
**Emergency Support Function (ESF) #13
Law Enforcement, Public Safety and Security**

Lead Coordinating Agencies: Green County Sheriff's Office
Municipal Police Departments (in command)

Support Agencies: Green County Emergency Management
Green County Highway Department
Municipal Public Works Departments

State Agencies: Wisconsin Emergency Management
Wisconsin State Patrol
Wisconsin Department of Corrections
Department of Justice (DOJ)
Department of Military Affairs (DMA)
Department of Natural Resources (DNR)
Department of Transportation (DOT)

Federal Agencies: Department of Homeland Security
Federal Bureau of Investigation (FBI)
Department of Justice

I. INTRODUCTION

A. Purpose

- a) To provide for the effective coordination of law enforcement operations within Green County in the event of a disaster or terrorist act. The Sheriff is the senior law enforcement officer in the county and has authority over resources in the law enforcement service during a major emergency. If the incident is within the jurisdiction of a municipal police chief, the Sheriff and the municipal law enforcement official shall coordinate the law enforcement response.
- b) ESF #13 describes the activities which relate to curfew, traffic control, security, traffic regulations and other extra-ordinary law enforcement functions necessary to provide for the public's safety and welfare during a disaster.
- c) To provide support for state law enforcement operations.
- d) To utilize local law enforcement communication resources to support emergency operations.

B. Scope

ESF 13 describes how Green County will support local law enforcement activities to ensure the protection of life and property during emergency situations. It also provides for the county participation in the Wisconsin Emergency Police Services (EPS) program.

ESF 13 coordinates directly with the following Emergency Support Functions (ESFs):

ESF #1: Evacuation and Transportation Resources

ESF #2: Communications

ESF #4: Firefighting

ESF #5: Emergency Management

ESF #8: Public Health and Medical Services

ESF #9: Urban Search and Rescue

ESF #10: Oil and Hazardous Materials Response

ESF #12: Energy

ESF #15: External Affairs

II. POLICIES

- A.** Under disaster or terrorist conditions, law enforcement activities are the responsibility of the local law enforcement agency within each jurisdiction. In unincorporated Green County, the Sheriff will exercise police authority.
- B.** Under Chapter 59, Wisconsin Statutes, the powers of the Sheriff are described.
- C.** Law enforcement units supplied by other levels of government will remain under the command of their parent agency but will operate under the direction and control of the Green County Incident Commander.
- D.** Presidential Directive 39 provides federal policy to reduce the nation's vulnerability to terrorism, deter and respond to terrorism, and strengthen capabilities to detect, prevent, defeat and manage the consequences of terrorist use of WMD. It designates the US Department of Justice (DOJ) as the lead agency for threats or acts of terrorism. DOJ has assigned the FBI as the lead federal agency in such matters.

III. CONCEPT OF OPERATIONS

A. General

1. In time of a disaster or terrorist event, law enforcement agencies shall be called upon to perform a wide range of functions, including, but not limited to: warning and evacuation; search and rescue; emergency transportation; emergency communications; control of disaster site access; security for all responding emergency response agencies, looting control; crowd control; emergency traffic control; and damage assessment. In accordance with ESF #12 provide escort and/or traffic control to utility providers during restoration of services during emergencies or disasters.

2. The Sheriff's Office, in addition to having 24-hour operational capability, has two-way radio communication links between its respective mobile units and the county EOC. This becomes a valuable resource during a disaster situation.
3. If an emergency occurs within unincorporated Green County, the Green County Sheriff's Office will exercise overall authority for law enforcement activities and responsibilities.
4. Law Enforcement units, with the use of their sirens and public address systems, may be used to disseminate warning and emergency information.
5. The Wisconsin State Patrol may provide a representative to the Green County EOC to coordinate disaster law enforcement activities between local, district, and state law enforcement agencies, if available.
6. In the event of terrorist activity, the Federal Bureau of Investigation (FBI) shall be notified and included in the Integrated Emergency Management System (IEMS).
7. Law enforcement mutual aid agreements are authorized per SS 66.305, Law enforcement; mutual assistance and SS 175.46, Mutual aid agreements.
8. Threat characteristics will include **Chemical**, a use of compounds to produce lethal or damaging effects on humans, animals and plants; **Biological**, release of living or toxic organisms producing similar death, injury, or damaging effects; **Radiological**, release of normally control substances in hospitals and industry to cause similar damages; **Nuclear**, including the release of radiological materials from a detonation to effect damage; and **Explosive**, detonation of devices that produce damage from shock waves and/or ensuing fire, as well as other commonly known incendiary devices. These devices are usually categorized by the triggering mechanism and the delivery method. Included in the threat characteristics **are cyber terrorist acts** against computer systems, programs, and data.

B. Organization

1. Overall ESF 13 management is a responsibility of the Green County Sheriff's Office. Green County is a member of the Wisconsin Emergency Police Services organization and is an active member in the EPS South Region.
2. Law Enforcement agencies presently available for emergency operations in Green County consist of:
 - a) Green County Sheriff's Office
 - b) City and Village Police Departments
 - c) Wisconsin State Patrol
 - d) Wisconsin Emergency Police Services
 - e) Federal Bureau of Investigation (Terrorism)

C. Phases of Emergency Management

The following activities will be performed by county agencies and private organizations as appropriate.

1. Mitigation / Preparedness Activities

- a. Personnel with supervisory, command level responsibility or who may be working in the EOC from county agencies, municipalities, villages and cities, should be registered on E-Sponder and request permission to access the Green County site. Green County's site contains the emergency response plan, and other pertinent documents which can be downloaded. EOC activities can be documented on this secure system and WEM may require state assets to be requested through E-Sponder
- b. Participate in exercises and trainings, such as Incident Command and other specialized training to support ESF# 13 and the Green County Emergency Response Plan for the purpose of developing and testing abilities to ensure effective response to various types of emergencies.
- c. Maintain preparedness and capability, including EPS readiness, through organization planning and training.
- d. Participate in ESF #13 special planning activities, such as Wisconsin Correctional Institution Disturbance Plans and National Guard State Correctional Institution Work Stoppage Plans, as requested.
- e. Develop and maintain ESF# 13 resource capabilities.
- f. Identify, develop and incorporate, as necessary
 - 1) Private sector capabilities and resources
 - 2) Backup response and recovery processes

2. Response Activities

- a. In accordance with ESF #5, primary and support agencies shall designate a qualified representative in the Command Post/EOC or other designated location as deemed appropriate. Volunteer and private agencies should also be prepared to assign qualified representatives if requested to do so.
- b. Provide general Public safety and security emergency management functions
 - 1) Security of incident sites
 - 2) Protection of key facilities
 - 3) Access control to incident sites and facilities
 - 4) Establishment of force protection and perimeter.
 - 5) Control traffic and crowds
 - 6) Conduct searches

- 7) Establish and maintain checkpoints
- 8) Evacuations in accordance with ESF #1
- c. Coordinate assistance from other law enforcement agencies (e.g., municipal, county, state, National Guard) upon request.
- d. Obtain inventories of available law enforcement resources and provide them to the Operations Section of the County EOC to support disaster operations as requested.
- e. Support communication thru 911 Center by providing available communications resources, such as EPS portable radio systems and Mobile Command Post.
- f. Support special operations (e.g. search and rescue, bomb squad, WMD, radiological) as requested and within the limits of training capabilities.

IV. RESPONSIBILITIES

A. All Agencies

1. All agencies (including volunteer) will operate under NIMS and the Incident Command System. Agencies are responsible to ensure personnel are properly trained in ICS and EOC operations. All agencies will use plain language – no ten codes.
2. All agencies shall conduct an assessment of damage to their systems and report them immediately to the EOC and assist in recovery activities as requested.
3. All agencies providing services to the emergency/disaster shall participate in an after action review. These agencies should also review and make any necessary updates/improvements to their emergency plans and to the county's emergency response plans.
4. All agencies responding the emergency/disaster will document all costs associated with response and recovery activities (separate from normal, daily work) and provide these reports regularly/as requested to the EOC/Green County Emergency Management. This documentation should begin immediately after notification to respond the emergency/disaster.

B. Lead Coordinating Agencies

Green County Sheriff's Office Municipal Police Departments

1. Establish an incident command post and implement the Incident Command System, taking action for self-protection.
2. Notify the Emergency Management Office of major emergencies. Notification of the County Chairman will be at the discretion of the Incident Commander.
3. Establish an action perimeter for the event and coordinate ground and water search and rescue operations within Green County, in conjunction with the law enforcement agency within each respective political subdivision, and using paid, and volunteer personnel, if needed.

4. Control traffic during and after disasters and terrorist events; and maintain access and egress routes.
5. Maintain order in and around disaster or terrorist scenes; safeguard property in and around scene. Investigate all crimes committed.
6. Provide security for the Mobile Command Post and/or EOC if necessary, as well as all other emergency response workers.
7. Recommend the evacuation of endangered population. Inform the public of evacuation orders including, but not limited to: door-to-door notification of persons in affected area, and warning the public through the use of mobile public address systems. Provide security to evacuated property, if resources are available.
8. Assist the coroner in necessary investigation, identification, recovery and management of deceased persons.
9. Maintain necessary mutual aid agreements with other jurisdictions for law enforcement services.
10. Provide incident documentation, reports, and financial information.
11. Upon the arrival of state and federal resources, establish a Unified Command System if not already done.

C. Support Agencies

Emergency Management

1. Activate EOC and issue emergency warning(s) as requested.
2. Provide the means for coordinating capabilities, resources, and assets necessary to alleviate disaster and terrorist impacts on citizens and public entities caused by an emergency or disaster.
3. Coordinate documentation of emergency activities and recovery of funds.
4. Assure notification of county officials and critical facilities
5. Activate Damage Assessment teams and prepare required reports
6. Conduct briefings at the EOC regularly
7. Evaluate available resources
8. Assure that adequate and accurate records are kept

Green County Highway Department and Municipal Public Works

1. Provide barricades and signs for road closures and boundary identification
2. Maintain transport routes
3. Aid in debris removal, establish priorities

4. Work with Law Enforcement to support travel restrictions, road closures and vehicle removal
5. Provide fuel and lighting as needed
6. Assist with rescue as required
7. Aid in the transport of essential goods

D. State Agencies

State agencies can assist local law enforcement with maintaining law and order (e.g. maintain security and control access to the site of the disaster, EOC's and other facilities that support local and state operations; control of traffic and crowds). Assist conducting evacuations, support warning operations, search and rescue operations, and identification of victims.

State Emergency Management

1. Serves as the central point of contact for local government requests for specific state and federal disaster resources and services.
2. Serves as the lead State Agency unless it is determined that the Department of Health Services should serve as lead (Public Health Emergency).
3. Work with federal and local agencies.
4. Coordinate state agency assistance to local government
5. Provide crisis communications, damage assessment reporting and emergency police services.

Wisconsin State Patrol

1. Assist Green County Sheriff's Office, and City and Village police in law enforcement operations.
2. Coordinate and maintain liaison with the appropriate state departments, as identified in the Wisconsin State Emergency Management Plan.
3. Provide warning and communications support.

Department of Military Affairs/Wisconsin National Guard

1. When activated by the Governor, the Guard provides security and military support as needed.

E. Federal Agencies

1. The Federal Bureau of Investigation (FBI) serves as the lead federal agency during crisis management. A joint operations center JOC will be established near the scene for the management and coordination of the federal response. An On-Scene Commander will be appointed. Any additional federal agencies sent to the scene will be directed to report to JOC and will respond to consequences of the threat or act of terrorism. They will have a supporting role as the situation changes.

2. The Green County EOC will provide a liaison to the JOC.
3. A Joint Public Information Center will be formed and will include the county PIO, and state and federal officials.
4. FEMA supports the Lead Federal Agency throughout the consequence management phase of the incident.

V. PLAN DEVELOPMENT AND MAINTENANCE

- A. Green County Emergency Management, in coordination with the lead agencies are responsible for the development, annual review/updating of ESF# 13, its attachments and distribution. Each agency/service with emergency assignments is responsible for assisting with the development and maintenance of their own portion of ESF# 13, the appropriate attachment, and their own SOGs. Each agency/service is also responsible for assigning personnel, equipment, and providing training necessary to carry out emergency functions. All agencies/services shall provide current personnel/equipment resource lists to the Green County Emergency Management office upon request.
- B. This ESF will be reviewed at least annually and updated based on deficiencies identified by drills and exercises, post-disaster critiques, self-assessments, audits, administrative reviews, changes in local government structure, technological changes or any other reasons that necessitate revisions. Copies will be available to copyholders of record by downloading them from E-Sponder, www.greencountyem.com or requesting a copy from Green County Emergency Management.

VI. RESOURCES

- A. **Explosive Ordinance Detail** – The Dane County Bomb Squad will be requested, as needed per mutual aid agreement.
- B. **Emergency Response Team** – The Green County SRT and/or the Monroe Police Department Emergency Response Team (ERT) will be requested per mutual aid agreement.
- C. **Hostage Negotiation Team** – Hostage negotiations will be conducted per SOG.
- D. **Search and Rescue Teams** – Search and rescue operations will be under the direction of the local fire department.
- E. **Canines** – Canine units may be deployed per the direction of law enforcement.
- F. **Recreation Patrol** – Wisconsin DNR or local law enforcement bike trail patrols may be requested by law enforcement.
- G. **Dive Team** – Local dive rescue specialists may be called per SOG.
- H. **Regional Level A Team** – Madison Fire Department contacted through WEM Duty Officer
- I. **Wisconsin Police Services** – additional law enforcement officers can be deployed by calling Wisconsin Emergency Management duty officer.

VII. REFERENCES

- A. North American Emergency Response Guidebook
- B. Chemical transportation Emergency Center (CHEMTREC) 1.800.424.9300
- C. Jane's Chem-Bio Handbook
- D. Jane's Facility Security Handbook
- E. Center for Disease Control and Prevention 1.800.311.3435 <http://www.cdc.gov>
- F. Wisconsin Health Alert Network <https://phin.wisconsin.gov/han/>
- G. Green County Emergency Response Plans

VIII. ATTACHMENTS

- 1. National Terrorism Threat Levels (NTAS)

**This Page
Intentionally
Left Blank**

Attachment 1 to ESF#13

National Terrorism Advisory System

“The National Terrorism Advisory System, or NTAS, replaces the color-coded Homeland Security Advisory System (HSAS). This new system will more effectively communicate information about terrorist threats by providing timely, detailed information to the public, government agencies, first responders, airports and other transportation hubs, and the private sector.

It recognizes that Americans all share responsibility for the nation’s security, and should always be aware of the heightened risk of terrorist attack in the United States and what they should do.”

The new two levels of alerts are:

Imminent Threat Alert

Warns of a credible, specific, and impending terrorist threat against the United States.

Elevated Threat Alert

Warns of a credible terrorist threat against the United States.

NTAS Alerts will only be issued when credible information is available.

These alerts will include a clear statement that there is an **imminent threat** or elevated **threat**. Using available information, the alerts will provide a concise summary of the potential threat, information about actions being taken to ensure public safety, and recommended steps that individuals, communities, businesses and governments can take to help prevent, mitigate or respond to the threat.

The NTAS Alerts will be based on the nature of the threat: in some cases, alerts will be sent directly to law enforcement or affected areas of the private sector, while in others, alerts will be issued more broadly to the American people through both official and media channels.

What does that mean to you and me? Not all the information will be going to all the people all the time. But the good news is, these alerts will expire, unlike the old system that just seemed to never change and eventually became irrelevant.

Sunset Provision

An individual threat alert is issued for a specific time period and then automatically expires. It may be extended if new information becomes available or the threat evolves.

So there it is ... no more pretty rainbow of death, just a two tier method of keeping us on the edge of our seats. Let all hope and pray that this program continues to keep us all informed and safe.

**This Page
Intentionally
Left Blank**