or other information provided by the Upshur County Office of Emergency Management (UCOEM).

B. The City of Buckhannon is responsible for the policy making, coordination, and direction and control over city response agencies within the city limits during emergencies.

C. In basic terms, Upshur County responders utilize the Incident Command System (ICS) to manage on-scene activities. The ICS, including how an Incident Commander (IC) is selected, is detailed in Annex A: Direction and Control.

D. The Upshur County EOC is a Multi-Agency Coordination System (MACS) that facilitates policy and decision-making, coordination, and overall direction and control of emergency responders when an incident exceeds the capabilities of the ICS organization. The Upshur County Emergency Operations Center (EOC) is the primary and centralized location for multi-jurisdictional direction and control of emergency response activities in the county. EOC capabilities are further detailed in Annex A: Direction and Control.

E. Public information is managed through a Joint Information System (JIS) to ensure consistency from release to release. A physical Joint Information Center (JIC) may be established within or near the EOC to coordinate and manage the JIS.

V. INFORMATION COLLECTION, ANALYSIS, AND DISSEMINATION

A. General information collection and analysis are discussed throughout the remainder of this document.
B. Information sharing and communications are based on plain English principles as outlined by the National Incident Management System (NIMS) as well as the use of appropriate Incident Command System (ICS) forms.

VI. COMMUNICATIONS: See Annex B: Communications.

VII. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. Organization
   1. Most departments within local government have emergency functions in addition to their normal duties. Each department is responsible for developing and maintaining its own emergency management protocols and Standard Operating Guidelines (SOGs).
   2. Specific agency roles and responsibilities are addressed in the annexes of this plan. Responsibilities for certain organizations that are not a part of local government are also presented.

B. Responsibilities
   1. Primary
      a. Upshur County Commission
         i. Appropriate funds for emergency management.
         ii. Ensure that personnel, equipment, and supplies are available for emergency operations.
         iii. Delegate appropriate authorities to the Upshur County Office of Emergency Management (UCOEM) Director to ensure efficient emergency management.
         iv. Establish a local Emergency Operations Center (EOC) to coordinate emergency operations and officially activate it during times of emergency.
         v. Establish and reference mutual aid agreements with public and private agencies.
         vi. If appropriate and upon recommendation from experts at the local level or own their initiative, declare a “state of emergency”.
b. Upshur County Office of Emergency Management
   i. Advise county and municipal governments on matters of emergency management.
   ii. Prepare and maintain a plan for emergency response and management activities.
   iii. Design and conduct exercises to ensure the plan is current and effective.
   iv. During emergencies, activate and manage the EOC with proper authority and guidance from the Upshur County Commission.
   v. Serve as liaison to state and federal officials during local states of emergency.
   vi. Offer training, as applicable and in accordance with National Incident Management System (NIMS) criteria, to ensure that local responders are qualified and prepared to undertake emergency operations.
   vii. Develop and maintain a properly categorized and typed resource manual (per NIMS requirements) to assist in the emergency procurement of necessary resources.

2. Support
   a. WV Division of Homeland Security and Emergency Management
      i. Develops, tests, and maintains the West Virginia Emergency Operations Plan.
      ii. Receives local resource requests.
      iii. Coordinates state agency response to an incident.
      iv. Activates and staffs the State EOC (SEOC), if appropriate.
      v. Requests and coordinates federal assistance to an emergency/disaster.

b. US Department of Homeland Security (USDHS)
   i. As per Executive Order #12148, the USDHS coordinates all federal disaster assistance, including military support provided to state and local governments.
ii. Coordinates Emergency Support Function (ESF) #5 (of the National Response Framework [NRF]) operations with all other activated ESFs to ensure the federal response is integrated with state and local objectives.

C. Extraordinary Responsibilities Listed in the NRF
   1. The local Chief Executive Official (CEO) requests state and, if necessary, federal assistance through the governor of West Virginia (accessed through the SEOC) when all local capabilities have been exhausted.
   2. In some instances when federal agencies maintain local offices, the resources of that local federal agency office may be utilized during the response. The UCOEM, upon direction by the county commission, negotiates mutual aid agreements with those offices. Federal agency office personnel respond under their appropriate ESF of the NRF.
   3. Specific interactions between local agencies and the federal government (as outlined in the NRF) are discussed in the individual annexes of this plan.

VIII. ADMINISTRATION, FINANCE, AND LOGISTICS
   A. Administration
      1. Administration of emergency management activities in Upshur County is conducted on a daily, non-emergency basis by the Upshur County Office of Emergency Management (UCOEM).
      2. During the response and recovery phases, the emergency management program is coordinated by the UCOEM Director with responders and Chief Executive Officials (CEOs) at the scene and in the activated Emergency Operations Center (EOC) in accordance with the written procedures set forth in this plan and in organizational Standard Operating Guidelines (SOGs).
      3. After-Action Critique
         a. Following a major emergency response, the UCOEM Director will schedule a critique of the emergency response actions. The UCOEM Director is also responsible for ensuring that the initiatives discussed during a critique session are implemented (upon approval by the county commission).
b. During the critique, participants will review the effectiveness of actions taken, resource shortcomings, etc. The purpose of the meeting will be to highlight strengths and weaknesses and identify measures that can improve preparedness and operational readiness.

c. The UCOEM will facilitate revisions to the appropriate sections of this plan, if necessary.

4. **Continuity of Operations/Continuity of Government:** Continuity measures are addressed in detail in the *Upshur County Continuity of Operations Plan.*

5. All legal issues regarding emergency preparedness, response, and recovery are addressed by the county’s legal counsel.

B. Finance

1. Required reports will be submitted to the appropriate authorities in accordance with individual annexes.

2. Each participating department/agency is required to submit an after-action report to the Upshur County Commission and UCOEM within ten (10) days after the termination of emergency response activities.

3. Records of expenditures and obligations in emergency operations must be maintained by local governments and agencies employing their own bookkeeping procedures (including personnel overtime, equipment used, contracts initiated, etc.).

4. Emphasis must be placed on meeting applicable audit requirements.

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

c. Various programs, such as the USDHS’ (FEMA) Public Assistance (PA) and Individual Assistance (IA), loans/grants through the Small Business Administration (SBA), etc. may be available to recover disaster-related costs.

C. Logistics

1. In the event that the county’s resources prove to be inadequate during a response, requests will be made for assistance from other jurisdictions, higher levels of government, and other agencies.
   a. Resource requests will be in accordance with existing mutual aid agreements.
   b. Requests to higher levels of government will include National Incident Management System (NIMS) resource types and categories (see Annex H: Resource Management).

2. Procedures have been identified to ensure that authorized personnel are in-place at all times to approve emergency resource procurement and expenses.

3. State and Federal Involvement
   a. State
      i. For emergency or disaster situations that exceed the combined capabilities of all local emergency response organizations (and dubbed an "incident of state significance"), the State of West Virginia, through the WV Division of Homeland Security and Emergency Management (WVDHSEM), can provide direct services and assistance to the affected county and can act as a channel of obtaining and providing additional resources from outside the state and from the federal government.
      ii. When the WVDHSEM provides emergency assistance, which may include on-site representation, the overall command and control authority remains with the local jurisdiction, unless local control is otherwise relinquished or if state or federal law requires the transfer of authority to a specified state or federal agency.
iii. The *West Virginia Emergency Operations Plan* (WVEOP) calls for all state departments and agencies with emergency responsibilities to provide direct assistance to local jurisdictions where possible and to participate in local Emergency Operations Plan (EOP) activities.

iv. The WVEOP expects local jurisdictions to have fully committed and depleted all locally available resources before requesting assistance from a higher level of government.

b. Federal

i. **Requests for federal assistance MUST come from the State EOC (SEOC).**

ii. Federal to local coordination is most likely to be through state representatives.

iii. In an “incident of national significance”, the Secretary of Homeland Security, in coordination with other federal departments and agencies, initiates actions to prevent, prepare for, respond to, and recover from the incident. These actions are taken in conjunction with state and local authorities and may occur regardless of whether federal assistance is requested.

   • Federal representatives will coordinate with state and local jurisdictions to establish the Joint Field Office (JFO) if federal assistance has been requested or deployed.

   • Local and state representatives may be invited to participate in the JFO to manage the integration of on-going local and state incident management objectives/operations into the federal response.

iv. Overall federal support to the incident command structure on-scene is coordinated through the JFO.

IX. PLAN DEVELOPMENT AND MAINTENANCE

A. This plan has been developed by the Upshur County Office of Emergency Management (UCOEM) in accordance with guidance provided by the WV Division of Homeland Security and Emergency Management (WVDHSEM) and the US Department of Homeland Security.
B. The UCOEM Director will ensure that this plan is periodically updated.
   1. An update schedule is maintained in the format of the *CPG-101 V.2 Evaluation Matrix* (as per Emergency Management Performance Grant [EMPG] requirements).
   2. More extensive updates may be conducted in response to actual events or exercises that identify deficiencies in the plan. The UCOEM is responsible for distributing plan updates.
   3. In general, the UCOEM Director relies on the UCOEM Resource and Planning Officer to facilitate updates. The Resource and Planning Officer facilitates regular meetings of “planning committees” that are organized by annex. For example, the planning committee for the direction and control annex is the core Emergency Operations Center (EOC) staff while the planning committee for the fire and rescue annex is comprised of representatives from each of the fire departments in the county.

C. Training
   1. The following training (in their most current versions), at a minimum, must be completed by all new employees, recruits, and first responders who have a direct role in emergency preparedness, incident management, or response for National Incident Management System (NIMS) compliance.
      a. IS-100 (Introduction to ICS)
      b. IS-200 (Basic ICS)
      c. IS-700 (NIMS: An Introduction)
      d. IS-800 (NRF)
   2. Responders with the potential to hold command positions (e.g., officers, etc.) must also take IS-300 (Intermediate ICS) and IS-400 (Advanced ICS).
   3. More detailed courses may also be completed as part of an on-going training program. Such courses include:
      a. IS-139 (Exercise Design)
      b. IS-230b (Fundamentals of Emergency Management)
      c. IS-235a (Emergency Planning)
      d. IS-240a (Leadership and Influence)
      e. IS-241a (Decision-Making and Problem Solving)
f. IS-242a (Effective Communication)
g. IS-244a (Developing and Managing Volunteers)
h. IS-402 (ICS for Local Elected Officials)
i. IS-702 (Public Information)
j. IS-703 (Resource Management)

4. Several agencies throughout Upshur County offer training opportunities, such as the UCOEM, the Lewis-Upshur Local Emergency Planning Committee (LEPC), and individual response agencies. Additionally, training for first responders can be obtained through their respective departments, as well as the WVDHSEM, West Virginia University (WVU) Fire Service Extension, etc.

5. All exercises should be designed in accordance with the Homeland Security Exercise and Evaluation Program (HSEEP).

6. Individual agencies’ Standard Operating Guidelines (SOGs) detail other training requirements.

X. AUTHORITIES

A. Federal


2. The Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended, 42 USC Section 5121, et. seq.


9. Emergencies Involving Chemical or Biological Weapons, 10 USC § 382, as
amended.


13. Executive Order (EO) 12148, Designation of the USDHS as the Primary Agency for Coordination of Federal Disaster Relief, Emergency Assistance, and Emergency Preparedness.

14. EO 12333, United States Intelligence Activities.

15. EO 12382, President’s National Security Telecommunications Advisory Committee (NSTAC).


17. EO 12580, Superfund Implementation.

18. EO 12656, Assignment of Emergency Preparedness Responsibilities.

19. EO 12742, National Security Industrial Responsiveness.

20. EO 12777, Implementation of Section 311 of the Federal Water Pollution Control Act.


22. EO 13284, Amendment of Executive Orders and Other Actions in Connection with the Establishment of the Department of Homeland Security.

23. EO 13286, Amendment of Executive Orders and Other Actions in Connection with the Transfer of Certain Functions to the Secretary of Homeland Security.

24. EO 13295, Revised List of Quarantinable Communicable Diseases.

25. EO 13354, National Counterterrorism Center.

26. EO 13356, Strengthening the Sharing of Terrorism Information to Protect Americans.


32. HSPD – 6: Integration and Use of Screening Information.
33. HSPD – 7: Critical Infrastructure Identification, Prioritization, and Protection.
35. HSPD – 9: Defense of United States Agriculture and Food.
37. HSPD – 11: Comprehensive Terrorist-Related Screening Procedures.
40. HSPD – 14: Domestic Nuclear Detection.
41. HSPD – 15: [on the war on terrorism]

B. State
2. West Virginia Code, Chapter 6, Article 1, Executive and Judicial Succession, as amended.
3. West Virginia Code, Chapter 15, Article 5, as amended.

XI. AUTHORIZATION

_________________________________________  ________________
County Commission President                     Date

_________________________________________  ________________
Commissioner                                     Date

_________________________________________  ________________
Commissioner                                     Date

XII. LIST OF APPENDICES

Appendix 1: Sample Emergency Proclamation
Appendix 2: Emergency Response Cost Summary
Appendix 3: Glossary