
EMERGENCY SUPPORT FUNCTION #13

PUBLIC SAFETY and SECURITY

ESF Coordinator:

Tooele County Sheriff's Office

ESF Primary Agency:

Tooele County Sheriff's Office

ESF Support Agencies:

Tooele City Police Department
Grantsville City Police Department
Stockton Police
West Wendover (Nevada) Police Department
Tooele County Planning Department
Utah National Guard
Utah Division of Emergency Management (DEM)

I. PURPOSE

- A. ESF #13 coordinates local 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 response. ESF #13 rapidly deploys components of the local police departments to provide assistance to local authorities when activated for incidents or potential incidents requiring a coordinated local response.
- B. This ESF does not usurp or override the policies or mutual aid and assistance agreements of any local jurisdiction, government, or agency.

II. SCOPE

- A. ESF #13 provides a mechanism for coordinating and providing law enforcement, public safety and security as well as support to other ESFs, consisting of law enforcement, public safety, and security capabilities and resources during potential or actual incidents requiring a coordinated response.
- B. ESF #13 capabilities support incident management requirements including, but not limited to, force and critical infrastructure protection, security planning and technical assistance, technology support, and general law enforcement assistance in both pre-incident and post-incident situations. ESF #13 is activated in situations requiring public safety and security.

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- C. Primary responsibility for public safety lies with local authorities. In most incident situations, local jurisdictions have primary authority and responsibility for law enforcement activities, utilizing the Incident Command System (ICS) on scene. In larger 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.
 - D. ESF #13 facilitates coordination of public safety and security among State and local Tooele County, Utah agencies, as well as among other ESFs, to ensure that communication and coordination processes are consistent with stated incident management missions and objectives.
 - E. When activated, ESF #13 coordinates the implementation (to include mission assignments) and resources 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 local authorities and resource availability.
 - F. In the event that local law enforcement (including the **National Guard** operating under State control) are insufficient to adequately respond to a civil disturbance or other serious law enforcement emergency, the Governor may request, through the Attorney General, Federal military assistance under Title 10 U.S.C. Chapter 15.
 - G. Under 10 U.S.C. Chapter 15, the President may federalize and deploy all or part of any **State's National Guard**. The President may also use the military to enforce Federal law or to protect constitutional rights. Pursuant to law, the President will ultimately determine whether to use the Armed Forces to respond to a domestic law enforcement emergency. Procedures for coordinating Department of Defense (DOD) and Department of Justice (DOJ) responses to law enforcement emergencies are set forth in DOD's civil disturbance contingency plans.

III. CONCEPT OF OPERATIONS

A. General

1. ESF #13 is activated when local 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.
2. When ESF #13 is activated, the Tooele County Sheriff's Office, with assistance from supporting departments and agencies, assesses and responds to requests for public safety and security resources to include law enforcement resources and planning or technical assistance from affected agencies or other ESFs.
3. ESF #13 shall provide personnel to staff the Emergency Operations Center (EOC), the Incident Command Post (ICP) and the Joint Information Center (JIC).

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4. ESF #13 manages support by coordinating local resources related to public safety and security to preserve life, protect property (including critical infrastructure), and mobilize local security resources and technologies and other assistance to support response operations.
 5. ESF #13 coordinates with local officials to determine public safety and security support requirements and to jointly determine resource priorities.
 6. ESF #13 maintains communication with supporting agencies to determine capabilities, assess the availability of resources, and track resources that have been deployed as a result of approved and funded mission assignments.
 7. The ESF primary agency recognizes that there are other departments and agencies that may be called upon to provide assistance. The Sheriff's Office reserves the right to call upon agencies and departments not listed in this annex, should the need arise.

IV. ACTIVATION

- A. The Unified Command structure issues operation orders and mission assignments to activate ESF #13 based on the scope and magnitude of the threat or incident.
- B. The County Commission, Tooele County Sheriff's Office and County Emergency Management, will coordinate the County's emergency response with the Sheriff's Office serving as the formal point of contact for an ESF #13 activation of ESF #13 staff deployment to the Emergency Operations Center (EOC) as required.

V. ACTIONS

- A. When ESF #13 is activated, the Tooele County Sheriff's Office will deploy representatives to the EOC. Depending on the situation, an ESF #13 representative may participate in early assessment efforts.
- B. Resolution of resource and mission conflicts involving public safety and security assets engaged in emergency operations is done in accordance with the mechanisms set forth in this Emergency Operations Plan.
- C. **Incident Management Activities:**
 1. **Pre-incident Coordination:** Supporting incident management planning activities and pre-incident actions required to assist in the mitigation of threats and hazards. This includes developing operational and tactical public safety and security plans, conducting technical security and/or vulnerability assessments, and deploying public safety and security resources in response to specific threats or potential incidents.
 2. **Technical Assistance:** Providing expertise and coordination for security planning efforts and conducting technical assessments.

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3. **Specialized Public Safety and Security Assessment:** Identifying the need for ESF #13 support and analyzing potential factors (e.g., mapping, modeling, and forecasting for crowd size, impact of weather, and other conditions) that may affect resource allocations and requisite actions affecting public safety and security.
 4. **General Law Enforcement Assistance:** Providing basic law enforcement assistance during incidents that require a coordinated response. Such assistance may include conducting routine patrol functions and making arrests as circumstances may require.
 5. **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.
 6. **Access Control:** Providing security forces to control access to the incident site and critical facilities.
 7. **Site Security:** Providing security forces and establishing protective measures around the incident site, critical infrastructure, and/or critical facilities.
 8. **Traffic and Crowd Control:** Providing emergency protective services to address public safety and security requirements.
 9. **Force Protection:** Providing for the protection of emergency responders and other workers operating in a high-threat environment, and for the operational security of emergency response operations wherever they may occur.
 10. **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 equipment (PPE); etc.

VI. PRIMARY RESPONSIBILITIES

- A. The Tooele Sheriff's Office, serving as the ESF #13 primary agency, represents the ESF #13 agencies and coordinates preparedness activities with ESF #13 supporting agencies, and:
 1. Provides expertise on public safety and security issues to the Incident Command, when requested.
 2. Manages ESF #13 preparedness activities and conducts evaluation of operational readiness, including a roster and description of public safety and security activities.
 3. Maintains close coordination during operations between the affected office(s), other ESFs, and the local Joint Terrorism Task Force.
 4. Ensures that all activities performed under the purview of ESF #13 are related to the mission of ESF #13. If any potential for conflict exists, it is the Tooele County Sheriff's Office responsibility to resolve these issues prior to accepting the mission assignment.
 5. Facilitates resolution of any conflicting demands for public safety and security resources, expertise, and other assistance.

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6. Processes mission assignments, tracks resource allocation and use, and facilitates reimbursement to assisting departments and agencies via emergency management funding mechanisms and authorities, if appropriate.
 7. Obtains initial situation assessment from field units and determines appropriate management response to anticipated or current requests for assistance.
 8. Obtains and distributes incident contact information to supporting agency coordinators for emergency responders.
 9. Assesses requests before committing resources, and ensures responding agencies are provided with information on known hazards, mission requirements, appropriate vaccinations, credentials, and personal protective equipment to operate in the environment to which they are assigned.
 10. Establishes security controls to inhibit the looting of damaged or evacuated homes or businesses.
 11. Assists in rapid damage assessment operations by utilizing patrol officers equipped with mobile communications equipment.
 12. Responsible for area evacuation operations and is outlined more explicitly in the Tooele County EOP.
 13. Provides for surveillance and coordination of response efforts at emergency scenes.
 14. Provides facilities and communications equipment for the operation of Tooele County's primary and alternate EOC.
 15. Responsible for requesting mutual aid from municipal police departments or neighboring jurisdictions for assistance when needed.
 16. Coordinates law enforcement related air operations requests for the EOC if available to conduct Rapid Damage Assessment immediately following a significant incident event.

B. Support Agencies

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

1. Provide personnel to staff the EOC, Incident Command Post, JIC, as circumstances may require. Supporting agencies may be required to staff other interagency entities or facilities that may be established in the future.
2. Provide periodic reports, as requested, regarding agency assets and response capabilities.
3. Provide technical subject-matter expertise, data, and staff support for operations, as may be requested by the primary agency.

Primary Agency	Function (See above for details)
Tooele County Sheriff's Office	<p>Incident Management Activities:</p> <ul style="list-style-type: none"> • Pre-incident coordination • Technical Assistance • Specialized Public Safety and Security Assessment • General Law Enforcement Assistance • Badging and Credentialing • Access Control • Site Security • Traffic and Crowd Control • Force Protection • Specialized Security Resources <p>Primary Responsibilities:</p> <ul style="list-style-type: none"> • Provides expertise on public safety and security issues to the Incident Command, when requested. • Manages ESF #13 preparedness activities and conducts evaluation of operational readiness, including a roster and description of public safety and security activities. • Maintains close coordination during operations between the affected office(s), other ESFs, and the local Joint Terrorism Task Force. • Ensures that all activities performed under the purview of ESF #13 are related to the mission of ESF #13. If any potential for conflict exists, it is the Tooele County Sheriff's Office responsibility to resolve these issues prior to accepting the mission assignment. • Facilitates resolution of any conflicting demands for public safety and security resources, expertise, and other assistance. • Processes mission assignments, tracks resource allocation and use, and facilitates reimbursement to assisting departments and agencies via emergency management funding mechanisms and authorities, if appropriate.

Emergency Support Function #13 – Public Safety – Law Enforcement and Security Annex

ESF Coordinator: Bill Robertson

Primary Agencies: Unified Police Department

Support Agencies: Salt Lake County Jail

Operations

Federal, State and Local Law Enforcement

Agencies County Liaison: Mike Barrett

- Support Agencies are contained throughout and at the end of this document

INTRODUCTION

Purpose

The purpose of ESF #13 is to outline the organization and assign responsibilities for public safety, law enforcement and security functions during major emergencies, disasters or catastrophic incident. ESF #13 will provide direct support to all ESFs in their efforts to protect life and property and ensure the protection and securing of resources, supplies, essential facilities and utilities. ESF #13 provides for the effective coordination of Salt Lake County law enforcement resources and the use of State and local communications to support Salt Lake County in major emergency situations.

Authorities

- Refer to the authorities listed in the Salt Lake County Emergency Operations Plan and emergency support function (ESF) annexes as appropriate.

Scope

ESF #13 applies to an emergency, disaster or major catastrophe whenever a Salt Lake County or other state or local law enforcement agency requires public safety and security assistance from the Unified Police Department or Salt Lake County Corrections in either declared or undeclared events. ESF #13 establishes roles and responsibilities of county agencies involved in public safety and security activities.

- Facility and resource security
- Security planning and technical resource assistance
- Public safety and security support
- Support to access, traffic, and crowd control

Policies

The Unified Police Department (UPD) will provide ESF #13 support and coordination for Salt Lake County. In addition UPD will identify key personnel, liaisons, and resources to respond as ESF support. Personnel roles and responsibilities will be described and put into policy. Related training will be conducted annually.

The Unified Police Department will provide primary support to ESF #13. The department will provide a department liaison representative at the Salt Lake County Emergency Operations Center (EOC) and as requested, at the affected jurisdictions' EOC. In addition, ESF #13 includes the following policy/s:

Disaster conditions under which ESF #13 may be activated will be determined by operational levels within the Unified Police Departments Policy Manual/s, specifically;

- Section 3-14-00.00 Emergency Operation Plan and response.
- Unified Police Department Policy and Procedure Manuals
- Unified Police Department Continuity of Operations Plan

All agencies, both support and primary, operating within each ESF will act in accordance with the Salt Lake County Emergency Operations Plan, the emergency plans of each individual agency, and applicable State and Federal guidelines.

CONCEPT OF OPERATIONS

General

ESFs operate as part of the Operations Section under the Incident Command System. A primary agency coordinates the activities of the ESF with help from supporting agencies. Local jurisdictions within Salt Lake County will request assistance from Salt Lake County Emergency Management. The Operations Section Chief will task ESFs with missions to respond to those requests. ESFs will coordinate with other ESFs, their local counterparts, private organizations and vendors to accomplish their missions. ESFs will properly document their activities and keep fiscal records for costs incurred while performing assigned tasks.

Emergency or disaster response will be led by local jurisdictions until such time as the situation overwhelms the local jurisdictions capabilities and resources. Local jurisdictions may then call upon Salt Lake County Emergency Management for assistance. In disaster or emergency situations when extensive County assistance must be delivered in support of local jurisdictions, Salt Lake County Emergency Management will activate or place on standby all needed ESFs. ESF #13 will coordinate response and support to the following:

- An emergency, disaster or major catastrophe will require an immediate and continuous demand for law enforcement and security. The demand will eventually exceed the capabilities of the effected local law enforcement agencies.
- Emergency operations will require law enforcement activities on a scale exceeding local law enforcement agency resources. Therefore, local government should consider how to augment local forces during large-scale events.
- Neighboring communities will assist under mutual aid agreements
- State/county law enforcement and Utah National Guard resources also may be sought by the affected local law enforcement agencies in addition to other requested assistance. Utah National Guard resources, State and county law enforcement may be requested by local law enforcement through ESF #13 on a mission basis.
- Law enforcement crime scene investigation may be conducted in coordination with emergency medical and search and rescue operations in the event of a terrorism incident.
- If sufficiently trained law enforcement resources are not available from local government sources, public or private sources within the community will be approached, including reserve elements, industrial security personnel, and volunteer groups. Normally these groups will not be armed nor will they be vested with arrest powers. (Note: The Utah Department of Public Safety, Division of Peace Officers Standards and Training and maintains a list of retired and former law enforcement officers, including private sector security personnel, who have maintained Utah Police Officer certification). The senior governmental official for an affected jurisdiction may authorize activation of these personnel to augment existing law enforcement resources.

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- The concentration of large numbers of people in shelters during an evacuation may necessitate police presence to preserve orderly conduct.
 - Loss of electricity will compound traffic control problems.
 - Police patrols/surveillance will be needed in evacuated areas to prevent looting and protect property.
 - Evacuation of prisons and jails may require additional personnel
 - Incidents of bombing, bomb threats, threats against individuals and the public, and arson to achieve political concessions and public notoriety are becoming more prevalent. Terrorist acts and violent activity may cause disastrous damage. There is also the potential for immobilization of local law enforcement resources through bombing, blackmail or sniping activities. Acts of terrorism and other criminal activities may immobilize or overwhelm local law enforcement and require state support.
 - In the event of an act of terrorism utilizing biological, chemical or nuclear agents or accidents involving hazardous material, law enforcement personnel may be subject to decontamination processes or other personal protective measures prior to performance of assigned duties.
 - Civil disturbances may result in injuries and damage requiring mobilization of law enforcement resources.
 - Evacuations will involve large numbers of people, some of whom will travel in private vehicles to reception centers while others will travel in public vehicles. Additional traffic control will be necessary to ensure orderly flow of traffic, coordination of parking at reception and registration centers, and direction to congregate care/shelter facilities.
 - The concentration of large numbers of people in congregate care facilities will necessitate additional police patrols to preserve law and order.
 - Additional law enforcement surveillance may be needed in the evacuated area to prevent looting.
 - Law enforcement may be needed for access control of large areas that have been evacuated and still pose a threat to the public.
 - Some evacuations may require relocation of prisoners. This will require coordination

with jail and prison officials and the need of augmentation of regular law enforcement personnel during such a movement and possibly the creation of a temporary detention center.

- Bombings, bomb threats, arson, terrorist activities, and civil disturbance incidents may require State and federal law enforcement resources to counter these activities and to help restore normal activities at a particular location within the State. This will require coordination at the State level and a determination of needed law enforcement resources by type, quantity, location and availability. Use of available county law enforcement resources will be allocated and the State will coordinate allocation of non-county law enforcement resources to meet requirements.
- When confronted with law enforcement activities involving terrorism, civil disturbance, illegal narcotics trafficking, or widespread armed violence, critical law enforcement requirements must be identified; requirements exceeding State/county/local government capabilities must be prioritized and reported to the federal government.
- A need exists to maintain readiness or respond to and manage any event or crisis (local, national, or international) that causes or could cause injury or harm to people, damage to or loss of property, or degrades or threatens the National Security Emergency Preparedness posture of the United States.
- County and local jurisdictions Emergency Operations Plans should include policy and guidance for law enforcement agencies to follow during national security emergencies.
- Elected Officials will ensure that local law enforcement resources are used prior to requesting assistance from ESF#13
- During the preparatory period, UPD and local law enforcement agencies will coordinate their planning efforts.
- Non-essential functions of UPD will cease during a national security emergency. Unified Police Department personnel will be used to support essential functions associated with evacuation from hazard areas.
- The Unified Police Department and the Salt Lake County Sheriff's Office will determine what essential records and personnel are to be relocated if the Salt Lake County Mayor directs a relocation of county government. This information should be in the Continuity of Operations Plans for each agency.
- Appropriate authorities should identify key facilities that could be possible targets. Drinking water sources, power facilities, communication facilities, and government

direction and control facilities must be protected from terrorist activities during the crisis period.

ACTIONS

ORGANIZATIONAL ROLES AND RESPONSIBILITIES

County Government - Unified Police Department

- Identify and provide coordination of Unified Police Department (county) law enforcement activities and resources:
- Staff control points and road blocks to expedite traffic to reception centers and prevent reentry of evacuated areas;
- Provide traffic control, law enforcement and security for damaged County property within their jurisdiction;
- Provide escort for mobile homes and other heavy equipment being moved to disaster sites;
- Provide County law enforcement resources if requested by the affected local law enforcement agencies.
- Establish communications with appropriate field personnel, brief these personnel on the situation and action plan, and ensure that they are ready for timely response.
- Coordinate with support agencies to establish priorities and develop strategies for the initial response.
- Pre-position resources when it becomes apparent that law enforcement resources will be necessary.
- In addition, ESF #13 will coordinate the following actions:
 - Maintain law and order
 - Provide mobile units to conduct warning functions as requested by the State and County

EOC.

- Report damage to the County EOC.
- Patrol evacuated areas.
- Provide security for key facilities.
- Perform crime scene investigation.
- Provide crowd and traffic control in specified areas.
- Provide security for evacuating prisoners.
- Assist in locating casualties.
- Investigate in crime scenes.
- Provide emergency transportation (this responsibility is limited to transporting medical supplies).
- Coordinate and maintains liaisons with the State Emergency Operations Center, County Emergency Operations Center, Salt Lake County Jail Operations, and Salt Lake County Emergency Management for use of available personnel and equipment for reinforcing and augmenting emergency assignments.

Salt Lake County Jail Operations

- Identify correctional facilities that may require evacuation and coordinate equipment, evacuation routes and alternate shelter facilities.
- Provide care and security of inmates in detention centers as well as those being relocated and/or evacuated

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 mitigation of threats and hazards. This includes developing operational and tactical public safety and security plans, conducting technical security and/or vulnerability assessments, and deploying 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.).

Specialized Public Safety and Security Assessment: Identifying the need for ESF #13 support and analyzing potential factors (e.g., mapping, modeling, and forecasting for crowd size, impact of weather, and other conditions) that may affect resource allocations and requisite actions affecting public safety and security.

General Law Enforcement Assistance: Providing basic law enforcement assistance to Federal, State, tribal, and local agencies during incidents that require a coordinated County response. Such assistance may include conducting routine patrol functions and making arrests as circumstances may require. The ESF #13 Standard Operating Procedures describe those situations where deputization by another Federal, State or local law enforcement agency may be necessary, and the process for such deputization.

Badging and Credentialing: Assisting State, County, and local authorities 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, County, and local efforts (or to secure sites under County 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. ESF #13 responsibilities should not be confused with individual private sector site-security responsibilities.

Traffic and Crowd Control: Providing emergency protective services to address public safety and security requirements.

Force Protection: Providing for the protection of emergency responders and other workers operating in a high-threat environment, and for the operational security of emergency response operations wherever they may occur.

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 Coordinator / Primary Agency

When an emergency situation is anticipated or has occurred, the Unified Police Department will dispatch an officer from the nearest Unified Police Department Section to the affected areas to establish a law enforcement liaison in the affected area and monitor the situation. Should the situation escalate or require additional state law enforcement resources, the officer will coordinate the response of additional state law enforcement resources with the on-scene incident Commander. If needed, the law enforcement liaison will also coordinate with ESF #13 in the State, County or Local jurisdiction EOC.

- The Unified Police Department is responsible for the coordination of operations upon activation of this ESF. A liaison representing UPD will be assigned to the County EOC Operations Center.
- The County EOC may be supported by other state and local agencies with law enforcement capabilities.
- County sheriffs and police chiefs are responsible for law enforcement within their jurisdiction. A line of succession will be established to cover shifts and/or absences.
- Law enforcement agencies will utilize their normal communications facilities. Telephones will be used to route communications and back up

radio services.

- Terrorist activities and/or threats will be handled according to the Terrorism Incident Annex.
- ESF #13 will create a state law enforcement response, which provides for the command, control and coordination of law enforcement planning, operations, and mutual aid.
- ESF #13 will provide a system for the receipt and dissemination of information, data, and directives pertaining to response activities among law enforcement agencies.
- ESF #13 will coordinate with UPD in the collection and dissemination of information and intelligence relating to disasters or emergencies, either existing or pending.
- ESF #13 will pre-plan distribution and allocation of state allocation of state resources in support of the overall law enforcement mission.

SUPPORT AGENCIES

All agencies that support the 15 ESFs support the Salt Lake County EOC. For complete details of their responsibilities, please refer to the appropriate ESF annex. Additionally, for a complete list of the ESFs, refer to the base EOP.

Each jurisdictional EOP and the Salt Lake County EOP provide specific actions that are initiated upon activation of their EOC and implementation of this annex. Once an incident occurs, the following actions should be taken:

- Activate and deploy (or prepare to deploy) agency or ESF-managed teams, equipment caches, and other resources as needed to support the overall mass care and sheltering mission.
- Commence ESF responsibilities as appropriate.

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- Commence assessments of the probable consequences of the incident and projected resource requirements to accomplish the ESF #13 Public Safety - Law Enforcement and Security mission
 - Commence development of for public safety, law enforcement and security strategies for short- and long-term response and recovery.

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

- Provide personnel to staff the EOC, Incident Command Post, JFO, JIC, and operational centers, as circumstances may require. Supporting agencies may be required to staff other interagency entities or facilities that may be established in the future.
- Provide periodic reports, as requested, regarding agency assets and response capabilities.
- Provide technical subject-matter expertise, data, and staff support for operations, as may be requested by the primary agency.
- Depending on the magnitude of emergency support agencies will assist with ESF #13 duties.

Specific Responsibilities

- Facility and resource security
- Security planning and technical resource assistance
- Public safety and security support
- Support to access, traffic, and crowd control