

Emergency Support Function #13 – Public Safety and Security Annex

ESF Coordinators:

Department of Homeland Security
Department of Justice

Primary Agencies:

Department of Homeland Security
Department of Justice

Support Agencies:

Department of Agriculture
Department of Commerce
Department of Defense
Department of Energy
Department of Homeland Security
Department of the Interior
Department of Justice
Department of Veterans Affairs
Environmental Protection Agency
National Aeronautics and Space Administration
Social Security Administration
U.S. Postal Service

Introduction

Purpose

Emergency Support Function (ESF) #13 – Public Safety and Security integrates Federal public safety and security capabilities and resources to support the full range of incident management activities associated with potential or actual Incidents of National Significance.

Scope

ESF #13 provides a mechanism for coordinating and providing Federal-to-Federal support or Federal support to State and local authorities to include non-investigative/non-criminal law enforcement, public safety, and security capabilities and resources during potential or actual Incidents of National Significance.

ESF #13 capabilities support incident management requirements including force and critical infrastructure protection, security planning and technical assistance, technology support, and public safety in both pre-incident and post-incident situations. ESF #13 generally is activated in situations requiring extensive assistance to provide public safety and security and where State and local government resources are overwhelmed or are inadequate, or in pre-incident or post-incident situations that require protective solutions or capabilities unique to the Federal Government.

Policies

- State, local, tribal, private-sector, and specific Federal authorities have primary responsibility for public safety and security, and typically are the first line of response and support in these functional areas.
- In most incident situations, local jurisdictions have primary authority and responsibility for law enforcement activities, utilizing the Incident Command System on-scene. In larger-scale incidents, additional resources should first be obtained through the activation of mutual aid agreements with neighboring localities and/or State authorities, with incident operations managed through a Unified Command structure. In this context, a State's resources would include members of the State National Guard that the Governor calls into State service in a law enforcement, security, and/or public safety capacity.
- Through ESF #13, Federal resources supplement State, local, tribal, or other Federal agency resources when requested or required, as appropriate, and are integrated into the incident command structure using National Incident Management System principles and protocols.

- ESF #13 primary agencies facilitate coordination among supporting agencies to ensure that communication and coordination process are consistent with stated incident management missions and objectives.
- When activated, ESF #13 coordinates the implementation of Federal authorities that are appropriate for the situation and may provide protection and security resources, planning assistance, technology support, and other technical assistance to support incident operations, consistent with Federal agency authorities and resource availability.
- ESF #13 activities should not be confused with the activities described in the NRP Terrorism Incident Law Enforcement and Investigation Annex or other criminal investigative law enforcement activities. As the lead law enforcement official in the United States, the Attorney General, generally acting through the Federal Bureau of Investigation (FBI), maintains the lead for criminal investigations of terrorist acts or terrorist threats by individuals or groups inside the United States, or directed at U.S. citizens or institutions abroad. ESF #13 activities are separate and distinct, and should be fully coordinated with other activities conducted as part of the Attorney General's overall criminal investigation and law enforcement responsibilities.
- In the event that State and local police forces (including the National Guard operating under State control) are unable to adequately respond to a civil disturbance or other serious law enforcement emergency, the State legislature (or the Governor if the legislature cannot be

convened) may request, through the Attorney General, Federal military assistance under 10 U.S.C. Chapter 15. The President may also use the military in a state to enforce Federal law or to protect constitutional rights. Pursuant to 10 U.S.C. 331-334, the President will ultimately determine whether to use the Armed Forces to respond to a law enforcement emergency. Under Title 10 authority, the President may federalize and deploy all or part of any State's National Guard. Procedures for coordinating Department of Defense (DOD) and Department of Justice (DOJ) responses to law enforcement emergencies arising under 10 U.S.C. 331-334 are set forth in the DOD Civil Disturbance Plan, February 15, 1991.

- This annex does not usurp or override the policies or mutual aid agreements of any local or tribal jurisdiction or government, State government, or Federal agency. Law enforcement activities and criminal investigations are conducted in conformance with existing codes and statutes.

Relationship to Other Plans: ESF #13 provides the conduit for utilizing and incorporating the extensive network of public safety and security coordination established for steady-state prevention efforts through a variety of interagency plans. Prevention and security plans include but are not limited to the following:

- National Infrastructure Protection Plan;
- Sector-Specific Plans;
- National Maritime Security Plan;
- Area Maritime Security Plans; and
- Vessel and Facility Security Plans.

Concept of Operations

General

- ESF #13 is activated when Federal public safety and security capabilities and resources are needed to support incident operations. This includes threat or pre-incident as well as post-incident situations.
- When activated, the primary agencies assess public safety and security needs, and respond to requests for Federal resources and planning/technical assistance from States, Federal agencies, or other ESFs.
- ESF #13 manages support by coordinating the implementation of Federal authorities related to public safety and security and protection of property, including critical infrastructure, and mobilizing Federal security resources and technologies and other assistance to support incident management operations.
- ESF #13 maintains close coordination with Federal, State, local, and tribal officials to determine public safety and security support requirements and to jointly determine resource priorities.
- The primary agencies maintain communications with supporting agencies to determine capabilities, assess the availability of resources, and track resources that have been deployed.

Actions

Headquarters

- When activated, the primary agencies deploy an on-call representative to the National Response Coordination Center (NRCC).
- The primary agencies assess the need for ESF #13 resources and coordinate response assistance and support in close cooperation with regional and field ESF #13 elements.
- The primary agencies may convene ESF #13 support agencies in a meeting or by conference call to coordinate Federal public safety and security assistance efforts.

- ESF #13 may provide subject-matter experts, upon request, to the Interagency Incident Management Group (IIMG), Emergency Response Team–Advance Element (ERT-A), National Emergency Response Team, and Federal Incident Response Support Team.
- During terrorism incidents, ESF #13 activities will be closely coordinated with the FBI Strategic Information and Operations Center (SIOC) and the National Joint Terrorism Task Force (NJTTF).

Regional and Field Levels

- Depending on the situation, an ESF #13 representative may participate in the early assessment efforts of the ERT-A.
- When ESF #13 is activated, the on-call representative(s) of the primary agencies deploy(s) to the Regional Response Coordination Center (RRCC) and coordinate(s) mission assignments and Federal public safety and security support until the Joint Field Office (JFO) is established.
- ESF #13 is included in the Operations Section of the RRCC and JFO.
- During terrorism incidents, ESF #13 primary and support agency Federal activities at the local level are managed from the FBI Joint Operations Center (JOC) prior to the establishment of the JFO, and are closely coordinated with the RRCC. Once a JFO is established, ESF #13 activities are managed from the JFO Operations Section in accordance with appropriate operational security guidelines.
- During non-terrorism incidents, ESF #13 primary and support agency Federal activities at the local level are managed initially from the RRCC, and from the JFO once a JFO is established. All ESF #13 activities are closely coordinated with the local FBI field office and Joint Terrorism Task Force (JTTF). The FBI field office/local JTTF may assign liaisons to the RRCC or JFO as appropriate.

- ESF #13 security and force protection activities at the regional level must be closely coordinated with DOJ-led law enforcement and investigation activities and intelligence assessments.
- Resolution of resource and mission conflicts involving Federal public safety and security assets engaged in emergency operations is done by the JFO Coordination Group.

Incident Management Activities: While State, local, tribal, and private-sector authorities have primary responsibility for public safety and security, ESF #13 provides Federal public safety and security assistance to support prevention, preparedness, response, and recovery priorities in circumstances where locally available resources are overwhelmed or are inadequate, or where a unique Federal capability is required. This may include but is not limited to the following activities, when appropriate:

- **Pre-Incident Coordination:** Supporting incident management planning activities and pre-incident actions required to assist in the prevention or mitigation of threats and hazards. This includes the development of operational and tactical public safety and security plans to address potential or actual Incidents of National Significance, the conducting of technical security and/or vulnerability assessments, and the deployment of Federal public safety and security resources in response to specific threats or potential incidents.
- **Technical Assistance:** Providing expertise and coordination for security planning efforts and conducting technical assessments (e.g., vulnerability assessments, risk analyses, surveillance sensor architecture, etc.).
- **Public Safety and Security Assessment:** Identifying the need for ESF #13 support and analyzing potential factors that affect resources and actions needed, such as mapping, modeling, and forecasting for crowd size, impact of weather, and other conditions on security, etc.
- **Badging and Credentialing:** Assisting in the establishment of consistent processes for issuing identification badges to emergency responders and other personnel needing access to places within a controlled area, and verifying emergency responder credentials.
- **Access Control:** Providing security forces to support State and local efforts (or to secure sites under Federal jurisdiction) to control access to the incident site and critical facilities.
- **Site Security:** Providing security forces and establishing protective measures around the incident site, critical infrastructure, and/or critical facilities.
- **Traffic and Crowd Control:** Providing emergency protective services to address public safety and security requirements during Incidents of National Significance.
- **Force Protection:** Providing for the protection of emergency responders and other workers operating in a high-threat environment.
- **Security for the Strategic National Stockpile (SNS):** Providing for the protection of personnel and temporary storage facilities during distribution of supplies from the SNS.
- **Security Surveillance:** Conducting surveillance to assist in public safety and security efforts, and providing appropriate technology support, as required.
- **Specialized Security Resources:** Providing specialized security assets such as traffic barriers; chemical, biological, radiological, nuclear, and high-yield explosives detection devices; canine units; law enforcement personal protective gear; etc.

Responsibilities

ESF Coordinators/Primary Agencies: The coordinators/primary agencies are responsible for the following:

- Serve as the headquarters and regional-level ESF #13 coordinators and primary agencies, represent the ESF #13 agencies on the Emergency Support Functions Leaders Group and Regional Interagency Steering Committee, and coordinate preparedness activities with ESF #13 supporting agencies.
- Provide expertise on public safety and security issues to the IIMG, when requested.
- Manage ESF #13 preparedness activities and conduct evaluation of operational readiness, including a roster and description of public safety and security activities.
- Maintain close coordination during operations between the affected regional office(s), the NRCC, other ESFs, local JTTFs, and the NJTTF, as required.
- Ensure that all activities performed under the purview of ESF #13 are related to the safety and security of the public. If any potential for overlap exists, it is the responsibility of the primary agencies for ESF #13 to de-conflict these issues prior to accepting the mission assignment.
- Facilitate resolution of any conflicting demands for public safety and security resources, expertise, and other assistance. Coordinate backup support from other geographical regions to the affected area.

Support Agencies

Each support agency maintains its authority and is responsible, when appropriate and according to resource availability, for providing appropriate personnel, equipment, facilities, technical assistance, and other support as required. In addition, support agencies may be requested to:

- Provide personnel to staff the Homeland Security Operations Center, NRCC, RRCC, Incident Command Post, JFO, Joint Information Center, and FBI SIOC or FBI JOC (for terrorism incidents).
- Provide periodic reports, as requested, regarding agency response operations to the JFO Planning Section.
- Provide technical and subject-matter expertise, data, advice, and staff support for operations that fall within the domain of each agency.

| Agency | Functions ¹ |
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| Department of Agriculture/ Forest Service | May provide trained personnel and security resources, and, as appropriate, Federal public safety and security authorities for areas under their jurisdiction. |
| Department of Commerce (DOC) | <p>Provides overall support regarding weather services during disasters and airborne plume prediction. Various components of DOC provide other functions such as:</p> <ul style="list-style-type: none"> ▪ National Oceanic and Atmospheric Administration (NOAA): Provides law enforcement and security capabilities, nautical and aeronautical charting, surveys, tidal and geodetic services, and geo-referenced coastal imagery. In addition, NOAA provides support through the Satellite Vessel Surveillance System; tracking infrastructure; and public dissemination of critical pre-event and post-event information over the all-hazards NOAA Weather Radio (NWR) system, the NOAA Weather Wire Service, and the Emergency Managers' Weather Information Network (EMWIN). ▪ National Weather Service: Provides weather information and dispersion forecasts through its National Centers for Environmental Prediction and its local weather forecast offices, as well as meteorology services. Provides public dissemination of critical pre-event and post-event information over the all-hazards NWR system, NOAA Weather Wire Service, and EMWIN. ▪ Office of Oceanic and Atmospheric Research: Provides airborne pollution dispersion prediction. |
| Department of Defense/U.S. Army Corps of Engineers | Provides physical and electronic security systems assistance and expertise. |
| Department of Energy (DOE) | <ul style="list-style-type: none"> ▪ Ensures that capabilities are in place to provide an appropriate response to a DOE facility emergency and to nuclear or radiological emergencies within the United States or abroad. This includes support to the Domestic Emergency Support Team (DEST), FBI, Department of Homeland Security (DHS), Nuclear Regulatory Commission (NRC), Environmental Protection Agency (EPA), Attorney General, Department of State (DOS), and others to provide technical advice on radiological issues for the protection of the public and the environment. ▪ Provides security support at DOE/National Nuclear Security Administration (NNSA) facilities. May require appropriate assistance when responding to a location other than a DOE/NNSA facility. |

¹ Consistent with the Implementation Guidance in the NRP Base Plan, ESF #13 primary and support agencies will fully define the functions of participating agencies and develop public safety and security policies and procedures within 120 days of the issuance of the NRP.

| Agency | Functions ¹ |
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| Department of Homeland Security | <p>U.S. Secret Service (USSS): Protects the President and Vice President, their families, heads of state, and other designated individuals, and plans and implements security designs for designated National Special Security Events. DHS/USSS investigates violation of laws relating to counterfeiting of obligations and securities of the United States; financial crimes that include, but are not limited to, access device fraud, financial institution fraud, identity theft, computer fraud; and computer-based attacks on our Nation’s financial, banking, and telecommunications infrastructure. Consistent with Federal law and regulations, DHS/USSS provides requested support through its law enforcement and other components as available.</p> |
| | <p>U.S. Coast Guard (USCG): DHS/USCG has primary responsibility for maritime homeland security and safety. It maintains numerous law enforcement and security capabilities, both locally based through the Captain of the Port offices, and strategically located special teams such as the Maritime Safety and Security Teams (MSSTs). DHS/USCG may establish security zones, inspect and search vessels and waterfront facilities, and supervise and control the movement of vessels. Captains of the Port (who also serve as Federal Maritime Security Coordinators) coordinate local security planning efforts with Federal, State, local, and private-sector organizations. The Coast Guard MSSTs are a rapid-response force capable of nationwide deployment to meet emerging threats. MSST capabilities include:</p> <ul style="list-style-type: none"> ▪ Maritime interdiction and law enforcement; ▪ Anti-terrorism/force protection; ▪ Weapons of mass destruction detection; ▪ Explosives detection; ▪ Commercial port protection/anti-sabotage; ▪ Underwater detection; and ▪ Canine handling teams. |

| Agency | Functions ¹ |
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| <p>Department of Homeland Security (Continued)</p> | <p>Border and Transportation Security Directorate (DHS/BTS): Includes Customs and Border Protection (DHS/BTS/CBP), the Transportation Security Administration (DHS/BTS/TSA), and Immigration and Customs Enforcement (DHS/BTS/ICE).</p> <ul style="list-style-type: none"> ▪ DHS/BTS/CBP: Uniformed law enforcement officers; Tactical Unit and Search, Trauma, and Rescue personnel; specialty vehicles including fixed- and rotary-wing aircraft and marine vessels; imaging equipment, such as full truck/container-size x-ray and gamma-ray systems; radiation detection equipment; jump-team response capabilities and expert reach-back for resolution of radiation detection incidents or suspected chemical or biological response situations; canine teams for detection of humans as well as explosives; and 24/7 analysis and targeting capability on persons and cargo. ▪ DHS/BTS/ICE: Uniformed law enforcement officers; Criminal Investigators and Federal Air Marshals; Special Response, Crisis Negotiation, and Fugitive Operations Teams; fixed- and rotary-wing aircraft and marine vessels, including aircraft capable of command and control, Airborne Early Warning, and radiation search missions; mobile command vehicles; radiological measuring/identifier devices; canine teams; custodial facilities; and a transportation fleet of secure buses, detainee transport vans, and special purpose vehicles. ▪ DHS/BTS/TSA: Federal Security Directors (FSDs) and Assistant FSDs for Law Enforcement who coordinate emergency response on behalf of DHS at airports; and canine explosive-detection teams. |
| | <p>Science and Technology Directorate (DHS/S&T): Provides rapid S&T subject-matter expertise to response units, interagency partners, and State and local entities.</p> |
| | <p>Information Analysis and Infrastructure Protection Directorate (DHS/IAIP): Through its Protective Security Division, conducts vulnerability assessments, performs risk analyses, and coordinates protective measures in conjunction with the private sector and State, local, and Federal agencies.</p> |
| <p>Department of the Interior (DOI)</p> | <p>DOI may provide trained law enforcement personnel and security resources, and, as appropriate, Federal law enforcement, investigative, and security authorities for areas under DOI jurisdiction or to other locations if appropriate authority is provided by the requesting jurisdiction.</p> <p>DOI capabilities include:</p> <ul style="list-style-type: none"> ▪ Special event teams/civil disturbance units to handle large-scale demonstrations, special events, and crowd control; ▪ Protestor device extrication teams; ▪ Hazardous materials technicians and first responders; ▪ Horse-mounted units, backcountry tracking teams, snowmobile and ATV assets; ▪ Aviation assets including fixed- and rotary-wing capability; ▪ Marine assets including certified boat operators and divers; and ▪ Mobile communications cache and command post. |

| Agency | Functions ¹ |
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| Department of Justice | Consistent with Federal law and regulations, DOJ provides requested support through its law enforcement or other components as available. |
| Department of Veterans Affairs | Provides staff to protect veterans hospitals/homes during an emergency. |
| Environmental Protection Agency | <p>EPA’s Office of Criminal Enforcement, Forensics, and Training, which incorporates the Criminal Investigation Division (CID) and National Enforcement Investigation Center (NEIC), provides assistance as follows:</p> <ul style="list-style-type: none"> ▪ National Counter-Terrorism Evidence Response Team/Counter-Terrorism Response Team: Specialized evidence response teams for EPA trained in forensic evidence preservation and collection in a contaminated environment for a wide range of hazardous materials. ▪ CID: Law enforcement arm of EPA that investigates allegations of criminal violations of all Federal environmental statutes. ▪ NEIC: Technical support center for EPA enforcement and compliance assurance programs nationwide that specializes in forensic analysis of industrial chemicals. |
| National Aeronautics and Space Administration (NASA) | As available, NASA assets and capabilities, such as geospatial modeling and decision support systems, aircraft with sensors, unmanned aerial vehicles, and a search and rescue team, may be utilized. These assets are designed to support a NASA event or NASA properties, but may be provided if requested for ESF #13 missions. |
| Social Security Administration (SSA) | SSA protective and investigative units may be deployed during an emergency. |
| U.S. Postal Service (USPS) | Subject to the availability of resources and funding, and consistent with the Postal Service mission, USPS provides support to worker protection, public health, medical prophylaxis, disease surveillance, criminal investigation, emergency response, waste disposal, mail security, sampling methods, and bioterrorism response operations. |
| Private Sector | Plays a key role in protecting critical infrastructures and telecommunications systems, and partnering with the government on security-related technologies and research and development. These entities are coordinated through DHS/IAIP during response. |