

**McCREARY COUNTY, KENTUCKY  
EMERGENCY OPERATIONS PLAN**



***LAW ENFORCEMENT AND  
SECURITY***

***ESF-13***

*Coordinates and organizes law enforcement and security resources in preparing for, responding to and recovering from emergency/disaster incidents which impact the citizens of McCreary County.*

**LAW ENFORCEMENT AND SECURITY**

**ESF-13**

**ESF COORDINATOR:** McCreary County Sheriff

**Primary Agencies:** McCreary County Sheriff Office

**Support Agencies:** McCreary County Fiscal Court  
McCreary County Judge Executive and Magistrates  
McCreary County Emergency Management Agency  
Constables  
McCreary County Search and Rescue  
McCreary County Road Department  
McCreary County EMS  
McCreary County Animal Control  
Whitely City Fire District  
North McCreary Fire District  
Eagle/Sawyer Fire District  
South McCreary Fire District  
West McCreary Fire District

**State Agencies**

Kentucky State Police  
Kentucky Motor Vehicle Enforcement  
Kentucky Department of Transportation  
Kentucky Department of Corrections  
Kentucky Division of Emergency Management

## **Introduction**

The Law Enforcement and Security Emergency Support Function (ESF-13):

- Identifies and organizes the resources (human, technical, equipment, facility, materials and/or supplies) available to McCreary County to address and support law enforcement and security needs in the event of either a natural or man-made disaster or emergency situation;
- Identifies the responsibilities of organizations charged with providing law enforcement and security in the case of a disaster or emergency situation;
- Is established to assure the provision of law enforcement and security support to McCreary County and private-sector response before, during and after an incident/event;
- Provides personnel and resources to support prevention, preparedness, protection, response, recovery and mitigation in support of the primary emergency management objectives of law enforcement and security in emergency and disaster situations.

### **Mission**

The mission of the Law Enforcement and Security ESF is to coordinate and organize law enforcement and security resources in preparing for, responding to and recovering from emergency/disaster incidents which impact the citizens of McCreary County.

### **Scope**

The scope of this ESF includes:

- Assessing law enforcement and security system damage and determining the required resources to restore such law enforcement and security systems;
- Coordinating with ESF-13/Law Enforcement and Security support agencies for assistance in helping law enforcement and security suppliers obtain information, equipment, specialized labor, fuel and transportation;
- Coordinating information with local, state, and federal officials and suppliers about available law enforcement and security supply recovery assistance;
- Providing technical assistance concerning law enforcement and security systems;
- Providing law enforcement and security coordination and support services for emergency events in McCreary County;
- Maintaining law and order;
- Protecting life and property;
- Undertaking traffic control;
- Providing law enforcement support to other law enforcement agencies;
- Guarding essential facilities and supplies, and
- Coordinating law enforcement mutual aid.

ESF-13/Law Enforcement and Security is a functional annex to the McCreary County Kentucky Emergency Operations Plan (EOP) and, to the extent possible, information contained in other sections of the EOP will not be repeated in this ESF annex. Many of the agencies involved in ESF-13/Law Enforcement and Security activities have existing emergency plans and procedures which this ESF Annex is designed to complement and support.

This Emergency Support Function applies to all agencies with assigned law enforcement and security emergency responsibilities as described in the McCreary County EOP.

### **Situations and Assumptions**

Some of the situations and assumptions involved in planning ESF-13 planning include:

- In an incident many events will occur which will necessitate law enforcement and other safety measures for the protection of life and property;
- In an incident, law enforcement resources may be directly impacted and potentially degraded;
- Local law enforcement organizations must be prepared to support each other during emergency situations using available expertise, equipment, and manpower, to ensure efficient and effective emergency law enforcement operations;
- In most incidents, the major law enforcement tasks will include traffic control, cordoning off of stricken areas, providing security for vital installations, crowd and access control, and assisting in dissemination of warnings to the general public, as well as generally maintaining law and order;
- During an emergency law enforcement action, uniformed personnel of law enforcement agencies are best able to initially respond and restore order because individuals in the public and private sectors will usually follow instructions given by law enforcement personnel;
- Terrorism and violent activities may result in emergency situations. Local law enforcement resources may be immobilized as a result of bombings, blackmail, sniping or other terrorist activity. Civil disturbances frequently result in injuries to persons and damage to property. Explosives and firebombs are common components of civil disturbances. Law enforcement resources will be fully mobilized for such occurrences;
- During an evacuation resulting from an incident, large numbers of people could be traveling in private and public vehicles to reception centers. In order to have an orderly flow of traffic and proper parking at the reception center and shelters, there will be a need for traffic control personnel;
- The concentration of additional large numbers of people in congregate care facilities during a major relocation will necessitate additional police patrols to preserve orderly conduct;
- Additional law enforcement surveillance will be needed in the areas evacuated, to prevent looting;
- Evacuation of an area may necessitate the moving of prisoners. This will result in the need for additional law enforcement personnel during movement of the prison population and possibly at the temporary detention center;

Law enforcement personnel may be called upon to perform functions other than their normal duties and actions for which they may have not have been trained. Other emergency personnel, such as

firefighters or public works employees, may be called upon to assist in the performance of law enforcement activities under the direction of the ESF-13 Coordinator and officers on the scene. Every effort should be made to determine if there are personnel trained for a specific duty, on hand, before untrained personnel are allowed into possibly dangerous areas or the performance of possibly hazardous actions.

### Concept of Operations

The McCreary County Emergency Operations Center (EOC) serves as the central location for interagency coordination and executive decision-making, including all activities associated with ESF-13/Law Enforcement and Security during a disaster/emergency event. The ESF-13 Primary Agencies work with the EOC management team to ensure necessary law enforcement and security tasks are accomplished. The Support and Partnering Agencies provide resources and personnel to assist in accomplishing ESF-13 activities as required by the size and demands of the event. As calls are received requesting services and resources during an emergency/disaster situation, they are routed to the ESF-13/Law Enforcement and Security desk to determine appropriate action.

#### General

ESF-13/Law Enforcement and Security is organized consistent with the requirements of the National Response Plan, the National Incident Management System and uses the Incident Command System (composed of Planning, Operations, Logistics and Finance/Administration Sections with their standardized Units, Teams, positions, forms and terminology) to manage its emergency/disaster responsibilities. This structure and system supports incident assessment, planning, procurement, deployment and coordination of law enforcement and security support operations for McCreary County. Pursuant to the Incident Command System structure, the Planning, Logistics, Finance/Administration and Operations Section Coordinators and staff at the Emergency Operations Center (EOC) assist the EOC Manager in achieving the overall mission. Sections, Units, Teams, staffing levels, etc. are modular and scalable, depending on the type, size, scope and complexity of the emergency or disaster event.

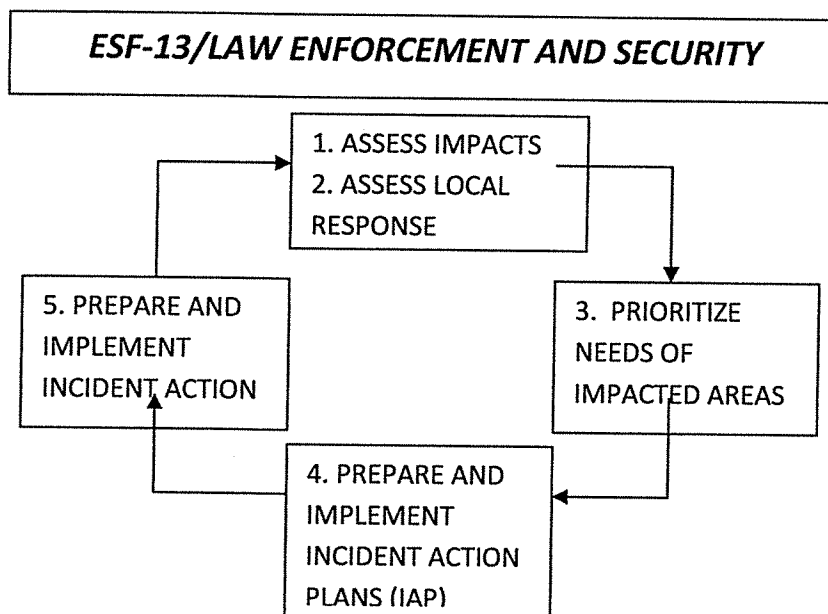
Procedures, protocols and plans for ESF-13/Law Enforcement and Security disaster response activities provide guidelines for operations at the McCreary County EOC and in the field.

- The Emergency Operations Plan and corresponding Appendices, Incident Annexes, Support Annexes and Standard Operating Guidelines that describe ESF-13/Law Enforcement and Security capabilities are based on National Planning Scenarios, Universal Task List and Target Capabilities and are the basis of these guidelines;
- Periodic training and exercises are conducted to enhance effectiveness;
- Law enforcement and security planning is continuous, beginning well before impact of approaching natural disasters and immediately upon those not forecasted.

A large event requiring regional, state and/or interstate mutual aid assistance will require ESF-13/Law Enforcement and Security implementation. ESF-13/Law Enforcement and Security will coordinate with support agency counterparts to seek and procure, plan, coordinate and direct the use of any required law enforcement and security assets.

When an event requires a specific type or response mode, law enforcement and security technical and subject matter expertise may be provided by an appropriate person(s) from a supporting agency with

skills relevant to the type of event. The individual will advise and/or direct operations within the context of the Incident Command System structure.



**Figure 13-1: ESF-13/Law Enforcement and Security Concept of Operations**

As illustrated in Figure 13-1: *ESF-13/Law Enforcement and Security Concept of Operation*, ESF-13 will give priority to five fundamental, interrelated functions:

- Use technology and human intelligence to collect, analyze and disseminate information on direct and indirect disaster impacts,
- Assess the capabilities of local government, the business community and volunteer agencies to effectively respond to the disaster;
- Assess and prioritize the immediate needs of impacted communities, neighborhoods and areas of the county;
- Incorporate the analyses into Incident Action Plans that establish operational objectives and identify resource requirements to accomplish these objectives;
- Utilize an Incident Action Matrix to establish priorities, assign tasks to agencies and track progress in meeting objectives.

Each law enforcement and security organization which enters into a mutual aid agreement will furnish a copy of the agreement to the McCreary County Emergency Management Agency.

The McCreary County Emergency Management Agency will maintain up-to-date information of law enforcement and security services in McCreary County including:

- Names of responsible officials (reviewed/updated quarterly),
- ESF-13/Law Enforcement and Security staffing directory (reviewed/updated quarterly),

- ESF-13/Law Enforcement and Security notification lists (reviewed/updated quarterly),
- Major law enforcement and security equipment identified in Resource Typing and readiness status (reviewed/updated annually).

The ESF-13/Law Enforcement and Security Emergency Operations Plan plus accompanying Appendices, Annexes and Standard Operating guidelines are maintained by the McCreary County Emergency Management Agency and are reviewed and updated by the law enforcement and security planning committee with the McCreary County Emergency Management Agency at least annually. Support agencies may develop and maintain their own similar documents for internal use, which must be compatible with and in support of the overall Emergency Operations Plan. All such documents must be compliant with the National Response Plan, National Incident Management System, Incident Command System and the Emergency Operations Plan (EOP).

Law enforcement and security organizations are responsible for training and continuing education of their personnel.

The McCreary County Emergency Operations Center uses WebEOC (crisis management software) to supplement disaster management planning and actions. Specifically, all of the applicable Emergency Support Functions, agency based emergency operations centers, and other facilities or functions as appropriate are able to communicate their needs and status through WebEOC. This allows all of the information to be integrated for the specific event and to assess what actions, resources and needs exist.

### **Notifications**

McCreary County E911 Dispatch is the county's 24 hour Warning Point.

When the county or an area of the county has been threatened or impacted by an emergency or disaster event, McCreary County E911 Dispatch will notify the McCreary County Emergency Management Agency Director who in turn will notify the State Emergency Operations Center Duty Officer. The state Emergency Operations Center notifies applicable state agencies including the Regional Response Manager of KyEM Region 10.

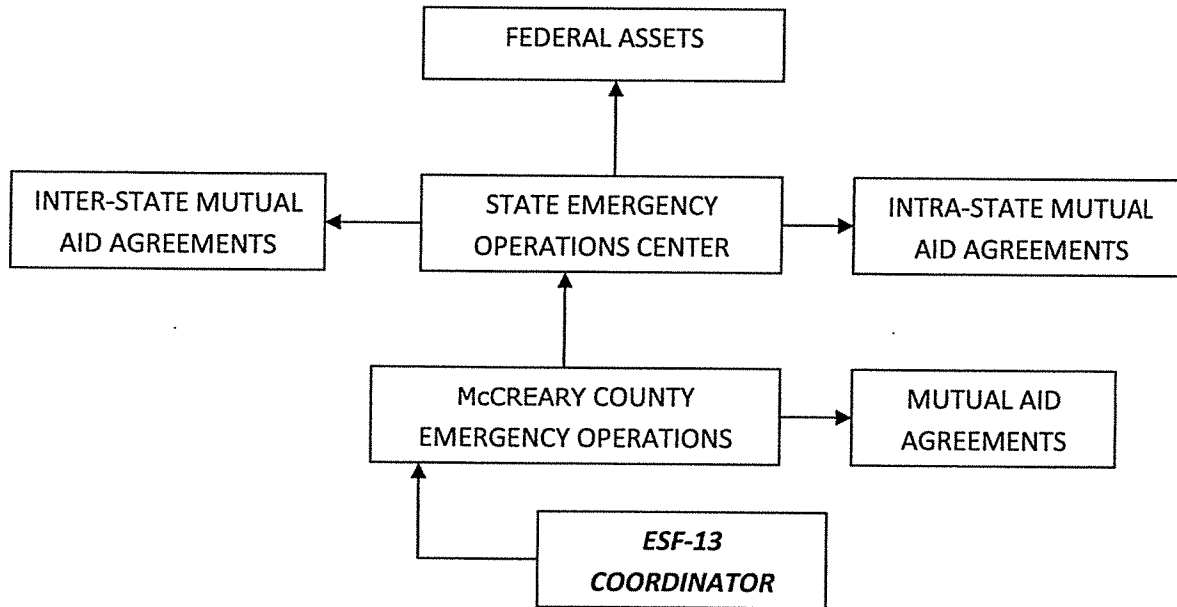
ESF-13/Law Enforcement and Security will be activated or placed on standby upon notification by the McCreary County Emergency Management Agency. Upon instructions to activate this Emergency Support Function, the ESF-13 Coordinator and Support Agencies will implement their procedures to notify and mobilize all personnel, facilities and physical resources potentially needed, based on the emergency circumstance.

### **Direction and Control**

McCreary County Sheriff Office is the lead agency for ESF-13 and will manage the emergency activities of ESF-13/Law Enforcement and Security. Law Enforcement and Security operates from the McCreary County Emergency Operations Center (EOC) on a 24 hour/7 days a week schedule to help maintain the flow of law enforcement and security services.

The McCreary County Emergency Management Agency functions as the official disaster organization for preparedness, mitigation, response and recovery within McCreary County and serves as the focal point for ESF-13 activities. It is responsible for ensuring that all appropriate program departments, support agencies, other Emergency Support Functions and private voluntary agencies have knowledge about the system and ESF-13 expectations.

*Requests for Emergency Assistance Flow Upwards from the Lowest Level*



**Figure 13-2: Progressive Requests for Emergency/Disaster Resources**

The ESF-13 system operates at two levels – the Emergency Operations Center and field operations.

All management decisions regarding county and/or regional resource allocation are made at the Emergency Operations Center by the ESF-13 Coordinator during emergency activations. In accordance with a mission assignment from ESF-13 and further mission tasking by a local primary agency, each support organization assisting in an ESF-13 assignment will retain administrative control over its own resources and personnel but will be under the operational control of ESF-13. Delegation of mission operational control may be delegated to a management Support Unit, Multi-Agency Coordination Team or a local entity.

**Organization**

Response to an emergency/disaster event in McCreary County is progressive as demonstrated in Figure 13- 2: *Progressive Requests for Emergency/Disaster Resources*. The initial response to an emergency/disaster situation is met by the use of the law enforcement and security resources available at the local level. McCreary County Fiscal Court activate available resources. When the law



enforcement and security needs for resources and/or services exceed the capability of what is available in the jurisdictions within McCreary County, established mutual aid agreements with surrounding counties to provide law enforcement and security, such resources are utilized. When needed law enforcement and security resources cannot be located through mutual aid agreements, the McCreary County EOC requests resources through the state EOC. The state EOC locates resources through intra- and inter-state mutual aid agreements and federal assets.

**County**

McCreary County Emergency Management will initiate ESF-13/Law Enforcement and Security notification and will request assistance from the primary and support agencies to help staff the ESF-13 position in the McCreary County Emergency Operations Center.

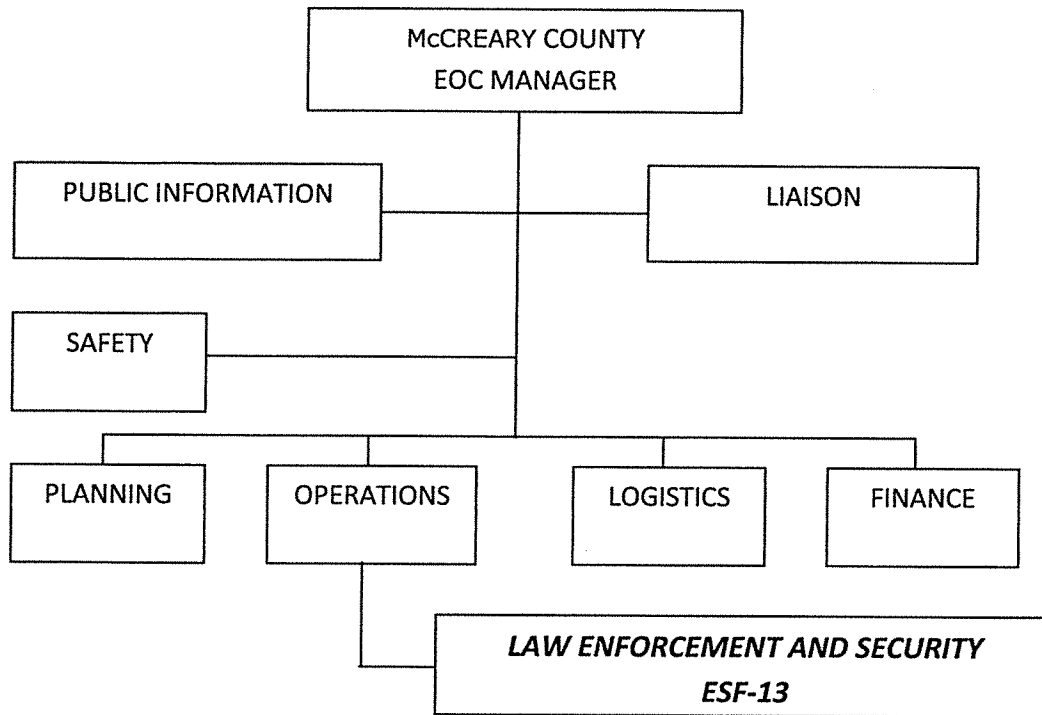
In the Incident Command Structure, ESF-13/Law Enforcement and Security is located in the Operations Section as shown in Figure 13-3: *Incident Command System Structure: ESF-13-Law Enforcement and Security*.

During an activation of the EOC, support agency staff is integrated with the law enforcement and security staff to provide support that will allow for an appropriate, coordinated and timely response.

Throughout the response and recovery periods, ESF-13:

- Collects, analyzes, and disseminates tactical information on the nature, scope and potential impacts of an incident or major disaster related to law enforcement and security;
- Evaluates and analyzes information regarding law enforcement and security requests;
- Develops and updates assessments of current and anticipated future law enforcement and security needs and resource requirements,
- Implements contingency planning to meet anticipated law enforcement and security demands or needs;
- Incorporates this analysis into Incident Action Plans; and
- Uses this intelligence to support the Logistics, Operations and other ESFs in their impact assessment and response missions.

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**Figure 13-3: Incident Command System Structure: ESF-13/Law Enforcement and Security**

### **Region**

When local resources are overwhelmed or depleted, additional law enforcement and security resources are obtained through established mutual aid agreements McCreary County has with counties in the region. The Operations Chief, in consultation with the requesting jurisdiction, contacts the agencies with whom mutual agreements are in effect to determine if the requested resources are available.

Additionally, either the KyEM Region 10 Response Manager or the state Emergency Operations Center can be contacted to determine the appropriate state agency serving as the lead agency for law enforcement and security coordination/support at the state level. That agency can designate a liaison to the McCreary County EOC to assist Emergency Support Function 13 and to the extent capable provide coordinators, assessors and operational personnel in support of the EOC or field activities.

On activation of an emergency operations center in more than one county, the lead agency for law enforcement and security coordination/support at the state level may support the coordination of the event response with regional resources or request additional resources through the State Emergency Operations Center.

### **State**

During an emergency or disaster event, ESF-13/comparable primary and support agencies at the State Emergency Operations Center report and function under the overall direction of the Kentucky Division of Emergency Management Director.

During the response phase, ESF-13/Law Enforcement and Security evaluates and analyzes information regarding law enforcement and security requests. ESF-13/Law Enforcement and Security also

develops and updates assessments of the law enforcement and security situation/status in the impact area and initiate contingency planning to meet anticipated demands and needs.

The Kentucky Division of Emergency Management develops and maintains the overall State Emergency Operations Plan and accompanying Appendices and Standard Operating Guidelines that govern response actions related to emergencies. Support agencies may develop and maintain their own similar documents for internal use, which must be compatible with and in support of the overall Emergency Operations Plan. All such documents will comply with the National Response Plan, the National Incident Management System and the Incident Command System.

### **Actions**

Actions initiated by ESF-13 are grouped into the phases of emergency management: preparation, mitigation, response and recovery. Each phase requires specific skills and knowledge to accomplish. Each phase may require significant cooperation and collaboration between all supporting agencies and the intended recipients of service. ESF-13 encompasses a full range of activities from training to the provision of field services.

ESF-13/Law Enforcement and Security also coordinates and may assume direct operational control of the following (not limited too) services:

- Assessment of law enforcement and security needs and potential impacts;
- Traffic and access control;
- Law enforcement personnel;
- Law enforcement equipment and supplies;
- Evacuation and re-entry support;
- Emergency responder security and safety;
- Mental health and crisis counseling for responders;
- Law enforcement public information and risk communication;
- Law enforcement management, command and control of assets;
- Law enforcement activities related to terrorist threats and/or events;
- Security for logistical Staging Areas, Points of Dispensing and shelters;
- Catastrophic incident and alternate law enforcement facility support

### **Preparedness Actions**

Actions and activities that develop law enforcement response capabilities may include planning, training, orientation sessions and exercises for ESF-13 personnel and other emergency support functions that will respond with ESF-13. This involves the active participation of local inter-agency preparedness organizations, which collaborate in such activities on a regular basis.

Local agencies will jointly address planning issues on an on-going basis to identify response zones, potential staging areas, potential medical facilities and the maintenance and future development of specialized teams.

Initiatives also include:

- Planning with ESF-13 support agencies and other emergency support functions to refine law enforcement operations;
- Developing and refining procedures for rapid impact assessment per field surveys;
- Preparing and maintaining emergency operating procedures, resource inventories, personnel rosters and resource mobilization information necessary for implementation of the responsibilities of the lead agency;
- Ensuring lead agency personnel are trained in their responsibilities and duties;
- Developing and implementing emergency response and law enforcement strategies;
- Developing and presenting training courses for ESF-13 personnel;
- Providing information on critical facilities/infrastructure to the McCreary County Emergency Management Agency;
- Maintaining liaison with support agencies;
- Conducting vulnerability analyses at critical facilities and make recommendations to improve the physical security;
- Conducting All Hazards exercises involving ESF-13.

**Response Actions**

Response actions/initiatives include:

- Coordinating operations at the ESF-13 position in the McCreary County EOC and/or at other locations as required;
- Coordinating needs and response actions with each law enforcement district;
- Establishing and maintaining a system to support on-scene direction/control and coordination with McCreary County's EOC, State EOC, or other coordination entities as appropriate;
- Establishing mutual aid procedures for
  - Law enforcement;
  - Interoperable communications, and;
  - Others as appropriate;
- Coordinating resource management and logistical support;
- Implementing Disaster Assessment Teams to determine
  - Post-event effect on emergency services;

- Functional group resources, and;
- The ability to perform Continuity of Operations for essential functions;
- Monitoring and directing law enforcement resources and response activities to include pre-positioning for response/relocation due to the potential impact(s) of the emergency situation;
- Participating in EOC briefings and development of Incident Action Plans and Situation Reports;
- Coordinating with support agencies, as needed, to support emergency activities;
- Obtaining other resources through the Statewide Emergency Management Mutual Aid and Assistance Agreement;
- Coordinating all resources into the affected areas from designated staging areas;
- Coordinating with other jurisdictions' ESFs or like function to obtain resources and facilitate an effective emergency response among all participating agencies.

### **Recovery Actions**

Recovery actions/initiatives include:

- Contacting each law enforcement agency for initial damage assessment of personnel, equipment and supplies;
- Maintaining documentation of all reported damage by law enforcement jurisdiction;
- Obtaining additional law enforcement resources via established mutual aid agreements;

### **Mitigation**

Mitigation actions/initiatives include:

- Identifying and seeking funding for retrofitting critical facilities and providing auxiliary power;
- Providing personnel with the appropriate expertise to participate in activities designed to reduce or minimize the impact of future disasters.

## **Responsibilities**

**All tasked agencies will:**

- Develop applicable standard operating procedures, guidelines and/or checklists which clearly define the role of this emergency support function in the overall functioning of the McCreary County EOC and detail the accomplishment of their assigned functions;
- Train staff in the standard operating procedures, guidelines and/or checklists that outline the courses of action to be taken during a pending or actual disaster or emergency situation;
- Participate in drills to exercise these procedures and actions on a regular basis;
- Participate in honest appraisals of the performance of the law enforcement and security role and actions after each drill, exercise and actual activation of the McCreary County EOC;

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- Participate in a continuous quality improvement process that uses the findings of the performance appraisals and the lessons learned to continuously refine the role and actions of this emergency support function in the overall functioning of the McCreary County EOC and incorporate these into clearly written procedures which are shared with all staff and involved agencies;
- Deploy a representative to the EOC to assist with emergency management activities;
- Provide on-going status reports as requested by the Emergency Management Coordinator;
- Document all costs and expenses associated with response and recovery activities taking care to clearly separate disaster-related work from daily work in the event that State and Federal reimbursement becomes available;
- Maintain up-to-date rosters for notifying personnel and 24-hour EOC staffing capabilities, and provide this information to the McCreary County Emergency Management Agency;
- Perform other emergency responsibilities as assigned.

**Primary Agencies:** McCreary County Sheriff Office

### Duties include:

- Providing leadership in directing, coordinating and integrating overall McCreary County efforts to provide law enforcement assistance to affected areas and populations;
- Staffing and operating a National Incident Management System compliant, command and control structure (i.e., Incident Command System), to assure that services and staff are provided to areas of need;
- Coordinating and directing the activation and deployment of law enforcement personnel, supplies and equipment and provide certain direct resources;
- Evaluating the emergency, making strategic decisions, identifying resource needs and securing resources required for field operations;
- Tasking support agencies as necessary to accomplish ESF-13 support responsibilities;
- Monitoring law enforcement emergency response and recovery operations;
- Coordinating all state and federal law enforcement resources into the affected areas from staging areas;
- Managing law enforcement activities and other emergency incidents in accordance with each department's Standard Operating Guidelines and under the direction of ESF-13 representatives or designee;
- Making specific requests for law enforcement assistance to the State ESF-13/comparable as needed. The State will activate resources through the State Emergency Response Plan;

- Re-assessing priorities and strategies throughout the emergency according to the most critical law enforcement needs;
- Demobilizing resources and deactivating the ESF-13 function upon direction from the EOC Manager.

**Support Agencies:**

Support agencies will provide assistance to the Emergency Support Function with:

- Performing the above-outlined tasks as requested by the ESF Coordinator;
- Services, staff, equipment, and supplies that complement the entire emergency response effort
- Reporting current resources capabilities on a regular basis.

**Administration and Support**

**Support**

Requests for emergency assistance will be resolved at the lowest level direction and control facility with appropriate response resources capabilities. Unresolved assistance requests will normally flow upward from cities to the county and/or field deployed command posts to responsible representatives in the State Emergency Operations Center, and as required to other states or the federal government for assistance support.

**Agreements and Understandings**

All agreements and understandings entered into for the purchase, lease, or otherwise use of equipment and services, will be in accordance with the provision of laws and procedures.

**Status Reports**

The primary agency will maintain status of all outstanding assistance requests and unresolved ESF-13/Law Enforcement and Security related issues. This information will be summarized into periodic status reports and submitted in accordance with applicable operating procedures.

**Expenditures and Recordkeeping**

Each ESF-13/Law Enforcement and Security agency is responsible for establishing administrative controls necessary to manage the expenditure of funds and to provide reasonable accountability and justification for federal reimbursement in accordance with the established guidelines. The first source of funds for expenditures by agencies in response to emergency, imminent disaster, or recovery from a catastrophic incident, is to be from funds associated with each local agency.

ESF-13/Law Enforcement and Security is responsible for managing financial matters specific to ESF-13/Law Enforcement and Security activity and related to resources procured/used during an event and forwarding that information to the Finance/Administration Section. However, each local government/agency/department must also track and record its own expenditures to ensure accuracy

with any submissions for potential reimbursement. Information will be provided post-event as to application procedures for reimbursement.

The Finance/Administration Section will coordinate with the Logistics Section to ensure that procurements and staff hours are properly documented and processed for potential reimbursement. It will also be responsible for follow-up on all financial issues through coordination with McCreary County Government and other local governments' fiscal and personnel management officials, Kentucky Division of Emergency Management fiscal agents, Federal Emergency Management Agency fiscal agents and directly with vendors as necessary.

Expenditures by other departments for activity not directly related to ESF-13/Law Enforcement and Security will be documented by those entities and submitted directly to the Finance/Administration Section as soon as possible.

**Critiques**

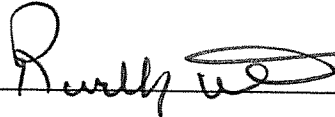
Following the conclusion of any significant emergency, incident or exercise, the primary agency representative will facilitate a critique of the group activities during the emergency/incident/exercise with the ESF-13/Law Enforcement and Security agencies, identifying the successes and identifying areas that can be strengthened and enhanced for efficiency in a continuous quality improvement process for the overall performance of the McCreary County Emergency Operations Center.



**Statement of Concurrence**  
**LAW ENFORCEMENT AND SECURITY**  
**ESF-13**

The signature appearing below indicates the individual has the authority to commit resources of the agency represented and agrees to the functions and tasks prescribed for this ESF.

**PRIMARY AGENCIES:**            McCreary County Sheriff Office



(Signature)

Randy Waters

(Printed Name)

7/20/15

(Date)