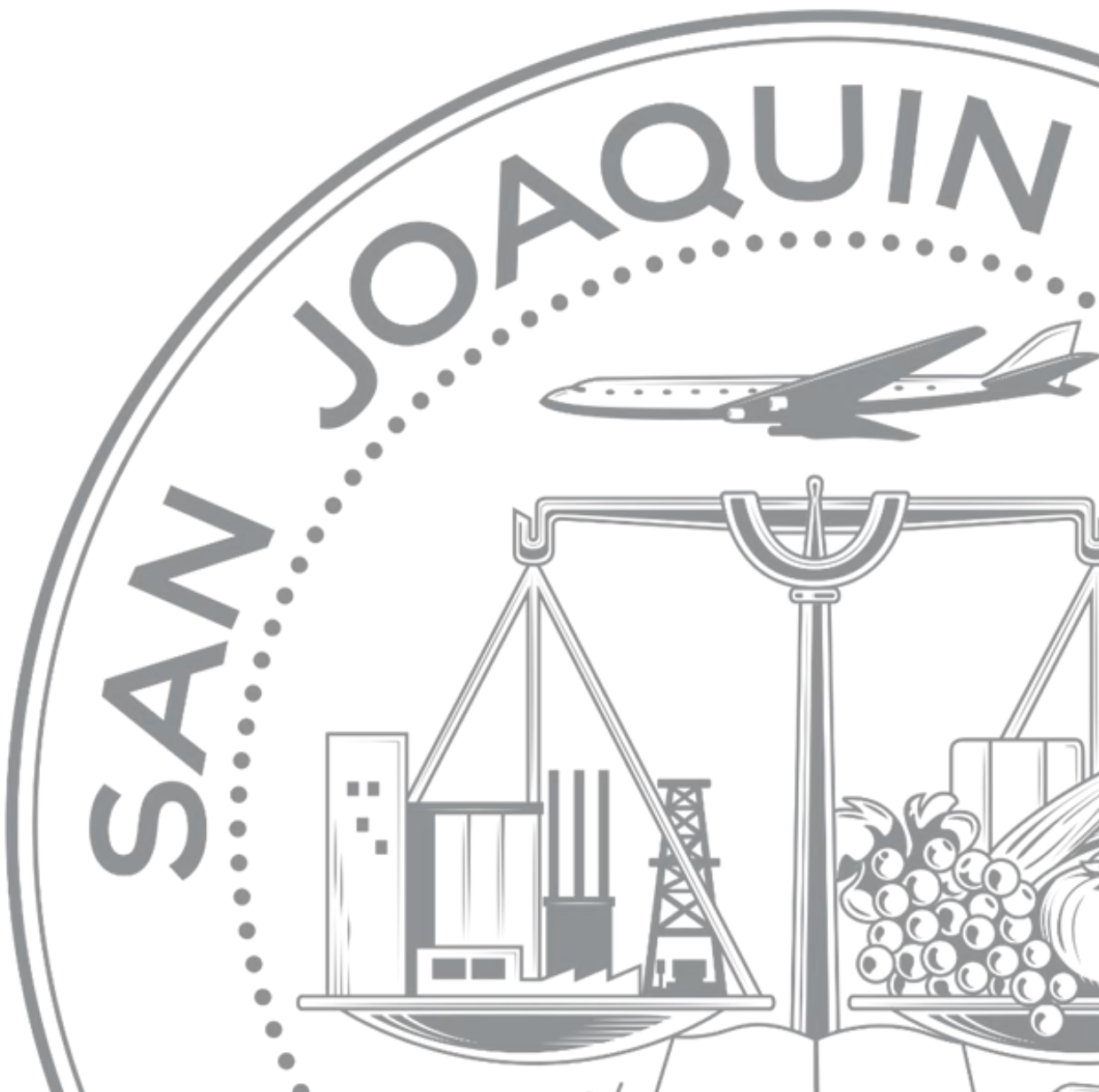




Emergency Support Function - 13 Public Safety

December 2025



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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.

Paul Canepa
Chair, San Joaquin County Disaster Council
Director of Emergency Services

Date

Plan Administration

San Joaquin County Office of Emergency Services Director of Emergency Operations will coordinate review, revise, and re-promulgate this annex at least once every two years or when key changes occur, such as lessons learned from exercises or real events. Changes may be made by the San Joaquin County Director of Emergency Operations without formal Disaster Council's approval.

Record of Changes

All updates and revisions to this annex will be tracked and recorded in the following table. This process will ensure that the most recent version of the plan is disseminated and implemented by emergency response personnel.

Date	Change No.	Change made by (name/title)	Summary of Changes
	1	Lowell Allen	Updated- Updated in accordance with plan revision schedule.
8/11/25	2	Robert King	Revised/ improved language- Executive Summary
8/12/25	3	Robert King	Revised/ improved language- Introduction (purpose and scope).
8/15/25	4	Robert King	Revised/ improved language- Planning Assumptions
8/15/25	5	Robert King	Revised/ improved language- Concept of Operations (preparedness, organization, operations and evacuation)
8/18/25	6	Robert King	Revised/ improved language- Roles and Responsibilities (primary agencies and supporting agencies)
8/18/25	7	Robert King	Revised/ improved language- Communications (Incident Communications Unit)
8/18/25	8	Robert King	Revised/ improved language- Information Collection, Analysis, and Dissemination
8/18/25	9	Robert King	Revised/ improved language- Administration, Finance, Logistics
8/18/25	10	Robert King	Revised/ improved language- Plan Development and Maintenance
8/18/25	11	Robert King	Revised/ improved language- Authorities and References

Plan Distribution

San Joaquin County Office of Emergency Services maintains the San Joaquin County Emergency Operations Plan in the San Joaquin County Emergency Operations Center Library. This document upon signature will become an annex to the Emergency Operation Plan. The primary method of Emergency Operation Plan distribution is electronic, with a copy available in the Advanced File Library of the San Joaquin County web-based information-sharing database WebEOC and on the San Joaquin County Web page.

TABLE OF CONTENTS

1	Executive Summary	5
2	Introduction	5
2.1	Purpose	5
2.2	Scope	5
3	Guidelines	6
4	Planning Assumptions	6
5	Concept of Operations	6
5.1	Preparedness	6
5.2	Organization	6
5.3	Operations	7
5.4	Evacuations	7
6	Roles and Responsibilities	9
6.1	Primary Agency- Sheriff's Department	9
6.2	Supporting Agencies	10
7	Communication	10
7.1	Incident Communications Unit	10
8	Information Collection, Analysis, and Dissemination	10
9	Administration, Finance, Logistics	11
10	Plan Development and Maintenance	11
11	Authorities and References	11

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 coordinates the activities of its stakeholders to protect life and property. In the San Joaquin County Operational Area (OA), the Sheriff's Department coordinates law enforcement activities and resources. City police departments are responsible for maintaining law and order and protecting life and property within their municipal boundaries. ESF-13 supports local agencies in addressing public safety and security capabilities to support incident management during emergencies and disasters.

2 INTRODUCTION

2.1 PURPOSE

ESF-13 provides a framework for coordinating and delivering support to authorities for law enforcement, public safety, and security during emergencies or disasters. This includes responsibilities such as evacuation, directing the public away from hazard areas, and enforcing restricted access to hazardous or isolated areas. ESF-13 supports incident management requirements, including critical infrastructure protection, security planning, technical assistance, and public safety.

2.2 SCOPE

This plan outlines the methods for providing public safety and security resources to support incident operations, including threats, pre-incident, and post-incident activities. Specific actions depend on the nature and magnitude of the event or incident. This annex provides broad guidelines for determining public safety and security requirements, resource capabilities, priorities, and maintaining communications throughout the incident. ESF-13 does not supersede existing plans, procedures, or protocols implemented by public safety agencies or laws addressing 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:

- Local agencies will exhaust their law enforcement and mutual aid resources before requesting ESF-13 assistance.
- 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 enhance information-sharing capabilities.
- Information sharing improves the county's ability to ensure public safety and security.
- An informed public enhances overall safety and security.
- Local public safety agencies have established procedures and protocols for scene safety and incident management. State agency personnel and resources may assist, if available, during an emergency or disaster.

5 CONCEPT OF OPERATIONS

During an emergency or disaster, law enforcement agencies perform a wide range of functions, including 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, while maintaining normal operations. This is in addition to maintaining normal service operations.

5.1 PREPAREDNESS

The Sheriff's Department and local police departments conduct planning activities with other agencies, facilities, or community events requiring 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 serve as the Incident Commander (IC) during an emergency or major disaster. However, the IC, regardless of rank, may request support from the OA, Region, or the State, as needed. A Unified Command (UC) structure may be used to manage response and recovery.

activities. During response operations, ESF-13 stakeholders may organize by key collaboration topics, with core functions including Law Enforcement – Provides direct support to mitigate escalated incidents, civil disturbances, or natural/human caused disaster including potential quarantine operations.

- Security - Coordinates augmentation of local government security to address critical gaps that may interrupt essential services, cause public danger and suffering, risks lives, property, or critical assets.
- 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 its resources, a request for law enforcement assistance is sent to the Law Enforcement Mutual Aid (LEMA) Coordinator. The requesting agency maintains communications with supporting agencies to assess resource and track resources as needed.

ESF-13 is activated 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, ESF-13's staffing and activation levels depend on the incident's scale, scope, and complexity. ESF-13 operates within the Public Safety Branch in EOC Operations.

Authority for law enforcement within municipalities may be transferred to the Sheriff when the Police Chief, Mayor, or designee relinquishes authority. County and local agencies conduct operations within their resources and authority, as outlined in their operations and procedures manuals.

5.4 EVACUATIONS

Per California Penal Code 409.5, designated peace officers may close areas where a menace exists using ropes, markers, or guards to restrict access to unauthorized persons. If a calamity poses an immediate threat to 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).

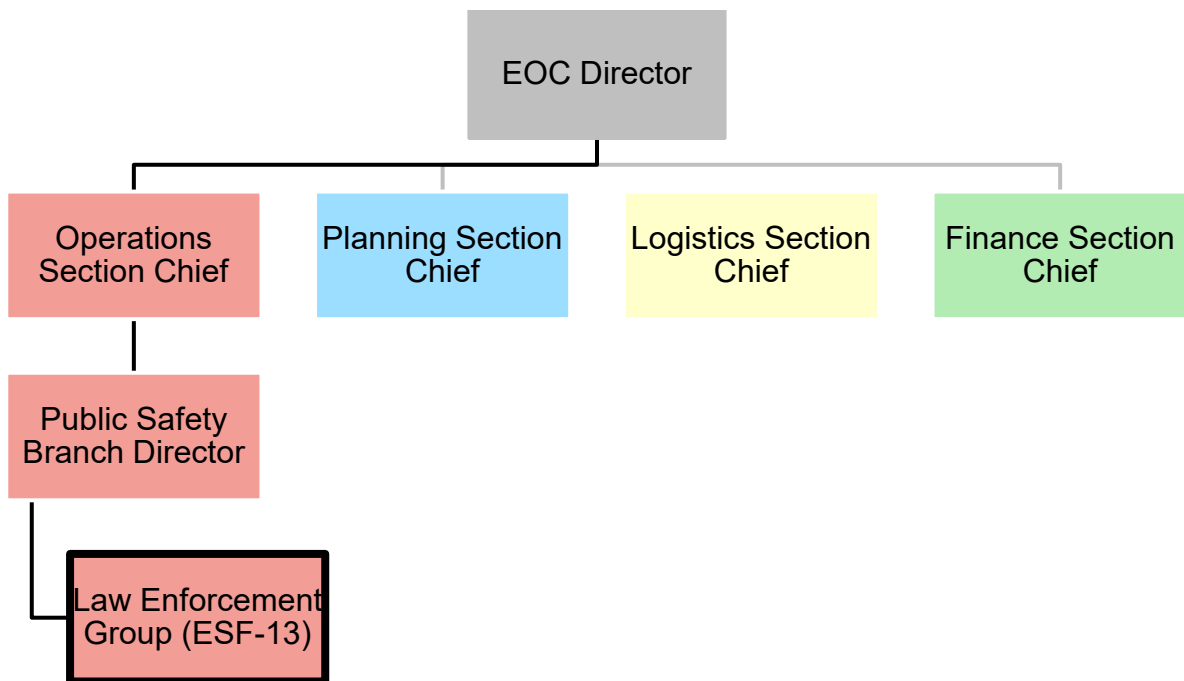
Resident only Closure: Soft closure with the additional allowance of residents and local government agencies assisting with response and recovery.

6 ROLES AND RESPONSIBILITIES

Upon activation of ESF-13, the ESF-13 Coordinator may serve as the Public Safety Branch Director, depending on the incident's nature. Personnel may operate from their facility, a Department Operations Center (DOC), field Incident Command Post (ICP), or the EOC. For large or widespread incidents, the EOC serves as the central location for interagency support and coordination.

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's Department provides a representative to offer leadership, communication, coordination, and oversight throughout all incident phases within the Public Safety Branch. Law enforcement I coordinates with OES to identify the populations and plan evacuation routes, directing 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 normal operations during emergencies or to protect the public and coordinate information with the Primary agency. They provide SMEs, advice, and internal support (e.g., vehicles, equipment). Support agencies, departments, and districts will provide workers, officers, or other leaders, vehicles, and equipment as requested and available. The collaboration between ESF-13 and stakeholders integrates the whole community into emergency functions.

7 COMMUNICATION

Incident communications are managed using a standard communications plan and an incident-based communication center for command, tactical, and support resources. This includes incident-established radio networks, on-site telephone, public address, and off-site incident telephone/microwave/radio systems.

7.1 INCIDENT COMMUNICATIONS UNIT

The Incident Communications Unit is responsible for effective communications planning, due to the potential multi-agency involvement and ICS use. This includes determining required radio nets, establishing interagency frequency assignments, and maximizing assigned communications capabilities. Refer to the Tactical Interoperability Communications Plan (TICP) for additional information.

8 INFORMATION COLLECTION, ANALYSIS, AND DISSEMINATION

To maintain a common operating picture throughout the region, the EOC requires prompt information sharing by all agencies involved in the incident response. Situational awareness is critical for effective incident management.

The LEMA Coordinator maintains resource status reports indicating the resource availability and commitments, accessible via WebEOC. When significant resources are committed, or likely to be committed, the LEMA Coordinator communicates via WebEOC incident boards, situation reports, or resource tracking.

Conferences are conducted as needed, with the LEMA Coordinator providing at least two hours' advance notice whenever possible. These calls enable direct communication with the LEMA Mutual Aid Coordinator during significant resource activity.

INFORMATION FLOW

ESF-13 operations involve multiple coordination levels during an emergency.

- Field units conduct activities to contain or control the incident, communicating situational information to the IC.
- The IC maintains communication with the LEMA Coordinator, EOC Public Safety Branch, or EOC Operations Section Chief.

- The LEMA Coordinator or Public Safety Branch submits situational reports to the EOC Planning Section, coordinating with regional or state entities as needed.
- The Operations Section Chief gathers information from the coordinator or branch, coordinates with EOC planning and logistics on resource needs, and updates the Emergency Action Plan (EAP) for the operational period.

9 ADMINISTRATION, FINANCE, LOGISTICS

NIMS enables Federal, State, local, and tribal governments, as well as private sector and non-governmental organizations to collaborate effectively in preparing for, preventing, responding to, and recovering from incidents. Mutual aid, including personnel, supplies, and equipment, is provided per the California Law Enforcement Mutual Aid Plan, and other agreements.

Each agency/department tracks its expenditures and seeks reimbursement post-incident. Support entities document expenses and submit them to the Finance Section Chief promptly.

10 PLAN DEVELOPMENT AND MAINTENANCE

The development and maintenance of this ESF plan align with the guidelines established in the EOP.

11 AUTHORITIES AND REFERENCES

The authorities and references in the EOP's basic plan apply to this ESF.

Additionally, the following are applicable:

State

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