

California
Emergency Support Function 13
Law Enforcement Annex

EXECUTIVE SUMMARY

October 2013

California Governor's Office of Emergency Services

Law Enforcement Division

EMERGENCY SUPPORT FUNCTION 13 - LAW ENFORCEMENT

Introduction

Emergency Support Function (ESF) 13 – Law Enforcement supports and coordinates the state-level activities of its stakeholders in the mission to protect life and property. Law enforcement responsibilities in the State of California reside within the authorities of local government. 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. In Operational Areas (OAs), the Sheriff coordinates law enforcement activities and resources. State-level law enforcement assistance is provided within the California Law Enforcement Mutual Aid System and is an extension of the concept of “neighbor helping neighbor.”

Purpose and Scope

The purpose of the Emergency Support Function 13 - Law Enforcement (ESF 13) Annex is to describe the state-level coordination elements that are necessary to maintain order, ensure public safety, and coordinate the law enforcement mutual aid in the state of California.

The ESF 13 stakeholders come together to form an alliance of discipline-specific stakeholders who possess common interests and share a level of responsibility to provide law enforcement and coroner support and services within the California Law Enforcement Mutual Aid System, Search and Rescue Mutual Aid System, and the Coroners’ Mutual Aid System. ESF 13 stakeholders coordinate state law enforcement personnel and equipment to support responsible law enforcement agencies, search and rescue, coroner activities and public safety.

Lead, Primary, and Supporting Agencies/Departments

The Lead, Primary, and Supporting Agencies/Departments are the stakeholders for ESF 13. The Cal OES, Law Enforcement Division, is responsible for the management or coordination function of ESF 13 and is assigned to lead ESF 13 based upon its authorities, resources, and capabilities in the SEP. Cal OES has ongoing responsibilities throughout the preparedness, mitigation, response, and recovery phases of emergency management. As the **Lead Agency/Department** for ESF 13, Cal OES Law Enforcement Division provides the leadership, ongoing communication, coordination, and oversight for ESF 13 throughout all phases of emergency management. The Law Enforcement Division also designates an Emergency Function Coordinator.

The **Emergency Support Function Coordinator** facilitates the synchronization and coordination of activities among ESF 13 stakeholders during emergency response. The ESF 13 Coordinator role is filled by the Law Enforcement Mutual Aid Coordinator, Search and Rescue Mutual Aid Coordinator, and the State Coroners’ Mutual Aid Coordinator.

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The ESF 13 Coordinator(s) provides information regarding the capabilities and activities of the various ESF 13 stakeholders throughout the state to the Law Enforcement Branch in the State Operations Center (SOC) and serves as the conduit of information between the Law Enforcement Branch and the ESF 13 stakeholders. The Law Enforcement Mutual Aid Coordinator, the Search and Rescue Coordinator, and the State Coroners’ Mutual Aid Coordinator sit in the Law Enforcement Branch, but may relocate to the Joint Field Office (JFO) if activated.

Exhibit 1: Emergency Support Function Coordinator Role

California State Agency/Department Roles
Emergency Support Function Coordinator
– Identifies subject matter experts within ESF 13
– Coordinates with the Law Enforcement Branch at the SOC, including any delegated authorities to the coordinator during the operational period
– Establishes communication with ESF 13 stakeholders and Core Function Leads
– Participates (or coordinates with the Law Enforcement Branch) in action planning and section and branch meetings scheduled during the operational period
– Acts as a conduit of information from the ESF stakeholders to the REOC/SOC on ESF 13 stakeholders’ intelligence and resource capabilities
– Shares information and status updates with all ESF stakeholders
– Provides or coordinates the provision of law enforcement support to State agencies, local jurisdictions, tribal governments, volunteer organizations, and Non-Governmental Organizations(NGOs) requiring assistance in performance of their emergency response and recovery missions

The ESF 13 **Primary Agencies/Departments** have significant functions or subject matter expertise and have access to the resources and capabilities for a particular core function within ESF 13. The responsibilities of the ESF 13 stakeholder agencies are translated into a core function grouping and are listed in Exhibit 2.

The ESF **Supporting Agencies/Departments** are those state entities with specific capabilities or resources that support the primary agencies in executing the mission of ESF 13.

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Exhibit 2: Emergency Support Function Stakeholder Responsibilities

Cal OES Law Enforcement Division Core Function	Capability	Responsibilities
Law Enforcement	Mutual Aid Response Coordination and Administrative Interaction	<ul style="list-style-type: none"> – Provides general and specialized State law enforcement resources to support local, State, Tribal, territorial, insular area, law enforcement departments and agencies overwhelmed by emergencies or acts of terrorism. – Track law enforcement mutual aid resources responding from outside the requesting Operational or Regional Area jurisdiction. – Provide representation to appropriate emergency facilities (i.e., REOC and SOC). – Protect critical infrastructure during prevention activities or emergency response, when requested.
Law Enforcement	Maintain the Law Enforcement Mutual Aid System	<ul style="list-style-type: none"> – Coordinate planning and operations between primary and support agencies. – Determine the role, if any, of private sector/NGOs in the overall public safety and security response. – Assist State law enforcement and government officials in determining the methodology by which law enforcement officers will be granted State law enforcement authority during ESF 13 responses. – Manage the development of pre-scripted resource requests to address known and anticipated emergency response public safety and security short falls.
Law Enforcement	Coordinate Equipment and Equipment Loans	<ul style="list-style-type: none"> – Manage California Law Enforcement Mutual Aid Radio System (CLEMARS). – Manage the inventory of specialized resources for short-term loan to local and state law enforcement agencies.
Security	Coordinate security issues within the LE community through the LE	<ul style="list-style-type: none"> – Coordinate the protection of emergency responders. – Coordinate the safety and security for state employees and state property.

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Cal OES Law Enforcement Division Core Function	Capability	Responsibilities
	Mutual Aid System	<ul style="list-style-type: none"> - Coordinate the National Security Special Events (NSSE) and Special Event Response Levels (SERL) processes between the federal officials and local law enforcement officials. - Protect sensitive data and information for the Law Enforcement Mutual Aid System.
Mass Fatality	Coordinate and Maintain the Coroners Mutual Aid System	<ul style="list-style-type: none"> - Act as the state point-of-contact for all Coroners' mutual aid requests and coordination. - Assign mission numbers to track Coroners' Mutual Aid resources tasked to provide mutual aid support to impacted jurisdictions. - Act as the point-of-contact for the coordination of inter-regional coroner mutual aid. - Oversee the state agency resource mutual aid application. - Coordinate the out-of-state resources that are provided through the Emergency Management Assistance Compact (EMAC). - Determine the most appropriate use of federal mass fatality resources in CA. - Develop and conduct exercises to validate the Coroners Mutual Aid Plan and enhance the mass fatality response in CA.

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Cal OES Law Enforcement Division Core Function	Capability	Responsibilities
SAR State-level Response Coordination	<ul style="list-style-type: none"> – Maintain a 24 hour SAR Coordination Response Posture – Coordinate the SAR mutual aid within the State of California 	<ul style="list-style-type: none"> – Coordinate search and rescue (SAR) capabilities in emergencies requiring a coordinated state response (typically wilderness environments) – Coordinate planning and operations between Primary and Supporting Agencies/Departments – Act as the state point-of-contact for all SAR mutual aid requests and coordination – Coordinate the DSW deployment and SAR support – Report status of SAR resources to SOC and ESF 13 stakeholders – Act as the point-of-contact for the coordination of inter-regional SAR mutual aid – Oversee the state agency resource mutual aid application – Provide personnel in appropriate technical disciplines (e.g., its Technical Rescue Team or Swift water Rescue Teams) – Provide representation to appropriate emergency facilities (i.e., REOC and SOC) – Develop and conduct exercises to validate the SAR Mutual Aid Annex and enhance the SAR response in CA
SAR Resource Coordination	<ul style="list-style-type: none"> – Coordinate Special Resources – Coordinate On-Site SAR Management – Coordinate Radio Communications and Mine Rescue Equipment Caches – Maintain a Vendor Contact 	<ul style="list-style-type: none"> – Coordinate resolution of conflicting operational demands for SAR response resources – Provide general and specialized SAR resources to support local, state, tribal, territorial, insular area, law enforcement departments and agencies overwhelmed by SAR operations – Provide temporary use of facilities for mobilization centers and staging areas for aeronautical search and rescue assets – Track SAR mutual aid resources responding from outside the requesting Operational or Regional Area jurisdiction – Coordinate the use of the California Law Enforcement Mutual Aid Radio System (CLEMARS) and SAR Mutual Aid Radio System

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Cal OES Law Enforcement Division Core Function	Capability	Responsibilities
	List	(SARMARS) for SAR operations <ul style="list-style-type: none"> – Assign mission numbers to track SAR Mutual Aid resources tasked to provide mutual aid support to impacted jurisdictions
Coordinate Interstate Requests	<ul style="list-style-type: none"> – Coordinate with AFRCC and other Federal Agencies – Coordinate with Neighboring States – Coordinate SAR Teams Deployment 	<ul style="list-style-type: none"> – Coordinate the out-of-state resources that are provided through the Emergency Management Assistance Compact (EMAC) or through ESF 9 – Determine the most appropriate use of federal SAR resources in CA – Oversee the SAR Team deployments to other states and validate the SAR credentials

Supporting Agency/Department	Responsibilities
California Highway Patrol (CHP)	<ul style="list-style-type: none"> – Provide personnel to support search and rescue efforts. Specifically, provide aerial surveillance, rescue, and direction finding capabilities – Provide resources to support search and rescue efforts. Specifically, radio communications relay, aerial medical evacuation, helicopters and other aircraft are specially equipped to conduct airborne SAR and to facilitate SAR ground activities
California Department of Corrections	<ul style="list-style-type: none"> – Provide personnel to support search and rescue efforts. Specifically, group crews for grid searches – Provide resources to support search and rescue efforts. Specifically, field kitchens
California National Guard	<ul style="list-style-type: none"> – Provide personnel to support search and rescue efforts. Specifically, group crews for grid searches – Provide resources to support search and rescue efforts. Specifically, helicopter transport, aerial medical evacuation, air support, special optical equipment, and base camp logistics
California Department of Forestry and Fire Protection	<ul style="list-style-type: none"> – Provide personnel to support search and rescue efforts – Provide resources to support search and rescue efforts. Specifically, four wheeled drive vehicles, helicopters, ground crews (grid searchers), hand held radios (FIREMARS frequency), and field kitchens

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Supporting Agency/Department	Responsibilities
California Department of Transportation	<ul style="list-style-type: none"> – Provide resources to support search and rescue efforts. Specifically vehicles for transportation, snow removal equipment, and other heavy equipment

Primary Agency/Department	Role
Governor’s Office of Emergency Services	<ul style="list-style-type: none"> – Provide support to and facilitate evacuation planning process – Facilitate communications and coordination
California Department of Transportation	<ul style="list-style-type: none"> – Monitor and report status of and damage to the transportation system and infrastructure to assist in support of local and regional mass evacuations. – Identify potential regional evacuation routes (maps) – Provide automated route information – Provide AM radio locations, both fixed and improvised – Ensure signs for fixed and improvised locations

Supporting Agency/Department/Federal Assistance	Role
California Health and Human Services Agency	<ul style="list-style-type: none"> – Provide patient movement operations and evacuation planning

The SEP also describes members of the emergency management community and other disciplines that should be included in collaborative planning and preparedness in order to ensure an effective emergency response. The interplay of ESF 16 and the Evacuation Public and Private Sector Stakeholders is a vital part of including whole community concepts into all four phases of emergency management. Key Public and Private Sector Stakeholders include:

Public Sector Stakeholders

- American Red Cross
- Salvation Army
- Voluntary Organization Active in Disaster (VOAD)
- Community Emergency Response Teams (CERTs)
- Utility Agencies and companies

Private Sector Stakeholders

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- California Residents
- At-Risk Individuals
- Individuals with Access and Functional Needs
- Elderly
- Businesses
- Non-Governmental Organizations

As described in the SEP, ESF 13 will also involve other stakeholders. The interplay of the ESF 13 Lead Agency/Department and the Public and Private Sector Stakeholders is a vital part of including the whole community concept into the emergency functions. For the purposes of ESF 13, public and private sector stakeholders may be a part of the California Law Enforcement Mutual Aid System, The Search and Rescue Mutual Aid System, or the Coroner’s Mutual Aid Plan, but do not have specific responsibilities within ESF 13. The Public and Private Sector Stakeholders collaborate within those systems for law enforcement, search and rescue, and mass fatality coordination. Key Public and Private Sector Stakeholders include:

Public Sector Stakeholders

- Local government
- Local Search and Rescue Teams
- Local Coroners and Medical Examiners
- Tribal government
- Law Enforcement Departments and Agencies

Private Sector Stakeholders

- American Red Cross
- California Dental Identification Team
- Several Professional Associations associated with mass fatalities

Core Functions

The organization of ESF 13 is structured by core functions that give the ESF 13 stakeholders a way of organizing key activities/capabilities that can be understood by other stakeholders and other emergency functions. Core functions are not exclusive to any single stakeholder within ESF 13, but rather require the combined efforts of the entire community of stakeholders. Within each core function, the capabilities (also described as categories of service and support) are used to group together the activities that are critical to the performance of the core function. The activities describe the elements of work that are completed in order to achieve the service or support capability. Resources, standards, and conditions will be connected to each activity.

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During response operations, the core functions give the ESF 13 stakeholders a way of organizing key collaboration topics at the various levels of an emergency response (local, OA, regional, state, and federal). 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/manmade 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, public 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 State of California.
- **Search and Rescue (SAR) (Appendix A)** – Support or coordinate the following activities:
 - SAR state level Response Coordination
 - SAR Resource Coordination
 - Coordinate Interstate requests
- **Evacuation Support (Appendix B)** – Supports the following evacuation activities:
 - Supporting local law enforcement emergency evacuation operations
 - Supporting local and regional traffic control and evacuation route coordination
 - Supporting local and regional emergency medical patient movement and evacuation
 - Supporting public information regarding evacuation routes, safety consideration