

Kanawha Putnam Emergency Management Plan
Functional Annex

**Law Enforcement /
Security**

Revised December 2015; Reviewed Annually

A14

NRP Coordination:	ESF #13
Primary Agency:	Law enforcement agency of jurisdiction
Support Agencies:	<ul style="list-style-type: none">▪ All jurisdictional law enforcement agencies▪ Law enforcement agencies with MOUs▪ Private Chemical Manufacturing Facilities▪ All local governmental departments▪ Emergency Management

I. Authority

1. See [Basic Plan](#), Section VI A.

II. Purpose

The purpose of this annex is to define the organization, operational concepts, responsibilities, and procedures to accomplish emergency law enforcement requirements. This annex is applicable to all agencies, organizations and personnel assigned law enforcement functional responsibilities.

III. Explanation of Terms

A. Definitions

1. Anti-terrorism Activities - Use of defensive methods, including intelligence collection, investigation, passive protection of facilities, implementation of physical and personnel security programs, and emergency planning, to combat terrorism.
2. Consequence Management - Measures taken to protect public health and safety, restore essential government services, and provide emergency relief to governments, businesses, and individuals affected by the consequences of

terrorism. Emergency management agencies normally have the lead role in consequence management.

3. Crisis Management - Measures taken to define the threat and identify terrorists, prevent terrorist acts, resolve terrorist incidents, investigate such incidents, and apprehend those responsible. Law enforcement agencies will normally take the lead role in crisis management.
4. Hazmat - Hazardous materials.
5. Terrorist Incident - A violent act, or an act dangerous to human life, in violation of the criminal laws of the United States or of any state, to intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of political and social objectives.

IV. Situation and Assumptions

A. Situation

1. Law enforcement agencies are expected to continue their efforts to protect lives and property during emergency situations.
2. During large-scale emergencies and major disasters, law enforcement agencies may be required to expand their operations and undertake certain tasks that are not performed on a day-to-day basis.
3. Large-scale emergencies and acts of terrorism may adversely impact law enforcement personnel, equipment, and facilities.

B. Assumptions

1. During large-scale emergency situations, some normal law enforcement activities may be temporarily reduced in order to provide resources to respond to the emergency situation.
2. During large-scale evacuations, law enforcement support may be needed to control traffic. In the aftermath of an evacuation, security must be provided for areas that have been evacuated to protect property and deter theft.
3. In the aftermath of a disaster, it may be necessary to control access to damaged areas to protect public health and safety and deter theft.

4. If there is a threat of terrorism or civil disturbance, key local facilities that house government operations or provide essential services to the public may require protection.
5. During a disaster or large-scale emergency law enforcement support may be needed to provide or augment security at key sites such as hospitals, disaster relief sites, and relocation sites.

V. Concept of Operations

A. General

1. Local law enforcement agencies have the primary responsibility for enforcing laws and protecting lives and property during emergencies. Our law enforcement resources include:
 - a. Municipal Police agencies in Kanawha and Putnam Counties
 - b. The Sheriff's Offices of Kanawha and Putnam Counties.
 - c. The West Virginia State Police.
 - d. Yeager Airport Police
 - e. Capitol Police
 - f. Kanawha County Park Police
 - g. Other surrounding agencies as may be covered under a mutual aid agreement.
 - h. Federal law-enforcement agencies.
 - i. Volunteers in Police Service (VIPS)
2. Many of the tasks required of law enforcement during emergency operations are simply an expansion of normal daily responsibilities. These responsibilities include enforcing laws, maintaining order, traffic control, and crowd control. During emergency situations, law enforcement may be called on to undertake a number of tasks not typically performed on daily basis, including protecting key facilities, enforcing curfews and restrictions on the sales of certain products, and controlling access to damaged areas.

B. Law Enforcement

1. Law enforcement personnel are expected to enforce the laws and regulations during emergency situations in the same way that they do on a daily basis.
2. During emergency situations, particularly major disasters, some disaster-related laws and regulations might be put into effect for a limited period; these must also be enforced by local law enforcement agencies. When a disaster threatens or has occurred, the Mayor/County Commission may issue a disaster declaration. The Mayor/Commission may then issue an order or the City Council/County Commission may enact an emergency ordinance suspending other ordinances and/or putting into effect temporary emergency regulations.

C. Evacuation Operations

1. West Virginia law allows the Governor to declare a state of emergency either state wide or on a regional or local basis, WV Code § 15-5-6. Under the emergency authority is the power to provide for and compel the evacuation of all or part of the population from any stricken or threatened area within the state and to take such steps as are necessary for the receipt and care of such evacuees. Hence, local officials may have to participate in a forced evacuation or recommend evacuation. Law enforcement agencies have the lead role in planning and conducting evacuations. See [Functional Annex A04—Evacuation](#), for more detailed information on this emergency function.
2. Evacuation may be expedient or preplanned. Evacuation preplanning should be performed for those geographic areas known to be at risk from specific hazards. Such risk areas include areas subject to recurrent flooding, areas downstream from unsafe dams, and areas at risk from a release of hazardous materials from facilities that make, use, or store such materials.

a. Expedient Evacuation

Expedient evacuations are evacuations that must be conducted with little notice, frequently in response to a request from the Incident Commander at the scene.

b. Preplanned Evacuation

For known risk areas, evacuation preplanning will be conducted and primary and alternate evacuation routes identified as part of this plan. Such evacuation preplanning should involve the emergency management staff and other emergency services. Known risk areas and the evacuation routes from those areas shall be described in Appendices to Annex A04—Evacuation. The Mayor/County Commission/Emergency Management Director will normally initiate pre-planned evacuations.

c. During evacuations, law enforcement will:

- (1) Determine preferred evacuation routes, based on the status of preplanned primary and alternate routes and the current situation.
- (2) Provide information on evacuation routes to the Public Information Officer for dissemination to the public through the media.
- (3) Alert those in the affected area who have not been warned by other means.
- (4) Deploy units to direct and control traffic.
- (5) If the evacuation of correctional facilities becomes necessary, provide security support for such operations.
- (6) If time permits, alter traffic signal timing and request that Public Works/Division of Highways deploy signs and other traffic control devices to expedite the flow of traffic.
- (7) Notify adjacent jurisdictions that may be affected by the evacuation, preferably before the evacuation commences.
- (8) Monitor traffic flow and resolve problems; report evacuation progress to the Emergency Operations Center.
- (9) Provide appropriate road condition information and travel recommendations to the public through the Public Information Officer.
- (10) For large-scale evacuations, ensure that there are provisions to remove disabled vehicles or those that run out of fuel from evacuation routes in a timely manner.

D. Warning

1. The Emergency Management Director has primary responsibility for the warning function and operates the local warning system. See [Functional Annex A01—Public Warning](#), for further information on this emergency function.
2. Law enforcement agencies and other emergency services may be required to disseminate emergency warnings to the public who cannot be reached by primary warning systems, such as outdoor warning sirens and the Emergency Alert System. In most areas, law enforcement units and other vehicles equipped with sirens and public address systems can be used for route alerting. In some areas, such as large office or residential buildings, door-to-door warning may be necessary.

E. Area Security and Incident Scene Control

1. Incident Scene Control

In response to a request from the Incident Commander, law enforcement will provide traffic control and perimeter control at incident scenes, including hazmat spills, major fires and explosions, and other types of incidents.

2. Security for Evacuated Areas

In an evacuation, the security of evacuated areas is extremely important. Those who have evacuated may not do so in the future if their property has been damaged or stolen during their absence. Experience has shown that law enforcement agencies must provide security in evacuated areas to minimize looting. Access to such areas will be controlled by roadblocks and, where appropriate, barricades. Access controls should be supplemented by periodic roving patrols, particularly within areas that are readily accessible by persons on foot.

3. Access Control and Security for Damaged Areas

In areas that have suffered damage, access must be controlled to protect health and safety, as well as to protect property. When a Chief Elected Official has issued a local disaster declaration, he or she may take action to control re-entry into a stricken area and the movement of people and occupancy of buildings within a disaster area. Law enforcement agencies will control access to such areas with roadblocks and, where appropriate, barricades. Access controls should be supplemented by periodic roving patrols, particularly within areas that are readily accessible by persons on foot. Re-entry to damaged areas will generally be conducted in the three phases outlined below:

- (1) Phase One – Emergency Workers. Admit police, fire, EMS, utility crews, emergency management personnel, building inspectors, limited media, and state and federal response agencies.
- (2) Phase Two – Concerned Parties. Admit homeowners, business owners, insurance agents, media, and contractors making temporary repairs. The following conditions should prevail before these individuals are authorized to enter the damaged area:
 - (a) The threat that caused the evacuation has been resolved.
 - (b) Sufficient debris has been removed to permit travel and roads and bridges are safe to use.

(c) Downed power lines have been removed; ruptured gas, water, and sewer lines have been repaired or rendered safe; and other significant safety hazards have been eliminated.

(d) Structures have been inspected and those unsafe to enter are so marked.

(e) Some means of fire protection is available.

b. Phase Three – General Public.

4. Guidance for Personnel Staffing Access Control Points

a. To ensure consistent treatment, personnel staffing access control points shall be provided with clear written guidance on who may be admitted to the damaged areas in each phase of re-entry. This guidance should be formulated by the law enforcement staff and coordinated by the Emergency Management Director, and approved by the Mayor/Commission.

b. A pass or permit system may be implemented to simplify regular ingress and egress. If a pass or permit system is used, passes or permits and appropriate written instructions for their use should be developed by the law enforcement staff, coordinated by the Emergency Management Director, and approved by the Mayor/Commission. Copies should be provided to all personnel staffing access control points. Common sense suggests that identification cards issued by government, utilities, insurance companies, and the media to their employees be honored as passes or permits for those individuals, unless questions arise regarding their authenticity.

F. Security of Key Facilities

1. There are a number of public and private facilities that must remain in operation during and after an emergency situation to provide essential services to the public. These include selected government direction and control facilities, operating locations for emergency response units, utilities, medical facilities, food suppliers, and key communications services. When there is a credible threat to these facilities that threatens to disrupt continuity of government or provision of essential services to the public, law enforcement may be requested to provide security for these key facilities.

G. Terrorism Incident Response

1. Crisis Management

The FBI has the lead in terrorism crisis management activities and will generally be assisted by local law enforcement. Pre-incident crisis management

activities include efforts to define the threat, identify terrorists, and prevent terrorist acts. Post incident crisis management activities include efforts to resolve the terrorist incident, investigate it, and apprehend those responsible. The Police Department has the lead local role in terrorism crisis management and will coordinate its efforts with state and federal law enforcement agencies as appropriate. Refer to [Functional Annex A20—Terrorist Incident Response](#) for more information on the response to terrorist threats and activities.

2. Consequence Management

Consequence management activities undertaken to deal with effects of a terrorist incident are conducted in essentially the same manner as the response and recovery operations for other emergencies or disasters. Post-incident crisis management activities, such as investigation, evidence gathering, and pursuit of suspects, may continue during consequence management. The lead agencies for crisis management and consequence management should mutually determine when crisis management activities are complete. The lead role in terrorism consequence management may be assigned to one of several local departments or agencies, depending on the type of incident that has occurred. Law enforcement agencies will typically play a significant supporting role in the conduct of consequence management activities. The FBI will always, by law, maintain lead agency status during crisis management.

H. Disaster Reconnaissance

In the immediate aftermath of an emergency situation, the Incident Commander or the EOC staff may request law enforcement units to conduct reconnaissance to identify specified areas affected and provide an initial estimate of damages. Timely initial disaster reconnaissance, also referred to as a windshield survey, is important in deciding what assistance is needed immediately and where limited resources should be initially committed.

I. External Assistance

If local law enforcement resources and those available through mutual aid agreements are insufficient to deal with an emergency situation, local officials may request support from the State using the procedures outlined in the Basic Plan. All requests to WV Division of Homeland Security and Emergency Management will be made by the Emergency Management Director.

J. Activities By Phases of Emergency Management

1. Mitigation

- a. Operate a local warning system see [Functional Annex A01—Public Warning](#).
 - b. Carry out anti-terrorist activities see [Functional Annex A20—Terrorist Incident Response](#).
 - c. Avoid locating correctional facilities in known hazard areas so as to preclude the need for evacuation during emergency situations.
2. Preparedness
- a. Review and update plans and procedures.
 - b. Identify preplanned evacuation routes for known risk areas and prepare traffic control plans.
 - c. Identify key facilities and determine possible security requirements.
 - d. Develop communications systems that provide for connectivity of all local law enforcement agencies and external agencies that may respond pursuant to inter-local agreements.
 - e. Identify and train law enforcement personnel to staff the EOC and ICP.
 - f. Conduct drills and exercises to test plans, procedures, and training.
 - g. Have in place written mutual aid agreements as described in WV Code § 15-10-4.
3. Response
- a. Maintain law and order.
 - b. Carry out backup warning see [Functional Annex A01—Public Warning](#).
 - c. Perform traffic control for evacuations see [Functional Annex A04—Evacuation](#) and other appropriate situations.
 - d. Carry out crowd control where needed.
 - e. Provide security for key facilities.
 - f. Provide security for evacuated areas.

- g. Provide security for shelter and mass care facilities if requested.
 - h. Conduct counter-terrorism operations.
 - i. Conduct initial disaster reconnaissance.
 - j. Support other emergency operations.
4. Recovery
- a. Continue security operations as needed.
 - b. Perform traffic control for return of evacuees, if needed.
 - c. Provide access control for damaged areas, issuing passes/permits if required.
 - d. Assist in damage assessment.

VI. Organization and Assignment of Responsibilities

A. General

Our normal emergency organization, described in Basic Plan will plan and carry out law enforcement operations.

B. Task Assignments

1. Law enforcement will:
- a. Prepare law enforcement mutual aid agreements.
 - b. Provide warning services to designated areas as needed.
 - c. Maintain law and order during emergency situations.
 - d. Provide security for key facilities.
 - e. Protect property in evacuated areas.
 - f. Provide access control to damaged areas.

- g. Carry out traffic control when and where needed.
 - h. Provide crowd control when needed.
 - i. Conduct counter-terrorism and anti-terrorist operations.
 - j. Support search and rescue operations (see [Functional Annex A21](#)).
 - k. Assist in hazardous materials incidents (see [Functional Annex A16](#)).
 - l. Provide security for shelter and mass care operations (see [Functional Annex A07—Mass Care](#)).
 - m. When necessary, evacuate prisoners from the jail to another suitable facility.
 - n. Provide qualified individuals to staff the EOC and Incident Command Post when those facilities are activated.
 - o. Support other emergency functions as necessary.
2. Volunteers in Police Service will:
- Upon request of the Chief Law Enforcement Officer, augment the law enforcement agency during major emergencies.
3. The senior law enforcement officer will:
- a. Establish, or join an Incident Command Post and control and direct emergency response resources at the incident scene from that ICP to resolve the incident.
 - b. Provide an initial incident assessment, requests additional resources if needed, and provides periodic updates to the EOC.
 - c. Determine and implement initial protective actions for emergency responders and the public in the vicinity of the incident site.
 - d. Participates in a unified command system in compliance with NIMS standards.
4. Public Works/Division of Highways will:
- a. Upon request, place traffic control devices to facilitate evacuation travel.
 - b. Assist in keeping evacuation routes open.

c. Upon request, provide barricades and barriers to restrict entry to evacuated and damaged areas.

5. City/County Attorney will:

Upon request, advise law enforcement agencies regarding the emergency powers of local government and their potential impact on law enforcement requirements during emergency situations.

VII. Direction and Control

A. General

1. Each law enforcement agency shall develop and maintain SOGs establishing a chain of command.
2. Routine law enforcement operations may continue during some emergency situations. Direction and control of such operations will be by those that normally direct and control day-to-day operations.
3. Senior law enforcement officer on scene will report to the Incident Command Post and coordinate law enforcement response.
4. In some situations, the EOC may be activated without an incident command operation. This type of organizational arrangement is known as advanced readiness posture.
 - a. A hazard threatens, but has not yet impacted the local area (such as a predicted flood).
 - b. A generalized threat exists and there is no identifiable incident site (as may be the case for a terrorist threat).

During these situations, a senior law enforcement officer will normally direct the combined efforts of law enforcement agencies from the Emergency Operations Center, receive general guidance from the Emergency Management Director, and coordinate as necessary with the law enforcement agencies concerned and other emergency functions.

5. External response agencies are expected to conform to the general guidance provided by senior decision-makers and carry out mission assignments directed by the Incident Commander or the EOC. However, organized response units will normally work under the immediate control of their own supervisors.

B. Incident Command System - EOC Interface

If both the EOC and an ICP are operating, the Incident Commander and the EOC must maintain a regular two-way information flow. Refer to the Direction and Control Section of Basic Plan.

VIII. Readiness Levels

A. Readiness Level 1 – Normal Conditions

1. Review and update plans and SOPs.
2. Maintain list of law enforcement resources.
3. Develop and update a list of key facilities that may require security during emergency situations.
4. Maintain and periodically test equipment.
5. Conduct appropriate training, drills, and exercises.
6. Identify potential evacuation, traffic control and security issues and estimate law enforcement requirements.
7. Develop tentative task assignments and identify potential resource shortfalls.

B. Readiness Level 2 – Increased Readiness

1. Check readiness of law enforcement equipment, supplies and facilities.
2. Correct equipment and facility deficiencies.
3. Correct shortages of essential supplies.
4. Update incident notification and staff recall rosters.
5. Notify key personnel of possible emergency operations.
6. Update information on key facilities and related security requirements.

7. If evacuation of correctional facilities or temporary holding facilities may be required, review procedures for relocating prisoners and determine availability of required specialized equipment.

C. Readiness Level 3 – High Readiness

1. Alert personnel to the possibility of emergency duty.
2. Place selected personnel and equipment on standby.
3. Alert reserve/auxiliary personnel.
4. Identify personnel to staff the EOC and ICP if those facilities are activated.
5. Alert external resources covered by inter-local agreements and mutual aid agreements.

D. Readiness Level 4 – Maximum Readiness

1. Mobilize selected law enforcement personnel.
2. Consider precautionary deployment of equipment and personnel to enhance response time.
3. If an evacuation has been recommended or spontaneous evacuation is taking place, activate traffic control plans and deploy traffic control resources.
4. Dispatch law enforcement representative(s) to the EOC when activated.
5. Provide increased security at key facilities if needed.

IX. Administration & Support

A. Reporting

In addition to reports that may be required by their parent organization, law enforcement elements participating in emergency operations should provide appropriate situation reports to the Incident Commander, or if an incident command post has not been established, to the EOC. The Incident Commander will forward periodic reports to the EOC. Pertinent information will be incorporated into the Initial Emergency Report and the periodic Situation Report that is prepared and disseminated to key officials, other affected jurisdictions, and state agencies during major emergency operations

B. Records

1. Activity Logs. The Incident Commander and, if activated, the EOC, shall maintain accurate logs recording significant operational activities, the commitment of resources, and other information relating to emergency response and recovery operations.
2. Documentation of Costs. Expenses incurred in carrying out emergency response operations for certain hazards, such as radiological accidents or hazardous materials incidents, may be recoverable from the responsible party. Hence, all departments and agencies will maintain records of personnel and equipment used and supplies consumed during large-scale law emergency operations.

C. Post- Incident Review

For large-scale emergency operations, the Emergency Management Director shall organize and conduct a review of emergency operations in accordance with the guidance provided in the Basic Plan. The purpose of this review is to identify needed improvements in this annex, procedures, facilities, and equipment. Law enforcement personnel who participated in the operations should participate in the review.

D. Communications

General emergency communications capabilities and connectivity are discussed and depicted in [Functional Annex A03—Communications](#).

E. Resources

1. A listing of law enforcement resources is provided in [Functional Annex A15—Resource Management](#).

F. Key Facilities

A listing of key facilities that may require security during emergency situations.

X. REFERENCES

- A. [[Annex B Warning](#)] to the State of WV Emergency Management Plan
- B. [[Annex E Evacuation](#)] to the State of WV Emergency Management Plan
- C. [[Annex H Police Services](#)] to the State of WV Emergency Management Plan
- D. [[Annex T Terrorism](#)] to the State of WV Emergency Management Plan