



ESF 16 – Law Enforcement

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ESF 16 Tasked Agencies	
Primary County Agencies	Sheriff's Office
Supporting County Agencies	Justice Department Emergency Management Organization
Community Partners	Dallas City Policy Independence City Police Monmouth City Police Salem City Police Grand Ronde Tribal Police Area Fire Districts/Departments Mutual Aid Partners Federal Bureau of Investigation
Primary State Agencies	Oregon State Police Oregon Department of Corrections Oregon Department of Justice

1 Introduction

1.1 Purpose

Emergency Support Function (ESF) 16 describes how the County will support law enforcement activities during a time of emergency. Local law enforcement agencies will also provide support for evacuation traffic control; criminal investigations; access control to incident sites and/or governmental facilities (including County and municipal Emergency Operations Centers [EOCs]) as resources permit; security at community care and sheltering facilities and hospitals; prisons; and other critical care facilities involved in emergency response activities.

1.2 Scope

The following activities are within the scope of ESF 16:

- 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 state facilities and critical infrastructure.
- Provide access control/site security to support local efforts to control access to the incident site, 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 Agreements

Local intergovernmental agreements and memoranda of understanding (MOUs) are in place to provide backup coverage and assist any law enforcement agency statewide. In addition, the Oregon State Police maintain an MOU with the Polk County Sheriff's Office and all police agencies to provide assistance during any type of law enforcement incident and will report to the Incident Commander or the County Sheriff during local incidents.

The line of succession of authority for duties covered under ESF 13 is designated for the following positions:

- County Sheriff or designee
- Lieutenant Sergeant

2 Situation and Assumptions

2.1 Situation

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

- 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 a tremendous challenge in meeting 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, civilian injuries and fatalities, rescue requests, looting, and violent crime.
- Local law enforcement professionals may be preoccupied with securing their own families' safety and unable to fulfill their required functions during an event. This can also lead to increased mental fatigue and stress, which can have volatile consequences.

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 a 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

The County has identified primary and supporting agencies and community partners to ensure that ESF 16-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 the actions identified below.

- Primary County Agencies
 - Identified lead agencies for emergency functions based on the agency's coordinating 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 coordinate with supporting agencies.
- Supporting County Agencies
 - Identified County agencies with substantial support roles during major incidents.
- Community Partners
 - Identified within this plan as "tasked agencies" based on one or more of the following criteria: the organization's self-defined mission (e.g., disaster relief nonprofit organizations); formalized tasking by governmental agencies (e.g., American Red Cross); or the entity's jurisdictional authority.

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 a major emergency, the Polk County Sheriff will take the necessary actions to maintain law and order, including crowd and traffic control, facility security, and evacuation zone security; coordinate the County's law enforcement resources through mutual aid or identifying and allocating additional resources; and lead or support tactical operations such as evacuation and search and rescue (SAR). The Sheriff will coordinate all emergency information and emergency response activities through the EOC, and the Polk County Emergency Management Director will facilitate this process.

Police officials of incorporated cities within the County will retain authority for direction and control of local law enforcement resources during emergencies. Should they require additional resources not covered under mutual aid for emergency operations, such requests shall be directed to the Sheriff's designated Law Enforcement representative in the EOC.

Volunteer or reserve law enforcement organizations will work for and within the structure of their parent agencies. Additional entities such as public works departments may be requested to support law enforcement by assisting in traffic control.

The Oregon State Police and other state-affiliated law enforcement agencies shall operate within their assigned areas of responsibility, unless otherwise ordered by the Governor. Requests for state assistance not covered by mutual aid agreements shall be made via the County EOC and directed to the Oregon State Police via the State EOC. Similarly, federal law enforcement agencies shall operate within their assigned areas of responsibility, unless otherwise ordered by appropriate federal authorities.

4.2 EOC Activation

When a disaster occurs, the County Emergency Manager may, based on the size and complexity of the incident, activate the County EOC and assume the role of EOC Incident Commander. The EOC Incident Commander 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 County Sheriff's Office 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 that the function can be staffed across operational periods.

The Sheriff is responsible for directing the County's law enforcement response to a major emergency and coordinating response activities with the EOC. She or he, or a designated representative, will serve as the Law Enforcement Representative to the EOC, coordinating the flow of law enforcement information and processing requests for and allocating additional law enforcement resources as appropriate.

The County EOC will be the primary location for direction and control of emergency law enforcement operations. Emergency response and recovery operations will be coordinated according to Incident Command System (ICS)/National Incident Management System (NIMS) processes, and the lead law enforcement agency will assume the role of incident command for law enforcement. When environmental conditions do not allow for coordination and control of emergency operations from the County EOC, the County Emergency Manager may authorize control from other locations.

Two-way radio communications for control of emergency operations and emergency communications with neighboring law enforcement and medical and health officials will be the same as those used for day-to-day operations. Landline and/or wireless telephone communications will be used for administrative

purposes, as well as for coordination and control if two-way radio communications are not available.

4.4 TITAN Fusion Center

If a criminal or terrorist incident is suspected, the Sheriff's Office will notify the Oregon Terrorism Information Threat Assessment Network Fusion Center. During a terrorist incident, the Fusion Center will support situational awareness and intelligence gathering functions.

4.5 Access and Functional Needs Populations

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

4.6 Coordination with Other ESFs

The following ESFs 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 ESF Annex Development and Maintenance

The County Sheriff's Office 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.

6 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:

Local

- None at this time.

State

- Emergency Operations Plan
 - ESF 16 – Law Enforcement

Federal

- National Response Framework
 - ESF 13 – Public Safety

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Appendix B ESF 16 Responsibilities by Phase of Emergency Management

The following checklist identifies key roles and responsibilities for Emergency Support Function (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 to save lives and to help response and recovery operations. Preparedness roles and responsibilities for ESF 16 include the following:

All Tasked Agencies

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

Sheriff's Office

- 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.
- Develop and maintain an emergency notification list of departmental personnel.
- Train staff for evacuation.
- Train staff on ICS.
- Instruct employees to report to work as soon as possible in the event of major emergency/disaster.
- Assist staff with family preparedness plans.

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- Assign an emergency management liaison to assist in developing and exercising of the County Emergency Operations Plan (EOP).
- Participate in training exercises conducted by the Polk County Emergency Management Organization.

Polk County Emergency Management Organization

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

Incorporated Cities

- Police officials of incorporated cities without their own EOPs should use the mitigation/preparedness direction outlined above, as appropriate, and coordinate activities with Polk County.

Grand Ronde Sovereign National Lands, Trust, Fee, or Deeded Lands

- The Tribe should follow mitigation/preparedness direction as outlined in its EOP as appropriate and is encouraged to coordinate activities with Polk County Emergency Management.

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 the following:

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.

Polk County Sheriff's Office

- Provide traffic and crowd control, provide 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.
- 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.

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- Coordinate law enforcement agencies responding from outside the jurisdiction.
- Immediately recall off-duty personnel, reserves, and volunteer groups to augment on-duty personnel.
- Set up a command structure utilizing ICS, establishing Incident Command Posts as necessary.
- Provide mobile units for warning purposes (see ESF 2 – Communication).
- Conduct evacuations of affected populations (See ESF 1 – Transportation).
- Provide security for key facilities such as the County’s EOC, shelters, and evacuation zones.
- Conduct SAR operations for missing persons, including support in all body recovery operations.
- Support other public safety operations.
- Provide traffic and crowd control.
- Be prepared to provide Public Information Officer resources, as necessary.
- Advise the Board of Commissioners regarding law enforcement–related aspects of the emergency/disaster.

Justice Department

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

Polk County Emergency Management Organization

- 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 them to the EOC.

Area Law Enforcement Agencies

- Coordinate law enforcement activities within limits of jurisdictional authority.
- Support County law enforcement operations through mutual aid.
- Police officials of incorporated cities without their own EOPs should generally follow the response procedures outlined above, coordinating

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activities with local policy makers and the County's Law Enforcement Representative in the EOC.

Grand Ronde Sovereign National Lands, Trust, Fee, or deeded lands

- Police officials of Tribal lands should respond in accordance with their Tribal EOPs and coordinate law enforcement response activities, as appropriate, with Polk County.

Recovery

Recovery activities take place **after** an emergency occurs and include actions to return to a normal or even safer situation following an emergency. Recovery roles and responsibilities for ESF 16 include the following:

All Tasked Agencies

- Demobilize response activities.
- Maintain incident documentation to support public and individual assistance processes.

Polk County Emergency Management Organization

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

Mitigation

Mitigation activities take place **before and after** an emergency occurs and include 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 the following:

All Tasked Agencies

- Participate in the hazard/vulnerability identification and analysis process.
- Take steps toward correcting deficiencies identified during the hazard/vulnerability identification and analysis process as appropriate.

Appendix C ESF 16 Representative Checklist

ACTIVATION AND INITIAL ACTIONS
<input type="checkbox"/> Report to the EOC Incident Commander, Section Chief, Branch Coordinator, or other assigned supervisor.
<input type="checkbox"/> Become familiar with available job resources (e.g., plans, equipment, and staff) and EOC plans and forms.
<input type="checkbox"/> Review the EOC organization and staffing chart and understand your role in working with the various branches and sections.
<input type="checkbox"/> Equip your work station with necessary equipment and supplies and test the functionality of all equipment
<input type="checkbox"/> Obtain situation report(s), Incident Action Plan, and/or briefings from EOC and/or field personnel
INITIAL OPERATIONAL PERIODS
<input type="checkbox"/> Obtain a briefing from the person you are replacing.
<input type="checkbox"/> Attend meetings and briefings, as appropriate.
<input type="checkbox"/> Establish and maintain your position log with chronological documentation.
<input type="checkbox"/> Follow procedures for transferring responsibilities to replacements.
<input type="checkbox"/> Follow staff accountability and check-in/check-out procedures when temporarily leaving your assigned work station.
FINAL OPERATIONAL PERIODS
<input type="checkbox"/> Complete and submit all required documentation
<input type="checkbox"/> Ensure all materials are returned to their proper storage location and file requests for replacement of resources that are expended or inoperative
<input type="checkbox"/> Follow check-out procedures.
<input type="checkbox"/> 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 the following:

- Filter information for what is accurate, distill that information to what is useful, and transfer 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.

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 the following:

- 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, the more efficiently it will support the request.