



ESF 13 — Law Enforcement



Purpose

Emergency Support Function (ESF) 13 describes how the County will support law enforcement activities during a time of emergency.

Coordinating Agencies

PRIMARY AGENCY: Clackamas County Sheriff's Office (CCSO)

SUPPORTING AGENCY: Clackamas County Disaster Management (CCDM), Fire Defense Board, Public and Government Affairs (PGA), Department of Transportation and Development (DTD)

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, communications, emergency first aid, site security, and security for vital County and State facilities and critical infrastructure.
- Provide access control/site security to support local efforts to control access to incident sites, critical facilities and/or critical infrastructure.
- Secure and escort key emergency resources and assets when deployed.
- Assist in the facilitation of evacuation operations.

Military support to local law enforcement agencies is addressed in ESF 18 – Military Support.

Response

Response activities take place **during** an emergency and include actions taken to save lives and prevent further property damage in an emergency situation.

Response roles and responsibilities for ESF 13 include:

All Tasked Agencies

- Provide situational updates to the County EOC as required to maintain situational awareness and establish a common operating picture.
- Provide a representative to the County EOC, when requested, to support ESF 13 activities.

CCSO

- Serve as a member of Unified Command.
- Provide staff to support EOC operations.
- Advise CCDM, the County Administrator, and the BCC on law enforcement aspects of the emergency and the need for an emergency declaration.
- Provide traffic and crowd control, security to critical facilities and supplies, and control access to hazardous or evacuated areas.
- Provide security for special populations affected by the emergency.

Response

- Assist with the dissemination of warnings and notifications as time and resources allow.
- Coordinate criminal investigations and provide guidance to responders on preserving crime scenes.
- Establish communication between the EOC and Incident Management Team to determine the resources needed to support incident response and operations.
- Secure the prisoner population in the detention center during a disaster situation.
- Coordinate law enforcement agencies responding from outside the jurisdiction.

CCDM

- Activate the EOC.
- Coordinate with the EOC Planning Section to identify unmet needs.
- Establish a Law Enforcement Branch in the County EOC if needed.
- Document expenditures for disaster/emergency-related activities and report to the EOC.
- Implement the EOP.
- Activate the Situation Assessment Team.
- Provide situational awareness to the County Administrator and BCC.
- Request activation of County Amateur Radio Emergency Service, if needed.

Fire Defense Board

- Coordinate fire response with law enforcement.
- Serve as a member of Unified Command.
- Provide staff to support EOC operations.
- Provide triage and first aid after the scene is secure.
- Assist in warning, evacuation, traffic control, and staging as needed.

Health, Housing, and Human Services

- Serve as a member of Unified Command.
- Provide staff to support EOC operations.
- Coordinate with the American Red Cross to provide for the needs of victims and emergency workers, including basic services, transportation, and pets.
- Identify access and functional needs clients and assist as needed.
- Assist in development of emergency information related to human services.
- Provide support to long-term care facilities.

- Provide information and referral.
- Coordinate volunteer registration.
- Responsible for public health activities

Public and Governmental Relations

- Provide staff for the PIO and JICs.
- Develop and coordinate a Joint Information System.
- Work with other jurisdictions and police/fire groups to provide information to the public and employees.
- Work with local, State, regional, and federal jurisdictions.
- Gather, prepare, and obtain approval for all communications sent to media, jurisdictions, and employees.
- Ensure that updated information is provided to the public regarding incident status, evacuation routes and detours, traffic conditions, transportation options for those who need assistance, shelter locations and updates, and systems for locating family, friends and pets.

Department of Transportation and Development

- Serve as a member of Unified Command.
- Provide signs, barriers, equipment, and personnel to assist in traffic control.
- Assist in road closures.
- Coordinate with the Sheriff and other agencies.
- Coordinate transportation routes and resources with adjacent cities, counties, and the Oregon Department of Transportation.
- Monitor condition and traffic on emergency transportation routes.

Area Law Enforcement Agencies

- Coordinate law enforcement activities within limits of jurisdictional authority.
- Support County law enforcement operations through mutual aid.

Justice Court

- Collaborate with courts and law enforcement agencies to determine emergency arrest or release policies.
- Ensure that legal requirements for due process are met.

EOC Operations

When ESF 13-related activities are staffed in the EOC, the CCSO representative will be responsible for the following:

- Serve as a liaison with supporting agencies and community partners.
- Provide a primary entry point for situational information related to law enforcement.
- Share situation status updates related to law enforcement to inform development of the Situation Report.
- Participate in, and provide ESF 13-specific reports for EOC briefings.
- Assist in development and communication of ESF 13-related actions to tasked agencies.
- Monitor ongoing ESF 13-related actions.
- Share ESF 13-related information with ESF 14, Public Information, to ensure consistent public messaging.
- Coordinate ESF 13-related staffing to ensure the function can be staffed across operational periods.

Coordinating 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.

Preparedness

Preparedness activities take place **before** an emergency occurs and include plans or preparations made to save lives and to help response and recovery operations.

Preparedness roles and responsibilities for ESF 16 include:

All Tasked Agencies

- Develop operational plans for ESF 16 activities, as appropriate.
- Participate in ESF 16 related trainings and exercises, as appropriate.

CCSO

- Coordinate regular review and update of the ESF 16 annex with supporting agencies.
- Facilitate collaborative planning to ensure the County's capability to support ESF 16 activities.
- Ensure the availability of necessary equipment to support law enforcement activities.
- Coordinate and maintain liaison with support agencies and state and federal law enforcement agencies.

CCDM

- Maintain operational capacity of the County EOC to support law enforcement activities.

Recovery

Recovery activities take place **after** an emergency occurs and include actions to return to a normal or an even safer situation following an emergency.

Recovery roles and responsibilities for ESF 16 include:

All Tasked Agencies

- Demobilize response activities.
- Maintain incident documentation to support public and individual assistance processes.
- Participate in all after-action activities and implement corrective actions as appropriate

CCDM

- Compile and keep all documentation collected relating to the management of law enforcement operations and the assets utilized.
- Coordinate all after-action activities and implement corrective actions as appropriate.

Mitigation

Mitigation activities take place **before and after** an emergency occurs and includes activities that prevent an emergency, reduce the chance of an emergency happening, or reduce the damaging effects of unavoidable emergencies.

Mitigation roles and responsibilities for ESF 16 include:

All Tasked Agencies

- Participate in the hazard mitigation planning process for the County.
- Provide agency and incident data to inform development of mitigation projects to reduce hazard vulnerability.



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ESF 13 Tasked Agencies	
Primary County Agency	Clackamas County Sheriff's Office (CCSO)
Supporting County Agency	Clackamas County Disaster Management (CCDM) Fire Defense Board (FDB) Public and Government Affairs (PGA) Department of Transportation and Development (DTD)
Community Partners	Local law enforcement agencies
State Agency	Oregon State Police (OSP)
Federal Agency	Department of Justice

1 Introduction

1.1 Purpose

Emergency Support Function (ESF) 13 describes how the County will support law enforcement activities during a time of 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, communications, emergency first aid, site security, and security for vital County and State facilities and critical infrastructure.
- Provide access control/site security to support local efforts to control access to incident sites, critical facilities and/or critical infrastructure.
- Secure and escort key emergency resources and assets when deployed.
- Assist in the facilitation of 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 402.200 – ORS 402.240 Intrastate Mutual Aid Assistance Compact
- ORS 402.200 – ORS 402.240 Intrastate Mutual Assistance Compact

2 Situation and Assumptions

2.1 Situation

The County faces a number of hazards that may require law enforcement support. The following considerations should be taken into account when planning for and implementing ESF 13 activities:

- Routine law enforcement emergencies are managed by the respective jurisdictional agency using internal and mutual aid resources. Law enforcement response priorities are to protect the safety of emergency responders, the public, and critical infrastructure and facilities, perform investigations, and to arrest and detain perpetrators.
- Significant disasters and emergency situations have the ability to 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 to 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. The Terrorism Response and Recovery Plan is available in the Emergency Operations Center (EOC) library (controlled access).
- 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.

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

All ESF 13-related activities will be performed in a manner that is consistent with the National Incident Management System and the Robert T. Stafford Disaster Relief and Emergency Assistance Act.

- 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.
- Requests for assistance with law enforcement will first be issued in accordance with established mutual aid agreements and once those resources have been exhausted, a request may be forwarded to the State Emergency Coordination Center.
- The County EOC will provide guidance for the coordination of law enforcement resources.

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 (CCOM) informed of the incident's status, and CCOM will notify CCDM and other appropriate officials.

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.
- Provide security for evacuated areas, critical facilities, and resources.
- Provide situation reports to the EOC.
- Enforce mandatory health measures.
- Report road damage or blockage to EOC Damage Assessment Unit or CCOM.
- Establish traffic control points to divert traffic from damaged or overloaded roads.
- Deny entry to evacuated or dangerous areas by unauthorized persons.
- Provide 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 EOC. If appropriate, a Unified Command will be established. EOC activities will be determined by the Incident Commander and may include: 1) identifying incident objectives and priorities; 2) assigning, monitoring and coordinating incident resources, and 3) determining the need for additional resources.

3.2 Oregon Fusion Center

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

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

Incident Command coordinates the law enforcement function and may request mutual aid from or provide mutual aid to municipal police departments, Oregon State Police (OSP), and other law enforcement agencies. Requests for law enforcement assistance outside existing mutual aid agreements will be coordinated through the 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 from the EOC with the Sheriff (or designee), participating in Unified Command and CCSO representatives serving in the Planning, Operations, and Logistics sections, and the Joint Information Center (JIC).

If Incident Command determines that emergency measures authorized in County Code 6.03 – Emergency Regulations may be necessary to effectively manage the incident, they will recommend a Declaration of Emergency to the County Administrator/Board of County Commissioners (BCC). If the BCC declares an emergency, it may impose any or all of the emergency measures authorized in the Code (see County Code 6.03).

Incident Command may also recommend that the BCC declare an emergency to request State or Federal assistance if it appears that County resources will be insufficient to meet incident needs. EOC staff will submit the approved declaration to the Oregon Office of Emergency Management (OEM) for submission to the governor. OEM coordinates State resources and will seek a state declaration if necessary.

4.2 Cities

Cities have primary responsibility for the safety and well-being of their citizens, 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 citizens 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.

Cities are encouraged to develop an EOP and to work closely with CCDM to integrate preparedness, response, and recovery activities. An intergovernmental mutual aid agreement between the County and cities is available to all jurisdictions that choose to participate. This agreement establishes procedures for requesting and providing mutual aid resources in a major emergency or disaster.

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.

An intergovernmental mutual aid agreement between the County and special districts is available to all jurisdictions that choose to participate. This agreement establishes procedures for requesting and providing mutual aid resources in a major emergency or disaster.

4.4 Regional

Clackamas County is a participant in the Inter-County Omnibus Mutual Aid Agreement that provides a framework for counties to request mutual aid from each other in emergencies, saving time and minimizing confusion during an incident.

Clackamas County participates in the Regional Disaster Preparedness Organization and may coordinate with regional partners regarding chemical, biological, radiological, nuclear, and explosive (CBRNE) incidents.

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

- **Metro Explosive Devices 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.
- **Hazardous Materials Response Team** is a multi-disciplinary team that is specially trained and equipped to provide technical expertise in detection, identification, containment, and decontamination operations.

4.5 State and Federal Assistance

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 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.

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 needed resources are not available to the County, the EOC will request State assistance.

5 ESF Annex Development and Maintenance

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