



# Annex M: Emergency Support Function #13 – Law Enforcement

November 2020

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## Coordinating Agency

Hamilton County Sheriff's Office

## Supporting Agencies

Hamilton County Coroner's Office  
Hamilton County Prosecutor's Office  
Greater Cincinnati Fusion Center  
City of Cincinnati Police Department – Real Time Crime Center  
Local Jurisdictional Law Enforcement Departments

## Introduction

### Purpose

The purpose of Emergency Support Function (ESF) #13 – Law Enforcement is to establish how activities related to law enforcement will be coordinated during and after disasters to meet the emergency needs of Hamilton County, OH. This ESF describes the operational components as well as roles and responsibilities of the agencies necessary to fulfill the duties of ESF #13.

### Scope

ESF #13 serves to coordinate activities related to law enforcement in Hamilton County during the response and recovery phases of the emergency management cycle. During and shortly after the incident, ESF #13 is responsible for law enforcement, public safety and security capabilities, and law enforcement resources during potential or actual incidents.

Activities of ESF #13 include supporting local jurisdictional law enforcement in maintaining law and order within legal authorities, monitoring and reporting the status of local and county law enforcement, supporting the relocation and temporary detention of persons confined to institutions, working with the Intelligence Unit monitoring for criminal activity that may potentially affect incident response, providing safety for on-scene personnel through traffic management, and support all criminal investigations occurring in conjunction with incident response.

ESF #13 may also be asked to assist in the dissemination of alerts, warnings and notifications, provide communications resources to support responding agencies, support evacuation and re-entry operations, and ensure security for key governmental facilities and coordinate with agencies response for the protection of vital private sector sites.

### Situation

1. The Hamilton County Sheriff's Office (HCSO) is the primary law enforcement agent within the county, and has jurisdiction throughout the county. The County Sheriff, or his designated representative, will act as the senior law enforcement coordinator in the Hamilton County Regional Operations Center (ROC) for the duration of a given situation, or as required for the completion of a law enforcement mission.
2. The HCSO is the primary law enforcement agent within the county, and has jurisdiction throughout the county. Internally, a chain of command has been established for integration and

coordination of HCSO units. Requests by a local jurisdiction for HCSO support will be coordinated and prioritized through the Hamilton County ROC.

3. The Hamilton County Prosecuting Attorney’s Office is to oversee and ensure that the enforcement of the laws of the state of Ohio is adhered to.

### Assumptions

Planning requires assumptions based on statistics, history, behavior patterns and likely future trends. The following assumptions were made as consideration for ESF #13 – Law Enforcement:

- Within their own jurisdictions, law enforcement agencies shall provide security for, and limit access to, the local EOCs or Incident Command Posts (ICPs), key governmental facilities and locations of the emergency. For HCSO, this will occur at the Hamilton County ROC and other applicable locations. All law enforcement jurisdictions will operate in accordance with their own Emergency Operations Plans (EOPs), Standard Operating Procedures (SOPs) and/or Standard Operating Guidelines (SOGs).
- Activities of county, local and state law enforcement agencies will increase significantly during emergency operations.
- Large scale or countywide disasters will necessitate the coordination of all law-enforcement agencies in order to expedite assistance to agencies and departments of government in affected areas.
- Even in cases of large-scale disasters, local law enforcement agencies will have the primary authority and responsibility for law enforcement activities in their particular jurisdiction. Unless requested by the local authorities and approved by the governor, the Ohio National Guard (ONG) will not aid civil authorities.
- Each federal, state, county and local law enforcement organization will utilize the process, guides, protocols and procedures prescribed in the National Incident Management System (NIMS).
- For information and resource management purposes, requests for outside agency law-enforcement assistance by local officials shall be coordinated through the Hamilton County Regional Operations Center.
- Additional law enforcement support will be needed for the maintenance, control and support of evacuation traffic control patterns, community reception and care facilities and for institutions such as hospitals, prisons and mental institutions.
- In large scale incidents, additional resources should first be obtained through the activation of mutual aid and assistance agreements with neighboring localities and/or State authorities, with incident operations managed through a Unified Command structure.

### Concept of Operations

Emergency Support Function (ESF) #13 – Law Enforcement consists of four broad activities in relation to the Hamilton County Emergency Operations Plan. These activities are:

ESF #13 Activities	
1.	Monitoring and Reporting Status of Local and County Law Enforcement
2.	Monitoring Criminal Activity
3.	Providing Traffic Management to Support On-scene Safety
4.	Support Criminal Investigations Occurring in Conjunction with Incident Response

## Overview

1. The Hamilton County Emergency Management/Homeland Security Agency is responsible for activating and notifying ESF #13 for assessment, response, and recovery activities during emergencies.
2. The Hamilton County Sheriff's Office is the lead coordinating agency for ESF #13. In an emergency response, HCSO will affect primary coordination from the Hamilton County ROC.
3. Law enforcement agencies involved in any emergency response will be responsible for the employment of internal communications equipment and facilities to the greatest extent possible. These agencies will also be responsible for the maintenance of command structures, tracking of deployed personnel and resources and list of available personnel and resources that maybe activated. Any auxiliary forces that are activated for service will work directly under the supervisory authority of their parent agency.
4. The ONG is a state asset that, if activated, can:
  - a. Deploy a Liaison Officer to the County Regional Operations Center.
  - b. Aid local civil authorities in disasters as requested by local authorities through HCEM/HS & OEMA, after local resources have been exhausted, and then only after authorized by the Governor, in the applicable proclamation.
  - c. Coordinate with local ONG Guard Liaison Officers (GLO).
  - d. Specific aid actions to civil authorities include, but are not limited to:
    - i. Security of critical facilities to guard against criminal activity.
    - ii. Roadblocks and traffic control
    - iii. Mobile security/station security
    - iv. Search and Rescue actions
    - v. Evacuation assistance
    - vi. Limited construction support, debris clearance and removal actions
    - vii. In a prison riot situation, ONG may serve as a secondary response team for local, county and/or state law enforcement officers should the situation worsen and warrant intervention. ONG may also provide guards at the prison entrances and inmate intake entrances (sally ports) and at designated sites within the cellblocks if needed.
    - viii. Provide street-mission-capable units for riot control.

## Relationship between Levels of Government

1. Federal
  - a. ESF #13 in the National Response Framework is referred to as the Public Safety and Security Annex. ESF #13 integrates Federal public safety and security capabilities and resources to support the full range of incident management activities associated with potential or actual incidents requiring a coordinated Federal response.
2. State
  - a. Some Ohio agencies' duties and responsibilities are limited to a very specific jurisdiction. For example, officers from the Ohio Department of Natural Resources (ODNR) enforce laws within and upon state park properties. However, ODNR officers do not enforce the laws of the political jurisdiction in which the park facility is located. Investigative Unit Agents may initiate an arrest in a liquor establishment, but they will not enforce speed limits on county streets. The exception to these examples is as follows:
  - b. A state resource that is available to local law enforcement agencies are officers (OPOTA Trained) from the Ohio Department of Rehabilitation and Corrections (ODRC). An MOU exists between HCSO and ODRC in an emergency. ODRC officers may be able to transport county jail inmates from one facility to another.
  - c. In the event of a riot, or other civil disorder, and upon the request of a sheriff, or the chief executive of the municipal corporation, the Governor may order the OSHP to enforce criminal laws in the area affected by the riot/disturbance, when conditions indicate that

local authorities are unable to contain the situation. The Governor may designate such support until the termination of the emergency (ORC 5503.02)

## Organization and Assignment of Responsibilities

The Hamilton County Sheriff's Office (HCSO) has the primary responsibility for the law enforcement functions in Hamilton County. The HCSO will serve as the coordinating agency for this ESF.

### Coordinating Agency Responsibilities

Hamilton County Sheriff's Office will:

1. Coordinate the activities of Support Agencies within ESF #13 to fulfill operational objectives.
2. Direct the activities of the ESF #13 in conjunction with assistance from ESFs at the local, State, or Federal levels as applicable.
3. Collaborate with other Coordinating Agencies to ensure an effective response between ESFs.
4. Designate sufficient representatives (no less than three) to support/staff 24-hour operations at the Hamilton County EOC. The Hamilton County EMHSA will maintain listings of these personnel, 24-hour contact information, and directions for contacting them in the event of communication outages.
5. Develop and train all staff responsible for implementing ESF #13 on standard operating procedures.
6. Share ESF #13 activity information with appropriate EOC personnel.
7. Prioritize ESF #13 operational strategies in alignment with the EOC and on scene objectives.
8. Coordinate the determination of routes and control points for evacuation actions.
9. Provide law enforcement support (to include security) for county facilities, institutions, services, officials, and resources during a declared emergency.
10. Receive, manage, and track resource requests for ESF #13 in accordance with established resource management procedures.
11. Coordinate with ESF #15 – Emergency Public Information for the inclusion of appropriate information for public dissemination.
12. Provide longer-term coordination of the restoration and recovery of the affected law enforcement systems and infrastructure if required.
13. Assist in the development of the After Action Report. This report is a detailed, written analysis of the strengths and weaknesses of county-level emergency response and short-term recovery activities based upon extensive research of the event and interviews with participating assessment, response, and short-term recovery personnel.

### Supporting Agencies Responsibilities

Hamilton County Coroner's Office will:

1. Provide laboratory support to the local law enforcement agencies.
2. Conduct victim identification processes and procedures.

Hamilton County Prosecutor's Office will:

1. Advise and assist the Board of County Commissioners and other county agencies regarding legal questions arising from emergency response and recovery operations. These include, but are not limited to:
  - a. Drafting and dissemination of emergency declarations and related legal documents from the County Commission in support of emergency response and recovery operations.
  - b. Providing interpretations of law as needed during emergencies.
  - c. Review results of investigations regarding potential criminal allegations related to emergency response and recovery activities, and then decide whether to prosecute.
  - d. Take appropriate legal action against public and/or private entities on behalf of Hamilton County for damages or claims, which might arise from emergency response and recovery activities.

Greater Cincinnati Fusion Center will:

1. Provide Critical Infrastructure/Key Resource (CIKR) information along with other pertinent information as needed in support of ongoing operations.
2. Coordinate the sharing of intelligence among local, county, state and federal law enforcement partners.
3. Analyze and disseminate information to appropriate personnel in the Hamilton County EOC to facilitate proper decision making and response tactics for all incidents in Hamilton County.

City of Cincinnati Police Department – Real Time Crime Center will:

1. Support monitoring of incidents and provide law enforcement with any collected intelligence.

Local Jurisdictional Law Enforcement Departments will:

1. Coordinate with other law enforcement agencies or functions to ensure success of the regional comprehensive law enforcement effort.