

OFFICE OF EMERGENCY SERVICES

LAKE COUNTY SHERIFF'S OFFICE

2017

LAKE OPERATIONAL AREA

Lake County Emergency Operations Plan

Law Enforcement & Civil Unrest Annex

DRAFT

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For

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I. AUTHORITY

See Section 1 of the Lake Operational Area Emergency Operations Plan, Basic Plan for general authorities.

II. PURPOSE

The purpose of this annex is to define the organization, operational concepts, responsibilities and procedure to accomplish emergency law enforcement requirements. This annex is applicable to all agencies, organizations and personnel assigned law enforcement functional responsibilities.

III. EXPLANATION OF TERMS

A. Acronyms

DC	Disaster Council
DPS	Department of Public Safety
EMC	Emergency Management Coordinator
EOC	Emergency Operations or Operating Center
FBI	Federal Bureau of Investigation
IC	Incident Commander
ICP	Incident Command Post
ICS	Incident Command System
JFO	Joint Field Office
JIC	Joint Information Center
JOC	Joint Operations Center
NIMS	National Incident Management System
NRP	National Response Plan
PIO	Public Information Officer
SOC	State Operations Center
SOP	Standard Operation Procedures
UC	Unified Command

B. Definitions

1. Anti-terrorism Activities

Use of defensive methods, including intelligence collection, investigation, passive protection of facilities, implementation of physical and personnel security programs and emergency planning to combat terrorism.

2. Consequence Management

Measures taken to protect public health and safety, restore essential government services and provide emergency relief to governments, businesses and individuals affected by the consequences of terrorism. Emergency management agencies normally have the lead role in consequence management.

3. Counter-terrorism Activities

Use of offensive measures to combat terrorism, such as use of law enforcement and military resources to neutralize terrorism operations.

4. Crisis Management

Measures taken to define the threat and identify terrorist, prevent terrorist acts, resolve terrorist incidents, investigate such incidents and apprehend those responsible. Law enforcement agencies will normally take the lead role in crisis management.

5. Hazmat

The National Response Plan (NRP) defines Hazmat as a substance or material, including a hazardous substance, that has been determined by the Secretary of Transportation to be capable of posing an unreasonable risk to health, safety and property when transported in commerce and which has been so designed (see 49 CFR 171.8).

6. Incident Action Plan

An oral or written plan containing general objectives reflecting the overall strategy for managing an incident. It may include the identification of operational resources and assignments. It may also include attachments that provide direction and important information for management of the incident during one or more operational periods.

7. National Incident management System (NIMS)

The NIMS provides a consistent nationwide approach for Federal, State, territorial, tribal and local governments to work effectively and efficiently together to prepare for, prevent, respond to and recover from domestic incidents regardless of cause, size or complexity.

8. National Response Plan (NRP)

An all-discipline, all-hazards plan that establishes a single comprehensive framework for the management of domestic incidents. It provides the structure and mechanisms for the coordination of Federal support to State and local and tribal incident managers and for exercising direct Federal authorities and responsibilities.

9. Terrorist Incident

According to the NRP, a terrorist incident is any activity that (1) involves an act that (a) is dangerous to human life or potentially destructive of critical infrastructure or key resources; and (b) is a violation of the criminal laws of the United States or of any State or other subdivision of the United States; and (2) appears to be intended (a) to intimidate or coerce a civilian population; (b) to influence the policy of a government by intimidation or coercion; or (c) to affect the conduct of a government by mass destruction, assassination or kidnapping.

IV. SITUATIONS AND ASSUMPTIONS

1. Situation

Law enforcement agencies are expected to continue their efforts to protect lives and property during emergency situations.

During large-scale emergencies and major disasters, law enforcement agencies may be required to expand their operations and undertake certain tasks that are not performed on a day-to-day basis.

Large-scale emergencies and acts of terrorism may adversely impact law enforcement personnel, equipment and facilities.

2. Assumptions

During large-scale emergency situations, some normal law enforcement activities may be temporarily reduced in order to provide resources to respond to the emergency situation.

During large-scale evacuations, law enforcement support may be needed to control traffic. In the aftermath of an evacuation, security must be provided for areas that have been evacuated to protect property and deter theft.

In the aftermath of a disaster, it may be necessary to control access to damaged areas to protect public health and safety and deter theft.

If there is a threat of terrorism or civil disturbance, key local facilities that house government operations or provide essential services to the public may require protection.

V. CONCEPT OF OPERATIONS

1. General

- a) Local law enforcement agencies have the primary responsibility for enforcing laws and protecting lives and property during emergencies. Our Law enforcement resources include:
 - i. Sheriff's Deputies;
 - ii. The City Police Departments of Lake County, who shall, when requested by the Sheriff, augment the Sheriff's office during major emergencies;
 - iii. State Park Rangers, California Highway Patrol Officers, Wildlife Officers, and CalFire Law Enforcement Officers, who shall, when requested by the Police Chief or Sheriff, augment the Police/Sheriff office during major emergencies' and
 - iv. Other Sworn Law Enforcement Personnel of County Agencies.

- b) Our law enforcement emergency response operations are in accordance with National Incident Management System (NIMS), which employs two levels of incident management structures:
 - i. The Incident Command System (ICS) includes a core set of concepts, principles and terminology applicable to single or multiple incidents regardless of their scope;
 - ii. Multi-agency Coordination Systems integrated a combination of facilities, equipment, personnel, procedures and communications into a common framework, which allows for the coordination and support of incident management.

- c) Many of the tasks required of law enforcement during emergency operations are simply an expansion of normal daily responsibilities. These responsibilities include enforcing laws, maintaining order, traffic and crowd control.

- d) During emergency situations, law enforcement may be called on to undertake a number of tasks not typically performed on a daily basis, including protecting key facilities, enforcing curfews and restrictions the sales of certain products and controlling access to damaged areas.

2. Implementation of NIMS/ICS

- a) The first official responder on the scene of an emergency situation should initiate the ICS and establish an ICP. As other responders arrive, the individual most qualified to

deal with the specific situation present should serve as the IC. The IC will direct and control responding resources and designate emergency operation areas. The EOC will generally not be activated.

- b) During major emergencies, disaster or catastrophic incidents, it may be necessary to transition from the normal ICS during major emergencies, disaster or catastrophic incidents, it may be necessary to transition from the normal ICS structure to a Multiagency Coordination System. The EOC is central to this system and functions as a conduit for coordination information and resources. The IC will manage and direct the on-scene response from the ICP. The EOC will mobilize and deploy resources for use by the IC, coordinate external resource and technical support; research problems provide information to senior managers, disseminate emergency public information and perform other tasks to support on-scene operations.

3. Law Enforcement

- a) Law enforcement personnel are expected to enforce the laws and regulations during emergency situations in the same way that they do on a daily basis.
- b) During emergency situations, particularly major disasters, some disaster-related laws and regulations may be put into effect for a limited period; these must also be enforced by local law enforcement agencies. When a disaster threatens or has occurred, the Director of Emergency Services or his/her designee may issue a disaster declaration. The Director of Emergency Services or his/her designee may then issue an order or the Board of Supervisors may enact an emergency ordinance suspending other ordinances and/or putting into effect temporary emergency regulations.

4. Evacuation Operations

- a) State law provides the Director of Emergency Services or his/her designee with the authority to order the evacuation of all or part of the population from a stricken or threatened area within their respective jurisdictions. Hence, the Director of Emergency Services or his/her designee may order a mandatory evacuation when deemed necessary. The Director of Emergency Services or his/her designee may also take subsequent action to control re-entry, curtail movement and deny building occupancy within a disaster area. Law enforcement agencies have the lead role in planning and conducting evacuations.
- b) Evacuation may be expedient or preplanned. Evacuation preplanning should be performed for those geographic areas known to be at risk from specific hazards. Such risk areas include hurricane risk areas, areas subject to recurrent flooding, areas

downstream from unsafe dams and areas at risk from a release of hazardous materials from facilities that make, use, or store such materials.

i. Expedient Evacuation

- a) Expedient evacuations are evacuations that must be conducted with little notice, frequently in response to a request from the Incident Commander at the scene.

ii. Preplanned Evacuation

- a) For known risk areas, evacuation preplanning will be conducted and primary and alternate evacuation routes identified as part of this plan,
- b) such evacuation preplanning should involve the emergency management staff and other emergency services.
- c) The Director of Emergency Services or his/her designee will normally initiate preplanned evacuations.

iii. During evacuations, law enforcement will:

- a) Determine preferred evacuation routes, based on the status of preplanned primary and alternate routes and the current situation.
- b) Provide information on evacuation routes to the Public Information Officer (PIO) for dissemination to the public through the media.
- c) Alert those in the affected area who have not been warned by other means.
- d) Deploy units to direct and control traffic.
- e) If the evacuation of correctional facilities becomes necessary, provide security support for such operations.
- f) If time permits, alter traffic signal timing and request that {Public Works} deploy signs and other traffic control devices to expedite the flow of traffic.
- g) Notify adjacent jurisdictions that may be affected by the evacuation, preferably before the evacuation commences.
- h) Monitor traffic flow and resolve problems; report evacuation progress to the Emergency Operation Center.
- i) Provide appropriate road condition information and travel recommendations to the public through the PIO.

For large-scale evacuations, ensure that there are provisions to remove disabled vehicles or those that run out of fuel from evacuation routes in a timely manner

1. Warning

- a) The Sheriff's Office has primary responsibility for the warning function and operates the local warning system.
- b) Law enforcement agencies and other emergency services may be required to disseminate emergency warnings to the public who cannot be reached by primary warning systems, such as outdoor warning sirens and the Emergency Alert System. In most areas, law enforcement units and other vehicles equipped with sirens and public address systems can be used for route alerting. In some areas, such as large office or residential buildings, door-to-door warning may be necessary.

2. Area Security and Incident Scene Control

- a) Incident Scene Control

In response to a request from the Incident Commander, the Sheriff's Office will provide traffic control and perimeter control at incident scenes, including hazmat spills, major fires and explosions and other types of incidents.

- b) Security for Evacuated Areas

In an evacuation, the security of evacuated areas is extremely important. Those who have evacuated may not do so in the future if their property has been damaged or stolen during their absence. Experience has shown that law enforcement agencies must provide security in evacuated areas to minimize looting. Access to such areas will be controlled by roadblocks and, where appropriate, barricades. Access controls should be supplemented by periodic roving patrols, particularly within areas that are readily accessible by persons on foot.

- c) Access Control and Security for Damaged Areas

In areas that have suffered damage, access must be controlled to protect health and safety, as well as to protect property. When a Director of Emergency Services or his/her designee has issued a local disaster declaration, he or she may take action to control re-entry into a stricken area and the movement of people and occupancy of buildings within a disaster area. Law enforcement agencies will control access to such areas with roadblocks and where appropriate, barricades. Access controls should be supplemented by periodic roving patrols, particularly within areas that are readily accessible by persons on foot. Re-entry to damaged areas will generally be conducted in the three phases outlined below:

- i. Phase One – Emergency Workers. Admit police, fire, EMS, utility crews, emergency management personnel, building inspectors, the media, state and federal response agencies.
- ii. Phase Two – Concerned Parties. Admit homeowners, business owners, insurance agents, media, and contractors making temporary repairs. The following conditions should prevail before these individuals are authorized to enter the damaged area:
 - a) The threat that caused the evacuation has been resolved.
 - b) Sufficient debris has been removed to permit travel and roads and bridges are safe to use.
 - c) Downed power lines have been removed; ruptured gas, water and sewer lines have been repaired or rendered safe; and other significant safety hazards have been eliminated.
 - d) Structures have been inspected and those unsafe to enter are so marked.
 - e) Some means of fire protection is available.
- iii. Phase Three – General Public

d) Guidance for Personnel Staffing Access Control Points

- i. To ensure consistent treatment, personnel staffing access control points shall be provided with clear written guidance on who may be admitted to damaged areas in each phase or re-entry. This guidance should be formulated by the law enforcement staff, coordinated by the EMC and approved by the Director of Emergency Services or his/her designee.
- ii. A pass or permit system may be implemented to simplify regular ingress and egress. If a pass or permit system is used, passes or permits and appropriate written instructions for their use should be developed by the law enforcement staff, coordinated by the EMC and approved by the Director of Emergency Services or his/her designee. Copies should be provided to all personnel staffing success control points. Common sense suggests that identification cards issued by government, utilities, insurance companies and the media to their employees be honored as passes or permits for those individuals, unless questions arise regarding their authenticity.

3. Security of Key Facilities

- a) There are a number of public and private facilities that must remain in operation during and after an emergency situation to provide essential services to the public. These include selected government direction and control facilities, operating locations for emergency response units, utilities, medical facilities, food suppliers and key communications services. When there is a credible threat to these facilities that threatens to disrupt continuity of government or provision of essential services to the public, law enforcement may be requested to provide security for these key facilities.
- b) In the event there is a credible threat of terrorist action within the State of California, the State Operations Center may provide an alert to the EOC located in Lakeport, CA requesting an increase of security personnel at the critical infrastructure facilities and other potential targets throughout the affected jurisdiction(s). Law enforcement personnel shall then alert the appropriate officials, who shall review the potential emergency situation, plans and procedures and implement appropriate readiness actions as determined by the Director of Emergency Services or his/her designee or appropriate facility personnel.

4. Terrorism Incident Response

- a) Crisis Management

Law enforcement agencies have the lead in terrorism crisis management activities. Pre-incident crisis management activities include efforts to define the threat, identify terrorists and prevent terrorist acts. Post incident crisis management activities include efforts to resolve the terrorist incident, investigate it and apprehend those responsible. The Sheriff's Office has the lead local role in terrorism crisis management and will coordinate its efforts with state and federal law enforcement agencies as appropriate. The requirements of crisis management and consequence management are combined in the National Response Plan.

- b) Consequence Management

Consequence management activities undertaken to deal with effects of a terrorist incident are conducted in essentially the same manner as the response and recovery operations for other emergencies or disasters. Post-incident crisis management activities such as investigation, evidence gathering and pursuit of suspects may continue during consequence management. The lead agencies for crisis management and consequence management should mutually determine when crisis management activities are complete. The lead role in terrorism consequence management may be assigned to one of several local departments or agencies, depending on the type of

incident that has occurred. Law enforcement agencies will typically play a significant supporting role in the conduct of consequence management activities. The requirements of crisis management and consequence management are combined in the National Response Plan.

5. Disaster Reconnaissance

In the immediate aftermath of an emergency situation, the Incident Commander or the EOC staff may request law enforcement units to conduct reconnaissance to identify specified areas affected and provide an initial estimate of damages. Timely initial disaster reconnaissance, also referred to as a windshield survey, is important in deciding what assistance is needed immediately and where limited resources should be initially committed.

6. External Assistance

If local law enforcement resources and those available through inter-local agreements are insufficient to deal with an emergency situation, local officials may request support from the State using the procedures outlined in Section V of the Basic Plan. Cities must seek assistance from their county before requesting resource assistance from the State.

7. Actions by Phases of Emergency Management

a) Prevention

- i. Operate a local warning system.
- ii. Carry out anti-terrorist activities.
- iii. Avoid locating correctional facilities in known hazard areas so as to preclude the need for evacuation during emergency situations

b) Preparedness

- i. Review and update plans and procedures.
- ii. Identify preplanned evacuation routes for known risk areas and prepare traffic control plans.
- iii. Identify key facilities and determine possible security requirements.
- iv. Develop communications systems that provide for connectivity of all local law enforcement agencies and external agencies that may respond pursuant to inter-local agreements.
- v. Train primary and auxiliary law enforcement personnel to conduct emergency operations.
- vi. Identify and train law enforcement personnel to staff the EOC and ICP.
- vii. Conduct drills and exercise to test plans, procedures and training.

c) Response

- i. Maintain law and order.
- ii. Carry out backup warning.
- iii. Perform traffic control or evacuations and other appropriate situations.
- iv. Carry out crowd control where needed.
- v. Provide security for key facilities.
- vi. Provide security for evacuated areas.
- vii. Provide security for shelter and mass care facilities.
- viii. Conduct counter-terrorism operations.
- ix. Conduct initial disaster reconnaissance.
- x. Support other emergency operations.

d) Recovery

- i. Continue security operations as needed.
- ii. Perform traffic control for return of evacuees, if needed.
- iii. Provide access control for damaged areas, issuing passes/permits if required.
- iv. Assist in damage assessment.

VI. ORGANIZATION AND ASSIGNMENT OF RESPOSABILITIES

1. General

Our normal emergency organization, described in the Basic Plan, will plan and carry out law enforcement operations.

Task Assignments

a) Sheriff's Office will:

- i. Prepare law enforcement inter-local agreements.
- ii. Maintain law and order during emergency situations.
- iii. Plan, direct and control evacuations.
- iv. Provide security for key facilities.
- v. Protect property in evacuated areas.
- vi. Provide access control to damaged areas.
- vii. Carry out traffic control when and where needed.
- viii. Provide crowd control when needed.
- ix. Manage the local warning system.
- x. Manage the local emergency communication network.
- xi. Conduct counter-terrorism and anti-terrorist operations.
- xii. Support search and rescue operations.
- xiii. Assist in hazardous materials incidents.
- xiv. Provide security for shelter and mass care operations.
- xv. If necessary, evacuate prisoners from the jail to another suitable facility.
- xvi. Provide qualified individuals to staff the EOC and ICPs when those facilities are activated.
- xvii. Support other emergency functions as necessary.

b) Mutual Aid Law Enforcement Officers will:

- i. Upon request of the Sheriff, augment the Sheriff's Office during major emergencies.

c) Mutual Aid Law Enforcement Officers will:

- i. Upon request of the Police Chief, augment either Clearlake or Lakeport Police Departments during major emergencies.

d) The Incident Commander will:

- i. Establish an incident command post (ICP) and control and direct emergency response resources at the incident scene from that ICP to resolve the incident.
- ii. Provide an initial incident assessment, request additional resources if needed and provide periodic updates to the EOC.
- iii. Establish a specific division of responsibilities between the incident command operation and the EOC, if the EOC has been activated.
- iv. Determine and implement initial protective actions for emergency responders and the public in the vicinity of the incident site.

e) Public Works will:

- i. Upon request, place traffic control devices to facilitate evacuation travel
- ii. Assist in keeping evacuation routes open.
- iii. Upon request, provide barricades and barriers to restrict entry to evacuated and damaged areas.

f) County Counsel will:

- i. Upon request, advise law enforcement agencies regarding the emergency powers of local government and their potential impact on law enforcement requirements during emergency situations.

VII. DIRECTION AND CONTROL

1. General

- a) Routine law enforcement operations may continue during some emergency situations. Direction and control of such operations will be by those that normally direct and control day-to-day operations.
- b) For most emergency situations, an Incident Commander will establish an ICP at the scene and direct and control emergency operations at incident site from that command post; law enforcement and other resources committed to the incident will carry out missions assigned by the Incident Commander. The Incident Commander will be assisted by a staff with the expertise and of a size required for the tasks to be performed. The individual most qualified to deal with the specific type of emergency situation present should serve as the Incident Commander. Hence, for incidents that primarily involve a law enforcement matter, the senior law enforcement officer present will typically serve as the IC.
- c) In some situations, the EOC may be activated without an incident command operation. This type of organizational arrangement is most likely with: (a) a hazard threatens, but has not yet impacted the local area (such as a predicted flood), or (b) when a generalized threat exists and there is no identifiable incident site (as may be the case for a terrorist threat). During these situations, a senior law enforcement officer will normally direct the combined efforts of local law enforcement agencies from the EOC, receiving general guidance from the Director of Emergency Services or his/her designee and coordinating as necessary with the law enforcement agencies involved and other emergency functions.
- d) External response agencies are expected to conform to the general guidance provided by our senior decision-makers and carry out mission assignments directed by the Incident Commander or the EOC. However, organized response units will normally work under the immediate control of their own supervisor.

2. ICP – EOC Interface

If both the EOC and an ICP are operating, the EOC and the ICP must agree upon a specific division of responsibilities for emergency response activities to avoid duplication of effort and conflicting guidance and direction. The EOC and the ICP must maintain a regular two-way information flow. Refer to the Lake Operational Area Emergency Operations Plan.

3. Continuity of Government

The line of succession for the Sheriff is:

- A. Undersheriff
- B. Captain (Sworn)
- C. Lieutenant (Sworn) Senior

VIII. READINESS LEVELS

1. Readiness Level IV – Normal Conditions

- a) Review and update plans and SOPs.
- b) Maintain list of law enforcement resources.
- c) Develop and update a list of key facilities that may require security during emergency situations.
- d) Maintain and periodically test equipment.
- e) Conduct appropriate training, drills and exercises.
- f) Identify potential evacuation, traffic control and security issues and estimate law enforcement requirements.
- g) Develop tentative task assignments and identify potential resources shortfalls.

2. Readiness Level III – Increased Readiness

- a) Check readiness of law enforcement equipment, supplies and facilities.
- b) Correct equipment and facility deficiencies.
- c) Correct shortages of essential supplies.
- d) Update incident notification and staff recall rosters.
- e) Notify key personnel of possible emergency operations.
- f) Update information on key facilities and related security requirements.
- g) If evacuation of correctional facilities may be required, review procedures for relocating prisoners and determine availability of required specialized equipment.

3. Readiness Level II – High Readiness

- a) Alert personnel to the possibility of emergency duty.
- b) Place selected personnel and equipment on standby.
- c) Alert reserve/auxiliary personnel.
- d) Identify personnel to staff the EOC and ICP if those facilities are activated.
- e) Alert external resources covered by inter-local agreements.

4. Readiness Level I – Maximum Readiness

- a) Mobilize selected law enforcement personnel.
- b) Consider precautionary deployment of equipment and personnel to enhance response time.
- c) If an evacuation has been recommended or spontaneous evacuation is taking place, activate traffic control plans and deploy traffic control resources.
- d) Dispatch law enforcement representative(s) to the EOC when activated.
- e) Provide increased security at key facilities if needed.

IX. ADMINISTRATION AND SUPPORT

1. Reporting

In addition to reports that may be required by their parent organization, law enforcement elements participating in emergency operations should provide appropriate situation reports to the IC, or if an incident commands operation has not established, to the EOC. The IC will forward periodic reports to the EOC. Pertinent information will be incorporated into the Initial Emergency Report and the periodic Situation Report that is prepared and disseminated to key officials, other affected Jurisdictions, and state agencies during major emergency operations.

2. Records

- a) Activity Logs- The IC and, if activated, the EOC, shall maintain accurate logs recording significant operational activities, the commitment of resources, and other information relating to emergency response and recovery operations.
- b) Documentation of Costs- Expenses incurred in carrying out emergency response operations for certain hazards, such as radiological accidents or hazardous materials incidents, may be recoverable from the responsible party. Hence, all departments and agencies will maintain records of personnel and equipment used and supplies consumed during large scale law enforcement operations.

3. Post Incident Review

For large-scale emergency operations, the Director of Emergency Services or his/her designee shall organize and conduct a review of emergency operations in accordance with the guidance provided in the Basic Plan. The purpose of this review is to Identify needed improvements in this annex, procedure, facilities and equipment. Law enforcement personnel who participated in the operations should participate in the review.

4. Communications

The communications connectivity of law enforcement agencies is depicted in the Law Enforcement Communications Diagram of this appendix.

5. Resources

A listing of law enforcement resources is provided in Concept of Operations of this appendix.

6. Key Facilities

A listing of key facilities that may require security during emergency situations is provided in Concept of Operations of this appendix.

Law Enforcement Communications Diagram

AGENCY	TX	RX	PL
POLICE DEPARTMENTS			
CLEARLAKE LAKEPORT	██████	██████	██████
SHERIFF'S OFFICE			
LCSO – SEIGLER	██████	██████	██████
LCSO – HUNTER	██████	██████	██████
LCSO – KONOCTI	██████	██████	██████
LCSO – MIDDLETOWN	██████	██████	██████
LCSO – LAKEPORT	██████	██████	██████
LCSO – Car to car	██████	██████	██████
LCSO – BOAT	██████	██████	██████
LCSO – TAC	██████	██████	██████
LCSO – SAR REP 1	██████	██████	██████
LCSO – SAR REP 2	██████	██████	██████
LCSO – SAR	██████	██████	██████
LCSO – SAR EXT	██████	██████	██████