Kanawha Putnam Emergency Management Plan Functional Annex	
Crisis Relocation **Revised December 2025; Reviewed Biennially**	**A19**

NRP Coordination:	
Primary Agency:	Kanawha and Putnam County Chief Elected Official Kanawha and Putnam County Emergency Management Director
Support Agencies:	▪ Central West Virginia Chapter of American Red Cross ▪ Amateur Radio ▪ Kanawha Valley Regional Transportation Authority ▪ Kanawha and Putnam Board of Education ▪ WVDHS/EM ▪ Law Enforcement ▪ EMS ▪ Fire Service ▪ Hospitals ▪ Local Health Departments ▪ Public Works ▪ Social Service and faith-based organizations

I. Introduction

A. Purpose

This annex develops guidelines necessary for the mass evacuation of the public over distances that exceed county boundaries for extended periods of time. The Crisis Relocation annex assumes that the jurisdiction no longer has the capability to support the basic needs of its citizens.

B. Scope of Work

Guidelines within this annex will involve two key concepts:

1. Risk Area: The mass evacuation of all or part of the metropolitan area population to distant reception centers outside of the counties and possibly outside of the state due to emergency event. It is expected that the evacuation would involve moving over one thousand people for a period greater than seventy-two hours.

2. Host Area: Reception of people evacuated from an emergency incident occurring outside their metropolitan area. It is expected that this annex will be utilized to manage such an event regardless of the number of evacuated persons received due to the resources necessary for appropriate care.

II. Situation and Assumptions

A. Risk Area

1. An emergency incident occurring within, or near, the metropolitan area can create a need to evacuate large numbers of the population to distant locations when the effect of the incident renders the jurisdiction dangerous or incapable of supporting the basic needs of the population.

2. Circumstances of an incident causing the Crisis Relocation plan to be executed would likely cause a state of emergency to be declared by the Governor and the President of the United States.

3. The Governor has the authority to order a large-scale evacuation of areas of the State.

4. Emergency response personnel, seeing an immediate threat to safety, may order an evacuation.

5. The Chief Elected Official is responsible for the execution of any evacuation operations within jurisdiction.

6. The circumstances of the incident may cause the State Emergency Operations Center to be relocated to Beckley or Morgantown. Therefore, resource support from the state may be delayed.

7. Due to the time, it will take for individuals to prepare to evacuate and extreme traffic congestion, evacuation may take several hours, at

least.

8. There is no state contraflow (utilizing opposing lanes of highways for outbound traffic) plan.

9. Local officials should consider the potential loss of public safety and emergency management personnel who evacuate with their families.

10. Kanawha County is the seat of State and county government, as well as the location of the State's largest city. It is possible that government operations could be adversely affected due to evacuation of government workers.

11. The primary means for evacuation will be by personal vehicle.

12. Special Needs Populations may not have the ability to self-evacuate and may require mass transit resources or specialized transportation resources, such as ambulance.

13. It is assumed that at least 10%-15% of persons evacuating will need transportation and sheltering assistance.

14. Host areas may require resources, such as additional food stocks, to support the additional population. Due to the "population center" designation of the metropolitan area, at least some of those resources may need to come from this area.

15. During evacuation of New Orleans, Louisiana following Hurricane Katrina in 2005, several host areas were identified around the country, including West Virginia.

B. Host Area

1. Emergency incidents occurring in other areas of West Virginia, or the United States can create a need to receive large numbers of evacuating citizens into the metropolitan area for temporary sheltering and care.

2. Law Enforcement/Security resources will be required at intake points, hospitals and mass care facilities.

3. More resources, such as food stocks, may be necessary to support the increased population.

4. Due to the non-emergency appearance of being a host area, detailed response personnel may not foresee the need for a command-and-control structure.

5. The extent of resources likely needed to host evacuees will require coordination and assistance from the private sector for lodging, food, sanitary needs and other human needs.

6. National Guard assets may be detailed to the risk area and not available to assist at the local or state level.
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III. Direction and Control

A. Risk Area

1. The Chief Elected Official, or designee, will oversee crisis relocation in situations where all or part of the metropolitan area is determined to be at risk.

2. Due to the magnitude of the job, Area Command may be necessary from the Emergency Operations Center.

3. The Chief Elected Official shall maintain continuity of government operations.

B. Host Area

1. The Chief Elected Official, or designee, will oversee crisis relocation in situations where all or part of the metropolitan area will host evacuees.

2. Planning and Logistics branches may need additional staffing to be effective.

IV. Concept of Operations – Risk Area

A. General

1. The primary mode of transportation for evacuation will be family groups using private automobile.

2. Mass transportation resources are available from the Functional Annex A05— Transportation.

3. Evacuation operations must include consideration of the special needs population.

4. Guidance for transportation routes may come from the Functional Annex A04—Evacuation.

5. Surge demand on fuel supplies may create local shortages. Develop a plan for fueling of critical assets and supplementing fuel stocks for the public.

6. Evacuated areas will present prime targets for looters. Additional law enforcement or security may be necessary.

7. Evacuated areas will present a greater risk for fire.

8. Emergency Public Information will be necessary. Broadcast radio will be the key asset for getting information to the public traveling by automobile. Information should include safe routes of travel, refueling arrangements and reception sites. The public should be encouraged to seek their own distant sheltering arrangements.

9. Contact with WV Division of Homeland Security and Emergency Management will be critical to ensure that neighboring counties establish Mass Care facilities.

10. As soon as the decision is made for crisis relocation of the risk area, the Emergency Operations Center should be activated, and the following notifications should be made:

    a. Chief Elected Official

    b. Emergency Management Director

    c. WV Division of Homeland Security and Emergency Management

    d. All local law enforcement (including state police)

    e. All local fire departments

f. All local EMS providers

g. Neighboring jurisdictions that might be affected by the evacuation

h. American Red Cross and other relief agencies

B. Primary Agency

1. Regardless of the size of the population to be evacuated, crisis relocation efforts are more likely to be successful if begun sooner, rather than later.

2. Host areas ***must*** be arranged before commencing evacuation. WV Division of Homeland Security and Emergency Management must be informed of reception site selection in order to provide timely resource and Mass Care assistance. While the WV Division of Homeland Security and Emergency Management should notify the host area officials, it is prudent to double check.

3. Determine and define the safest routes out of the evacuated area.

4. Consult Reception Site Guidance provided below.

5. Coordination will be required between the following functions:

a. Functional Annex A01—Public Warning

b. Functional Annex A03—Communications

c. Functional Annex A04—Evacuation

d. Functional Annex A05—Mass Evacuee Transportation

e. Functional Annex A06—Traffic Diversion

f. Functional Annex A07—Mass Care

g. Functional Annex A14—Law Enforcement/Security

h. Functional Annex A15—Resource Management for

refueling arrangements and food and sheltering materials

i. Host (reception) area officials

6. Public Warning must be implemented to begin the crisis relocation process.

7. Implementing crisis relocation during a weekday will be chaotic as people leave their workplace and try to gather other family members before evacuating.

8. Resources, such as personnel and food, may need to be deployed to the host area to assist in the care of evacuation population.

9. Special transportation assets will be needed to assist some members of the special needs population (Functional Annex A12 – Special Needs Population).

10. Consider requesting assistance with interstate highway contraflow.

11. Strategic design of a particular evacuation process can be delegated to agencies responsible to the Functional Annex A04—Evacuation annex.

12. Expect the broadcast media to devote full-time attention to the crisis relocation issue. Emergency Public Information and rumor control will be very important.

13. Utilize ARES/RACES (amateur radio) resources for communication with the host area.

14. The decision to allow repatriation and reoccupation occurs following a damage assessment and/or determination that the danger or threat no longer exists.

C. Supporting Agencies

1. Public Information Officer

a. Emergency Public Information should include:

(1) The area to be evacuated and perimeter or boundary lines.

(2) The time available to affect the evacuation.

(3) Locations of Mass Care facilities.

(4) Evacuation routes.

(5) Alternate transportation methods.

(6) Estimated duration of the evacuation.

(7) "Maintenance" information, such as:

(a) What evacuees should take with them

(b) Instructions on caring for pets

(c) Turning off lights and other utilities

(d) Status of fuel supplies

(e) Information for safe evacuation travel

(f) "Do Not Call 911" to obtain information

2. Law Enforcement

a. Answer priority 911 calls for service.

b. Plan staffing levels and schedules.

c. Allow time for officers to render safe their families.

d. Engage citizen groups for non-critical responsibilities.

e. Traffic control and diversion.

f. Oversee the evacuation of all facilities and areas.

g. Provide security for affected areas with perimeter control

and inside patrols.

h. It is recognized that Law Enforcement may be detailed in response to whatever is causing the Crisis Relocation Annex to be activated.

3. Fire Departments

   a. Conduct usual fire suppression and rescue activities.

   b. Plan staffing levels and schedules.

   c. Allow time opportunity for personnel to render safe their families.

   d. It is recognized that the Fire Service may be detailed in response to whatever incident is causing the Crisis Relocation Annex to be activated.

4. EMS

   a. Conduct usual pre-hospital emergency medical care and transportation of sick or injured persons.

   b. Plan staffing levels and schedules.

   c. Allow time for personnel to care for their families and render them safe.

   d. It is recognized that EMS may be detailed in response to the incident that is causing the Crisis Relocation plan to be activated.

5. Transportation

   a. Some members of the population will likely need transportation assistance to leave the affected area.

   b. Some citizens may require specialized transportation, such as ambulance, to evacuate.

   c. School bus schedules may affect the number of available school buses to affect transportation.

   d. Bus drivers may self-evacuate with families and not available to assist.

6. Central West Virginia Chapter of American Red Cross

    a. Provide sheltering and meals for detailed response personnel, as requested.

    b. Assist in coordination of Mass Care plan at reception sites distant from the metropolitan area.

7. Amateur Radio

    a. Provide communication with host areas.

    b. Be prepared to communication by digital modes long lists of resources and/or individuals being relocated.

D. Reception Site Guidance

1. There is no State plan at this time for evacuating large numbers of people for extended periods.

2. The selection of a reception site (or host area) lies with the local government by default.

3. The metropolitan area represents the largest population center of the State. Therefore, evacuating several thousand citizens to one location is assumed impractical.

4. As was the case in New Orleans, Louisiana following Hurricane Katrina in 2005, it is believed that most people will self-evacuate, leaving, generally, those people defined as Special Needs Population.

5. The Plan suggests that the most suitable interim reception sites will be State Park facilities.

6. Selection of a suitable site(s) will be contingent upon having a safe route of travel to the site(s) and the suitability to handle evacuees (space, sanitation, etc.). These factors are of greater concern than the distance from the metropolitan area.

7. Coordination with WV Division of Homeland Security and Emergency Management will be necessary for Resource Management and further coordination with the park facility, local Emergency Management in the host county and other appropriate state agencies.

V. Concept of Operations – Host Area

A. General

1. Evacuees may arrive via a variety of modes of transportation, most likely via private automobile, public transit/school buses, or airplane.

2. Utilization of local mass transportation assets may be necessary to move evacuees to the proper locations.

3. Evacuees may not arrive in family groups and significant effort may have to be put forth in reconnecting households.

4. Reception and mass care operations must include consideration of the Special Needs Population.

5. Surge demand on fuel supplies may create local shortages.

6. Excess population will cause an increase in demand for food and may create a shortage in some retail locations.

7. Emergency Public Information will be necessary. Broadcast radio will be the key asset for getting information to residents and evacuee visitors.
8. Utilize Amateur Radio for coordination among relief agencies and to maintain contact with associated risk area.

9. Contact with WV Division of Homeland Security and Emergency Management will be critical to insure coordination with efforts of neighboring counties and other state agencies.

10. As soon as it is known we will be receiving evacuees, the Emergency Operations Center should be activated and the following notifications should be made:

    a. Chief Elected Official

b. Director of Emergency Management

c. WV Division of Homeland Security and Emergency Management

d. All local law enforcement (including state police)

e. All local fire departments

f. All local EMS providers

g. Health Department

h. Amateur Radio Emergency Communications entities

i. Neighboring jurisdictions

j. American Red Cross and other relief agencies

B. Primary Agency

1. Emergency Management

a. Intake points must be established to receive evacuees.

(1) Evacuees must be processed as they arrive in the area. Staffing must include emergency medical, law enforcement, decontamination, American Red Cross, Emergency Management and clerical personnel.

(2) Evacuees must be identified, documented and health screened. Special Needs and personal needs should also be evaluated.

(3) Efforts must occur during health screening to protect private health information and conform to privacy concerns of HIPAA.

b. Depending on the number of evacuees received, additional food stocks and personal needs resources will be necessary.

c. Tent cities may need to be established for housing.

d. Appoint Coordinators to oversee all Mass Care facilities. Oversight includes:

(1) Insuring adequate potable and sanitary water supply.

(2) Insuring presence and proper placement of sanitation resources.

(3) Insuring timely arrival and deployment and proper use of Mass Care resources.

(4) Insuring presence of proper security and fire protection.

(5) Maintaining fuel supply for generators.

e. Activate Amateur Radio teams for intake and Mass Care facility communications.

f. Gather involved agencies and plan staffing schedules for intake and Mass Care Facilities.

C. Additional Emergency Medical and Law Enforcement resources may be necessary from mutual aid agreements in order to accommodate usual requests for service in addition to the host area detail. Support Agencies:

1. Public Information Officer

a. Emergency Public Information should include:

(1) Information to the public related to reception plans.

(2) Locations of Mass Care facilities.

(3) Available transportation methods.

(4) Information on how the public can support/assist the evacuees.

2. Law Enforcement

a. Assign personnel to security for intake and mass care facilities.

b. Conduct identification and documentation at intake points.

c. Identify wanted persons attempting to enter host area.

d. Traffic control and diversion.

e. Security for mass care facilities.

f. Engage citizen groups (i.e., Volunteers in Police Service) for non-critical responsibilities.

3. Fire Departments

a. Establish and maintain decontamination stations at intake points, as needed.

b. Transport water, potable and non-potable, as needed.

c. Assist EMS with patient care and transportation.

d. Maintain fire prevention and protection for mass care facilities, including tent cities.

4. EMS

a. Support health needs of evacuees at mass care facilities.

b. Conduct intake health screening, patient care and transportation, as needed, to medical facilities.

5. Hospitals

a. Assist with resources in intake health screening and patient care.

b. Provide skilled medical care to hosted evacuees.

c. Maintain MedBase operations.

6. Health Department

    a. Conduct disease control measures at intake points.

    b. Assure proper sanitation and disease and pestilence control at Mass Care facilities.

7. American Red Cross

    a. Provide Mass Care and customary disaster services to displaced persons.

    b. Assist with timely deployment of Mass Care facilities.

8. Public Works

    a. Ensure electrical safety and maintain lighting along with other electrical tasks as needed.

    b. Provide government owned assets and manpower at intake points and mass care facilities, as requested.