

**California  
Emergency  
Support  
Function 13**

**Law Enforcement**

**Annex to the California State  
Emergency Plan**

**Lead Agency:**

**California  
Governor's Office  
of Emergency  
Services**



**Law Enforcement  
CA-ESF 13**

**January 2022**

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# Emergency Support Function Agencies/Departments

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## **Lead Agency**

California Governor's Office of Emergency Services (Cal OES)

## **Primary Agencies/Departments**

California Governor's Office of Emergency Services - Law Enforcement Division

## **Supporting State Agencies/Departments**

California Air Resources Board (ARB)

California Alcohol Beverage Control (ABC)

California Conservation Corps (CCC)

California Boating and Waterways Commission (DBW-Com)

California Department of Consumer Affairs (DCA)

Cemetery and Funeral Bureau (CFB)

California Department of Corrections and Rehabilitation (CDCR)

California Department of Fish and Wildlife (CDFW)

California Department of Forestry and Fire Protection (CAL FIRE)

California Department of Insurance (CDI)

California Department of Justice (DOJ)

California Department of Motor Vehicles (DMV)

California Department of Parks and Recreation (PARKS)

California Department of Public Health (CDPH)

California Department of Toxic Substances Control (DTSC)

California Department of Transportation (DOT)

California Department of Water Resources (DWR)

California Environmental Protection Agency (Cal EPA)

California Franchise Tax Board (FTB)

California Government Operations Agency (GovOps)

California Health and Human Services Agency (Cal HHS)

California Highway Patrol (CHP)

California State Lottery (CALottery)

California National Guard (CNG)

California Natural Resources Agency (CNRA)

California Office of the Inspector General (OIG)

California Secretary of State (SOS)

**Other Supporting Stakeholders**

Association of California Cremationists

California Dental Identification Team

California Funeral Directors Association

California State Coroner's Association

Cemetery and Mortuary Association of California

## SECTION 1

# Introduction

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Law enforcement responsibilities reside within the authorities of local government<sup>1</sup> in the State of California. 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<sup>2</sup>. In unincorporated areas of the county, the Sheriff coordinates law enforcement activities, resources, and serves as the Operational Area (OA) Law Enforcement Coordinator (except for the city and county of San Francisco where the Chief of Police is the OA Law Enforcement Coordinator).

The state-level law enforcement assistance is provided within the California Law Enforcement Mutual Aid System (CLEMAS) and is an extension of the concept of “neighbor helping neighbor.” The Law Enforcement Mutual Aid System was established in 1961, and has been used to restore order during emergencies, including civil unrest, and to aid local agencies during other unusual events<sup>3</sup>.

The Law Enforcement Mutual Aid System is comprised of Law Enforcement Mutual Aid, Search & Rescue Mutual Aid, Coroner’s Mutual Aid, and is coordinated within the organizational levels of the Standardized Emergency Management System (SEMS): local, OA, region, and the state. The state is divided into seven Law Enforcement Mutual Aid Regions. A County Sheriff that has been elected by his/her peers within the region serves as the Regional Mutual Aid Coordinator.

The Cal OES Law Enforcement Division’s Search & Rescue Program provides guidance, framework, and training for Search and Rescue operations within the State of California and supports the National Search and Rescue Plan.

An additional level of support provided at the state-level includes the Coroners’ Mutual Aid & Mass Fatality Management Planning Program. This program is an integral component of the California Law Enforcement Mutual Aid System. In the event of an emergency that results in mass fatalities, the Coroners’ Mutual Aid System serves as an essential resource to the impacted local Sheriff-Coroner, Coroner, or Medical Examiner if mutual aid is requested.

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<sup>1</sup> Local government is used in this annex as a city and/or operational area within the State of California

<sup>2</sup> California’s Law Enforcement Mutual Aid Plan (Blue Book), 2009 Edition

<sup>3</sup> California’s Law Enforcement Division website



To assure an effective and efficient response, a Law Enforcement Division State Coroners' Mutual Aid Coordinator coordinates all inter-regional mutual aid and state agency activity relating to mutual aid under the Coroners' Mutual Aid Plan.

## **Purpose**

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

The CA-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, Search and Rescue services, and coroner support and services within the California Law Enforcement Mutual Aid System, the Law Enforcement-Search and Rescue Mutual Aid System, and the Coroners' Mutual Aid System.

## **Scope**

Per the State of California Emergency Plan (SEP), CA-ESF 13 - Law Enforcement stakeholders coordinate state law enforcement personnel and equipment to support responsible law enforcement agencies, coroner activities and public safety in accordance with Law Enforcement, Search & Rescue, and Coroners' Mutual Aid Plans.

The CA-ESF 13 stakeholders will work together within their statutory and regulatory authorities to mitigate, prepare for, respond to, and recover from emergencies effectively and efficiently. Nothing in this annex will serve to diminish or remove any authority of any city or county granted by Section 7 of Article XI of the California Constitution.

During a large-scale emergency response, the state-level departments and agencies retain their respective administrative authority but provide services and support within the CA-ESF 13 construct.

## Interactions with Other Emergency Support Functions

The CA-ESF 13 - Law Enforcement stakeholders collaborate with several other Emergency Support Functions that request law enforcement assistance and expertise. Additionally, CA-ESF 13 stakeholders may need to request support and information sharing from other Emergency Support Functions to obtain specific information from an Emergency Support Function subject matter expert(s). Exhibit 1-1 illustrates the significant interactions with other CA-ESFs.

**Exhibit 1-1: CA Emergency Support Function Interaction**

Emergency Support Function	Emergency Support Function Interaction
CA-ESF 1 – Transportation	<ul style="list-style-type: none"> <li>• Coordinate the law enforcement support for the transportation and transit infrastructure.</li> </ul>
CA-ESF 2 – Communications	<ul style="list-style-type: none"> <li>• Coordinate with CA-ESF 2 on law enforcement hardware, software, and systems needs that are not being addressed within the California Law Enforcement Mutual Aid System (CLEMAS).</li> </ul>
CA-ESF 3 - Construction	<ul style="list-style-type: none"> <li>• Coordinate the removal of debris to support law enforcement operations.</li> <li>• Coordinate security to support safety and damage assessments.</li> </ul>
CA-ESF 4 – Fire and Rescue	<ul style="list-style-type: none"> <li>• Coordinate law enforcement support for firefighting operations.</li> <li>• Coordination of law enforcement search and rescue operations.</li> </ul>
CA-ESF 5 - Management	<ul style="list-style-type: none"> <li>• Coordinate and communicate law enforcement activities with management.</li> </ul>
CA-ESF 6 – Care and Shelter	<ul style="list-style-type: none"> <li>• Coordinate security and law enforcement coordination for care and shelter facilities.</li> </ul>

Emergency Support Function	Emergency Support Function Interaction
CA-ESF 7 – Resources	<ul style="list-style-type: none"> <li>• Coordinate law enforcement's requests for resources.</li> </ul>
CA-ESF 8 – Public Health and Medical	<ul style="list-style-type: none"> <li>• Coordinate the law enforcement support (within CLEMAS) at hospitals and other healthcare facilities, as well as the Coroners' Mutual Aid System in support of the local Coroner in the case of mass fatalities.</li> </ul>
CA-ESF 10 – Hazardous Materials	<ul style="list-style-type: none"> <li>• Coordinate law enforcement support (within CLEMAS) needed to prepare for, prevent, minimize, assess, mitigate, respond to, and recover from a threat to the public or environment by actual or potential oil and/or hazardous material releases.</li> </ul>
CA-ESF 11 – Food and Agriculture	<ul style="list-style-type: none"> <li>• Coordinate law enforcement support as needed for food and agriculture events or emergencies.</li> </ul>
CA-ESF 12 – Utilities	<ul style="list-style-type: none"> <li>• Coordinate law enforcement support for communities with utility disruption such as power shut offs, blackouts, or any other law enforcement support related to utilities.</li> </ul>
CA-ESF 14 – Recovery	<ul style="list-style-type: none"> <li>• Coordinate law enforcement or security for recovery operations. Provide or coordinate the provision of law enforcement and coroner's mutual aid support to state agencies, local jurisdictions, tribal governments, volunteer organizations, and NGOs requiring assistance in performance of their emergency response and recovery missions.</li> </ul>

Emergency Support Function	Emergency Support Function Interaction
CA-ESF 15 – Public Information	<ul style="list-style-type: none"> <li>• Coordinate information on law enforcement topics and request message support from CA-ESF 15.</li> </ul>
CA-ESF 17 – Volunteers and Donations Management	<ul style="list-style-type: none"> <li>• Coordinate law enforcement or security support as it relates to the volunteers and donation management.</li> </ul>
CA-ESF 18 – Cyber Security	<ul style="list-style-type: none"> <li>• Coordinate law enforcement support for cyber security incidents. Share information with CA-ESF 18 on any suspicious cyber activity.</li> </ul>

CA-ESF 9 Search and Rescue merged with CA-ESF 4 and CA-ESF 13.

CA-ESF 16 Evacuations merged with CA-ESF 13.

## Organization and Assignment of Responsibilities

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### Organization

During an emergency response, the law enforcement community collaborates through the Law Enforcement Incident Command System (LEICS), by using SEMS concepts and principles, and by utilizing CLEMAS. CA-ESF 13 – Law Enforcement unifies a broad-spectrum of law enforcement stakeholders with various state-level capabilities, resources, and authorities to improve collaboration and coordination within the law enforcement community. CA-ESF 13 also builds upon the Cal OES Law Enforcement Division efforts to coordinate state-wide response for law enforcement mutual aid requests. The Law Enforcement Division typically interacts with California Sheriffs, Police Departments, University Police, as well as other federal, state, and local law enforcement agencies. During an emergency, the Law Enforcement Division deploys assets to the site of the emergency, provides law enforcement mutual aid guidance, coordinates search and rescue deployments, and coordinates the coroners' and mass fatality state-level assistance to support local and regional stakeholders.

The majority of CA-ESF 13 stakeholders are frequently involved in response operations under their agency's assigned response authorities. Due to the breadth and complexity among the CA-ESF 13 stakeholders, state-level awareness and collaboration is critical, but sometimes cumbersome and stove-piped during emergencies.

The organization of CA-ESF 13 is structured by core functions that give the CA-ESF 13 stakeholders a way of organizing key activities/capabilities that can be understood by other stakeholders and other CA-ESFs. Core functions are not exclusive to any single stakeholder within CA-ESF 13, but rather require the combined efforts of the entire community of stakeholders. Within each 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 to achieve the service or support capability. Resources, standards, and conditions will be connected to each activity.

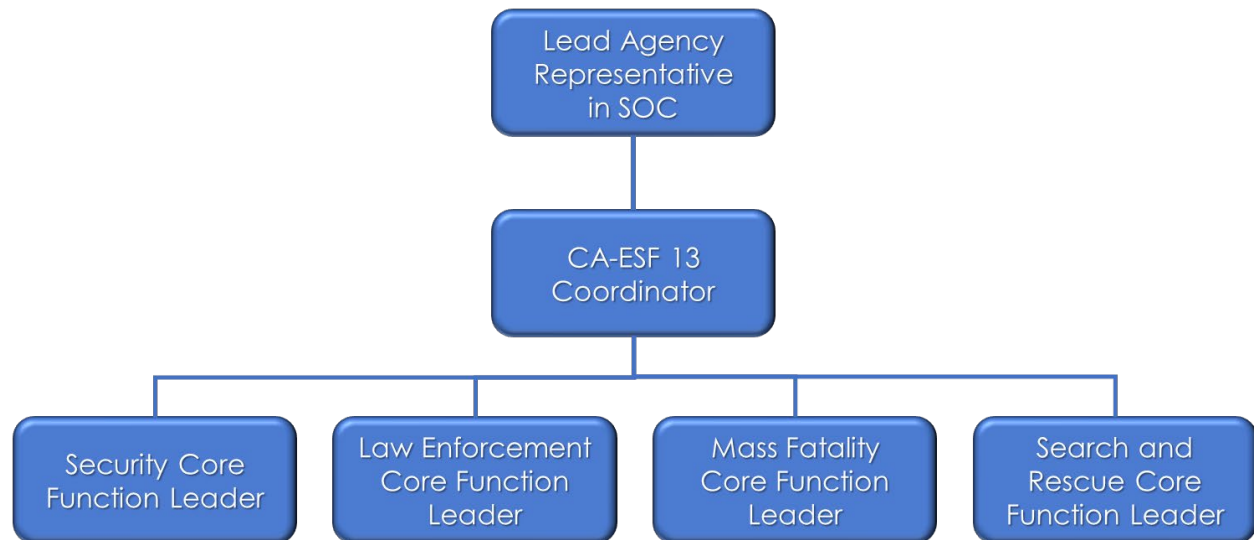
During response operations, the core functions give the CA-ESF 13 stakeholders a way of organizing key collaboration topics at the various levels of an emergency response (local, OA, regional, state, and federal).

The CA-ESF 13 core functions diagram is in Attachment C. The CA-ESF 13 core functions include:

- **Security** – Coordinate 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.
- **Law Enforcement** – Coordinate the augmentation to local government law enforcement by assisting in the coordination of staffing traffic control points, access control, presence patrols, observation, escort, and protective services. This core function provides direct support to local law enforcement to mitigate the effects of an escalated emergency, civil disturbance, or natural/manmade disaster and may be required to support quarantine operations.
- **Search and Rescue** – Supports and coordinates responses of personnel and equipment to Search and Rescue (SAR) incidents including:
  - Searching for, locating, accessing, stabilizing, rescuing, and transporting victims in/from locations not reasonably accessible from roadways.
  - Searching for downed aircraft.
  - Conducting high-angle rope rescue.
  - Implementing water rescues from the ocean, swift water, or flood.
  - Operating in areas where access to victims requires equipment and personnel transported by foot or unconventional vehicles.
  - Operating in locations remote from vehicular access.
  - Operating in situations that require responder personal self-sufficiency.
  - Operating during prolonged operational periods in wilderness terrain and dangerous weather.
  - Investigations of missing person incidents that may involve criminal act.
- **Mass fatality** – Coordinate the augmentation of Coroner/Medical Examiner support for mass fatalities within the State of California.

Diagram 2-1 illustrates the State Operations Center (SOC) coordination elements for CA-ESF 13 stakeholders.

**Diagram 2-1: State Operations Center Coordination**



### **Regional Emergency Operations Center (REOC) Support Structure**

REOCs, when activated, are responsible for ensuring that coordination and information management is in place for providing support to local governments during an emergency.

The REOC locates and mobilizes resources available within the region and from state agencies. Agencies may be requested to send Agency Representatives to assist in coordinating their agency's support. For CA-ESF 13, a Regional Law Enforcement Mutual Aid Coordinator (RMAC) has already been designated and is an OA Law Enforcement Coordinator elected by peers from within the mutual aid region to coordinate the collective law enforcement mutual aid response of agencies within the region. Additionally, a Regional Law Enforcement Coroner Mutual Aid Coordinator is also identified to support the mass fatality response at the regional level.

## State Operations Center (SOC) Response Support Structure

The SOC is responsible for coordinating resource requests and resolving priority issues that might arise at the region level, among the three Cal OES Administrative Regions. The SOC is also responsible for coordinating with the Federal Emergency Management Agency (FEMA) and other federal agencies involved in the implementation of the National Response Framework (NRF) in California.

During catastrophic emergencies, and other circumstances that warrant them, the SOC may also create ad-hoc task forces to solve specific problems. These task forces are made up of key personnel from various functional areas or disciplines assigned by the SOC Director. Catastrophic planning efforts have identified key task forces likely to be required and CA-ESF 13 stakeholders are listed as key stakeholders if the task force is formed. In addition to the ad-hoc task forces in a catastrophic emergency, the Governor of the State of California may decide that additional resources are needed to restore order and ensure public safety<sup>4</sup>. These may include:

- Requests for federal law enforcement assistance under the Emergency Federal Law Enforcement Assistance Act coordinated through the Attorney General (AG) or designee
- Members of the National Guard under state control to the extent permitted by state law

## Federal Support Structure

The federal government organizes its resources and capabilities within 15 federal Emergency Support Functions (ESFs), as described in the NRF. When the federal government deploys an ESF to assist in an emergency, it provides the greatest possible access to federal department and agency resources. ESF Coordinators and primary agencies are identified based on authorities and resources. Support agencies are assigned based on the availability of resources in each functional area. Each ESF aligns categories of resources and provides strategic objectives for their use. ESF 13 - Law Enforcement is supported by several federal entities, as follows:

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<sup>4</sup> Federal ESF 13 – Public Safety and Security Annex, May 2013



- Department of Justice/Bureau of Alcohol, Tobacco, Firearms and Explosives
  - ESF Coordinator for CA-ESF 13
- Department of Defense
- Department of Health and Human Services
  - ESF Coordinator for CA-ESF 8 (catastrophic mass fatality management)
- Department of State
- Department of the Interior
- Department of the Treasury
- Federal Bureau of Investigation
- National Guard Bureau
- Department of Homeland Security
- Federal Emergency Management Agency
- Other departments/agencies with Federal Law Enforcement Officers
- Other federal agencies/departments with authorities and resources for mass fatality

**Exhibit 2-1: California Emergency Support Function and Federal Emergency Support Function Comparison**

Difference	CA-ESF	Federal ESF
<b>Coordinator Role</b>	Provide a source of subject matter expertise and coordination within the Law Enforcement Mutual Aid System, Search and Rescue Mutual Aid System, and the Coroner’s Mutual Aid System for the CA-ESF 13 stakeholders to determine the most appropriate options for filling a request	<ul style="list-style-type: none"> <li>• Stafford Act Declaration – DHS activates appropriate ESFs per emergency need</li> <li>• Non-Stafford Act Declaration – Some federal departments or agencies conduct or may lead federal response actions under their own authorities using funding sources other than the President’s Disaster Relief Fund</li> </ul>

Difference	CA-ESF	Federal ESF
<b>Core Functions</b>	Security, Law Enforcement, Search and Rescue, and Mass Fatality	ESF 13 - Public Safety and Security
<b>Resource Tracking</b>	Cal EOC	Federal Systems

**CA-ESF Coordination Structure**

CA-ESF 13 – Law Enforcement is coordinated by the Cal OES Law Enforcement Division. The Cal OES Law Enforcement Division has the following responsibilities within the CA-ESF 13 coordination structure:

- Coordinating among CA-ESF 13 stakeholders for the implementation of the Law Enforcement Mutual Aid System, Search and Rescue Mutual Aid System, and the Coroner’s Mutual Aid System.
- Providing support for the development and ongoing maintenance of CA-ESF 13.
- Overseeing the functioning of CA-ESF 13.
- Reviewing, arbitrating, and making final recommendations regarding unresolved issues on guidance, training, and compliance.

**Administrative Orders**

The Administrative Orders (AO) for all state agencies expands upon the emergency mitigation, preparedness, response, and recovery functions of state government entities. The AOs provide for the assignment of functions to state agencies to be performed before, during, and after an emergency for the coordination and direction of the emergency operations, and guides Cal OES in coordinating priority tasks and programs that the state entity will perform with respect to emergency preparedness, response, recovery, and mitigation.

**Decision-Making Process**

The CA-ESF 13 Law Enforcement Mutual Aid (LEMA) Coordinators use a decision-making process that involves all the stakeholders within CA-ESF 13. To the extent possible, decisions regarding the development, implementation, and maintenance of CA-ESF 13 will be made through consensus. A consensus approach encourages stakeholder participation in shaping a decision that all group members can accept.

Reaching consensus does not necessarily imply that the agreed-upon decision is every group member's first choice, but it represents the best decision that all members can support to advance the group's goals.

It is expected that the CA-ESF 13 LEMA Coordinators will seek consensus on decisions pertaining to the development, implementation, and maintenance of CA-ESF 13. However, consensus may not always be achievable. If a decision, including recommendations, cannot be made on a consensus basis, then the decision of the majority will go forward to the next level (Via the Chief of the Cal OES Law Enforcement Division to members of the California State Sheriff's Association (CSSA) and California Police Chief's Association (CPCA)) accompanied by a report detailing the issues and concerns of the dissenting participant(s).

### **Meeting Frequency and Protocols**

The Cal OES Law Enforcement Division meets with CA-ESF 13 stakeholders regularly to discuss law enforcement, search and rescue, and coroner's topics, procedures, and mutual aid. The LEMA Coordinator, in coordination with the Law Enforcement Division, will coordinate the development and maintenance of CA-ESF 13, review and approve work products, and establish priorities for CA-ESF 13.

### **Lead Agency – Cal OES**

The Cal OES Law Enforcement Division is responsible for the management oversight of CA-ESF 13 – Law Enforcement. Cal OES – Law Enforcement Division is assigned to coordinate CA-ESF 13 based upon its authorities, resources, and capabilities in the SEP and has ongoing responsibilities throughout the mitigation, preparedness, response, and recovery phases of emergency management. As the Lead Agency for CA-ESF 13, Cal OES Law Enforcement Division provides the leadership, ongoing communication, coordination, and oversight for CA-ESF 13.

### **CA-ESF Coordinator**

The CA-ESF 13 Coordinator is designated by Cal OES Law Enforcement Division, but is generally the Law Enforcement Mutual Aid Coordinator, the State's Search and Rescue Mutual Aid Coordinator, and the State Coroners' Mutual Aid Coordinator (CA-ESF 13 Coordinator). The CA-ESF 13 Coordinator facilitates the synchronization and harmonization of activities among Law Enforcement, Search and Rescue, and Coroner/Medical Examiner stakeholders.

During emergency response, the CA-ESF Coordinator serves as the conduit of information between the Law Enforcement Division and the CA-ESF 13 stakeholders. The CA-ESF 13 Coordinator provides information regarding the capabilities and activities of the various CA-ESF 13 stakeholders throughout the state to the Law Enforcement Division in the SOC. The CA-ESF 13 Coordinator sits in the Law Enforcement Division but may relocate (or designee) to the Joint Field Office (JFO) if requested.

## **Coordinators' Responsibilities within CA-ESF 13**

### **Mitigation and Preparedness**

- Identify subject matter experts within CA-ESF 13.
- Obtain working knowledge of the Law Enforcement Mutual Aid System, Search and Rescue Mutual Aid Plan, and the Coroner's Mutual Aid Plan and the procedures that enable it to operate efficiently.
- Update and maintain the contact repository for all CA-ESF 13 stakeholders within the Law Enforcement Mutual Aid System, Search and Rescue Mutual Aid Plan, and the Coroner's Mutual Aid Plan.
- Coordinate the collection of Law Enforcement, Search and Rescue, and Coroner/M.E. after action report information and incorporate it into this annex.

### **Response**

- Coordinate within the Law Enforcement Operations Center (LEOC) at the SOC, including any delegated authorities to the Law Enforcement Mutual Aid Coordinator during the operational period.
- Establish communication with stakeholders.
- Provide technical and subject matter expertise for law enforcement, search and rescue, and coroner's mutual aid components.
- Participate (or coordinate with the Law Enforcement Division) in action planning and section and division meetings scheduled during the operational period.
- Establish emergency information (emergency briefing, previous status reports, etc.) and update CA-ESF stakeholders.
- Collect situation status information from CA-ESF stakeholders and consolidate it into the Law Enforcement Division situation status report.
- Establish the parameters for the situation status information with the Planning and Intelligence Section to ensure CA-ESF 13 information is included in the SOC Situation Status Report.

- Establish communication with the CA-ESF 13 federal counterpart (if activated).
- Act as a conduit of information from the CA-ESF stakeholders to the REOC/SOC on CA-ESF 13 stakeholders' intelligence and resource capabilities.
- Prepare "law enforcement, search and rescue, and coroner's options packages" that are comprised of CA-ESF 13 stakeholders' capabilities for the Resource Coordinator on behalf of CA-ESF 13 when tasked.
- Share information and status updates with all stakeholders.

### **Recovery**

- Provide or coordinate the provision of law enforcement and coroner's mutual aid support to state agencies, local jurisdictions, tribal governments, volunteer organizations, and NGOs requiring assistance in performance of their emergency response and recovery missions

***\*\*Refer to the Law Enforcement Mutual Aid Plan and the Coroners' Mutual Aid Plan for detailed response duties and responsibilities.***

### **Primary Agencies/Departments**

The CA-ESF 13 Primary Agencies/Departments are state agencies with significant authorities or subject matter expertise that have access to the resources and capabilities for a particular function within CA-ESF 13. CA-ESF 13 may have multiple Primary Agencies/Departments listed in this section. The specific responsibilities of Primary Agencies/Departments may be articulated within the Law Enforcement Guide for Emergency Operations, the Law Enforcement Mutual Aid Plan, Law Enforcement Search and Rescue Mutual Aid Plan, the Mass Fatality Plan, the Coroner's Mutual Aid Plan, the Coroner Response and Operations Guide, and specific stakeholder's plans. Plans can be accessed at <https://caloes.ca.gov/cal-oes-divisions/law-enforcement/mutual-aid-system>. The responsibilities of the Primary Agencies/Departments are translated into the core function organization and are listed in Exhibit 2-2.

## Exhibit 2-2: Primary Capability and Responsibilities

### Mutual Aid Response Coordination and Administrative Interaction

- Provide 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 jurisdiction.
- Provide representation to appropriate emergency facilities (i.e., REOC and SOC).
- Protect critical infrastructure during prevention activities or emergency response, when requested.

### Maintain the Law Enforcement Mutual Aid System

- Coordinate planning and operations between primary and support agencies.
- Determine the role, if any, of private sector/Non- Governmental Organization (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 CA-ESF 13 responses.
- **Manage the development of pre-scripted resource requests to address known and anticipated emergency response public safety and security short falls.**

### Coordinate Equipment and Equipment Loans

- 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.

### **Coordinate security issues within the Law Enforcement community through the Law Enforcement Mutual Aid System**

- Coordinate the protection of emergency responders.
- Coordinate the safety and security for state employees and state property.
- 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.

### **Coordinate and maintain the Coroner's Mutual Aid System**

- Acts 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 California.
- Develop and conduct exercises to validate the Coroner's Mutual Aid Plan and enhance the mass fatality response in California.
- In a Catastrophic Emergency, establish the Coroner's Mutual Aid Task Force in the SOC to receive, analyze, and fill coroner mutual aid requests and develop situational status information.
- Maintain contact with the impacted jurisdiction(s).
- Monitor the emergency and coordinate mutual aid requests.
- Act as a liaison to federal/private organizations.

## Coordinate and Maintain the Search & Rescue Mutual Aid Plan

In SAR, Mutual Aid is done on a voluntary basis and usually without cost to the requestor. In SAR, such assistance is usually provided with sheriffs' volunteer forces that are trained by the department for suburban, rural, and back country search and rescue operations. In California, a SAR event is considered an emergency.

### **A. Local**

SAR operations conducted within incorporated areas of the state are usually the responsibility of the chiefs of police where such departments exist. The resources within that police department would be committed to a SAR incident and could also include civilian volunteer personnel from within the incorporated community.

### **B. Operational Area (County)**

When the magnitude of a SAR incident exceeds the capabilities of the local police department, that department may and should request SAR assistance from the County Sheriff, the Operational Area Law Enforcement Coordinator. All SAR resources within that county (operational area) could then be committed by the Sheriff to the SAR incident. The sheriff's resources would likely include salaried deputies, other county agencies and their employees, and/or registered civilian volunteers who are affiliated with the sheriff's department. Locally situated state agencies could also be requested for resources support such as the CHP with its rotary and fixed winged aircraft.

### **C. Region**

Within the regional concept of mutual aid, several counties may have already initiated mutual aid agreements to assist each other in SAR operations. These agreements, formal or informal, have evolved mainly through necessity. The errant direction of travel of lost persons and aircraft in trouble are not restricted by jurisdictional boundaries. The need for expanded SAR training has also fostered the regional concept of mutual aid for SAR volunteer units in California. Scheduled training seminars and exercises provide many opportunities for cross training individuals and units in deployment for joint operations.

*In all instances where intercounty or regional assistance is provided in SAR, the overall responsibility for the management of resources and the conduct of the search is retained by the requesting jurisdiction.*



## Coordinate and Maintain the Search & Rescue Mutual Aid Plan

### D. State

The Cal OES Law Enforcement Division has the responsibility of coordinating mutual aid in SAR in California. This coordination responsibility integrates both state or federal resources and the deployment of other resources from adjoining regions. This role is prescribed in the state's LEMA Plan and is conducted in much the same manner as in other LEMA activities. All searches are considered *Emergencies due to the circumstances being unknown*. For this reason, wider latitude in the mutual aid system is permitted in the evolution or escalation of support for SAR incidents. This strict adherence to the prescribed channels of communication detailed in requests for assistance is modified in appreciation of the timely response necessary in this type of an emergency.

Unless valued time can be gained in a SAR emergency by processing a local request for mutual aid assistance through the (RLEC), all such SAR mutual aid requests are made directly to the Cal OES Law Enforcement Division. This expediency does not remove the responsibility of the requesting county to apprise the RLEC of the SAR emergency and the needed support from outside the region. A telephone message, electronic, hard copy notification, or fax is appropriate in such instances.

Resources for mutual aid assistance will always be requested through a Sheriff's department or State agency. Resources will be selected from the nearest adjacent jurisdiction having the needed resource skills unless the availability of the nearest team overrides this policy.

The diagram provided on the back cover of our SAR manual depicts the channels of communication for SAR notification. The dotted connecting line between county-region-state illustrates the delayed advisory notice usually observed in requests for SAR mutual aid.

The diagram further illustrates the Cal OES' position and role within the National SAR System. The National SAR Plan (NSP), dated February 1, 1991, designates agencies having statewide responsibility for the coordination of SAR operations as the point of contact for federal assistance or support. The Air Force Rescue Coordination Center (AFRCC) at Langley Field, Virginia, is the federal agency responsible for inland SAR coordination within the forty-eight contiguous states.

## Coordinate and Maintain the Search & Rescue Mutual Aid Plan

*Cal OES is tasked as the statewide requestor within the NSP to coordinate all requests for federal resource assistance to all local jurisdictions within California.*

**Note:** All requests for federal assistance will eventually be acted upon by AFRCC through Cal OES.

### Supporting Agencies/Departments

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

**\*\*Refer to the supporting agencies' activities that are articulated in the LEMA Plan, Search and Rescue Mutual Aid Plan, and the Coroner's Mutual Aid Plan.**

### Public and Private Sector Stakeholders

As described in the SEP, CA-ESF 13 will also involve other stakeholders. The interplay of the CA-ESF 13 Lead Agency and the public and private sector stakeholders is a vital part of including the whole community concepts into the Emergency Support Functions. For the purposes of CA-ESF 13, public and private sector stakeholders may be a part of the CLEMAS, Search and Rescue Mutual Aid System, or the Coroner's Mutual Aid System, but do not have specific responsibilities within CA-ESF 13. The public and private sector stakeholders collaborate within those systems for law enforcement, search and rescue, and mass fatality coordination.

### Exhibit 2-3: Public Sector Assistance

Core Function	Supporting Assistance
<b>Law Enforcement</b>	<ul style="list-style-type: none"> <li>• Determine jurisdictional imperatives and an orderly transition of authority if appropriate when federal agencies become involved</li> <li>• Request assistance from the Operational Area Mutual Aid Coordinator through the Law Enforcement Mutual Aid System</li> <li>• Participate in the Law Enforcement Mutual Aid System and Law Enforcement Incident Command System (LEICS)</li> <li>• Coordinate local Law Enforcement resources</li> </ul>
<b>Security</b>	<ul style="list-style-type: none"> <li>• Assist in the formation of a Mobile Field Force within the region</li> <li>• Request the activation of the Mobile Field Force, if necessary</li> </ul>
<b>Mass Fatality</b>	<ul style="list-style-type: none"> <li>• Assist Local Coroner/Medical Examiner in providing mass fatality management by conducting search and recovery operations; decedent storage and morgue/identification operations; decedent personal effects management, assistance for family members; and final arrangements or disposition of the human remains</li> <li>• Provide oversight to incoming resources and support services</li> <li>• Coordinate with other local partners (Office of Emergency Services, Law Enforcement, Fire &amp; Rescue, Public Health, Hazardous Materials, Environmental Health Management, Public Works, etc.)</li> <li>• Provide Coroner/Medical Examiner personnel and equipment in support of the Coroners' Mutual Aid System to other jurisdictions</li> </ul>

<b>Search and Rescue</b>	<ul style="list-style-type: none"> <li>• Supports and coordinates responses of personnel and equipment for Sheriff/Coroner or Chief Law Enforcement Authority with any SAR incidents</li> </ul>
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Private Sector Stakeholders' roles and responsibilities are listed in the Law Enforcement Mutual Aid Plan and the Coroner's Mutual Aid Plan. No private sector stakeholders are identified in the Law Enforcement Mutual Aid Plan. Private Sector Stakeholders for the Coroner's Mutual Aid Plan include the American Red Cross and California Dental Identification Team, and several professional associations. The Private Sector Stakeholders' major support functions are mapped to each core function for CA-ESF 13.

**Exhibit 2-4: Private Sector Assistance**

Core Function	Supporting Assistance
<b>Law Enforcement</b>	N/A
<b>Security</b>	N/A
<b>Mass Fatality</b>	<p>American Red Cross</p> <ul style="list-style-type: none"> <li>• Provide family care and support services.</li> <li>• Provide trained counselors to serve as escorts.</li> <li>• Provide feeding services for emergency workers.</li> <li>• Provide blood and blood products.</li> <li>• Assist in locating other resources for those affected by the emergency.</li> <li>• Plan memorial services.</li> </ul> <p>California Dental Identification Team</p> <ul style="list-style-type: none"> <li>• Provides forensic dentists to assist in identification of human remains.</li> </ul> <p>California Funeral Directors Association, Association of California Cremationists, and Cemetery and Mortuary Association of California</p> <ul style="list-style-type: none"> <li>• Provide resources including human remains recovery, transportation, and preservation of human remains, Family Assistance Centers, and Final Disposition or Repatriation.</li> </ul>

<b>Search and Rescue</b>	<ol style="list-style-type: none"><li>1. American Red Cross,</li><li>2. PG&amp;E,</li><li>3. AT&amp;T,</li><li>4. Verizon,</li><li>5. Specialized private resources I.e., towed sonar/Boat apparatus, crane operations, related to drowning victims' recovery</li></ol>
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## Concept of Coordination

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### General

The State Coordinator is the Chief of the Law Enforcement Division for the Cal OES. The State Coordinator is responsible for administrative actions and coordination between state and local law enforcement agencies during emergencies. The State Coordinator also fills the LEMA Coordinator, Search and Rescue Mutual Aid Coordinator, and Coroner's Mutual Aid Coordinator positions during emergencies. Additionally, The State Coordinator, in the role of the Coroner's Mutual Aid Coordinator, may establish the Coroner's Mutual Aid "Special Operations Unit" in the SOC to receive, analyze, and fill coroner mutual aid requests and develop situational status information.

The Cal OES Law Enforcement Division provides staffing support for the State Coordinator in the SOC. The Cal OES Law Enforcement Division operates out of its separate but jointly located LEOC within the SOC. The State Coordinator may delegate the CA-ESF 13 role to Law Enforcement Division personnel to help with coordination and collaboration in larger scale emergencies

### Mitigation Activities

Mitigation activities include the CA-ESF activities necessary to reduce loss of life and property by lessening the impact of emergencies. These activities include, but are not limited to, the following:

- Maintain and update all rosters for law enforcement and security equipment
- Maintain and update all rosters for law enforcement- search and rescue and search and rescue equipment
- Maintain the inventory of special resources for Law Enforcement (LE)
- Track special resources (equipment) loans
- Review and update plans and procedures
- Notify Cal OES of the state of readiness of law enforcement, search and rescue, and coroner personnel and resources

### Preparedness Activities

Preparedness is a continuous cycle of planning, organizing, training, equipping, exercising, evaluating, and taking corrective action to ensure effective coordination during emergency response.

Preparedness activities for CA-ESF 13 include the following:

- Maintain a roster of personnel who are proficient in the use of LEICS and will respond under mutual aid to provide consultation and make recommendations to facilitate the use of LEICS principles.
- Establish and maintain a contact roster for primary and supporting state agency members using the Cal OES Warning Center Emergency Contact List (updated annually).
- Coordinate quarterly meeting between stakeholders.
- Maintain the Mutual Aid Manuals and Peace Officer Standards and Training (P.O.S.T.) products.
- Conduct Mutual Aid and P.O.S.T. Training.
- Update the Search and Rescue Mutual Aid Plan and products.
- Update the Coroners' Mutual Aid Plan and products.
- Manage the CLEMARS Plan and system.
- Initiate and oversee pre-emergency planning and coordination activities.
- Participate in Law Enforcement, Search and Rescue, and mass fatality training and exercises.
- Develop, host, and conduct CA-ESF 13-specific exercises, including workshops, tabletop exercises, and functional exercises.
- Integrate Law Enforcement, Search and Rescue, and Coroner's after-action reports and corrective action planning into the CA-ESF 13 Annex and CA-ESF 13 exercise process.
- Support coordination for emergency prioritization and critical resource allocation, integrate communications systems, and coordinate information.
- Begin to identify and document resource types.
- Inventory agreements that are in place to support sharing of resources.

## Emergency Response

### Alert and Notification

The State Warning Center will notify the Cal OES - Law Enforcement Duty Officer of an emergency or impending situation. The Cal OES - Law Enforcement Duty Officer will notify Law Enforcement State Coordinator and appropriate Law Enforcement Division personnel.

***\*\*Refer to the Law Enforcement Guide for Emergency Operations, Search and Rescue Annex, and the Coroner's Response Operations Guide for the appropriate alert and notification procedures.***

## Communications

During an emergency, the exchange of critical information, communications, and coordination will be essential to support the Law Enforcement, Search and Rescue, and mass fatality response activities. Law Enforcement information exchange is coordinated through the Law Enforcement Division and the CLEMARS system for command-and-control purposes among agencies taking part in emergency operations.

***\*\*Refer to the Law Enforcement Mutual Aid Plan and the Search and Rescue Mutual Aid Plan for further details on the system specifications.***

For mass fatalities, the local Coroner/Medical Examiner initially communicates with the local government and other local responders. At the state level, communications will be facilitated by the California State Warning Center (CSWC). The Mass Fatality Plan indicates that communications could be a challenge in mass fatality operations involving several locations and between cross-disciplinary responders.

## Situational Awareness

The Law Enforcement Division provides the coordination role for CA-ESF 13 and is designed to handle the information management needs for CA-ESF 13. However, the Law Enforcement Division is not intended to serve as a single state-wide source and repository for all information concerning Law Enforcement, Search and Rescue, and/or mass fatality emergencies. Each responding agency is still responsible for maintaining its own internal information systems and reporting up through its individual chain of command. The Law Enforcement Division is responsible for establishing and operating an information nexus for summary information on CA-ESF 13 priority issues. Examples of the type of information that may be prepared during activation are as follows:

- Name and total number of emergencies that necessitated CA-ESF 13 activation.
- Name of agencies activated under the Law Enforcement Division and CA-ESF 13.
- Priorities of Law Enforcement, Search and Rescue, and Coroner's mutual aid requests.
- Total number of Law Enforcement, Search and Rescue, and Coroner's personnel and assets assigned/available.



- Actions taken to mobilize additional assets per priorities.
- Costs of Law Enforcement, Search and Rescue, and Coroner's response and recovery activities.
- Contact information for Subject Matter Experts.
- Contact information for the Law Enforcement Public Information Officer.
- Total numbers of persons evacuated.
- Total numbers of disaster related fatalities.
- Road Closures.

## **Emergency Response Activities**

The emergency response activities for CA-ESF 13 are defined in the Law Enforcement Guide for Emergency Operations. In addition, the Law Enforcement Division is responsible for the following:

- Ensure communication links are established with local or field command, control elements and other primary and support agencies.
- Establish SAR Mutual Aid "Incident Support Units" to support Law Enforcement and SAR Incidents.
- Establish the Coroners' Mutual Aid "Special Operations Unit" in the SOC to receive, analyze, fill coroner mutual aid requests/develop situational status information if necessary.
- Determine the initial and ongoing activities and damage assessment through established intelligence gathering procedures. This information will be provided to CA-ESF 5 - Management personnel for dissemination.
- Understand, communicate, and respond to inquiries from local law enforcement on the California Emergency Services Act (ESA), Section 8690.6 for financial assistance for cost recovery when the Governor's issues a State of Emergency.
- Coordinate the region-to-region Mobile Field Force or other requests for mutual aid as requested and or/necessary.
- Coordinate with ESF 13 if federal resources are deployed in support of the emergency. This includes relocating or sending a representative to the JFO if requested.
- Maintain complete logs of actions taken, resource requirements, and other activities.

## Demobilization

When an emergency begins to progress into the latter stages and is scaling down, and as SOC operations are transitioned from response to recovery, a decision will be made by the Law Enforcement Division as to what activities remain necessary. All other activities will be demobilized. Demobilization activities include:

- Identifying Law Enforcement, Search and Rescue, and mass fatality specific areas that are needed to sustain recovery efforts.
- Obtaining the status of Law Enforcement and mass fatality resources, personnel, and equipment.
- Ensuring any open/remaining actions are assigned to appropriate staff.
- Providing all final documentation to the Documentation Unit Leader.
  - Assisting with other demobilization procedures.
- Transitioning to recovery.

## Transition to Recovery

The transition from response into recovery for LE and mass fatalities includes the change from short-term life and property preservation to long-term recovery strategies and activities. Some of the CA-ESF 13 stakeholders will actively support long-term recovery efforts and may utilize the mutual aid systems for further coordination and communication.

## Recovery Activities

- Continue to collaborate with CA-ESF 13, until the JFO demobilizes.
- Coordinate the CA-ESF 13 support of recovery activities.
- Respond to the SOC planning section for damage assessment statistics and estimates.
- Coordinate with CA-ESF 14, CA-ESF 13, CA-ESF 15, and/or the FEMA Region IX representative on the status of mass fatality activities, types of assistance available to victims, and recovery center locations.
- Conduct an CA-ESF 13 after action review.

## Annex Maintenance, Training, and Exercising

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### Annex Maintenance Overview

The Law Enforcement Division is responsible for the review, updates, and general maintenance of the CA-ESF 13 annex. The annex will be reviewed annually and updated on a five-year basis, or as needed.

Thresholds for reviewing and updating the annex outside of the five-year maintenance cycle include, but are not limited to:

- Changes to state or federal Law.
- State or federal emergency management procedural change.
- Critical corrective actions to address lessons learned from activations and/or exercises.
- Development of or advancement in emergency response capabilities.
- Periodic review as recommended by SEMS.

Proposed changes should complement existing authorities, regulations, statutes, and other plans. After updates to the annex have been made, a summary of the changes should be sent out to all the CA-ESF stakeholders with the updated document.

### Training and Exercising

A robust training and exercise schedule will initiate a process to ensure continual annex updates in response to changing conditions. Additionally, training and exercise provides CA-ESF stakeholders opportunities to update and refresh skills, while introducing new members to CA-ESF 13 protocols, and further develops relationships with other stakeholders of CA-ESF 13.

# Authorities and References

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## Authorities

### Office of the Governor

- California Emergency Services Act, Government Code, §§ 8550-8669.7
- California Law Enforcement Mutual Aid Plan
- California Master Mutual Aid Agreement
- California State Emergency Plan

### Search & Rescue

- California Fish and Wildlife Code, §10740
- California Government Codes §§ 26614, 26614.5, 26615, 26620, 29612, and 53240
- California Penal Codes §§ 241(c), 538(h), 14205, 14210, and 14213
- Health and Safety Codes §13862 and §1798.6
- United States Code, Title 42, Chapter IV, §5779 and §5780
- United States Public Law 106-393 (Title 3)

### Coroner

- Health and Safety Code, §§ 03450, 02850, and 102860

### Coroners, Deputy Coroners, and Peace Officers

- Penal Code, §830.35
- Civil Code, §1714.5
- Civil Code, §1799.102

### State Registrar

- Health and Safety Code, §103490(b)

### California Department of Corrections and Rehabilitation

- Government Code, §8598 and §8628

## California Highway Patrol

- California Penal Code
- California Vehicle Code
- Executive Orders

## California National Guard

- California Military and Veteran's Code, §143 and § 365

## California Department of Justice

- California Constitution, Article 5(13)
- Government Code
- Penal Code

## California Department of Forestry and Fire (CAL FIRE)

- Penal Code
- Public Resources Code
- Health and Safety Code
- Government Code
- State Administrative Orders

## California Department of Insurance

- Penal Code
- Master Mutual Aid Agreement

## California Department of Alcoholic Beverage Control

- Penal Code
- Business and Profession Code

## California Department of Fish and Wildlife

- Fish and Game Code
- Penal Code
- Government Code
- Administrative Orders

## California Department of Motor Vehicles

- Penal Code
- Vehicle Code

## Federal Government

- Federal Government Code, U.S. Public Law 93-288
- 42 USC § 264

## References

State: The following references are all produced and or maintained by Cal OES

- State Emergency Plan, October 2017 (currently under revision)
- California Coroners' Mutual Aid Plan, 2014
- Coroner/Medical Examiner Mutual Aid Quick Reference, September 2019
- California Coroner Operations Guide, February 2003
- The California Mass Fatality Management Guide, September 2019
- California Dental Identification Team Operations Manual, March 2003
- Foundation for the SEMS, January 2010
- Law Enforcement Mutual Aid Plan, July 2019
- Law Enforcement Mutual Aid Search and Rescue Annex, May 2021
- SAR Mutual Aid Guideline, February 2011
- Law Enforcement Guide for Emergency Operations, March 2019
- SEMS Guidelines, January 2019
- Regional Catastrophic Response Plans:
  - Catastrophic Incident Base Plan, 2008,
  - Southern California Earthquake Plan, 2010
  - Cascadia Earthquake & Tsunami Response Plan, 2013
  - Bay Area Earthquake Plan, 2016
  - Northern California Flood Response Plan, 2018
- California Disaster and Civil Defense Master Mutual Aid Agreement, November 1950

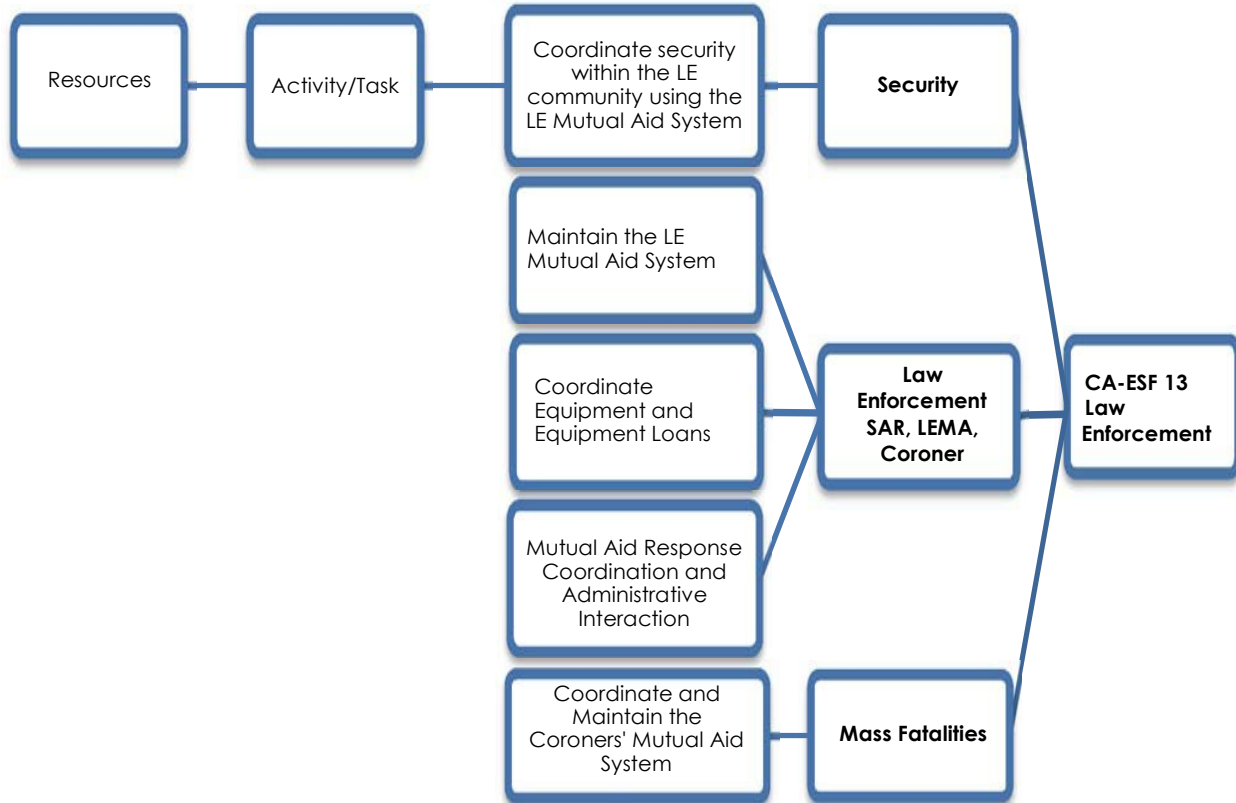
## Federal

- National Response Framework, October 2019, DHS
- Disaster Victim Identification Guide, 2018, Interpol
- Policy on Contaminated Human Remains, October 2015, Deputy Secretary of Defense
- Office for Domestic Preparedness: Training and Technical Assistance, September 2004, DHS
- Transportation of Emergency Preparedness Program, April 2010, U.S. Department of Energy
- U.S Air Force Rescue Coordination Center
- U.S. National SAR Plan
- National SAR Manual

**Note** - A Complete list of Mass Fatality references can be found in Appendix P of the State of California's Mass Fatality Management Guide: A Supplement to the State of California Coroners' Mutual Aid Plan

# Law Enforcement Division Core Functions

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**Note:** CA-ESF-13 Law Enforcement Core Functions includes **Search & Rescue** along with “Security and Mass Fatalities”



ATTACHMENT C  
List of Acronyms

Acronym	Meaning
AG	Attorney General
AO	Administrative Order
CA-ESF	California Emergency Support Function
Cal OES	Governor's Office of Emergency Services
CDCR	California Department of Corrections and Rehabilitation
CF	Core Function
CJIS	Criminal Justice Information System
CLEMAS	California Law Enforcement Mutual Aid System
CLEMARS	California Law Enforcement Mutual Aid Radio System
CNG	California National Guard
CORI	Criminal Offender Record Information
CSWC	California State Warning Center
DEOC	Department Emergency Operation Center
DFG	California Department of Fish and Game
DHS	U.S. Department of Homeland Security
DMV	Department of Motor Vehicles
DOC	Department Operations Center
DOJ	U.S. Department of Justice
ESF	Emergency Support Function (federal)
EMAC	Emergency Management Assistance Compact
EOC	Emergency Operations Center
ESA	Emergency Services Act
FEMA	Federal Emergency Management Agency
JFO	Joint Field Office
LE	Law Enforcement
LEICS	Law Enforcement Incident Command System
LEMA	Law Enforcement Mutual Aid

LEOC	Law Enforcement Division Operations Center
LRA	Local Responsibility Area
NGO	Non-Governmental Agency
NRF	National Response Framework
NSSE	National Security Special Events
OA	Operational Area
REOC	Regional Emergency Operations Center
SEMS	Standardization Emergency Management System
SEP	State of California Emergency Plan
SERL	Special Event Response Levels
SOC	State of California Operations Center
SOP	Standard Operating Procedure
SRA	State Responsibility Area