



ESF 13: Law Enforcement

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ESF 13 Tasked Agencies

Primary County Agency	Clackamas County Sheriff's Office (CCSO)
Supporting Agencies	Clackamas County Disaster Management (CCDM) Public and Government Affairs (PGA) Department of Transportation and Development (DTD)
Community Partners	Local law enforcement agencies Fire Defense Board (FDB)
State Agency	Oregon State Police (OSP)
Federal Agency	Department of Justice

1 Introduction



1.1 Purpose

Emergency Support Function (ESF) 13 describes how the Clackamas County Sheriff's Office will coordinate and support law enforcement activities during an emergency.

1.2 Scope

Activities encompassed within the scope of ESF 13 include:

- Facilitate damage assessment of law enforcement facilities.
- Provide for the protection of life and property, traffic control, crowd control, emergency first aid, security for vital County and critical infrastructure and support local efforts to control access to incident sites or critical areas.
- Secure and escort key emergency resources and assets when deployed.
- Coordinate and assist with evacuation operations.

1.3 Policies and Agreements

- The following policies and agreements are currently in place:
- Oregon Revised Statutes (ORS) 206.010 General Duties of Sheriff
- ORS 402 Oregon Resource Coordination Assistance Agreement (ORCAA)
- Local law enforcement will respond to assist each other under automatic aid agreements.

2 Situation and Assumptions



2.1 Situation

The County faces several hazards that may require law enforcement support. The following considerations should be considered when planning for and implementing ESF 13 activities:

- Routine law enforcement emergencies are managed by the respective jurisdictional agencies using internal and mutual aid resources. Law enforcement response priorities are to protect the public, emergency responders, and critical infrastructure and facilities, perform investigations, and arrest and detain perpetrators.
- Significant disasters and emergency situations could damage infrastructure and lifelines that can overwhelm local abilities to meet basic human needs and enforce law and order.
- Law enforcement may be faced with the tremendous challenge in meeting the increased need for public assistance and aid and maintaining community security. This is often exacerbated by the presence of personnel unfamiliar with the area and local customs.
- Emergency situations may lead to increased 9-1-1 call volume, injuries and fatalities of civilians, rescue requests, looting, and violent crime.
- Local law enforcement professionals may be preoccupied with securing their own family's situation and unable to fulfill their required functions during an event. This can also lead to increased mental fatigue and stress.
- The concentration of people in public shelters and other mass gathering spots may require law enforcement personnel to maintain security. Additional security may be required to prevent looting or other crimes and unlawful entry to areas or buildings in evacuated areas or to control crowds at incident locations.
- A health emergency may require security at hospitals, shelters, pharmaceutical supply sites, dispensing sites, morgues or other health care facilities.
- Civil disturbances and terrorist incidents may involve large angry crowds, explosives, and weapons of mass destruction, bomb threats, arson, kidnapping, or assassination threats or attempts. All incidents of this type may require resources that greatly exceed those available to the County on a day-to-day basis.
- Routine law enforcement activities not directly related to life safety may have to be curtailed in a major emergency. Private security organizations may be used to supplement local law enforcement capabilities for security purposes.

- Major emergencies and disasters can lead to the need for evacuations. The Sheriff or designee will authorize evacuations unless other agencies are specified in a County emergency declaration. The law enforcement role in evacuations is discussed in more detail in SA1 – Evacuation.

2.2 Assumptions

ESF 13 is based on the following planning assumptions:

- General law enforcement problems are compounded by disaster-related community disruption, restriction of movement, impacted communications and facilities, and a shortage of law enforcement resources.
- Generally, law enforcement within the disaster/emergency area remains the responsibility of local authorities along established jurisdictional boundaries, unless state assistance is requested or required by statute.
- The capabilities of local law enforcement agencies may be quickly exceeded. Supplemental assistance should be requested through local and state emergency management and mutual aid agreements.
- The availability of resources will have a profound effect on agencies' abilities to perform tasked activities.

3 Concept of Operations

3.1 General

In accordance with the Basic Plan and this ESF Annex, the Clackamas County Sheriff's Office (CCSO) is responsible for coordinating ESF 13-related activities. Plans and procedures developed by the primary and supporting agencies provide the framework for carrying out those activities. All ESF 13-related activities will be performed in a manner that is consistent with the National Incident Management System.

Law enforcement and other response personnel coordinate operations to protect life, infrastructure, property, and the environment. Initial law enforcement response will normally be coordinated from an on-scene command post. The Incident Commander will keep Clackamas Communications (C-COM) informed of the incident's status, and CCOM will notify CCDM and other appropriate officials.

The Sheriff's Office may activate its Department Operations Center (DOC) during critical events, disasters, planned large events or other emergencies when public safety coordination is needed. Depending on the scope and severity of the emergency, the DOC will establish the chain of command, communication protocols, and response strategies to ensure public safety, and evacuation planning and implementation. Among other activities, the Sheriff's Office DOC performs the following functions:

- Public safety coordination
- Evacuation planning, notifications and coordination
- Coordination of search and rescue operations
- Coordinate with Clackamas County EOC on logistics, finance, planning and communications

If the County EOC is activated, the CCSO DOC would continue to operate and manage law enforcement operations and would appoint a liaison to the County EOC for continuity and communications. CCSO would also appoint a representative to the Joint Information Center (JIC) if needed.

- The Sheriff is responsible for coordinating law enforcement services, including the following tasks:
- Assess the situation, determine its impact on law enforcement operations, and identify additional resource needs.
- Secure the area to prevent additional injury or damage.

- Provide traffic and crowd control.
- Evaluate the credibility of intelligence information.
- Investigate crime scenes.
- Coordinate warning and evacuation/shelter-in-place operations.
- Coordinate security for evacuated areas, critical facilities, and resources.
- Provide situation reports to the EOC.
- Report road damage or blockage to County EOC or C-COM.
- Work with the Transportation Maintenance Department to establish traffic control points to divert traffic from damaged or overloaded roads.
- Deny entry to evacuated or dangerous areas by unauthorized people.
- Respond to potential explosive devices. The Metro Explosives Disposal Unit (MEDU) will identify and render safe if needed.
- Provide or help coordinate additional security, if necessary, for:
 - Transportation and sheltering of prisoners from the jail and youth from Juvenile Department programs.
 - Public shelters or other mass care facilities.
 - Critical facilities such as field medical operations, health and medical providers, point-of dispensing operations (including escorting Strategic National Stockpile supplies), chain of custody environmental samples, utility installations, food distribution centers, storage locations, distribution sites, and government offices.
- Coordinate with District Attorney and presiding judge(s) when incidents impact the arrest, prosecution, incarceration, or release of prisoners, or delay due process.

When the need for multiple agency response becomes apparent or several jurisdictions become involved, Incident Command may transition from field operations to the Sheriff's Office DOC. If appropriate, a Unified Command will be established. DOC activities will be determined by the Incident Commander and may include: 1) identifying incident objectives and priorities; 2) DOC assigning, monitoring and coordinating incident resources, and 3) determining the need for additional resources.

3.2 Oregon TITAN Fusion Center/Joint Terrorism Task Force (JTTF)

If a criminal or terrorist incident is suspected, CCSO will notify the Oregon Terrorism Information Threat Assessment Network (TITAN) Fusion Center (OTFC). During a terrorist incident, the OTFC will support situational awareness and intelligence gathering functions.

The Joint Terrorism Task Force (JTTF) is a partnership led by the FBI that includes federal, state, and local law enforcement to counter threats of terrorism and criminal activity. During a terrorist incident, CCSO will coordinate its response and investigative activities with the JTTF.

3.3 Coordination with Other ESFs

The following Emergency Support Functions support ESF 13-related activities:

- **ESF 1, Transportation:** Support clearance of emergency transportation routes.
- **ESF 3, Public Works:** Support crowd and traffic control operations.
- **ESF 18, Military Support:** Augment civilian law enforcement operations as needed.

4 Emergency Coordination



4.1 County

On-Scene Command or the Sheriff's Office DOC, when activated, coordinates the law enforcement function and may request assistance from or provide assistance to municipal police departments, Oregon State Police (OSP), and other law enforcement agencies. Requests for law enforcement assistance outside existing agreements will be coordinated through the County EOC. Volunteer or reserve law enforcement organizations that provide assistance will work within the structure of their parent organizations.

Law enforcement emergencies will be coordinated through the Sheriff's DOC. The Sheriff's Office will participate in a Unified Command if there is a jurisdictional need. A CCSO representative would be assigned as a liaison with the Unified Command.

4.2 Cities

Cities have primary responsibility for the safety and well-being of their community members, and for resource allocation and emergency operations within their jurisdictions. Direction and control of city law enforcement agencies remain with their respective chiefs. Agency jurisdiction is determined by location, emergency situation, and legal authority.

Cities may enact emergency ordinances granting them the authority to declare an emergency and impose emergency measures within their jurisdictions to protect the community and keep the peace. Cities also may request County assistance through a mutual aid agreement with the County or through an Emergency Declaration. If a city emergency is declared to request resources, the city will forward the declaration to the County EOC.

4.3 Special Districts

County officials collaborate with special districts in coordinating emergency preparedness, response, and recovery operations. Many districts have their own site and facility security measures and may collaborate with the Sheriff regarding additional measures to be enacted during emergencies.

4.4 Regional

Regional response teams are available to assist local responders in incidents involving explosive devices or hazardous materials:

- **Metro Explosives Disposal Unit (MEDU)** is a multi-disciplinary team trained and equipped to provide detection and render safe operations when explosives are suspected or confirmed. CCSO has an Explosive Devices Unit that serves in MEDU. CCSO has staff assigned as members of the MEDU.
- **Regional Hazardous Materials Emergency Response Team (RHMERT)** is a multi-disciplinary team that is specially trained and equipped to provide technical expertise in detection, identification, containment, and decontamination operations. Team 3 based out of Gresham Fire provides first response to Clackamas County.

4.5 State and Federal Assistance

Oregon State Police (OSP) officials are likely to be involved in threat assessment activities or intelligence evaluations of potential terrorist incidents and civil disturbances and to respond to requests for law enforcement or investigative assistance. The Oregon State Police also have a bomb squad that can be utilized and activated as a state resource.

The Federal Bureau of Investigations will lead the investigation of a terrorist incident and may be involved in assessing other intelligence or investigating other threats or incidents. The Joint Terrorism Task Force will be utilized for this resource. CCSO may coordinate with the Oregon TITAN Fusion Center for terrorism incidents.

If incident response requires resources beyond those available day-to-day and through mutual aid, requests should be coordinated through the EOC. If time does not permit pre-coordination, the EOC should be notified as soon as possible. If the County resources needed are not available to the County, the EOC will request state assistance.

5 ESF Annex Development and Maintenance



CCSO is responsible for coordinating regular review and maintenance of this annex. Each primary and supporting agency is responsible for developing plans and procedures that address assigned tasks.

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