



LAW ENFORCEMENT

PURPOSE

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

EXPLANATION OF TERMS

A. Acronyms

DDC	Disaster District Committee
EMC	Emergency Management Coordinator
EOC	Emergency Operations or Operating Center
ICP	Incident Command Post
ICS	Incident Command System
PIO	Public Information Officer
SOPs	Standard Operating Procedures

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. Crisis Management. Measures taken to define the threat and identify terrorists, 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.
4. Hazmat. Hazardous materials.
5. Terrorist Incident. A violent act, or an act dangerous to human life, in violation of the criminal laws of the United States or of any state, to intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of political and social objectives.

C. Responsibility

1. Local law enforcement agencies have the primary responsibility for enforcing laws and protecting lives and property during emergencies. 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.
2. 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 Chairman of the County Commissioners may issue a disaster declaration. The Chairman may then issue an order or an emergency resolution suspending other orders/ordinances or resolutions and/or putting into effect temporary emergency regulations.
3. Our law enforcement resources include:
 - a) The County Sheriff's Office and its reserves.
 - b) The Wamego City, St. George and St. Marys Police Department.
4. 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 control, and crowd control. During emergency situations, law enforcement may be called on to undertake a number of tasks not typically performed on daily basis, including protecting key facilities, enforcing curfews and restrictions on the sales of certain products, and controlling access to damaged areas.

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

D. Task Assignments

1. [Sheriff's Office/Police Department] will:
 - a) Attempt to develop law enforcement inter-local agreements.
 - b) Maintain law and order during emergency situations.
 - c) Assist in Plans, direction, and control evacuations.
 - d) Provide security for key facilities.
 - e) Protect property in evacuated areas.
 - f) Provide access control to damaged areas.
 - g) Carry out traffic control when and where needed.
 - h) Provide crowd control when needed.
 - i) Manage the local warning system .
 - j) Manage the local emergency communications network.
 - k) Conduct counter-terrorism and anti-terrorist operations.
 - l) Support search and rescue operations.
 - m) Assist in hazardous materials incidents.
 - n) Provide security for shelter and mass care operations.
 - o) If necessary, evacuate prisoners from the jail to another suitable facility.

- p) Provide qualified individuals to staff the EOC and ICPs when those facilities are activated.
 - q) Support other emergency functions as necessary.
4. The Incident Commander will:
- a) Establish an incident command post (ICP) and control and direct emergency response resources at the incident scene from that ICP to resolve the incident.
 - b) Provide an initial incident assessment, requests additional resources if needed, and provides periodic updates to the EOC.
 - c) Establish a specific division of responsibilities between the incident command operation and the EOC, if the EOC has been activated.
 - d) Determine and implement initial protective actions for emergency responders and the public in the vicinity of the incident site.
5. [County/City] Public Works will:
- a) Upon request, place traffic control devices to facilitate evacuation travel.
 - b) Assist in keeping evacuation routes open.
 - c) Upon request, provide barricades and barriers to restrict entry to evacuated and damaged areas.
6. [County/City] Attorney will:

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

Readiness Levels

Readiness Level 1 – Normal Conditions

1. Review and update plans and SOPs.
2. Maintain list of law enforcement resources (see Annex M).
3. Develop and update a list of key facilities that may require security during emergency situations. See Appendix 1 to this annex.
4. Maintain and periodically test equipment.
5. Conduct appropriate training, drills, and exercises.
6. Identify potential evacuation, traffic control and security issues and estimate law enforcement requirements.
7. Develop tentative task assignments and identify potential resource shortfalls.

Readiness Level 2 – Increased Readiness

8. Check readiness of law enforcement equipment, supplies and facilities.
9. Correct equipment and facility deficiencies.
10. Correct shortages of essential supplies.
11. Update incident notification and staff recall rosters.
12. Notify key personnel of possible emergency operations.
13. Update information on key facilities and related security requirements.

14. If evacuation of correctional facilities may be required, review procedures for relocating prisoners and determine availability of required specialized equipment.

Readiness Level 3 – High Readiness

15. Alert personnel to the possibility of emergency duty.
16. Place selected personnel and equipment on standby.
17. Alert reserve/auxiliary personnel.
18. Identify personnel to staff the EOC and ICP if those facilities are activated.
19. Alert external resources covered by inter-local agreements.

Readiness Level 4 – Maximum Readiness

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

Phases of Emergency Management

1. Mitigation

- a) Operate a local warning system (see Annex A, Warning).
- b) Carry out anti-terrorist activities (see Annex V, Terrorist Incident Response).
- c) Avoid locating correctional facilities in known hazard areas so as to preclude the need for evacuation during emergency situations.

2. Preparedness

- a) Review and update plans and procedures.
- b) Identify preplanned evacuation routes for known risk areas and prepare traffic control plans.
- c) Identify key facilities and determine possible security requirements.
- d) Develop communications systems that provide for connectivity of all local law enforcement agencies and external agencies that may respond pursuant to inter-local agreements.
- e) Train primary and auxiliary law enforcement personnel to conduct emergency operations.
- f) Identify and train law enforcement personnel to staff the EOC and ICP.
- g) Conduct drills and exercises to test plans, procedures, and training.

3. Response

- a) Maintain law and order.
- b) Carry out backup warning (Communications annex).
- c) Perform traffic control for evacuations (Protective Actions annex) and other appropriate situations.
- d) Carry out crowd control where needed.

- e) Provide security for key facilities (See Appendix 1 to this annex).
- f) Provide security for evacuated areas.
- g) Provide security for shelter and mass care facilities.
- h) Conduct counter-terrorism operations.
- i) Conduct initial disaster reconnaissance.
- j) Support other emergency operations.

4. Recovery

- a) Continue security operations as needed.
- b) Perform traffic control for return of evacuees, if needed.
- c) Provide access control for damaged areas, issuing passes/permits if required.
- d) Assist in damage assessment.

E. Coverage

1. Law Enforcement agencies protecting the boundaries of Pottawatomie County include:
 - a) Pottawatomie County Sheriff—County Wide
 - b) City of Wamego Police Department—City of Wamego
 - c) City of St. Marys Police Department—City of St. Marys
 - d) City of St. George Police Department—City of St. George

F. Coordination

1. 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 Incident Commander.
2. In some situations, the EOC may be activated without an incident command operation. This type of organizational arrangement is most likely when: (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 Emergency Manager and coordinating as necessary with the law enforcement agencies concerned and other emergency functions.
3. If both the EOC and an ICP are operating, the Incident Commander and the EOC 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.

G. Capabilities

1. All Law Enforcement Officers have received their “refresher” training to maintain Awareness level certification. This is an annual requirement.

H. Resources

1. Law enforcement agencies are expected to continue their efforts to protect lives and property during emergency situations.
2. 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.
3. Large-scale emergencies and acts of terrorism may adversely impact law enforcement personnel, equipment, and facilities.
4. A list of resources is available as an appendix to this annex.

I. Assumptions

1. 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.
2. 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.
3. 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.
4. 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.

J. Resources

1. Additional resources may be obtained from surrounding communities/counties, refer to Resource Management annex.

K. Staffing Patterns

1. The size of the force is included in the appendix to this annex.

L. Security

1. Area Security and Incident Scene Control
 - a) **Incident Scene Control**

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

2. **Perimeter Security**

- a) Criteria for securing a disaster will be dependent on the type of disaster that occurs. Typically this security will be to deny access to anyone desiring to enter the affected area.
- 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) **Command Centers**
When the EOC is staffed, the Sheriff's office will be manned and entry into the EOC will be allowed only after authorization from the EOC coordinator. The EOC will be in a lock down status any time it is activated.
- d) **Staging/Reception Areas**
Staging areas will be staffed by one law enforcement officer who will process requests for resources and maintain accountability of assets.
- e) **Morgues**
- f) These facilities will have security in the form of deputized officers and or other personnel as determined by the IC or EOC.
- g) **Protection of Responders**
- h) Our First Responders are of primary concern during an emergency, their safety on the scene is paramount. All security and safety measures will be taken to ensure the protection of our responders.
- i) **Hospitals**
- j) The medical care facilities have established procedures for appointing "door guards" at all entrances to the building. The Sheriff's Office will assign personnel to perform security functions whenever a major event occurs and it involves mass gatherings of people at the hospitals.
- k) **Correctional Facilities**
- l) The county jail maintains an around the clock guard force for inmates, access is strictly enforced both in and out of the facility.

3. **Traffic Control---Access Control and Security for Damaged Areas**

- a) In areas that have suffered damage, access must be controlled to protect health and safety, as well as to protect property. When a county judge or mayor 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:

- 1) **Phase One** – Emergency Workers. Admit police, fire, EMS, utility crews, emergency management personnel, building inspectors, limited media, state and federal response agencies.
- 2) **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.
- 3) **Phase Three** – General Public.

4. **Guidance for Personnel Staffing Access Control Points**

- a. 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 reentry. This guidance should be formulated by the law enforcement staff, coordinated by the EMC, and approved by the EOC.
- b. 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 EOC. Copies should be provided to all personnel staffing access 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.

M. Security of Key Facilities

1. 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. A list of key facilities is provided in Appendix 1 to this annex.

N. Evacuation Operations

1. The Chairman of the County Commissioners has no mandatory evacuation authority. Hence, local officials may only recommend evacuation of a threatened area, not mandate it. The Governor has authority to compel evacuation. Law enforcement agencies have the lead role in planning and conducting evacuations.
2. 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.

- a) Expedient Evacuation

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

- b) Preplanned Evacuation

For known risk areas, evacuation preplanning will be conducted and primary and alternate evacuation routes identified as part of this plan. Such evacuation preplanning should involve the emergency management staff and other emergency services. Known hazardous materials risk areas and the evacuation routes from those areas shall be described in the Hazardous Materials & Oil Spill Response annex. Other known risk areas and the evacuation routes from those areas shall be described in the Protective Actions annex. The Chairman of the County Commissioners will normally initiate preplanned evacuations.

- c) During evacuations, law enforcement will:

- 1) Determine preferred evacuation routes, based on the status of preplanned primary and alternate routes and the current situation.
- 2) Provide information on evacuation routes to the Public Information Officer (PIO) for dissemination to the public through the media.
- 3) Alert those in the affected area who have not been warned by other means.
- 4) Deploy units to direct and control traffic.
- 5) If the evacuation of correctional facilities becomes necessary, provide security support for such operations.
- 6) 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.
- 7) Notify adjacent jurisdictions that may be affected by the evacuation, preferably before the evacuation commences.
- 8) Monitor traffic flow and resolve problems; report evacuation progress to the Emergency Operating Center (EOC).
- 9) Provide appropriate road condition information and travel recommendations to the public through the PIO.
- 10) 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.

O. Dissemination of Warning

1. The [Sheriff's Office/Police Department/Consolidated Communications Center] has primary responsibility for the warning function and operates the local warning system. See Communications Annex for further information on this emergency function.
2. 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.

P. Jurisdiction

1. There is one federal property located within the boundaries of the county, the only state facilities are related to the highway department (KDOT). There are no plans to protect these facilities, it will be a state requirement to perform that requirement.

Q. Responder Certification

1. All law enforcement officers are trained to the "Awareness" Level in Hazardous Materials Response in accordance with 29 CFR 1910.120.

R. Terrorism Incident Response**1. 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/Police Department] has the lead local role in terrorism crisis management and will coordinate its efforts with state and federal law enforcement agencies as appropriate. Refer to the Terrorist Incident Response annex, for more information on the response to terrorist threats and activities.

2. 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.

S. Disaster Reconnaissance

1. 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.

T. External Assistance

1. 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 the Executive Operations annex of the Basic Plan. Cities must seek assistance from their county before requesting resources assistance from the State.

U. Reporting

1. 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 Incident Commander, or if an incident command operation has not been established, to the EOC. The Incident Commander 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.

V. Records

1. **Activity Logs.** The Incident Commander 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. See Direction and Control annex, for more information on the types of information that should be recorded in activity logs.
2. **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 emergency operations.

W. Post Incident Review

1. For large-scale emergency operations, the County Emergency Manager shall organize and conduct a review of emergency operations in accordance with the guidance provided in Executive Operations Basic Plan. The purpose of this review is to identify needed improvements in this annex, procedures, facilities, and equipment. Law enforcement personnel who participated in the operations should participate in the review.

X. Evaluation & Corrective Action Plan

- 1. After reviewing this annex of the EOP it has been determined that the Sheriff’s Office will require all its members to have annual Hazardous Materials Awareness training of no less than 4 hours. This will be coordinated through the Emergency Manager’s Office and the KDEM.

ANNEX DEVELOPMENT & MAINTENANCE
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- A.** The Sheriff and Emergency Manager is responsible for developing and maintaining this annex. Recommended changes to this annex should be forwarded as needs become apparent.
- B.** This annex will be revised annually and updated in accordance with the schedule outlined in Executive Operations section of the Basic Plan.
- C.** Departments and agencies assigned responsibilities in this annex are responsible for developing and maintaining SOPs covering those responsibilities.

REFERENCES

- A.** *State of Kansas Emergency Management Plan*

APPENDICES

Appendix 1Key Facilities

