

FINAL

# City of Oakland

## Hazard Specific Annex: Civil Unrest

Annexes to the Emergency Operations Plan

**April 2023**



FINAL

# Executive Summary

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## I. Purpose

The City of Oakland (City) Civil Unrest Annex to the Emergency Operations Plan (EOP) describes procedures that reduce or minimize loss of life, property, and the environment during times of civil unrest and facilitate restoration of order in a timely and effective manner.

## II. Situation and Assumptions

**Table 1: Civil Unrest Threat Analysis**

Frequency	Warning Lead Times	Consequences	Population/Area at Risk
Medium (Between 1 and 25 years)	Days to hours/ none	High (Moderate to high citywide impact. May require county, state, or federal assistance.)	Medium

**Table 1** shows the hazard analysis for civil unrest, as profiled in **Section 2** of the EOP. Civil unrest, sometimes called civil disturbance or civil disorder, describes a circumstance when a group of people engage in a form of obstruction that may escalate into riots, sabotage, willful damage of property, and other forms of crime. Triggers may include racial tension, religious conflict, unemployment, a decrease in normally accepted level services, an increase in the normally accepted level of the cost of goods, or unpopular political actions such as war.

Civil disturbance can cause:

- Significant economic losses by either disrupting normal economic activities, loss of jobs, or property damage
- Death and injury to responders, protesters, as well as observers
- Looting and general vandalism
- Fire setting that can quickly spread due to slow response times of overwhelmed fire departments
- Transportation route disruptions/blockages that can make it difficult for uninvolved persons to leave the area and difficult for emergency response personnel to arrive

Long-term effects of civil unrest may include a local depressed economy, environmental damage, social disruption, and long-lasting animosity between contending groups.

As an epicenter for nationally recognized social change movements, Oakland has experienced a high number of demonstrations, including repeated incidents of civil unrest and public confrontations between police and citizens. Protests in Oakland have often resulted in damage to local businesses and public infrastructure, requiring the City to expend limited public funds on emergency response when protest activities have become violent. In 2014 – 15, Oakland spent

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more than \$5 million in officer overtime pay to address demonstrations in response to events in Ferguson and New York<sup>1</sup>. Since 2009, the City has activated its Emergency Operations Center (EOC) over 30 times to support or respond to planned or spontaneous protests, demonstrations, and civil unrest incidents. A selection of notable activations is summarized in **Table 2**.

**Table 2: Notable EOC Activations for Protest, Demonstrations, and Civil Unrest**

Date	Action
May 29 – June 3, 2020	George Floyd Demonstrations
May 1, 2018	May Day Events
May 1, 2017	May Day – General Strike
January 16, January 19, January 20, and January 21, 2017	MLK and Inaugural events
November 20 – 21, 2017	2016 Presidential Election
June 5, 2015	First Friday -Call For Action
May 19, 2015	Malcolm X Day -Call For Action
May 2, 2015	National Day of Action
May 1, 2015	May Day
January 15, 2015	MLK Weekend
November 14, 2014	Ferguson Grand Jury
October 22, 2014	National Day to Stop Police Brutality (Occupy Oakland)
September 5, 2014	Oakland-Urban Shield Protest
March 15, 2014	International Anti-Police Day
October 25, 2013	Occupy Oakland Planned Protests (Anniversary Event)
July 19, 2013	Operation Verdict (Zimmerman)

<sup>1</sup> 2016 Resilient Oakland *Preliminary Resilience Assessment*.

Date	Action
July 2, 2013	Occupy Oakland Planned Protests
May 1 – 2, 2013	May Day-March for Dignity and Resistance
October 26 – 27, 2012	Occupy Oakland Planned Protests (Anniversary Event)
May 1 – 2, 2012	May Day-March for Dignity and Resistance
April 10, 2012	Occupy Oakland Planned Protests (6 mo. Anniversary Event)
January 28-29, 2012	Occupy Oakland
January 7, 14, 21, 2012	Anti-Police Protests
September, October, November, and December, 2011	Occupy Oakland
June 12, 2011	Mehserle Release Protest March/Rally
June 30 – July 1, July 6 – 8, December 3, 2010	Mehserle Trial
January 2009	Oscar Grant shooting/Mehserle verdict (Civil Disturbance)

**A. Assumptions**

Refer to **Section 1.4.2** of the Oakland EOP for overarching emergency management assumptions.

**III. Concept of Operations**

The Oakland Police Department (OPD) is the lead agency for all civil unrest activities. Other city department and agencies are responsible for maintaining their own operations and services during such events and incidents. If the situation is beyond the capability of the City, additional resources may be called in using mutual aid agreements via the Operational Area as described in **Section 4.15** of the Oakland EOP.

Operations in response to civil unrest are conducted in three phases:

- **Preparedness** covers normal readiness and the “warning” period. The warning period is the brief time period when the threat of a civil disturbance has been received or that small contained civil disturbance has begun.
- **Response** begins when notification of a major disturbance is received or observed.
- **Recovery** begins when response activities are under control and City leadership can start planning to return to normal operations.

**A. Initial Response Actions (First 24 Hours)**

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Response objectives will be set by the Incident Commander. Based upon previous incidents, response objectives and priorities may include the following:

- Maintain officer safety
- Protect life
- Protect property
- Protect vital facilities
- Protect private businesses and residential homes
- Maintain public order and peace
- Uphold constitutional rights of free speech and assembly

The table below shows the initial response objectives for City following a civil unrest or civil disturbance incident:

Time	Response Actions
First 24 hours	<ul style="list-style-type: none"> <li>• Establish staging area.</li> <li>• Request mutual aid.</li> <li>• Initiate communication with civil disturbance leaders.</li> <li>• Establish inner and outer perimeter.</li> <li>• Make announcement to disperse crowd.</li> <li>• Provide opportunity for non-violent persons to leave.</li> <li>• Receive mutual aid officers.</li> <li>• Provide ongoing security.</li> <li>• Establish forces to:               <ul style="list-style-type: none"> <li>○ Demonstrate police presence</li> <li>○ Direct traffic</li> <li>○ Conduct public notifications</li> <li>○ Conduct detections, arrests, and use of force</li> <li>○ Make surgical arrests of individuals engaged in criminal activities</li> <li>○ Assemble sufficient chemical agents and less-lethal impact munitions</li> <li>○ Assemble tactical negotiations team to negotiate with group leaders and public speakers, and public announcements</li> <li>○ Assemble and direct video teams to record temperament of participants prior to crowd formation</li> <li>○ Monitor radio transmissions and record potential and actual crowd situations</li> <li>○ Record crowd temperament and criminal activity, including lawful assembly and failure to disperse</li> </ul> </li> </ul>
First 24 hours	<ul style="list-style-type: none"> <li>○ Demonstrate police presence</li> <li>○ Direct traffic</li> <li>○ Conduct public notifications</li> <li>○ Conduct detections, arrests, and use of force</li> <li>○ Make surgical arrests of individuals engaged in criminal activities</li> <li>○ Assemble sufficient chemical agents and less-lethal impact munitions</li> <li>○ Assemble tactical negotiations team to negotiate with group leaders and public speakers, and public announcements</li> <li>○ Assemble and direct video teams to record temperament of participants prior to crowd formation</li> <li>○ Monitor radio transmissions and record potential and actual crowd situations</li> <li>○ Record crowd temperament and criminal activity, including lawful assembly and failure to disperse</li> </ul>

Time	Response Actions
	<ul style="list-style-type: none"> <li>○ Provide specific narration of activity being filmed</li> <li>○ Recover/collect physical evidence</li> <li>○ Conduct surveillance and share potential threat information with commander</li> <li>○ Obtain air support</li> <li>○ Obtain support to transport arrestees to designated confinement facilities</li> <li>● Maintain situational awareness:               <ul style="list-style-type: none"> <li>○ Identify location(s) of activities</li> <li>○ Number of participants</li> <li>○ Activities of participants</li> <li>○ Direction of movement of participants (if applicable)</li> <li>○ Access and routes to command post(s)</li> </ul> </li> <li>● Maintain statistical data and send to EOC Planning and Intelligence Section. Sample data may include:               <ul style="list-style-type: none"> <li>○ Number of individuals arrested</li> <li>○ Number of citations</li> <li>○ Use of force</li> <li>○ Weapons recovered</li> <li>○ Property damage</li> </ul> </li> <li>● Assign a representative to work with on-scene media.</li> <li>● Identify and coordinate with hospitals to provide care, including providing care for individuals under arrest.</li> <li>● Manage fire and reduce potential fire threats.</li> <li>● Obtain security escorts as needed.</li> </ul>

As the first 24-hour period concludes, the Incident Commander will continue to perform the above functions and make adjustments as necessary.

During a civil unrest the following functions will be critical and will be supported by established Emergency Support Functions (ESFs), annexes to the EOP:

Functions	Incident Conditions
<b>Public Safety and Security</b> (ESF #13 – Law Enforcement)	<ul style="list-style-type: none"> <li>City resources will be used to protect the public and secure the area where the civil unrest is occurring.</li> <li>City law enforcement and emergency management officials may be quickly overwhelmed by the number of law violators.</li> <li>If the City resources are overwhelmed, resources will be requested from the Operational Area and the state to assist with public safety and security in the City of Oakland.</li> </ul>
<b>Protect Property and Critical Facilities</b> (ESF# 13 – Law Enforcement and ESF #3 – Public Works and Engineering)	
<b>Crisis Management</b> (ESF #13 – Law Enforcement and ESF #5 – Management)	<ul style="list-style-type: none"> <li>For effective crisis management, a coordinated effort between law enforcement and emergency management is critical.</li> </ul>
<b>Public Information</b> (ESF #15 – Public Information)	<ul style="list-style-type: none"> <li>City resources will be used for the initial transmission of public information following established protocols and procedures.</li> </ul>
<b>Casualty/Fatality Management and Transportation</b> (ESF #1 – Transportation and ESF #8 – Public Health and Medical)	<ul style="list-style-type: none"> <li>Casualty/fatality management and the transport of injured and deceased victims is primarily an Alameda County function.</li> </ul>
<b>Restore and Maintain Order</b> (ESF# 13 – Law Enforcement and ESF #5 – Management)	<ul style="list-style-type: none"> <li>City resources will be used to restore and maintain order after a civil unrest incident.</li> <li>City personnel may need to be relieved if the incident lasts for an extended duration or if the City personnel are fully utilized in the response efforts.</li> </ul>

## IV. Operational Roles and Responsibilities

The following describes roles and responsibilities specific to civil unrest activities. Primary agencies identified to lead each ESF are responsible for coordinating and/or delegating the activities of the ESF. Additional roles and responsibilities to support associated emergency



response efforts are described in the specific ESFs. Additional ESFs may be activated to support the response as necessary.

<b>ESF #1 – TRANSPORTATION</b>	
<b>Primary Agency: Oakland Department of Transportation</b>	
<b>Preparedness (Pre-event)</b>	
<ul style="list-style-type: none"> <li><input type="checkbox"/> Identify and inventory equipment that can be used to manage traffic and perimeter control.</li> <li><input type="checkbox"/> During the warning period, secure routes and put up barricades and secure or move transit and transportation facilities and equipment.</li> </ul>	
<b>Response</b>	
<ul style="list-style-type: none"> <li><input type="checkbox"/> Determine which routes are available for emergency use.</li> <li><input type="checkbox"/> Maintain and repair damaged traffic control devices.</li> <li><input type="checkbox"/> Establish a transportation plan for:                             <ul style="list-style-type: none"> <li><input type="radio"/> Movement of personnel, supplies, and equipment to the EOC and field units</li> <li><input type="radio"/> Movement of individuals to medical facilities</li> <li><input type="radio"/> Movement of victims from the incident area</li> <li><input type="radio"/> Placement of barricades outside of the affected areas</li> <li><input type="radio"/> Detour routes around the impacted area</li> </ul> </li> <li><input type="checkbox"/> Coordinate with ESF #13 – Law Enforcement for the transportation of arrestees, victims, and response personnel.</li> <li><input type="checkbox"/> Coordinate with ESF #8 – Public Health and Medical and the Emergency Functional Needs Coordinator (E-FNC) on the movement of populations with disabilities and others with access or functional needs from the incident area.</li> </ul>	
<b>Recovery</b>	
<ul style="list-style-type: none"> <li><input type="checkbox"/> Assess damage to transportation infrastructure.</li> <li><input type="checkbox"/> Identify and repair transportation infrastructure.</li> <li><input type="checkbox"/> Complete required administrative and financial forms for reimbursement and to meet legal requirements.</li> <li><input type="checkbox"/> Participate in the After Action Report.</li> </ul>	

<b>ESF #3 – PUBLIC WORKS AND ENGINEERING</b>	
<b>Primary Agency: Oakland Public Works Department</b>	
<b>Preparedness (Pre-event)</b>	

<b>ESF #3 – PUBLIC WORKS AND ENGINEERING</b>	
<b>Primary Agency: Oakland Public Works Department</b>	
<input type="checkbox"/> During the warning phase, secure or relocate public works facilities, infrastructure, and equipment. <input type="checkbox"/> Suspend any maintenance work in the areas that might be affected by the civil disturbance.	
<b>Response</b>	
<input type="checkbox"/> Obtain and help OPD set up signs and barricades (such as traffic cones, pedestrian barriers, caution tape, etc.). <input type="checkbox"/> Assist OPD and Oakland Fire Department (OFD) to set up scene perimeters. <input type="checkbox"/> Develop alternate work sites and evacuate personnel from potentially dangerous areas. <input type="checkbox"/> Report field conditions to EOC. <input type="checkbox"/> Request police escort for all ESF #3 – Public Works and Engineering personnel performing response actions in the affected area. <input type="checkbox"/> Document damages assessments and estimates from field personnel.	
<b>Recovery</b>	
<input type="checkbox"/> Assess damage to public works infrastructure. <input type="checkbox"/> Identify and repair damaged infrastructure. <input type="checkbox"/> Complete required administrative and financial forms for reimbursement and to meet legal requirements. <input type="checkbox"/> Participate in the After Action Report.	

<b>ESF #4 – FIREFIGHTING</b>	
<b>Primary Agency: Oakland Fire Department</b>	
<b>Preparedness (Pre-event)</b>	
<input type="checkbox"/> Develop procedures for modifying firefighting tactics to fit civil unrest incidents. <input type="checkbox"/> During the warning period, top off fuel tanks and order additional supplies. <input type="checkbox"/> During the warning period, assign and bring on additional staff. <input type="checkbox"/> Pre-deploy and stage resources as appropriate.	
<b>Response</b>	
<input type="checkbox"/> Respond to emergency medical needs, fires, hazardous materials (HazMat), and other incidents that are a result of the civil unrest incident. <input type="checkbox"/> Modify firefighting and EMS tactics to fit the incident. <input type="checkbox"/> Set up relief and recall locations out of the civil unrest areas.	

**ESF #4 – FIREFIGHTING**

- Utilize appropriate access routes as conditions change.
- Assess the ability to provide all non-emergency activities during a civil unrest incident.
- Request police escort for all ESF #4 – Firefighting personnel performing response actions in affected areas.
- Lead HazMat Team response and/or support the Alameda County Explosive Ordinance Device (EOD) team/bomb squad if needed.

**Recovery**

- Release excess personnel and equipment according to demobilization plan.
- Document and provide damage assessments of City infrastructure to the EOC.
- Complete required administrative and financial forms for reimbursement and to meet legal requirements.
- Participate in the After Action Report.

**ESF #5 – MANAGEMENT**

**Primary Agencies: Emergency Management Services Division & City Administrator’s Office**

**Preparedness (Pre-event)**

- Bring together relevant stakeholders to develop detailed standard operating procedures (SOPs) for how to respond to civil unrest.
- During the warning period, consider activating the EOC.
- During the warning period, conduct interagency/interdepartmental meetings to prepare for the incident.

**Response**

- Consider the need for a proclamation of a local emergency and work with the City Administrator and the City Council to obtain one if necessary.
- Establish and maintain reporting and coordination contact with cooperating jurisdictions and volunteer, county, regional, state, and federal agencies as appropriate.
- Keep the City of Oakland’s elected officials and the City Council informed on current conditions, capabilities, and activities in the jurisdiction.
- Keep up-to-date information on situation and conditions posted in the EOC.
- Coordinate with ESF #17 – Volunteer and Donations Management to activate Communities of Oakland Respond to Emergencies (CORE) volunteers as appropriate.
- Request assistance from the Operational Area as needed.
- Provide coordination for disaster recovery activities and agencies.

### ESF #5 – MANAGEMENT

#### Recovery

- Coordinate the documentation of damage assessments with reporting agencies and develop a combined report.
- Provide coordination for recovery activities.
- Ensure all response and EOC personnel complete all required administrative and financial forms for reimbursement and to meet legal requirements.
- Facilitate post-incident analysis and conduct the After Action Report.
- Revise EOP and/or any annexes or procedures as necessary and informed by the incident.

### ESF #8 – PUBLIC HEALTH AND MEDICAL

**Primary Agencies: Human Services Department & Oakland Fire Department**

#### Preparedness (Pre-event)

- Discuss how to modify EMS tactics and protocols to fit a civil unrest incident.
- During the warning period, top off fuel tanks and order additional supplies.
- During the warning period, assign and bring on additional staff.
- Pre-deploy and stage resources as appropriate.

#### Response

**ESF #8 – PUBLIC HEALTH AND MEDICAL**

- Establish and maintain operational awareness of Oakland public health and medical services through direct communications links with operational units (i.e., Incident Command in the field, hospitals, nursing homes, health care facilities, Department Operations Centers [DOCs], etc.) in the field and/or their appropriate coordinating entities.
- Provide primary coordination with Alameda County Health Care Services Agency.
- Request police escort for all ESF #8 – Public Health and Medical personnel performing response actions in the affected area.
- Coordinate with Alameda County Health Care Services Agency for the implementation of the Operational Area Disaster Medical Health Plan and surge capacity plans, including assessments of immediate medical needs as well as the following activities:
  - Provide on-scene triage, treatment, and stabilization in coordination with field units.
  - Activate field treatment sites.
  - Track patients transported through EMS.
  - Assign patients to available hospital service in accordance with established protocols.
  - Support surge implementation throughout the medical system.
  - Request the National Disaster Medical System (NDMS) support if needed.
  - Request the Medical Health Mutual Aid System activation through the Oakland EOC if needed.

**Recovery**

- Complete required administrative and financial forms for reimbursement and to meet legal requirements.
- Participate in the After Action Report.

**ESF #13 – LAW ENFORCEMENT**

**Primary Agency: Oakland Police Department**

**Preparedness (Pre-event)**

- Establish liaisons with the community.
- Develop specific plans, procedures, and general orders to address civil unrest.
- Obtain personal protective equipment (i.e., riot gear) and crowd control equipment and resources.
- Develop plans and procedures to support critical response functions in the incident area(s), such as fire suppression, and provide security for critical infrastructure, key resources, and facilities.

**Response**

- Establish an employee status reporting process and account for all employees on duty and standby.

### ESF #13 – LAW ENFORCEMENT

- Assess the extent of the incident continually until resolution with respect to interagency involvement and ability to maintain services.
- Respond to and control the incident in accordance with department SOPs as outlined in the City of Oakland Police Department Training Bulletin III-G: Crowd Control and Crowd Management.
- Assess situation for additional needs from supporting departments and/or other appropriate agencies.
- Hold over watches as necessary.
- Establish traffic and perimeter control.
- Notify and deploy special officers and units.
- Provide safety escorts to all response personnel.
- Notify the Regional Law Enforcement Mutual Aid Coordinator (Alameda County Sheriff) of impending and/or actual need for law enforcement mutual aid.
- Establish Unified Command with other affected jurisdictions as appropriate.
- Brief officers on the situation and arrest policy (refer to the City of Oakland Police Department Training Bulletin III-G: Crowd Control and Crowd Management).
- Upon EOC activation, provide the Logistic Section with a list of needed supplies and resources.
- Upon EOC activation, provide the Planning and Intelligence Section with a list of resources deployed in response to the incident.
- Communicate with critical facility owners/managers that may be affected by the incident. Develop a plan to secure the facilities.
- In coordination with ESF #15 – Public Information, establish and maintain contact with the media and provide public and protective action information and alert and warning as appropriate.
- In coordination with ESF #3 – Public Works and Engineering assess damage to department resources and facilities.
- In coordination with ESF #1 – Transportation, identify transportation concerns and methods of resolving them.
- Maintain expenditure and time records for the Logistics and Finance and Administration Sections.
- Coordinate the use of emergent volunteers with ESF #17 – Volunteer and Donations Management.

### Recovery

- Release excess personnel and equipment according to demobilization plan.
- Document and provide damage assessments of City infrastructure to the EOC.
- Complete required administrative and financial forms for reimbursement and to meet legal requirements.
- Participate in the After Action Report.

ESF #15 – PUBLIC INFORMATION	
Primary Agency: City Administrator’s Office	
<b>Preparedness (Pre-event)</b>	
<input type="checkbox"/> Develop messages and SOPs for civil unrest incidents. <input type="checkbox"/> Provide information to 2-1-1 and other public information sources as described in established procedures. <input type="checkbox"/> During the warning period, develop and release messages to the public on how to avoid the incident and how the City is responding.	
<b>Response</b>	
<input type="checkbox"/> Activate the Emergency Public Information Team (EPIT). <input type="checkbox"/> Prepare updates for the media on the incident including number of people arrested and actions taken by the City of Oakland to respond to the incident. <input type="checkbox"/> Work with EOC leadership to develop verified fact sheets regarding the scope of the incident. <input type="checkbox"/> Monitor broadcast media and use information to develop follow-up news releases and rumor control.	
<b>Recovery</b>	
<input type="checkbox"/> Complete required administrative and financial forms for reimbursement and to meet legal requirements. <input type="checkbox"/> Participate in the After Action Report.	

## V. Additional Information

### A. Types of Crowds and Mobs

- A **crowd** may be defined as a casual, temporary collection of people without a strong, cohesive relationship. Crowds can be classified into four general categories:
  - **Casual Crowd:** A casual crowd is merely a group of people who happen to be in the same place at the same time. Examples of this type of crowd include shoppers and sightseers. The likelihood of violent conduct is likely nonexistent.
  - **Cohesive Crowd:** A cohesive crowd consists of members who are involved in some type of unified behavior. Members of this group are involved in some type of common activity such as worshiping, dancing, or watching a sporting event. Although they may have intense internal discipline (e.g., rooting for a team), they require substantial provocation to arouse to action.
  - **Expressive Crowd:** An expressive crowd is one unified by a common commitment or purpose. Although they may not be formally organized, they are assembled as an expression of common sentiment or frustration. Members may wish to be seen as a

formidable influence. An example of this type of crowd is a group assembled for a protest.

- **Aggressive Crowd:** An aggressive crowd is comprised of individuals who have assembled for a specific purpose. This crowd often has leaders who attempt to arouse the members or motivate them to action. Members are noisy and threatening and may provoke authorities. They tend to be impulsive and highly emotional and require only minimal stimulation to arouse them to violence. Examples of this type of crowd include demonstrations and strikers.
- A **mob** can be defined as a large disorderly crowd or throng. Mobs are usually emotional, loud, tumultuous, violent, and lawless. Like crowds, mobs have different levels of commitment and can be classified into four categories:
  - **Aggressive Mob:** An aggressive mob is one that may attack, riot, and/or terrorize. The object of violence may be a person, property, or both. An aggressive mob is distinguished from an aggressive crowd only by lawless activity. Examples of aggressive mobs are inmate mobs in prisons and jails, mobs that act out their frustrations after political defeat, and violent mobs at political protests or rallies.
  - **Escape Mob:** An escape mob is attempting to flee from something such as a fire, bomb, flood, or other catastrophe. Members of escape mobs may have significantly diminished capacity to reason and are generally impossible to control. They are characterized by unreasonable terror.
  - **Acquisitive Mob:** An acquisitive mob is one motivated by a desire to acquire something. Riots caused by other factors often turn into looting sprees. This mob exploits a lack of control by authorities in safeguarding property. Examples of acquisitive mobs would include the looting in South Central Los Angeles in 1992, or food riots in other countries.
  - **Expressive Mob:** An expressive mob is one that expresses fervor or revelry following a sporting event, religious activity, or celebration. Members experience a release of pent up emotions in highly charged situations. Examples of this type of mob include the June 1994 riots in Canada following the Stanley Cup professional hockey championship, European soccer riots, and those occurring after other sporting events in many countries, including the United States.

Although members of mobs have differing levels of commitment, as a group they are far more committed than members of a crowd. As such, a “mob mentality” sets in, which creates a cohesiveness and sense of purpose that is lacking in crowds. Thus, any strategy that causes individual members to contemplate their personal actions will tend to be more effective than treating an entire mob as a single entity.

## VI. Policies

The following agreements, procedures, plans, and guidelines apply to the execution of the Civil Unrest Annex:



- The Civil Unrest Annex will assist in coordination with impacted departments without regard to race, color, national origin, religion, nationality, sex, age, disability, limited English proficiency, economic status, or sexual orientation.
- The City of Oakland will apply the appropriate level of direction and control to protect life, property, and vital facilities<sup>2</sup>.
- The City of Oakland will maintain public peace and order<sup>3</sup>.
- The City of Oakland will uphold constitutional rights of free speech and assembly while relying on the minimum use of physical force and authority required to address a crowd management or crowd control issue<sup>4</sup>.
- Unified Command shall be utilized in the event an incident requires multiagency response. The senior police commander shall be the Police Incident Commander (PIC) and shall be responsible for coordinating police activities and objectives with that of other agencies.

## VII. References

The following agreements, procedure, plans, and guidelines apply to the execution of the Civil Unrest Annex, in addition to references listed in the EOP and ESFs associated with this Annex:

- City of Oakland Emergency Operations Plan
- City of Oakland Police Department Training Bulletin III-G: Crowd Control and Crowd Management
- USNORTHCOM CONPLAN 2501-05, Defense Support of Civil Authorities
- Federal Civil Defense Act of 1950
- Military Support to Civil Authorities: The Role of the Department of Defense in Support of Homeland Defense
- Robert T. Stafford disaster relief and emergency assistance act (Public Law 93-288), as amended, 42 USC. 5121-5207, and related authorities

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<sup>2</sup> City of Oakland Police Department Training Bulletin III-G: Crowd Control and Crowd Management.

<sup>3</sup> *Ibid.*

<sup>4</sup> *Ibid.*

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- Assessment of Local, State, and Federal Request Processes for Defense Support to Civil Authorities in the United States (December 2009)
- Title 32, United States Code, Section 109(c) and the California State Military Reserve Act
- California Governor’s Office of Emergency Services Law Enforcement Guide for Emergency Operations
- (Oakland Police Department) Departmental General Order K-5, Tactical Operations Team
- (Oakland Police Department) Departmental General Order L-3, Assistance to Outside Jurisdictions and Mutual Aid