

**EMERGENCY SUPPORT ANNEX (ESF) #13**

**PUBLIC SAFETY AND SECURITY**

**ANNEX COORDINATOR:**

Thurston County Emergency Management

**PRIMARY AGENCY:**

Thurston County Sheriff's Office

**SUPPORT AGENCIES:**

**Local Agencies**

Lacey Police Department  
Olympia Police Department  
Tumwater Police Department  
Yelm Police Department  
Tenino Police Department  
Chehalis Tribal Police Department  
Nisqually Tribal Police Department  
Fire Agencies

**State Agencies**

Washington State Patrol  
Department of Natural Resources  
Evergreen State College Police Department

**Federal Agencies**

Federal Bureau of Investigation  
Joint Base Lewis-McChord

**Other Support Agencies**

BNSF Police Department  
Port of Olympia  
Thurston County Public Works

**I. INTRODUCTION**

**A. Purpose**

The purpose of this Emergency Support Function (ESF) #13 is to address public safety and security capabilities as well as the resources needed to support the full range of incident management activities associated with potential or actual emergencies and disasters.

B. Scope

1. ESF 13 provides a mechanism for coordinating and providing adequate support and resources to authorities for law enforcement, public safety and security capabilities in the event of an emergency or disaster situation.
2. ESF 13 capabilities support incident management requirements including, but not limited to, critical infrastructure protection, security planning, technical assistance, technology support, and general public safety/ law enforcement assistance pre-incident and post-incident.
3. General Law enforcement responsibilities include activities such as evacuation and movement of the public away from the hazard area as well as enforcing limited access to hazardous or isolation areas.

**II. POLICIES**

- A. ESF 13 facilitates coordination of public safety and security, as well as other ESFs, to ensure that communication and coordination processes are consistent with stated incident management mission and objectives.
- B. The primary authority, Thurston County Sheriff, is the chief law enforcement official for the county and is responsible for all law enforcement activities during a county wide emergency or disaster. In the event that an emergency or disaster is entirely within an incorporated municipality then the chief law enforcement official will assume responsibility of the incident. (Reference RCW 36.38.010)
- C. In most situations, unless otherwise qualified, the local jurisdictions will maintain primary authority and responsibility for law enforcement activities utilizing the Incident Command System (ICS) and National Incident Management System (NIMS) principles and protocols on scene, with incident operations managed through a Unified Command Structure.
- D. In the event an incident maximizes local resources, additional resources should first be obtained through mutual aid and assistance agreements with neighboring localities and/or state authorities.
- E. Supporting agencies and local resources are responsible for maintaining and managing their assets after receiving direction from the primary agency at the ECC. On scene assets will be coordinated by Incident Command in conjunction with the ECC for the incident. Other resources include but may not be limited to fire, public safety reserve officers, public safety offices, emergency medical services, and dispatch.
- F. ESF 13 does not supersede plans, procedures, and protocols adopted by public safety agencies or laws that addresses scene management and emergency operations.

**III. SITUATION**

A. Emergency/Disaster Conditions and Hazards

1. Emergencies or disasters can occur at any time or any season, varying from natural to man-made causes. Emergencies or disasters can occur in rural or heavily populated areas, affecting different populations and demographics, including but not limited to

populations with special consideration such as children, individuals with access and functional needs, and household pets and service animals.

2. Law enforcement emergencies or disasters can occur independently or in conjunction with other man-made or natural disasters. Nearly any emergency or disaster, for whatever cause, will require active participation from law enforcement personnel to support an effective response.
3. Law enforcement responder roles will include but are not limited to: traffic and crowd control, security for vital facilities and supplies, controlling access and egress at operating scenes and/or vacated or hazardous areas, preventing crimes against people and property, and protecting key officials. Certain emergency conditions, will require law enforcement and maintenance of order to be the primary operational activities; such emergencies include hostage situations, riots, civil disturbances, and terrorist acts. (Reference RCW 38.52)
4. Thurston County's Hazard Analysis Overview addresses the vulnerabilities, risks, and probability of hazards present in Thurston County including but not limited to technological, man-made, and natural disasters/ emergencies that cause potential threats to life safety, damage to property, and social/ environmental implications. (Reference table in Basic Plan and Hazard Mitigation Plan for Thurston Region Edition III 2017)

#### **IV. PLANNING ASSUMPTIONS**

- A. A disaster and/or emergency can happen with little to no warning.
- B. Additional resources can be requested from other law enforcement agencies, and when such resources are requested, agencies will work in a Unified Command Structure, allowing designated agency heads to collaborate and assess the need for additional resources and identify the agencies that can provide the required assistance.
- C. In a unified command structure each agency will retain deployment and demobilization control of their agency resources with the ability to deploy resources to the local law enforcement agency with jurisdiction or agency requesting assistance.
- D. This plan is not meant to cover day to day normal operations of law enforcement agencies. Many emergencies will be resolved and stabilized quickly and are guided by agency standard operating procedures. This ESF addresses activities to be taken for disasters and emergency incidents. Separate plans address activities for catastrophic incidents, which will be more widespread and result in extraordinary levels of mass casualties, damage, or disruption severely affecting the population, infrastructure, environment, economy, national morale, or government functions.

#### **V. CONCEPT OF OPERATIONS**

- A. General
  1. In the time of emergency or disaster public safety and security agencies maybe called to perform a wide range of functions. Some of these functions include but are not limited to traffic and crowd control, law enforcement and maintenance of order, security for vital facilities and supplies, controlling access and egress at operating scenes and/or

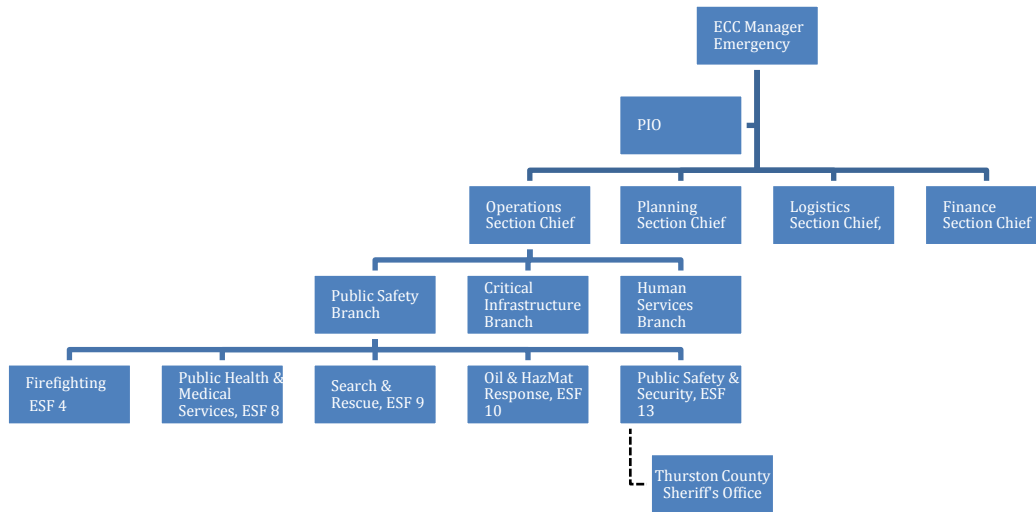
vacated or hazardous areas, preventing crimes against people and property, and protecting key officials.

2. Assistance between law enforcement agencies within the state are facilitated by the Washington Mutual Aid Peace Officers Powers Act (Reference RCW 10.93 and 10.93.130) and where applicable, by signed law enforcement mutual aid agreements.
3. When law enforcement resources are exhausted, supplemental assistance may be requested through local and state emergency management channels.
4. Any law enforcement/security personnel resources, such as those from outside the jurisdiction, may need to be deputized by the Thurston County Sheriff or may have limited authority. (e.g. department of defense law enforcement personnel may be restricted by the Posse Comitatus Act)
5. The Washington State Patrol will support statewide emergency or disaster law enforcement activities.
6. Incidents will be managed and maintained through the establishment of a unified and coordinated operational structure that follows NIMS and ICS fundamentals.
7. The Incident Commander (IC) has the authority to request support and assistance from the county Emergency Coordination Center (ECC).
8. The Thurston County Sheriff's Office will ensure staffing of ESF 13 in the ECC.

#### B. Organization

1. Law enforcement operations are conducted by local jurisdictions and agencies within the limits of their resources and authority. They are governed by their jurisdictions ordinances, as well as the RCWs and WAC's. (Reference RCW 10.93, 38.52 and WAC 118-30).
2. Information flow to the ECC will be in accordance with ESF 5 Annex of the CEMP (Section IV. F.4)
3. Incidents will be managed and maintained through the establishment of a unified and coordinated operational structure that follows NIMS and ICS fundamentals while appropriately integrating all critical stakeholders and support agencies.
4. During ECC activations, the ESF 13 Coordinator will represent law enforcement agencies participating on scene and will coordinate with other agencies to implement the ESF 13 Annex.

**Figure 1. ESF 13 Organization Chart (Level I ECC Activation)**



**C. Procedures:**

1. During ECC activations, participating security and public safety agencies will be represented at the Thurston County ECC, by the ESF 13 coordinator in the Public Safety Branch of the Operations Section. Thurston County Sheriff's Office will provide staffing and training for the ESF 13 Coordinator. The ESF 13 coordinator represents all participating public safety and security agencies, maintaining communication and coordination with Thurston County Emergency Management, public works, resource stewardship, and fire agencies, if applicable.
2. Public Safety and Security agencies may request activation of other local agency's resources through the ESF 13 coordinator.
3. Public Safety and security responses will be in accordance with their agency's Standard Operating Procedures (SOP's) as well as Thurston County's Comprehensive Emergency Management Plan. (CEMP)

**D. Preparedness**

1. Preparedness activities consists of planning, organizing, equipping, training, and exercising. Thurston County Emergency Management organizes and coordinates the preparation of plans, develops and maintains the Emergency Coordination Center and alternates, identifies equipment resources, and provides training and exercise opportunities. Plans, policies, and procedures will be updated based on after action reports and lessons learned from exercises and actual incidents. Individual public safety and security agencies provide preparedness activities that vary with each agency. General preparedness activities prior to the disaster or incident include:

- (a) Develop, maintain, review, and update policies, procedures, and guidelines for emergency operations.
- (b) Assess equipment and training needs.
- (c) Establish procedures for coordinating all public information releases through the Thurston County Public Information Officer and/or participating jurisdictional or agency Public Information Officer(s).
- (d) Establish and maintain communication systems for coordination of warning and evacuation confirmation functions (reference Appendix A: Evacuation).
- (e) Establish mutual aid agreements to maximize utilization of resources.
- (f) Thurston County Sheriff's Office will appoint and provide training for the public safety and security representatives to serve as ESF 13 coordinator in the County ECC.
- (g) Public safety and security agencies may perform community engagement through activities such as community policing, National Night Out, Neighborhood Watch, and See Something Say Something Campaign.

#### E. Prevention and Mitigation Activities

1. Prevention activities will be systematic processes that engage participating agencies and the whole community, as appropriate, in the development of executable strategic and operational strategies. Strategies shall be evaluated, coordinated, and informed to specific identified decision makers based on constant intelligence data for potential threats/ hazards and vulnerabilities.
2. Public Safety and Security agencies should continuously identify, assess, and prioritize risks through risk assessment processes that identify and prioritize assets, systems, networks, and functions prior to and during a disaster.
3. Individual public safety and security agencies provide many prevention activities that vary with each agency. General prevention activities prior to a disaster or incident include:
  - (a) Identifying, developing, and providing timely, accurate information resulting from the planning, direction, collection, exploitation, processing, analysis, production, dissemination, evaluation, and feedback of available information concerning physical and cyber-threats to Thurston County, its people, property, or interests.
  - (b) Identifying, discovering, or locating terrorist threats through traditional investigative methodology, surveillance, and search procedures.
  - (c) Delaying, diverting, intercepting, halting, apprehending, or securing threats and/or hazards.
  - (d) Implementation and maintenance of risk-informed countermeasures, and policies that protect people, borders, structures, materials, products, and systems associated with key operational activities and critical infrastructure sectors.
  - (e) Public safety and security agencies will perform community policing, intelligence gathering, screening, searching, detecting, providing physical protective measures, interdiction & disruption during the prevention and mitigation phase.
4. For specific mitigation initiatives reference the Hazard Mitigation Plan for the Thurston Region. (Edition III 2017)

F. Response Activities

1. Based on the type and size of incident, a variety of outside resources may be needed. It is critical for law enforcement or any other emergency services provider first on the scene to provide an accurate assessment.
2. An Incident Commander (or Liaison with other agencies Incident Commander) will be identified.
3. The Incident Commander (IC) will identify a staging area, and assign a staging officer.
4. The IC will assign personnel to specific areas or tasks, and coordinate and assign resources.
5. Law enforcement may need to coordinate their command with fire service or emergency medical service command, and special groups such as the Federal Bureau of Investigation (FBI), The Bureau of Alcohol, Tobacco, Firearms and Explosives (ATF), Federal Aviation Administration (FAA), National Transportation Safety Board (NTSB), or other government agencies may also be involved.
  - (a) During response activities, participating public safety and security agencies, will maintain timely communications in support of security, situational awareness, and operations by any and all means available to affected communities in the impact area and all response forces.
  - (b) The Thurston County Sheriff's Office is the lead for ESF 13 in incidents impacting unincorporated Thurston County. For incidents that cross jurisdictional boundaries, a Unified or Area Command may be required for multijurisdictional coordination of ESF 13.
  - (c) Thurston County Sheriff's Office will provide and/or coordinate for the appropriate level of security for the Emergency Coordination Center when activated.
  - (d) Thurston County Sheriff's Office will coordinate the security for supply chains and transportation nodes of materials in transit to or through the impacted area as necessary.
  - (e) The Incident Command System "Planning P Method" will be used to determine priorities and requirements for public safety and security activities.
  - (f) Municipal Police Departments, Thurston County Sheriff's Office, Port of Olympia, Washington State Patrol, Washington State Department of Transportation, and FBI Olympia Sub-regional Office will provide Thurston County Emergency Management with assessments of damage and resource requests through ESF 13.
  - (g) Law enforcement agencies will establish access and traffic control points and provide security at emergency centers (mass care, reception, etc. facilities) as required.
  - (h) The TCSO is the lead for evacuations in unincorporated Thurston County. (Reference Appendix A: Evacuation).
  - (i) Cyber Security: Protect (and, if needed, restore) electronic communications systems, information, and services from damage, unauthorized use, and exploitation.

G. Recovery Activities

1. Municipal Police Departments and the Thurston County Sheriff's Office will provide for priority recovery actions, including: maintaining security of critical facilities, controlling access to areas affected by the disaster, and providing information concerning law enforcement activities that will be of assistance to the general public.

2. Each department, agency and individual shall maintain accurate records of the incident. They will be responsible for maintaining disaster and recovery expense records for future possible reimbursement and provide incident related costs to the ECC finance/administration section.
3. Financial issues such as supplies used, equipment lost or damaged, wages for hours worked including overtime, and other costs require documentation before reimbursement is issued. If emergency vehicles, communications equipment, or stations are damaged, special contracts may be needed for their quick repair or replacement, and temporary or long-term arrangements may be needed. During the recovery phase, it is imperative to maintain communication and coordination with the ECC.
4. Law enforcement departments may provide public information regarding safety issues as people return to their homes and businesses in coordination with ESF 15 (External Affairs/PIO).
5. Departments, districts, and individuals involved in the emergency or disaster should participate in post incident reviews and critiques, and contribute to written reports regarding observations and recommendations.
6. Support for the law enforcement personnel is also part of recovery and returning to normal operations. This support may include counseling, or Critical Incident Stress Management (CISM).
7. Law enforcement departments will continue to communicate with the ECC and coordinate recovery activities, as priorities and resources allow. They will continue to assist with damage assessment reports and other requirements necessary for obtaining financial assistance for the County and involved cities or towns.

## **VI. RESPONSIBILITIES**

### **A. General Responsibilities:**

1. Public safety and security agencies will be responsible for general law enforcement and security functions including but not limited to traffic and crowd control, law enforcement and maintenance of order, security for vital facilities and supplies, controlling access and egress at operating scenes and/or vacated or hazardous areas, preventing crimes against people and property, and protecting key officials.
2. Public Safety and security responses will be in accordance with their agency's Standard Operating Procedures (SOP's).
3. All participating agencies will be responsible for utilizing and maintaining their agency's mutual aid agreements to maximize utilization of resources.
4. Individual public safety and security agencies will provide preparedness activities for their agency.
5. Law enforcement agencies will establish access and traffic control points as necessary.
6. Each department, agency, and individual shall maintain accurate records of the incident through the proper reporting systems.
7. Each participating agency will be responsible for maintaining disaster and recovery expense records for future possible reimbursement and provide incident related costs to the ECC finance/administration section.
8. All agencies will coordinate appropriate shared public messaging.



9. All agencies will be responsible to provide the opportunity for support to personnel including counseling, or Critical Incident Stress Management (CISM).
- B. Annex Coordinator Responsibilities:
1. Thurston County Emergency Management will be responsible for organizing and coordinating the preparation, development, maintenance of emergency plans as well as maintaining the Emergency Coordination Center.
  2. TCEM will identify alternate equipment resources and provide training and exercise opportunities.
  3. TCEM will develop and update plans, policies, and procedures based on after action reports and lessons learned from exercises and actual incidents.
  4. TCEM will develop, maintain, review, and update policies, procedures, and guidelines for emergency operations.
  5. TCEM will establish procedures for coordinating all public information releases through the Thurston County Public Information Officer and/or participating jurisdictional or agency Public Information Officer(s).
  6. TCEM as well as the primary agency will be responsible for ensuring the maintenance of required communication systems.
- C. Primary Agency Responsibilities:
1. Thurston County Sheriff's Office will be the single point of contact for the coordination of ESF 13 and will take the lead for ESF 13 in incidents impacting unincorporated Thurston County.
  2. Any law enforcement/security personnel resources, such as those from outside the jurisdiction, may need to be deputized by the Thurston County Sheriff or may have limited authority. TCSO will be responsible for any procedures or documentation required for deputation of supporting external agencies as necessary.
  3. During ECC activations, the Thurston County Sheriff's Office will ensure staffing of the ESF 13 coordinator in the ECC.
  4. The primary agency will be responsible to take ownership of the developed emergency plans and evaluate/ collaborate with the annex coordinator regarding any updates and changes made to those plans.
  5. TCSO will appoint and provide training for the public safety and security representatives to serve as ESF 13 coordinator in the County ECC.
  6. TCSO will provide and/or coordinate for the appropriate level of security for the Emergency Coordination Center when activated.
  7. TCSO will coordinate the security for supply chains and transportation nodes of materials in transit.
  8. Provide security at emergency centers as required
  9. The TCSO will take responsibility as the lead for evacuations in unincorporated Thurston County.
  10. TCEM as well as the primary agency will be responsible for ensuring the maintenance of required communication systems

**D. Support Agencies Responsibilities:**

1. Supporting agencies will maintain primary authority and responsibility for law enforcement activities within their jurisdiction.
2. Supporting agencies and local resources are responsible for maintaining and managing their assets after receiving direction from the primary agency at the ECC.
3. Support agencies will participate in training and exercises for activation of the ESF 13.
4. Participating agencies will retain responsibility to participate in after action reports and other evaluation procedures.
5. Support agencies will provide damage assessments and resource requirements through the ESF 13 coordinator.

**VII. RESOURCE REQUIREMENTS**

- A. The primary and support agencies will provide their own internal support, such as vehicles, and equipment for their staff.
- B. Resources will be initially requested through mutual aid agreements. When mutual aid has been exhausted, any identified remaining resource gaps for implementation of this plan will be identified. Resources needs will be identified by capability and requested through ECC logistics.

**VIII. REFERENCE AND SUPPORT PLANS**

- A. Thurston Hazard Mitigation Plan for Thurston Region Edition III 2017
- B. Emergency Support Function 5 Annex, Process for Incident Information Collection (Section IV. F.4)
- C. RCW 10.93 Washington Mutual Aid Peace Officers Powers Act
- D. 18 U.S. Code, Part I, Chapter 67, Subsection 1385: “Posse Comitatus Act”

**IX. TERMS AND DEFINITIONS**

- ATF-** Alcohol Tobacco and Firearms  
**CEMP-** Comprehensive Emergency Management Plan  
**CISM-** Critical Incident Stress Management  
**ECC-** Emergency Coordination Center  
**ESF-** Emergency Support Function  
**FBI-** Federal Bureau of Investigation  
**FD-** Fires District or Fire Department  
**IC-** Incident Commander  
**ICS-** Incident Command Structure  
**NIMS-** National Incident Management System  
**NTSB-** National Transportation Safety Board  
**PIO-** Public Information Officer  
**TCSO-** Thurston County Sheriff’s Office  
**TCEM-** Thurston County Emergency Management  
**RCW-** Revised Code of Washington  
**RFA-** Regional Fire Authority  
**SOP-** Standard Operating Procedures  
**WAC-** Washington Administrative Code

**X. ATTACHMENTS**

Appendix A: Evacuation