



ESF 16 – Law Enforcement

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ESF 16 Tasked Agencies	
Primary County Agency	Clackamas County Sheriff's Office (CCSO)
Supporting County Agency	Clackamas County Disaster Management (CCDM) Fire Defense Board Public and Government Affairs Department of Transportation and Development (DTD)
Community Partners	Local law enforcement agencies
State Agency	Oregon State Police (OSP)
Federal Agency	Department of Justice
<i>*See Section 3 for more information about Tasked Agencies.</i>	

1 Introduction

1.1 Purpose

Emergency Support Function (ESF) 16 describes how the County will support law enforcement activities during a time of emergency.

1.2 Scope

Activities encompassed within the scope of ESF 16 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 13 – Military Support.

1.3 Policies and Authorities

The following policies and authorities 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 is faced with a number of hazards that may require law enforcement support. Considerations that should be taken into account when planning for and implementing ESF 16 activities include:

- 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 16 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 Roles and Responsibilities of Tasked Agencies

The County has identified primary and supporting agencies and community partners to ensure ESF-related activities are performed in an efficient and effective manner during all phases of the emergency management cycle. This document does not relieve tasked agencies of the responsibility for emergency planning, and agency plans should adequately provide for the capability to implement their assigned tasks.

- **Primary County Agency(s)** – County agency(s) may be assigned as the primary agency based on the agency's responsibilities, authority, functional expertise, resources, and capabilities in managing incident activities. Primary agencies may not be responsible for all elements of a function, and will work with supporting agencies to manage capabilities and resources to support ESF-related activities.
- **Supporting County Agency(s)** - County agency(s) may be assigned as supporting if they may have a substantial support role during incidents based on their capabilities and resources.
- **Community Partners** – May be assigned tasks if they meet one or more of the following criteria: the organization's self-defined mission includes emergency response (e.g., disaster relief nonprofit organizations); the organization receives formalized tasking by governmental agencies (e.g., American Red Cross); the entity's jurisdictional authority, or the entity's resources and capabilities.

Roles and responsibilities for state and federal agencies are identified in the State of Oregon Emergency Operations Plan (EOP) and National Response Framework, respectively.

See Appendix B for a checklist of responsibilities for tasked agencies by phase of emergency management.

4 Concept of Operations

4.1 General

All ESF 16-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 County Sheriff's Office (CCSO) is responsible for coordinating ESF 16-related activities. Plans and procedures

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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 (C-COM) informed of the incident's status, and C-COM 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 C-COM.
- 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.

4.2 EOC Activation

When a disaster occurs, the CCDM may, based on the size and complexity of the incident, activate the County EOC and will staff the role of EOC Manager. The EOC Manager will establish communications with leadership and gather situational information to determine an EOC staffing plan and set up operational periods.

Notification will be made to the Primary County Agencies listed in this ESF. The Primary County Agencies will coordinate with Supporting County Agencies to assess and report current capabilities to the EOC and activate Departmental Operations Centers as appropriate. Primary and Supporting County agencies may be requested to send a representative to staff the EOC and facilitate ESF 16-related activities.

4.3 EOC Operations

When ESF 16-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 16-specific reports for, EOC briefings.
- Assist in development and communication of ESF 16-related actions to tasked agencies.
- Monitor ongoing ESF 16-related actions.
- Share ESF 16-related information with ESF 14, Public Information, to ensure consistent public messaging.
- Coordinate ESF 16-related staffing to ensure the function can be staffed across operational periods.

4.4 Disabilities, and Access and Functional Needs

Provision of ESF 16-related activities will take into account populations with disabilities, and access and functional needs. The needs of children and adults who experience disabilities or access and functional needs shall be identified and planned for as directed by policy makers and according to state and federal regulations and guidance.

4.5 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.

4.6 Coordination with Other ESFs

The following Emergency Support Functions support ESF 16-related activities:

- **ESF 1 – Transportation.** Support clearance of emergency transportation routes.
- **ESF 3 – Public Works.** Support crowd and traffic control operations.
- **ESF 13 – Military Support.** Augment civilian law enforcement operations as needed.

5 Direction and Control

5.1 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.

5.2 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.

5.3 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.

5.4 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.

5.5 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.

6 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.

7 Appendices

- Appendix A – ESF 16 Resources
- Appendix B – ESF 16 Responsibilities by Phase of Emergency Management
- Appendix C – ESF 16 Representative Checklist

Appendix A ESF 16 Resources

The following resources provide additional information regarding ESF 16 and law enforcement related issues at the local, state, and federal level:

County

- Technical Interoperable Communications Plan
- Regional CBRNE Response Plan

State

- Emergency Operations Plan
 - ESF 16 – Law Enforcement

Federal

- National Response Framework
 - ESF 13 – Public Safety
- Terrorism Incident Law Enforcement and Investigation Annex
(<https://www.fema.gov/media-library/assets/documents/25560>)

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Appendix B ESF 16 Responsibilities by Phase of Emergency Management

The following checklist identifies key roles and responsibilities for ESF 16 – Law Enforcement. It is broken out by phase of emergency management to inform tasked agencies of what activities they might be expected to perform before, during, and after an emergency to support the law enforcement function. All tasked agencies should maintain agency-specific plans and procedures that allow for them to effectively accomplish these tasks.

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.
- ☐ 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.

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 16 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 16 activities.

CCSO

- ☐ Serve as a member of Unified Command.
- ☐ Provide staff to support EOC operations.

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- ☐ 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.
- ☐ 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.

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- ☐ 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.

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.

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/vulnerability identification and analysis process.
- ☐ Take steps towards correcting deficiencies identified during the hazard/vulnerability identification and analysis process as appropriate.

Appendix C ESF 18 Representative Checklist**Activation and Initial Actions**

- ☐ Report to the EOC Manager, Section Chief, Branch Coordinator, or other assigned supervisor.
- ☐ Become familiar with available job resources (e.g., plans, equipment, and staff) and EOC plans and forms
- ☐ Review the EOC organization and staffing chart and understand your role in working with the various branches and sections.
- ☐ Equip your work station with necessary equipment and supplies and test functionality of all equipment
- ☐ Obtain situation report(s), EOC Action Plan, and/or receive briefings from EOC and/or field personnel

Initial Operational Periods

- ☐ Obtain a briefing from the person you are replacing.
- ☐ Attend meetings and briefings, as appropriate.
- ☐ Establish and maintain your position log with chronological documentation.
- ☐ Follow procedures for transferring responsibilities to replacements.
- ☐ Follow staff accountability and check-in/-out procedures when temporarily leaving your assigned work station.

Final Operational Periods

- ☐ Complete and submit all required documentation
- ☐ Ensure all materials are returned to their proper storage location and file requests for replacement of resources that are expended or inoperative
- ☐ Follow check-out procedures.
- ☐ Share lessons learned at After-Action Conferences to contribute to the After-Action Report and inform future activations.

Keys to Success: Information Management

Information management is getting the right information to the right people, in the right form, at the right time. It includes receiving, sorting, prioritizing, and delivering information.

- ☐ The EOC information management role for ESF Leads and agency representatives includes:
- ☐ Filter information for what is accurate, distill that information to what is useful, and push it to the appropriate people within the EOC or agency, contributing to a Common Operating Picture.
- ☐ Serve as a conduit of information to and from agencies.
- ☐ Supply accurate, appropriate, and up-to-date information to the Situation Report.

Keys to Success: Resource Management

Resource management is getting the right resources to the right place, at the right time. The resource request process is at its core and supports coordinated management of resource requests by local, state, and federal partners. Resources include equipment, supplies, and personnel.

The EOC Resource Management support role for ESF Leads and agency representatives includes:

- ☐ Coordinate the contribution of resources from an agency to the response and recovery.
- ☐ Request resources from other sources and agencies.
- ☐ Keep the lines of communication open and provide specific information about what an agency can and cannot provide. The more specific and timely the information held by the Logistics Section is, the more efficiently it will support the request.