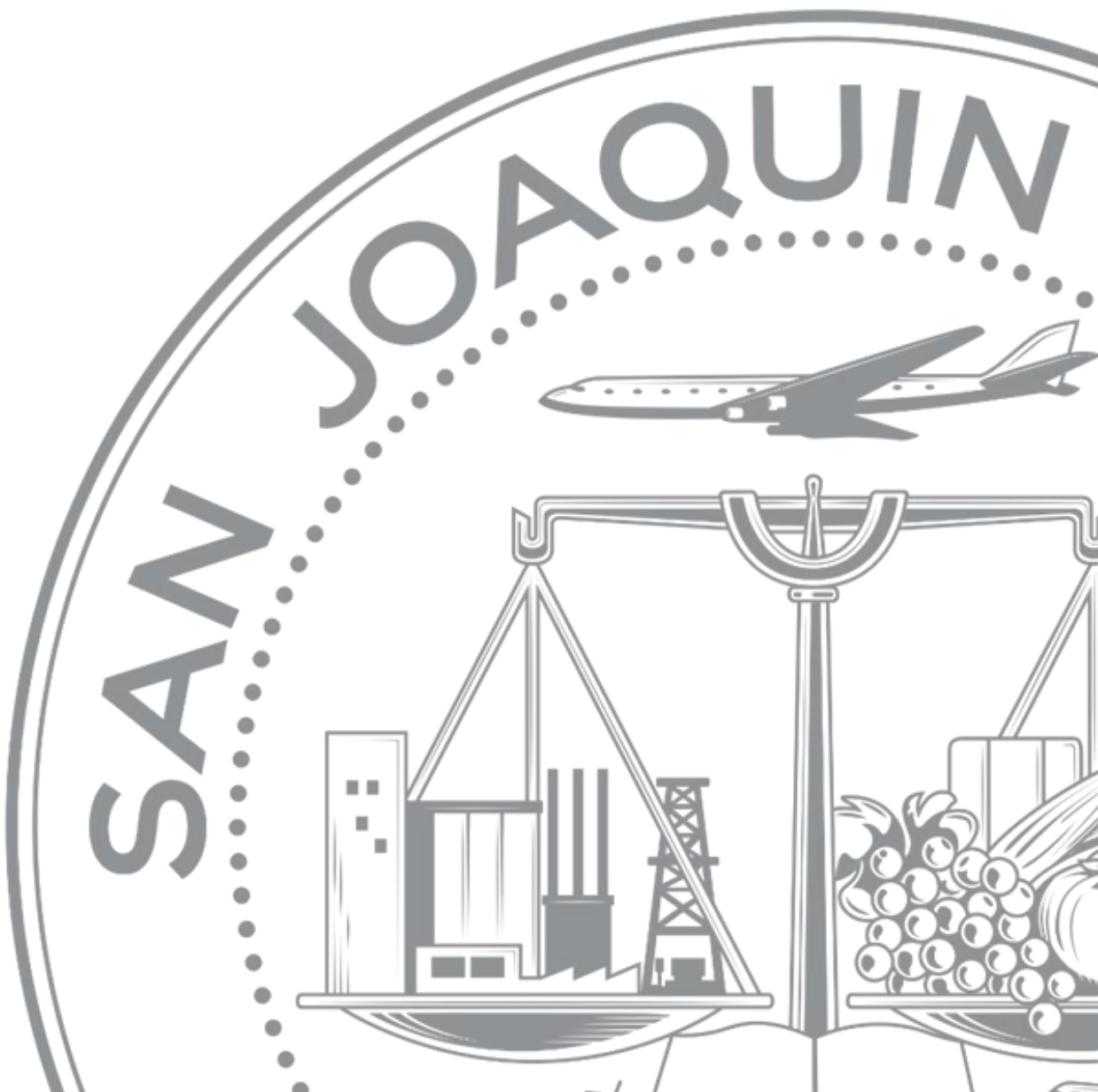


Emergency Support Function - 13 Law Enforcement

April 2023



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Letter of Promulgation

This Emergency Support Function Annex to the County of San Joaquin Emergency Operations Plan describes how San Joaquin County will manage an emergency incident or disaster mitigation, preparedness, response, and restoration related to this Emergency Support Function. All Primary and Support agencies identified as having assigned responsibilities in this Emergency Support Function shall perform the emergency tasks as described, including preparing and maintaining Standard Operating Guidelines and Procedures by carrying out the training, exercises, and plan maintenance needed to support the plan.

The Emergency Support Function plan was developed using the Comprehensive Planning Guide 101 version 3 from the Federal Emergency Management Agency and California's emergency planning guidance documents. Adoption will occur following the established maintenance schedule; however, the plan may be modified in the interim without prior approval and formal adoption under the direction of the Director of Emergency Operations. The modified plan will be relayed digitally to all Primary and Support agencies identified as having assigned responsibilities in this Emergency Support Function. In addition, the plan will be available on the San Joaquin County Office of Emergency Services webpage and within the Advanced File Library of WebEOC. The Primary assigned agency will coordinate the review and update of the plan with the Support agencies as needed at least every three years. This Emergency Support Function plan supersedes any previous versions.

This Emergency Support Function Annex applies to Primary and Support agencies within San Joaquin County who are assigned responsibilities in *Section 4.5 Responsibilities by Emergency Support Function* of the All-Hazard EOP and/or identified within the Emergency Support Function Annex.

This plan/annex will be formally promulgated by the chairperson of the Disaster Council of San Joaquin County at the next regularly scheduled meeting. The Disaster Council is empowered by County Ordinance to review and approve emergency and mutual aid plans.



Robert Rickman
Chair, San Joaquin County Disaster Council
Director of Emergency Services



Date

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Primary Agency: San Joaquin County Sheriff's Department (Sheriff)

Supporting Agencies: Escalon Police Department (Escalon PD)
Lathrop Police Department (Lathrop PD)
Lodi Police Department (Lodi PD)
Manteca Police Department (Manteca PD)
Ripon Police Department (Ripon PD)
Stockton Police Department (Stockton PD)
Tracy Police Department (Tracy PD)
San Joaquin County District Attorney (DA)
California Highway Patrol (CHP)
Stockton Unified School District Police Department (SUSD PD)

1 EXECUTIVE SUMMARY

Emergency Support Function (ESF) - 13 Law Enforcement supports and coordinates the activities of its stakeholders in the mission to protect life and property. In the San Joaquin County Operational Area (OA), the Sheriff coordinates law enforcement activities and resources. City police departments are charged with responsibility for the maintenance of law and order and protection of life and property within the municipal geographic boundaries. ESF-13 supports local agencies to address public safety and security capabilities and resources to support the full range of incident management activities associated with emergencies and disasters.

2 INTRODUCTION

2.1 PURPOSE

ESF - 13 provides a mechanism for coordinating and providing adequate support to authorities for law enforcement, public safety, and security capabilities and resources in an emergency or disaster situation. This includes typical law enforcement responsibilities such as evacuation and movement of the public away from a hazard area and enforcing limited access to hazardous or isolation areas. The capabilities within ESF-13 support incident management requirements, including critical infrastructure protection, security planning, technical assistance, and public safety. ESF-13 is typically activated in situations requiring extensive assistance to provide for public safety and security.

2.2 SCOPE

This plan outlines the methods by which public safety and security resources will be provided to support incident operations, including threats, pre-incident, and post-incident activities. The specific actions will be determined by the nature and magnitude of the event or incident. This plan provides the broad guidelines for direction and control necessary to decide on public safety and security requirements, resource capabilities and priorities, and maintaining communications throughout the incident. ESF-13 does not supersede plans, procedures, and protocols implemented by public safety agencies or laws that address scene management and emergency operations.

3 GUIDELINES

ESF – 13 was created as a support function of the EOP. This plan is in accordance with the Standardize Emergency Management System (SEMS) and the National Incident Management System (NIMS). The Sheriff is the primary agency of this ESF – 13, but other agencies will coordinate and participate in the ESF – 13 to achieve specific goals.

4 PLANNING ASSUMPTIONS

The following planning assumptions have been used to develop ESF-13. If these assumptions are not valid for a specific event or circumstance, it will be necessary to modify the operational concepts and assigned responsibilities defined herein:

- A local agency will exhaust its law enforcement and mutual aid resources before requesting assistance from ESF-13.
- Assistance will be provided within the limits of available resources, capabilities, agency authority, and employee safety.
- Law enforcement sensitive information will be safeguarded to protect officer safety and confidentiality.
- Regional relationships among local partners representing critical infrastructure positively affect the information-sharing capabilities.
- Information sharing leads to a general improvement in the county's ability to ensure public safety and security.
- An aware public augments the general safety and security of the county.
- Local public safety agencies have established procedures and protocols addressing scene safety and incident management.
- State agency personnel and resources will assist, if available, during an emergency or disaster.

5 CONCEPT OF OPERATIONS

In a time of an emergency or disaster, law enforcement agencies are called upon to perform a wide range of functions. These include, but are not limited to, warning and evacuation, search and rescue, emergency medical services, communications access, traffic control, and enforcement of emergency traffic regulations. This is in addition to maintaining normal service operations.

5.1 PREPAREDNESS

The Sheriff and local Police Departments conduct special planning activities with other agencies, facilities, or community events, which require special security, public safety, or traffic control operations. The support agencies in this plan each have their proactive approaches to risk reduction. Each agency promotes information about prevention and protection. The agencies may coordinate in the development of emergency management plans and participate in emergency response training and exercises. They develop operational procedures for the effective use of resources.

5.2 ORGANIZATION

The Sheriff may hold the role of Incident Commander (IC) during an emergency or major disaster. However, the IC, regardless of rank, has the authority to request support and assistance from the OA, Region, or the State, as needed. In this case, a Unified Command (UC) structure may be utilized to manage response and recovery activities. During response operations, the ESF-13 stakeholders may organize by key collaboration topics at the various levels of an emergency response. The core functions for ESF-13 include:

- Law Enforcement – Provides direct support to local law enforcement to mitigate the effects of an escalated incident, civil disturbance, or natural/human made disaster and may be required to support quarantine operations.
- Security - Coordinates the augmentation of local government security by filling critical gaps that have, or may, result in the interruption of essential services, cause public danger and suffering, risks to lives and property, civil disorder, or destruction of critical assets, until follow-on support can be attained.
- Mass Fatality – Coordinates the augmentation of Coroner/Medical Examiner support for mass fatalities within the County.
- Search and Rescue (SAR) – Support or coordinate the following activities:
 - SAR Response Coordination
 - SAR Response
 - SAR Mutual Aid Requests
- Evacuation Support - Supports the following evacuation activities:
 - Supporting local law enforcement emergency evacuation operations
 - Supporting the local and regional traffic control and evacuation route coordination
 - Supporting local and regional emergency medical patient movement and evacuation
 - Security of evacuated areas
 - Supporting public information regarding evacuation routes, safety considerations under ESF-15 Public Information.

5.3 OPERATIONS

When a local jurisdiction exhausts or anticipates exhaustion of their resources, a resource request for law enforcement assistance is sent to the Law Enforcement Mutual Aid (LEMA) Coordinator. The requesting agency shall maintain communications with supporting agencies to determine capabilities and assess the availability of resources and to track those resources as needed.

ESF-13 is requested for activation by a duty officer from the San Joaquin County Office of Emergency Services (OES) or at the request of the LEMA Coordinator. Following the Incident Command System (ICS) principles of scalability and flexibility, ESF-13's staffing and activation levels are dependent upon the scale, scope, and complexity of the incident. ESF-13 is included as part of the Public Safety Branch in EOC Operations.

Authority for law enforcement within municipalities may be accepted by the Sheriff when the Police Chief, Mayor, or designee chooses to relinquish their authority to the operations directed by the Sheriff. The County and local agencies conduct law enforcement operations within the

limits of their resources and authority. Law enforcement procedures are outlined in their operations and procedures manuals.

5.4 EVACUATIONS

Per California Penal Code 409.5, designated peace officers may close the area where the menace exists for the duration thereof by means of ropes, markers, or guards to any and all persons not authorized to enter or remain within the enclosed area. If the calamity creates an immediate menace to the public health, the local health officer may close the area where the menace exists pursuant to the conditions set forth in this section.

San Joaquin County has adopted the recommended State's guidance on common terminology for evacuations as follows:

Evacuation Order: Immediate threat to life. This is a lawful order to leave now. The area is lawfully closed to public access.

Evacuation Warning: Potential threat to life and/or property. Those who require additional time to evacuate and those with pets and livestock should leave now.

Shelter in Place: Go indoors. Shut and lock doors and windows. Prepare to self-sustain until further notice and/or contacted by emergency personnel for additional direction.

Evacuation Order(s) Lifted: The formal announcement of lifting evacuations in an area currently under evacuation.

Hard Closure: Closed to all traffic except Fire and Law Enforcement.

Soft Closure: Closed to all traffic except Fire, Law Enforcement and critical Incident resources (i.e. Utility, Caltrans, City/County Roads etc., or those needed to repair or restore infrastructure).

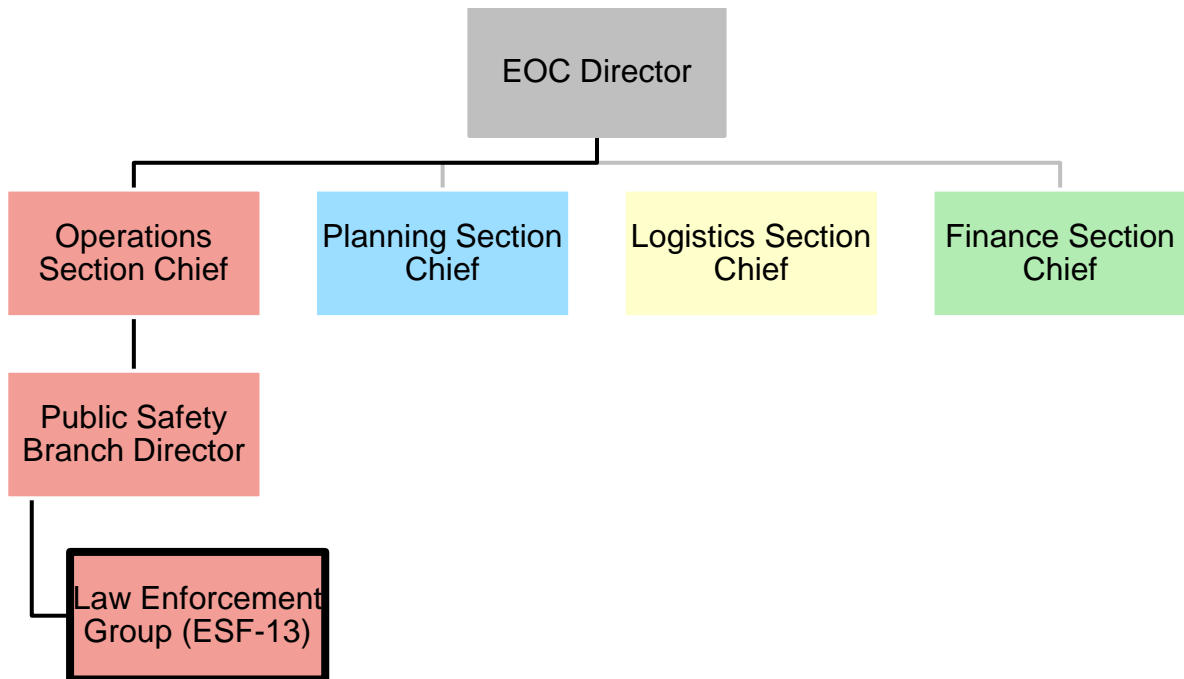
Resident only Closure: Soft closure with the additional allowance of residents and local government agencies assisting with response and recovery.

6 ROLES AND RESPONSIBILITIES

Upon activation of ESF-13, the ESF-13 Coordinator may act in the capacity of the Public Safety Branch Director, depending on the nature of the incident. Driven by the response, personnel may work directly from their facility, a Department Operations Center (DOC), field Incident Command Post (ICP), or the EOC. For large or widespread incidents, the EOC will serve as the central locations for interagency support and coordination, including activities associated with ESF-13.

All primary and supporting ESF-13 agencies must have established disaster-related policies, systems, and procedures for:

- Personnel accountability, safety, lines of authority, and succession.
- Providing logistical support to their personnel and equipment.
- Facility/infrastructure damage assessment and reporting.
- Continuity of operations to maintain essential services.



6.1 PRIMARY AGENCY- SHERIFF'S DEPARTMENT

As the Lead for ESF-13, the Sheriff will provide a representative to offer leadership, communication, coordination, and oversight throughout all phases of the incident as part of the Public Safety Branch. Law enforcement will coordinate with OES to identify the populations and plan routes for evacuation. It may be necessary to direct evacuees to areas of safety or shelters.

Other responsibilities include:

- Identify subject matter experts (SME) within ESF-13.
- Participate (or coordinate) in action planning and section and branch meetings scheduled during the operational period.
- Coordinating activities with support agencies.

- Providing expertise on public safety to the IC or EOC as requested (including evacuations).
- Coordinate search and rescue (SAR) capabilities in emergencies requiring a coordinated response.
- Ensuring the activities under this ESF are related to the safety and security of the public.

6.2 SUPPORTING AGENCIES

Support agencies maintain their normal daily functions during the emergency or disaster as much as possible to protect the public. They are responsible for coordinating information with the primary agencies. They can also provide SME and advice. Law enforcement agencies will provide their internal support, such as vehicles and equipment for their personnel. Support agencies, departments, and districts will provide workers, officers, or other leaders, vehicles, and equipment as requested and if available. The interplay of the ESF-13 and the stakeholders is a vital part of including the whole community concept into the emergency functions.

7 COMMUNICATION

Communications at emergency incidents are managed using a standard communications plan and an incident-based communication center established solely for the use of command, tactical, and support resources assigned to the incident. This includes incident-established radio networks, onsite telephone, public address, and off-site incident telephone/microwave/radio systems.

7.1 INCIDENT COMMUNICATIONS UNIT

Incident communications have significant responsibility for effective communications planning, due to the potential multi-agency involvement and use of ICS. This is especially important in determining required radio nets, establishing interagency frequency assignments, and ensuring that maximum use is made of all assigned communications capability. Refer to the Tactical Interoperability Communications Plan (TICP) for additional information.

8 INFORMATION COLLECTION, ANALYSIS, AND DISSEMINATION

To establish a common operating picture throughout the region, the EOC requires information to be shared promptly by all agencies involved in the incident response. Establishing a common operating picture and maintaining situational awareness is essential to effective incident management.

The LEMA Coordinator maintains resource status report from agencies indicating the resource availability and commitments. The completed report shall be available for agencies through WebEOC. When significant resources are being committed, or perceived as likely to be committed the LEMA Coordinator will communicate via the WebEOC incident board, situation report, or resource tracking.

Conference calls will also be conducted on an as-needed basis. The LEMA Coordinator will try to provide at least two hours advance notice to agencies of a pending conference call whenever possible. Conference calls are intended to allow each of the agencies to communicate directly with the LEMA Mutual Aid Coordinator when significant resource activity is expected or occurring.

INFORMATION FLOW

ESF-13 operations encompass several coordination levels during an emergency or disaster event.

- Field units conduct necessary activities to contain or control the incident and perform operations according to the incident commander. The field units will communicate situational information to the IC.
- The IC maintains communication with the LEMA Coordinator, EOC Public Safety Branch, or EOC Operations Section Chief.
- LEMA Coordinator, or Public Safety Branch, gather field information continually, submitting situational reports to the EOC Planning Section. The Public Safety Branch may coordinate with regional or state entities.
- Operations Section Chief gathers information from the coordinator or branch and coordinates with EOC planning and logistics on resource needs and requests and updating the operational period Emergency Action Plan (EAP).

9 ADMINISTRATION, FINANCE, LOGISTICS

NIMS provides a consistent nationwide template to enable Federal, State, local, and tribal governments and private sector and non-governmental organizations to work together effectively. NIMS also allows these entities to efficiently prepare for, prevent, respond to, and recover from domestic incidents, regardless of cause, size, or complexity, including acts of catastrophic terrorism. Mutual aid, including personnel, supplies, and equipment, is provided per the California Law Enforcement Mutual Aid Plan, and other agreements.

During an incident, each agency/department is responsible for recording and tracking its expenditures and seeking reimbursement for the appropriate resources after the event. For reporting purposes, support entities will document their expenses and submit them directly to the Finance Section Chief as soon as possible.

10 PLAN DEVELOPMENT AND MAINTENANCE

The development and maintenance of this ESF plan will be consistent with the guidelines established in the EOP.

11 AUTHORITIES AND REFERENCES

The authorities and references documented in the basic plan of the EOP are considered applicable to this ESF.

In addition the following are also applicable to this function:

State

- Penal Code 409.5
- California Government Code 8593.7 (a) (9) – Develop common terminology.