

Kanawha Putnam Emergency Management Plan Hazard Identification Annex		
Civil Disturbance Revised December 2025; Reviewed Biennially		B07
Risk Low		Vulnerability Moderate

I. Situation and Assumptions

- A. There is a need to maintain law and order during times of gathering of citizen protest groups or other type groups.
- B. The Metro Area has union and non-union business and industry.
- C. Civil disturbances will be defined to include those acts which involve criminal activity by a group which comprises a threat to the lives and property of others. These disturbances may be precipitated by a specific event or result from longstanding grievances.
- D. National increase in acts of terrorism by either individuals or groups using various acts and threats to disrupt and spread unrest in society.
- E. Civil disturbances within jurisdictions covered by mutual aid agreements which provide for limited assistance by other jurisdictions will generally only be reported to West Virginia Division of Homeland Security and Emergency Management for informational purposes.
- F. Response to civil disturbances will be the primary responsibility of local law enforcement and associated resources. When situations occur which are beyond the capabilities of the involved jurisdiction additional support may be necessary from other jurisdictions and/or the state.
- G. It is assumed that law enforcement agencies in the Metro Area have written procedures in place to deal with civil disorders.

II. Mission

To establish the procedures necessary to reduce or minimize the loss of property and threat to persons in areas of civil disturbance and to assist in the restoration of order and a return to normal activity after such disturbances.

III. Direction and Control

A. The Law Enforcement Agency of Jurisdiction, or the first arriving agency when two or more share jurisdiction, will be the leading law enforcement agency in a civil disturbance incident. Upon notification of this agency, communication will be established to ensure that,

1. All responses are coordinated.
2. Information is provided to all parties involved as it becomes available.
3. The release of information at the local level will be coordinated and accomplished through designated Public Information person.

B. State resources which are committed to a civil disturbance will be coordinated through the West Virginia Division of Homeland Security and Emergency Management.

C. The level of state response will be dictated by the requesting jurisdiction and will be done on a request-only basis.

IV. Concept of Operation

A. Operations and missions under this plan will be carried out during distinct time periods: Preparedness, Response, and Recovery.

1. The Preparedness Phase covers normal readiness. During this period plans will be reviewed for validity and exercise to train necessary personnel on an annual basis.
2. The Response Phase has two separate modes.
 - a. The increased readiness period includes the time after a small, contained civil disturbance has begun or the threat of a civil disturbance has been received. This threat may result from information gathered by law enforcement or received from other sources. Readiness to

implement the plan will take precedence during this alert period until such time as the primary law enforcement agency has determined that no assistance will be needed.

- b. The emergency operations period begins when notification of a major disturbance is received or a law enforcement agency issues a request for assistance.
3. The Recovery Phase will begin after a civil disturbance and will include necessary resources as identified in [Functional Annex A24 -Recovery](#) to the Emergency Operations Plan.
 - a. The recovery from acts of civil disobedience or civil disorder requires the leadership and cooperation of community groups, civic groups, neighborhood leaders, and government representatives. These organizations must form a partnership to address and resolve issues of concern in a fair, objective manner.
- B. The Fire Department of Jurisdiction, including volunteer departments will be responsible for coordination of all fire suppression activities related to civil disturbances.

V. Functional Annex Components

- A. Primary Functional Annexes – include, but are not limited to:
 1. A04 – Evacuation
 2. A06 - Traffic Diversion
 3. A07 – Mass Care
 4. A09 – Fire/Rescue
 5. A14 – Law Enforcement/Security
 6. A24 – Recovery

VI. Administrative Support

- A. The operations will be coordinated by the Emergency Management Director. The emergency management staff will operate from the established Emergency Operations Center.
- B. The Emergency Operations Center maintains an Emergency Notification Call-Up List. The staff will operate as the situation warrants

VII. Appendices

1 - [Safe Response](#)

2 - [Civil Disorder Checklist](#)

APPENDIX 1

SAFE RESPONSE

I. Situation and Assumptions

- A. The area surrounding a civil disturbance provides a hostile environment in which first response agencies and representatives of local Emergency Management must operate in support of the government response.
- B. The response to these scenes must be undertaken with caution, and in the most expeditious manner possible, while providing for the safety of the responding personnel.

II. Mission

To provide guidance for a safe response to civil disturbances through procedural safe operational guidelines.

III. Direction and Control

- A. The support response to civil disturbances will be directed by Emergency Management. Responding personnel may receive direct instruction from the on-scene Incident Commander.
- B. All responding personnel will adhere to the directions received and the guidelines contained in this Appendix.

IV. Concept of Operations

- A. All responding personnel will observe the listed precautions prior to responding to any civil disturbance.
 - 1. Conduct personnel safety and operation briefing, whenever possible, before deploying with special emphasis on situational awareness.
 - 2. Ensure that all responders can communicate with each other and the incident command and/or 911 Center.
 - 3. Ensure that the concept of team integrity is understood by all and that it is

everyone's duty to see with which it is complied. The buddy system will be always used.

4. Assign a safety officer the duty to also monitor non-emergency response people and vehicles near the scene of the response. Ensure that the safety officer is to report any threatening or suspicious actions taking place nearby to the incident command post, EOC or 911 Center immediately.
5. Ensure that all drivers understand that they will park their vehicles so that they can exit the area without making any turning maneuver.
6. Make sure that someone has the duty to communicate to spectators at the scene if commands need to be given.
7. Ensure that all unneeded equipment is secured inside the vehicle and that a security detail will remain with the vehicle at all times.
8. Ensure that all personnel are prepared to do both an audio and a visual inspection of the area before exiting their vehicle and that this inspection of the area continues throughout the response phase.
9. Ensure that all personnel are aware of any legitimate order to initiate leaving the area if the incident scene turns threatening. Orders may be issued for both hasty retreat and an accelerated withdrawal. The use of "plain English" should be used to avoid misunderstandings between different agencies or departments.
10. Instruct all personnel to turn off lights and sirens at predetermined distance from the incident so as not to attract other people to the area.
11. Make sure all non-law enforcement personnel understand that they are to make no verbal or physically aggressive actions toward the crowd at the scene.
12. Make sure all responding non-law enforcement personnel understand that they should take no action which might be considered a police action by the crowd.
13. Make it understood that a loss of communication with the incident command post or communication center for five minutes will result in the initiation of actions to withdraw from the area.

14. Reinforce the concept that the team's first responsibility is to protect each other.
15. If there is any known mechanical problem with a vehicle which might cause a breakdown necessitating towing, that vehicle will not be used to respond to the area of disturbance.

B. Response To the Incident (non-law enforcement)

1. Respond to the area of a disturbance via a staging area.
2. Whenever possible enter the area of the disturbance with a police escort.
3. Keep in contact with the incident command post or communication center. Loss of communication for five minutes is justification for withdrawal from the area, even if the mission is not complete.
4. Respond in teams as per the initial briefing. Under no circumstances break up or isolate teams.
5. Under no circumstance do members of a "buddy team" separate.
6. Do not use or call for more resources than the minimum needed for the response.
7. Do minimum overhauls or maintenance of equipment at the scene. Do all required maintenance at the staging area or after the return to base.
8. If a vehicle becomes immobilized request assistance immediately.
9. Throughout the response always have a planned escape route available by which to leave the scene.
10. All personnel, in addition to the site safety officer, are responsible for monitoring the scene for potential trouble and reporting it to the incident commander.
11. Under no circumstances will equipment or personnel be committed to sites from which there is only one exit.
12. Protective gear, as prescribed by OSHA or other agency, will be worn all times.

13. Note, but do not react to, any incident that is the responsibility of law enforcement.
14. Under no circumstances will the response team confront hostile groups, or individuals, even if failure to do so will mean that the mission cannot be carried out. The failure to complete the mission in the face of a hostile crowd is not a sign of failure.
15. Conduct safety briefings at the response site as the situation changes.
16. Do not use lights and sirens when leaving the area until clear of the area of disturbance.
17. Always protect vehicles and equipment.

Appendix 2 Civil Disorder Checklist

Emergency Management/Incident Commander

X	ACTION ITEM	Assigned
	PLANNING	
	Ensure public officials are well informed regarding the potential for civil unrest	
	Confer with local, state, and federal law enforcement to monitor the potential for civil unrest or disturbance	
	Estimate need for auxiliary forces	
	Ensure the appropriate information network is in place to inform officials of potential civil unrest prior to an occurrence.	
	Coordinate with local broadcast media to ensure timely and accurate Emergency Alert System activation, if such activation becomes necessary.	
	Review mutual aid agreements. Obtain any necessary agreements with other jurisdictions, including reimbursement costs, if any.	
	Prepare to assist law enforcement with support resources	
	Maintain resource listings.	
	Conduct hazard analysis of vital facilities and the impact of a civil unrest or riot incident on one or more of those facilities.	
	Determine the availability of shelters and obtain shelter agreements if the Red Cross has not.	
	Coordinate with Red Cross, public agencies and/or the Salvation Army for shelter operations. Confer and coordinate with other jurisdictions to shelter (as appropriate) county citizens.	
	RESPONSE	
	Identify immediate action or response requirements.	
	Immediately carry out those action requirements necessary to preserve life and/or property, including the deployment of required resources.	
	Activate the EOC as appropriate	
	Organize or establish the EOC, based on operational procedure.	
	Issue alert and warning based on procedure, as warranted	
	Establish communications with responding agencies.	

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X	ACTION ITEM	Assigned
	<p>Through communications with responding agencies determine as quickly as possible:</p> <ul style="list-style-type: none"> • Number of killed or injured • General boundary of the affected area • The general extent of damages • The general extent of power or other utility disruption • Immediate needs of response forces • If there are any fires in the area • If any looting has or is occurring • Location of any triage area • Location of any congregate care area established. 	
	Evaluate overall county situation.	
	Establish communications with the State.	
	Establish communications with and request a liaison from electric and gas utilities as appropriate.	
	Establish ongoing reporting from the response forces – public services, private agencies and utilities.	
	Establish incident command	
	Establish command post(s) as needed, consider Mobile Command Post.	
	Coordinate with Red Cross (or designated lead agency) the opening of appropriate number of shelters in the appropriate areas, based on shelter procedure.	
	On order, evacuate affected areas using available response forces.	
	Conduct first staff briefing as soon as practical after EOC activation.	
	Activate or establish rumor control through the public information officer (PIO), establish Joint Information Center (JIC) if necessary.	
	Establish a schedule for briefings.	
	Brief city/county/agency/utility executives.	
	Provide PIO with updated information.	
	Provide response forces with updated information, as appropriate.	
	Cause public information to be released via the public information officer (PIO) as soon as practical.	
	Issue action guidance as appropriate.	
	Establish 24/7 duty roster for the EOC and/or command post.	
	Develop and post any required maps or diagrams.	
	Activate an events log.	
	Review and follow resource procurement procedure.	
	Inventory additional resources that may be used or called upon for use.	

X	Action Item	Assigned
	Activate formal resource request procedure and resource tracking.	
	Coordinate all resource requests being forwarded to the State.	
	Activate financial tracking plan coordinated by the Finance Officer.	
	Activate damage assessment and follow damage assessment procedure.	
	Develop a 12-hour incident action plan outlining actions that must be accomplished in the next 12 hours.	
	Conduct a "second shift" or relieving shift briefing.	
	Discuss with and present to your relief, the incident action plan for the next 12 hours.	
X	Recovery	
	Gather damage assessment information (public, housing, business) from damage assessment teams.	
	Gather information from law enforcement regarding any potential for additional or prolonged incidents	
	Obtain information from Red Cross regarding number of sheltered and support necessary for continued operation.	
	Obtain from Red Cross an estimated duration period for continued shelter operations, if any.	
	Obtain information from utilities regarding outages, length of repair, safety, etc.	
	Assess citizen / community needs for individual assistance and/or public assistance.	
	Activate local unmet needs committee if appropriate.	
	Gather financial information from the Finance Officer.	
	As appropriate gather additional information to include: <ul style="list-style-type: none"> • Personnel that responded and the time involved in the response • Time sheets or time logs • Supplies used • Contracts issued • Purchase orders issued • Any other expenditure • Damages to public buildings, equipment, utilities, etc. • Loss of life of any public servant • Documents regarding economic impact 	
	Develop or generate reports for the following, as appropriate: <ul style="list-style-type: none"> • FEMA • State • Local elected officials • County/City /Town Managers • Others requiring or requesting reports 	

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X	Action Item	Assigned
	Coordinate recovery organizations including federal and state agencies and private or volunteer relief organizations.	
	Establish donated goods management based on policy and procedure.	
	Local civil unrest issues are unlikely to lead to a Presidential declaration of disaster, however, if a Presidential declaration of disaster is made, file "Request for Public Assistance" to apply for assistance as soon as possible with the proper state or federal agency.	
	Ensure public officials are made aware of the assistance application process, if applicable.	
	Ensure the general public is made aware, through the public information officer, of the assistance application process, if applicable.	
	Perform an incident critique as soon as possible with all possible response organizations.	
	Review agency and self-performance.	
	Review and identify the weaknesses of the plan.	
	Evaluate and correct weaknesses	
	Implement hazard mitigation or modify hazard mitigation plan accordingly.	
	Brief elected officials with updated information and disaster recovery progress.	