

Massachusetts Emergency Support Function 13

PUBLIC SAFETY AND SECURITY

Responsible Agencies

State Agencies

Primary State Agency

Massachusetts State Police

Supporting State Agencies

Massachusetts Environmental Police

Department of Corrections

County Sheriffs' Departments

Commonwealth Fusion Center

Supporting Federal Agencies

U.S. Bureau of Alcohol, Tobacco, Firearms and Explosives

Supporting Organizations

Massachusetts Chiefs of Police Association

Law Enforcement Councils:

- Berkshire Law Enforcement Council
- Cape Cod Regional Law Enforcement Council
- Central Massachusetts Law Enforcement Council
- Greater Boston Police Council
- Metropolitan Law Enforcement Council
- Northeastern Massachusetts Law Enforcement Council
- Southeastern Massachusetts Law Enforcement Council
- Western Massachusetts Law Enforcement Council

1.0. INTRODUCTION

1.1. Purpose

Emergency Support Function 13 (ESF-13) *Public Safety and Security* provides a framework for the coordination of state, county, community, and local law enforcement personnel and equipment to support impacted law enforcement agencies in the event of an emergency or disaster. This Annex also establishes guidance for ESF-13 to support other state and local emergency response agencies, and other ESFs prior to, during, and following an emergency or disaster.

1.2. Scope

This Annex is applicable to the agencies and departments in the Commonwealth of Massachusetts and affiliated response partners involved in law enforcement-related activities in response to an emergency or disaster. For purposes of ESF-13 *Public Safety and Security* includes the coordination of personnel, resources, and equipment as well as the ability to disseminate information to appropriate agencies in support of the overall law enforcement mission.

The objectives of ESF-13 are to:

- Establish a framework for state level law enforcement prevention, preparedness, and response, recovery, and mitigation activities.
- Provide situational awareness on law enforcement and security emergency response activities in Massachusetts and neighboring states.
- Provide subject matter expertise on law enforcement protocols and activities.
- ESF-13 will serve to coordinate statewide, state-to-community, and community-to-community law enforcement to include the following functions:
 - Provide a system for the receipt and dissemination of information, data, and directives pertaining to activities among law enforcement agencies.
 - Inventory available law enforcement personnel, facilities, and equipment in the state.
 - Coordinate and track the distribution and allocation of law enforcement resources in support of the overall response mission.

1.3. Policies

- This annex supports and does not supplant local, state, or federal law enforcement or security plans or policies.
- Local incident commanders will have primary responsibility for situation assessment and determination of resource needs and will have tactical control of on-scene resources.
- State assistance provided to cities and towns may consist of personnel, equipment, facilities, materials, and supplies, and/or subject matter expertise.
- State assistance through ESF-13 will only be provided once a city or town has fully committed all law enforcement resources available to it, including resources available through existing mutual aid agreements.
- Priorities for emergency response will be coordinated from the local EOC.
- State assistance through ESF-13 will be prioritized in the following manner:
 1. Life safety, including evacuation of individuals from at-risk areas.
 2. Protection of property and enforcement of laws.
 3. Conducting criminal investigations.

2.0 SITUATION AND ASSUMPTIONS

2.1. Situation

Extensive property damage may occur following an emergency or major disaster impacting the Commonwealth of Massachusetts. Many private homes, businesses, major industries, and commercial enterprises may be damaged or destroyed. Much of the transportation and utility infrastructures may be severely affected. Emergency response personnel may be hampered in their response efforts due to transportation impasses, lack of electrical power, and damaged, destroyed, or inaccessible local structures and other facilities. Looting and violence may occur in the affected areas. Such circumstances may require a higher degree of law enforcement support to facilitate response activities. Temporary hospitals, pharmacies, food, and water drops, and shelters may require law enforcement security forces. Emergency support teams may also require security escorts. State agencies may need to immediately deploy state law enforcement resources from unaffected areas of the Commonwealth.

2.2. Planning Assumptions

- Local governments have emergency management resources, plans, and procedures in place.
- Most incidents that require law enforcement or security assets are local in scope and can be addressed by local or state agencies as part of their normal day-to-day operations, using resources that are readily available to them.
- When an incident occurs, local governments will use their own response resources first, supplemented as needed by resources available through mutual aid or private sector contracts. Local governments may request assistance via the Massachusetts Statewide Law Enforcement Mobilization Plan if the impact of an incident exceeds, or is expected to exceed, their own capability to respond to it.
- Secondary events or disasters may threaten lives and property as well as deployed law enforcement personnel.
- Demand on local resources in anticipation of or in response to a major threat may overwhelm local law enforcement capabilities for personnel, equipment, and fuel.
- In a “no-notice” event, local resources may be damaged and potentially unavailable to support law enforcement activities, requiring immediate state assistance.
- Access to impacted areas may be severely limited and only reachable via air, water, or off-road vehicles.
- ESF-13 responsible agencies have developed internal response plans and procedures for their respective agencies.
- Maintaining state-level communications capabilities for coordination and situational awareness across agencies with responsibilities detailed in this annex will be critical to maintain situational awareness regarding law enforcement, security and resource activities and needs.
- The state has resources and expertise that can be used to supplement local efforts.
- Federal assistance will be requested to support state and local efforts if an incident exceeds state and local capabilities.
- Depending on the magnitude of the incident, resources from other states or the Federal government may not be available for use in Massachusetts for as long as 72 hours after the incident occurs.

3.0. CONCEPT OF OPERATIONS

3.1. General

This Annex will be activated at the direction of the Massachusetts Emergency Management Agency (MEMA) Director or his/her designee when there is potential for or an actual disaster situation impacting law enforcement/security assets and/or requiring statewide coordination of law enforcement/security resources. Depending on the incident type and resource needs, MEMA will notify the primary agency at the time of activation of the State Emergency Operations Center (SEOC) to provide overall coordination of ESF-13. All other agencies with responsibilities under ESF-13 will serve as support agencies. The primary agency will provide direction and work in conjunction with the support agencies to cohesively coordinate the activities of ESF-13.

ESF-13 reports directly to the SEOC Operations Section. Depending on the size, scope, and complexity of the incident, the SEOC organizational chart may be expanded, to ensure proper span of control is maintained. To accommodate this, the ESFs may be aligned in appropriate branches, with similar ESF's grouped together. In this scenario, ESF-13 will be organized under the Emergency Services Branch, together with ESF's 4 and 9.

3.2. Organization

- All personnel and activities associated with ESF-13 will operate under the Incident Command System (ICS).
- The Massachusetts State Police (MSP) has been designated the primary agency for ESF-13.
- While Primary Agencies are designated in advance, this may be subject to change during an SEOC Activation, dependent on the specific circumstances and needs of the incident, and therefore the agency most appropriate to take the primary assignment.

3.3. Notification

MEMA will notify the ESF-13 points of contact for each activated organization or agency to report to the SEOC for coordination and implementation of law enforcement and/or security-related requests for assistance, if needed. Upon arrival to the SEOC, each activated agency or organization will maintain situational awareness on the status and capacity of law enforcement and security throughout the Commonwealth, where applicable. Each ESF-13 organization and agency is responsible for securing sufficient staff on a continuous basis to support and to carry out the activities tasked to their agency.

3.4. Activities

Responsible agencies for ESF-13 should conduct the following actions:

a. Prevention Actions

- Communicate and share information across agencies and organizations with law enforcement and security responsibilities.
- Collaborate and coordinate on law enforcement and security initiatives.
- Conduct public education and outreach to the public on law enforcement, public safety, and security issues.

b. Preparedness Actions

- MEMA will coordinate regular meetings of ESF-13 stakeholders and/or ESF Team to review the ESF-13 annex and standard operating procedures.
- Develop and maintain internal agency operational plans and procedures to support ESF-13 activities.
- Maintain and update necessary and appropriate contacts with support agencies and organizations.
- Maintain current inventories of agency facilities, equipment, materials, and supplies.
- Complete appropriate training.
- Ensure that support agencies have pre-designated staff available to support SEOC operations.
- Ensure that ESF-13 stakeholders notify MEMA of staff changes.
- Participate in exercises and training to test, validate, and provide working experience for ESF-13 liaisons on this annex and related procedures.

c. Response Actions

Pre-Impact

Upon receiving notification to report to the SEOC in preparation for or response to an incident, ESF-13 agencies and organizations will complete the following actions commensurate with emergency priorities within the Commonwealth and based upon the availability of resources:

- Provide appropriate representative(s) to the SEOC to support ESF-13.
- Maintain communications with the SEOC, obtain status reports, and keep the SEOC informed of progress of assigned tasks.
- Notify the appropriate points of contact at each respective agency and organization to pre-position resources and response personnel as needed.
- Review existing plans and procedures.
- Ensure respective agency decision-makers are kept informed of the situation.
- Test communications systems.

- Verify inventories of available resources and provide a summary listing to the SEOC Operations Section Chief.
- Mobilize and pre-position resources when it is apparent that state resources will be required.
- Coordinate with ESF-15 *Public Information and External Affairs*, on messaging to the general public regarding law enforcement, security, and public safety.

Initial Response

- If not already, provide appropriate representatives to the SEOC to support ESF-13 activities.
- Designate appropriate staff to support response efforts.
- Gain and maintain situational awareness to plan effective response actions and make recommendations.
- Verify inventories of available statewide law enforcement and security resources, including personnel as needed, and provide a summary listing to the SEOC Operations Section.
- Establish communications with appropriate agency field personnel to coordinate response efforts.
- Pre-position response resources when it appears that state law enforcement and security resources will be required.
- Use existing law enforcement mutual aid structures to coordinate with other state and local agencies and other ESFs in the commitment or law enforcement/security resources from outside the affected area(s).
- Coordinate with ESF-9 *Search and Rescue*, on search and rescue efforts.
- As needed, coordinate with ESF-15 *Public Information and External Affairs*, on messaging to the general public regarding law enforcement, security, and public safety.

Continuing Response

- On an ongoing basis, reassess priorities and strategies according to the most critical law enforcement/security needs.
- Track committed law enforcement/security resources and provide regular updates to the SEOC Operations Section on the status of all missions assigned to ESF-13.
- Continue to coordinate with ESF-9 *Search and Rescue*, on search and rescue efforts.
- Continue to coordinate with ESF-15 *Public Information and External Affairs*, on messaging to the general public regarding law enforcement, security, and public safety.
- Provide information to the SEOC Planning Section as needed to update Situational Awareness Statements and SEOC Rosters.
- Draft recommendations for after-action reports and other reports as needed.

d. Recovery Actions

- Coordinate with support agencies to ensure financial tracking of all deployed assets and adequate cost accounting measures are being used.
- Participate in after-action reviews.

e. Mitigation Actions

- Identify potential law enforcement and security issues and collaborate to develop or recommend plans, protocols, procedures, and policies to prevent or mitigate their effects.
- Conduct assessments of ESF-13 capabilities to identify potential resource shortfalls.
- Develop plans to mitigate identified shortfalls of resources.

3.5 SEOC Demobilization

ESF agencies can work with the SEOC Planning Section and Operations Section to provide context to demobilization planning, including trends, workloads, upcoming operations, etc., and receive updates on priorities, objectives, and tasks as operations slow or cease.

- ESF agencies should have pre-established internal demobilization procedures in place to help facilitate the orderly, safe, and efficient return of personnel and resources to their original locations and operating status when their missions supporting SEOC priorities and objectives have concluded. These procedures should take SEOC Demobilization plans into effect to ensure they complement each other.
- Demobilization of rostered and mobilized ESF personnel and resources will be initiated based on operational needs and at the direction of the MEMA director /SEOC Operations Section Chief. It should be noted that ESF agencies may be subject to a rapid recall to partial or full activation based on evolving operational needs.
- ESF agencies must ensure that they have closed out any open and actively ongoing operations in support of the SEOC, reported status updates and demobilization to the SEOC Planning Section Chief, and have coordinated as needed with other ESFs regarding their demobilization status.

4.0. RESPONSIBILITIES

4.1. ESF-13 Primary Agency Responsibilities

- Regularly meet and coordinate with ESF-13 supporting agencies, to:
 - Maintain a list of critical contacts, noting any changes to MEMA.

- Maintain a list of ESF-specific assets which could be deployed during an emergency.
 - Report any unmet needs to MEMA.
- Staff the ESF-13 workstation at the SEOC.
- Identify and coordinate ESF-13 staffing requirements at the SEOC.
- Provide leadership in directing, coordinating, and integrating the overall state efforts to provide law enforcement and security assistance to affected regions of the Commonwealth.
- Maintain Situational Awareness, monitor weather conditions, and ensure a state of readiness for the ESF.
- Request and obtain assistance from support agencies, as well as other state and local support organizations.
- By the authority of the Governor, coordinate the implementation of Massachusetts General Law Chapter 147, to assign non-Massachusetts State Police law enforcement personnel full State Police powers as needed.
- Invoke, as needed, mutual aid agreements with State Police agencies in adjoining states.
- Continuously acquire and assess information about the disaster situation. Staff will identify the nature and extent of law enforcement and security problems and establish appropriate monitoring and surveillance of the situation to obtain valid, ongoing information.

a. Massachusetts State Police

- Provide situational awareness on status of State Police facilities, assets, and operations.
- Maintain routine law enforcement functions, including protection of life and property, enforcement of laws, conducting criminal investigations, and related tasks throughout the duration of the emergency.
- Report the following information to the SEOC Planning Section as required:
 - Personnel and resource needs.
 - Damage assessments.
 - Exposure reports.
 - Casualty reports.
 - Evacuation status and traffic control reports.
- As requested, coordinate resources to support closing or restricting access to areas impacted by a disaster.

- Coordinate resources to assist with traffic control as requested.
- Coordinate the provision of air assets for damage assessment or personnel transport as requested.
- Coordinate convoys or escorts for emergency materials, commodities, or vehicles.
- Coordinate resources to support search and rescue operations, as needed.

4.2. ESF-13 Supporting Agency Responsibilities

a. Commonwealth Fusion Center

- In partnership with local, state, and federal public safety agencies, collect and provide information to assist in situational awareness and development of a common operating picture.
- Coordinate the implementation of a secure, comprehensive mechanism for the timely exchange of information.
- Provide accurate and timely intelligence products such as bulletins, intelligence and informational briefings, and strategic assessments.
- Provide direct analytical support for investigations involving precursor criminal activity.
- Promote SEOC awareness of priority intelligence requirements and of indicators of threats to the Commonwealth.

b. Massachusetts Environmental Police

- Provide situational awareness on status of Massachusetts Environmental Police facilities, assets, and operations.
- Maintain routine law enforcement functions, including protection of life and property, enforcement of laws, conducting criminal investigations, and related tasks throughout the duration of the emergency.
- Coordinate resources to support traffic control, evacuation/relocation assistance and the movement of essential supplies.
- Support convoys or escorts for emergency materials, commodities, or vehicles.
- Coordinate resources to support warning and notification efforts.
- Report the following information to the SEOC Planning Section as required:
 - Personnel and resource needs.
 - Damage assessments.
 - Exposure reports.
 - Casualty reports.

- Evacuation status and traffic control reports.
- Coordinate resources to support search and rescue operations.

c. Department of Corrections

- Provide situational awareness on status of DOC facilities, assets, and operations.

d. County Sheriff Departments

- Provide situational awareness on status of County facilities, assets, and operations.

e. Massachusetts Chiefs of Police Association

- Provide situational awareness on status of law enforcement stations, sub-stations, barracks, assets, and operations within their respective jurisdiction.

f. Law Enforcement Councils

- Coordinate mutual aid for law enforcement and security within their respective jurisdictions as requested.

g. U.S. Department of Justice, Bureau of Alcohol, Tobacco, Firearms and Explosives

The U.S. Department of Justice (DOJ) has designated the Bureau of Alcohol, Tobacco, Firearms, and explosives (BATFE) as the lead federal agency for federal ESF-13 matters/support and can be responsible for providing non-investigative/non-criminal law enforcement, safety, and security capabilities. MSP/ESF-13 will coordinate with BAFTE to facilitate federal support to the Commonwealth by:

- Providing federal public safety and security assistance and indirect law enforcement to other federal, state, local, territorial, tribal, and insular (SLTTI) organizations overwhelmed by an actual or anticipated disaster or act of terrorism.
- Mission Types:
 - **Federal Operational Support (FOS):** Missions requested by a federal department, agency, or another ESF to support federal response operations such as Urban Search & Rescue or Disaster Medical Assistance Teams. Generally, these are mobile or fixed force protection and security missions.

- **Direct Federal Assistance (DFA):** Missions, generally requested by the governor or tribe through FEMA, to support SLTTI Law Enforcement agencies as they respond and recover from the incident. ESF-13 assists in augmenting SLTTI Law Enforcement capacity and capabilities immediately following an incident until such time the organization can regain full operations.
- When activated, mobilizes and deploys an Incident Management Team (IMT), Law Enforcement Strike Teams (LESTs), and other public safety and security resources to designated incident areas.
- When necessary, establishes a Law Enforcement Coordination Center (LECC) within the incident area to conduct unified coordination of multiple law enforcement agency response efforts.

4.3. Other Agencies

Other agencies not explicitly covered in this annex may have authorities, resources, capabilities, or expertise required to support ESF-13 activities. These agencies may be requested to support ESF-13 activities as needed.

5.0. ADMINISTRATION AND LOGISTICS

5.1. Staffing

Per Executive Order 144, Emergency Response Agencies ^[1] must assign a minimum of two persons to act as liaison officers between the respective agency and MEMA.

All Agencies/Organizations activated to the SEOC must be prepared to assign a representative to support ESF activities. Operations may result in assigning an agency representative(s) to be in person for each operational period.

All representatives/liaisons should:

- Be knowledgeable about the resources and capabilities of their respective Agencies/Organizations.
- Have a thorough knowledge of ESF responsibilities, capabilities, and resources, including locations and availability/lead time.
- Have the authority to commit ESF assets and approve requests for assistance or contact the 24/7 authority to commit assets and approve requests for assistance.

^[1] The Primary and Supporting State Agencies are designated as Emergency Response Agencies in accordance with Executive Order 144.

5.2. Mutual Aid

Law enforcement mutual aid in Massachusetts is governed by the Statewide Law Enforcement Mobilization Plan and coordinated by the Law Enforcement Councils across jurisdictions. The process for requesting mutual aid from other entities outside of Massachusetts is described in the “Mutual Aid” section of the State CEMP Base Plan.

5.3. Annex Review and Maintenance

This annex will be reviewed and revised in accordance with the Emergency Management Program Administrative Policy, by participating agencies and organizations. MEMA’s Planning Unit will provide administrative support for the plan review process, including coordinating and facilitating stakeholder meetings, compiling, and distributing meeting notes and updating the plan.

6.0. AUTHORITIES, RESOURCES, AND REFERENCES

6.1. Authorities

See Authorities Section of the State CEMP Base Plan.

6.2. Resources

See Resources Section of State CEMP Base Plan.

6.3. References

- Massachusetts Executive Order 144
- Massachusetts General Law Chapter 147
- Massachusetts Comprehensive Emergency Management Plan (CEMP)
- SEOC ESF SOP Guidance Document
- ResilientMass Plan: Massachusetts’ 2023 State Hazard Mitigation and Climate Adaptation Plan
- Developing and Maintaining Emergency Operations Plans Comprehensive Preparedness Guide (CPG) 101 September 2021, Version 3.0
- U.S. Bureau of Alcohol, Tobacco, Firearms, and Explosives Emergency Support Function #13 Fact Sheets