

ESF #13: Public Safety, Law Enforcement, and Security

ESF Coordinating Agency: Washington State Patrol

Primary Agency:

- Washington State Patrol

Support Agencies:

- Idaho State Police
- Oregon State Police
- Washington State
 - Department of Corrections
 - Department of Fish and Wildlife
 - Department of Natural Resources
 - Gambling Commission
 - Liquor and Cannabis Board
 - Military Department
 - Emergency Management Division
 - National Guard
 - Parks and Recreation Commission

Introduction

A. Purpose

Emergency Support Function-13 (ESF-13) facilitates the integration of State-level public safety, law enforcement, and security resources into incident management activities that require State-level assistance.

In addition, ESF-13 interfaces with Federal ESF-13 counterparts when the situation warrants Federal law enforcement assistance.

B. Scope

Public safety and law enforcement in Washington are generally and routinely the responsibilities of local and tribal units of government. The function of security is generally the responsibility of private-sector authorities. In certain circumstances and emergency situations it is recognized, however, that local, tribal, and private-sector resources may be insufficient to ensure that life, safety, property, environment, and economy are protected. Accordingly—and consistent with the National Incident Management System and the National Response Framework—ESF-13 State-level resources serve to augment local resources at the formal request of a local or tribal unit of government. It is important to note that ESF-13 resources do not supplant or replace local authority or responsibility.

In limited circumstances, such as a catastrophic incident, a formal request for State-level ESF-13 resources may not be feasible, practical, or known to be needed by the affected jurisdiction. For instance, a Cascadia Subduction Zone earthquake may completely incapacitate a coastal community’s ability to make a formal request for ESF-13 resources. Under these conditions—in a catastrophic incident and in the absence of a formal request for assistance—it may be necessary and advisable to “push” ESF-13 resources to an affected jurisdiction to assist local authorities in preserving and maintaining life, health, property, or the public peace. The default and standard procedure, however, is for local and tribal units of government to request assistance from the State before State assistance is provided.

In the event that local and State-level resources are overwhelmed or a unique Federal capability is required, ESF-13 serves as the conduit through which Federal law enforcement, security, and public safety resources are requested and coordinated into incident management activities.

ESF-13 is not a command and control function; it is a support function activated for the purpose of facilitating communication, coordination, and integration of State-level public safety, law enforcement, and security resources into incident management activities.

C. Authorities

1. The functions and authorities of preserving the public peace and enforcing state laws in general are concurrently vested in local police departments, county sheriffs' departments, the Department of Fish and Wildlife, and the Washington State Patrol. Officers of these departments are general authority Washington peace officers as defined under RCW 10.93.020.
2. General authority Washington peace officers have such police powers and duties as are vested in sheriffs and peace officers generally (see RCWs 43.43.030, 36.28.010, and 77.15.075).
3. The Interlocal Cooperation Act, RCW 39.34, and the Washington Mutual Aid Peace Officers Act, RCW 10.93, authorize general authority law enforcement agencies to enter into mutual aid agreements to provide law enforcement assistance under the following enumerated circumstances:
 - (1) Upon the prior written consent of the sheriff or chief of police in whose primary territorial jurisdiction the exercise of the powers occurs;
 - (2) In response to an emergency involving an immediate threat to human life or property;
 - (3) In response to a request for assistance pursuant to a mutual law enforcement assistance agreement with the agency of primary territorial jurisdiction or in response to the request of a peace officer with enforcement authority;
 - (4) When the officer is transporting a prisoner;
 - (5) When the officer is executing an arrest warrant or search warrant; or
 - (6) When the officer is in fresh pursuit, as defined in RCW 10.93.120.
4. The Washington Mutual Aid Peace Officers Act, RCW 10.93, and the Interlocal Cooperation Act, RCW 39.34, authorize the Washington State Patrol to enter into mutual aid agreements with the states of Oregon and Idaho. WSP has mutual aid agreements with Idaho State Police and Oregon State Police to respond within 50 miles of the state line.
5. ESF-13 is supported by five limited authority Washington law enforcement agencies:
 - Department of Corrections
 - Department of Natural Resources
 - Washington State Gambling Commission
 - Washington State Liquor and Cannabis Board
 - Washington State Parks and Recreation Commission.

A limited authority Washington law enforcement agency is defined in statute as “any agency, department, or division of state government, having as one of its functions the apprehension or detection of persons committing infractions or violating the traffic or criminal laws relating to limited subject areas” (RCW 10.93.020(2)).

D. Policies

All personnel exercising authority under ESF-13 are subject to the policies, procedures, regulations, and limitations of their employing agencies. Supervisory control of personnel is maintained by the employee’s employing agency unless delegated through formal written agreement between agencies affected.

II. Situations and Assumptions

A. Situation

See the Situation Overview on page two in the [CEMP Basic Plan](#).

B. Assumptions

1. A local agency will exhaust its law enforcement and mutual aid resources before requesting assistance from ESF-13.
2. ESF-13 will coordinate with the local jurisdiction/agency requesting assistance.
3. Assistance will be provided within the limits of available resources, capabilities, agency authority, and employee safety.
4. Law enforcement sensitive information will be safeguarded to protect officer safety and confidentiality.
5. Agencies operating under ESF-13 will support, protect, and comply with all applicable civil rights and privacy policies.
6. Through Emergency Support Function 20, Defense Support to Civil Authorities, the Washington National Guard has a broad spectrum of resources and capabilities that may be activated to augment response activities during an emergency. These resources are regularly placed into State Active Duty status in support of several different Emergency Support Functions as a force multiplier for state declared emergencies. Due to the complex and sensitive nature of using citizen Soldiers to perform law enforcement functions, however, the Washington National Guard will be used as a support agency under ESF-13 only after all other options have been considered and pursued.
7. When the National Guard is mobilized in support of ESF-13 (through ESF-20), the ESF-13 lead and the ESF-20 lead will jointly collaborate to coordinate activities and share information between the State EOC and the National Guard's Joint Operations Center.
8. The consideration of complete or limited martial law is beyond the scope of this ESF-13 annex and is not addressed as part of this plan.

III. Concept of Operations

A. General

When activated, ESF-13 facilitates the integration of State-level public safety, law enforcement, and security resources into incident management activities that require State-level assistance. Resources, capabilities, and support that may be coordinated through ESF-13 include, but are not limited to:

- Traffic control and evacuation
- Critical infrastructure protection
- Civil disturbance control
- Local law enforcement augmentation (traditional policing activities)
- Investigative assistance
- Access and perimeter control
- Transportation of high-priority emergency supplies
- Watercraft, dive teams
- Surveillance tools and situational assessment
- Aviation resources
- SWAT teams
- Explosives detection canines
- Explosive Ordnance Disposal teams/technicians
- Prison inmate transport
- Management of adult prison inmate populations
- Intelligence and information sharing through the Washington State Fusion Center.

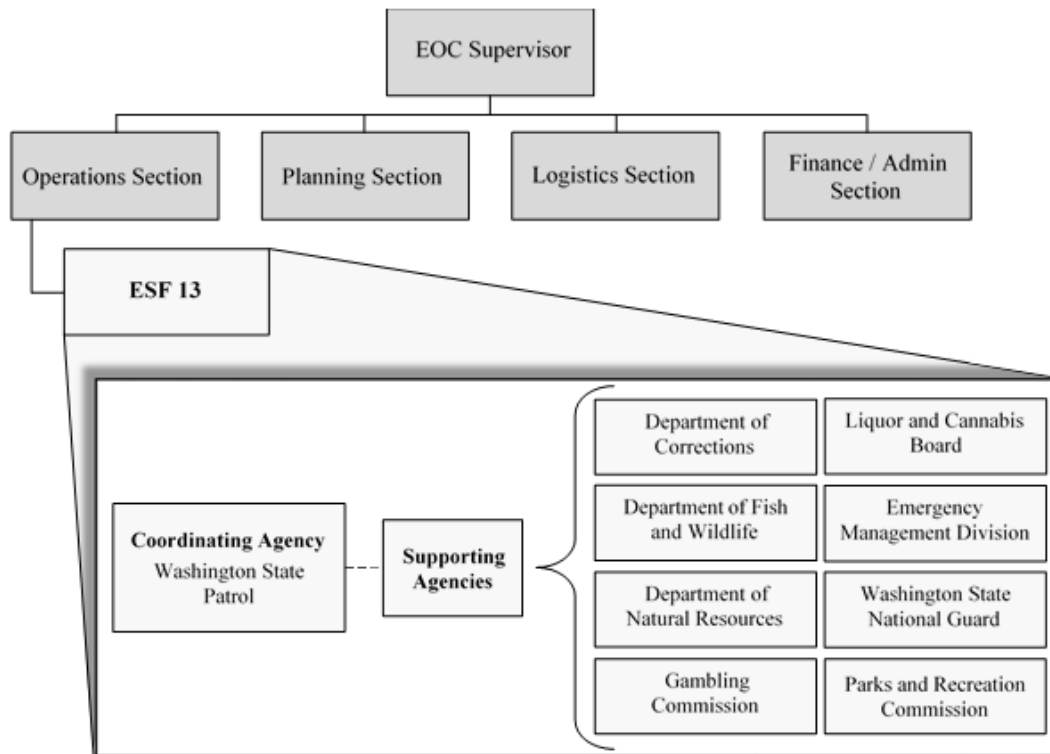
B. Organization

The ESF-13 Coordinating and Primary Agency is the Washington State Patrol (WSP). WSP appoints three State Agency Liaisons (SALs) to coordinate ESF-13 activities. WSP SALs are the interface between WSP and EMD and have the full authority to mobilize WSP personnel before, during, or following an emergency or imminent threat. In addition to these SALs, WSP regularly trains supervisors and managers in the agency to be able to backfill ESF-13 staffing at the State EOC. With frequent turnover in agency personnel filling key positions for this function, it is recognized that just-in-time training may be needed to provide scalable and uninterrupted staffing for ESF-13.

WSP is assisted by eight support agencies that provide additional specialized resources and capabilities that may be activated to support ESF-13 operations.

ESF-13 is organizationally located in the Operations Section of the State Emergency Operations Center (SEOC) and reports directly to the Operations Section Chief for most activations (see Figure A on page 7). ESF-13 may report to a subordinate unit of the Operations Section if the incident requires an expansion of the organizational structure of the SEOC.

Figure A: Organizational Structure of ESF-13



C. Activation

ESF-13 is requested for activation by a duty officer from the Washington State Emergency Management Division's Alert and Warning Center (AWC).

1. The AWC contacts a WSP SAL and provides pertinent details regarding the nature and scope of the emergency and any requests for ESF-13 assistance.
2. The WSP SAL determines how to meet the request and the appropriate level of staffing and activation.
3. The WSP SAL determines whether to activate support agencies and confers with SALs from those agencies regarding unique resources and capabilities that they may be able to provide. WSP SALs may work directly with support agency SALs or may request that the AWC contact the support agency(ies).
4. The WSP SAL coordinates with WSP Executive Staff and then relays their plan of action for ESF-13 staffing back to the AWC as soon as possible.
5. If the Command Staff in the EOC is staffed, the WSP SAL may work directly with the SEOC Operations Section Chief to coordinate ESF-13 activation.

D. ESF-13 Staffing and Activation

In accordance with the Incident Command System's principles of scalability and flexibility, ESF-13's staffing and activation levels are dependent upon the scale, scope, and complexity of the incident. WSP Executive Staff determine staffing and activation of ESF-13 at the recommendation of WSP SALs.

Staffing is determined in consideration of, but not limited to, the following criteria:

- Are conditions safe (road conditions, hazards, communicable diseases, etc.)?
- Is WebEOC operable?
- Phones and email working?
- Does the nature or volume of ESF-13 requests warrant on-site staffing?

Options for Staffing ESF-13 include:

- ***On-call, ESF-13 not activated***
Agency SALs, primary and/or supporting, fulfill requests for assistance remotely and remain available by phone to carry out mission assignments, provide information, and monitor the situation. On-call staffing is appropriate when requests for ESF-13 resources are limited, the incident potential is low, and/or the event is of a routine nature that local/district-level agencies' resources are capable of managing without additional state-level coordination. On-call staffing may also be appropriate for night-shift operations when the activity level does not warrant full activation or on-site staffing.
- ***Off-site, ESF-13 activated***
WSP SALs activate ESF-13 and operate off-site using WebEOC, email, radio, and/or phone to coordinate with support agencies to fulfill mission assignments, provide information, monitor the situation, and work with other agencies. Off-site staffing is appropriate when weather, hazards (including public health/pandemic influenza hazards), and other conditions create an unsafe or prohibitive environment for ESF-13 staff to respond to Camp Murray, or when the efficacy of an ESF-13 activation can be enhanced through access to off-site resources not available at the State EOC. Potential off-site staffing locations include, but are not limited to: local emergency operations centers, departmental operations centers, and agency headquarters offices. Off-site activation could also include assistance provided by support agencies under ESF-13 where on-site activation of support agencies is not warranted (i.e. the Department of Corrections may be able to fulfill a specific mission assignment under ESF-13, but it may not require DOC to be physically present at the State EOC to coordinate and fulfill the request).
- ***On-site, ESF-13 activated***
WSP SALs activate ESF-13 and operate on-site at the State EOC. On-site staffing is appropriate when an emergency or imminent threat is of a severity and magnitude that requires (or is anticipated to require) significant state-level public

safety, law enforcement, and security support and resources to meet incident management objectives. The decision to provide on-site staffing at the State EOC will be made by the ESF-13 SALs in coordination with each agency's executive management team; the decision will be situation-dependent and will take into consideration the safety of ESF-13 staff.

E. How ESF-13 Assistance is Requested

1. When a local jurisdiction exhausts, or plans to exhaust, their law enforcement and mutual aid resources, they send a resource request for state law enforcement assistance to the State EOC.
2. The request is received by the State EOC Operations Section and is recorded in Mission Tracker in WebEOC.
3. The Operations section vets the request and determines if it can be filled with state resources or if it needs a vendor/federal/mutual aid solution.
 - a. If it is a vendor/federal/mutual aid mission, it is assigned to Logistics.
 - b. If it is a state law enforcement mission, Operations assigns it to ESF-13 and notifies the WSP SAL that they have received a resource request.
4. The WSP SAL reviews the request and determines if ESF-13 can fulfill it.
5. WSP may complete the request with its own resources or may request assistance from a support agency.

IV. Core Capability Alignment

ESF-13 supports several FEMA Core Capabilities and is most closely aligned with the On-Scene Security, Protection, and Law Enforcement Core Capability. The description of this Core Capability is to “ensure a safe and secure environment through law enforcement and related security and protection operations for people and communities located within affected areas and also for response personnel engaged in lifesaving and life-sustaining operations.”

In support of this Core Capability, ESF-13 provides the following resources and services outlined in the table below.

Primary Agency	Services and Resources
<p>Washington State Patrol</p>	<p>Office of the Chief</p> <ul style="list-style-type: none"> • Executive Policy advice • Provide Crisis intervention and counseling • Critical incident and stress management assistance • Chaplaincy program <p>Commercial Vehicle Enforcement Bureau</p> <ul style="list-style-type: none"> • Work in coordination with WSDOT and ESF-7 to issue Commercial Vehicle Passes (ESF-7, Appendix 3) • Review waivers for commercial vehicle or port of entry restrictions • Assisting WSDA with quarantine inspections of Commercial vehicles • Commercial vehicle hazardous materials inspections • Outfits, equips, and supplies pursuit-rated vehicles <p>Forensic Laboratory Services Bureau</p> <ul style="list-style-type: none"> • Crime scene response to violent crime and other major events • Vital examination of evidence in violent criminal cases aimed at identification and apprehension of dangerous suspects • Evidence preservation and maintenance of chain of custody <p>Field Operations Bureau</p> <ul style="list-style-type: none"> • At the request of local law enforcement agencies, assist in life safety/saving activities • Respond and/or maintain road closures on State Routes and Interstates • Rapid Deployment Force team to help with search and rescue efforts or civil disturbance • In coordination with ESF-8, escort and protection of the Strategic National Stockpile vaccines and medicines • Assist with evacuation and access control <p>Fire Protection Bureau</p> <ul style="list-style-type: none"> • Fire Training Academy facility for shelter/lodging • Fire resource mobilization under ESF-4 <p>Investigative Services Bureau</p> <ul style="list-style-type: none"> • The Washington State Fusion Center gathers, analyzes, and disseminates intelligence information to produce bulletins, threat assessments, intelligence notes, briefings, and target packages for local jurisdictions

Primary Agency	Services and Resources
<p>Washington State Patrol, continued</p>	<p>Investigative Services Bureau, continued</p> <ul style="list-style-type: none"> • Use of explosive detection K-9s • Multi-agency bomb squad for CBRNE response • Coordination of emergency management at the State Emergency Operations Center • Special Weapons and Tactic (SWAT) team, a tactically trained emergency response team to neutralize the effects of any situation or person(s) potentially threatening the safety of the public • The Missing and Unidentified Persons Unit (MUPU) coordinates the exchange of information between law enforcement agencies, citizens, schools, and DSHS regarding the location and return of missing children • The High Tech Crime Unit (HTCU) provides computer forensic technical support; recovering relevant evidence from hard drives and other storage media • Aerial surveillance and emergency transportation • FLIR, enhance day/night vision for search and rescue and critical infrastructure assessment • Transportation of the Washington State Governor <p>Technical Services Bureau</p> <ul style="list-style-type: none"> • Assisting with coordination of communication recovery for radio and tower sites • WSP Academy shelter/lodging
Support Agency	Services and Resources
<p>Department of Corrections</p>	<ul style="list-style-type: none"> • Type 3 credentialed Incident Management Team • Mobile Command Vehicle with VHF/UHF/700/800 Mhz capabilities, portable cache and supply trailer • Security forces for SWAT, disturbance/riot control, less lethal, hostage negotiations, High risk prisoner transportation, mass arrest processing and transport for protest groups/others and high risk tracking to include urban, rural, and wilderness • DOC Specialty Teams: SERT=Swat, ERT=Riot/Disturbance Control, CNT=Negotiators, IRT=Escapee trackers, IMT=Command Team
<p>Department of Fish and Wildlife</p>	<p>Office of the Chief</p> <ul style="list-style-type: none"> • Executive policy advice • Provide crisis intervention and counseling • Critical incident and stress management assistance • Chaplaincy program <p>Communications Division</p> <ul style="list-style-type: none"> • Interoperable communications with DNR, Parks, and internal users • Field radio technicians with tower certifications and radio programming capabilities

Support Agency	Services and Resources
<p>Department of Fish and Wildlife, continued</p>	<p>Communications Division, continued</p> <ul style="list-style-type: none"> • Communications officers are also State Agency Liaisons and are trained to work in the SEOC • Dispatch center is secondary 911 center and resolves natural resources calls for service <p>Field Operations</p> <ul style="list-style-type: none"> • 145 general authority police officers • At the request of local law enforcement agencies, assist in life safety/saving activities • Limited Federal Law Enforcement commissions for enforcement of laws related to marine mammals and international/transnational fish and wildlife trafficking investigations • Assist Primary with road closures on State Routes and Interstates as well as local thoroughfares and forest service roads (consistent with agreements) • Tactical tracking capabilities for both humans and wildlife • Assist with evacuation and access control; field officers have keys to gates and barricades local to their districts and for remote areas • K9 teams specifically for tracking dangerous wildlife • Field officers are equipped to euthanize or relocate dangerous wildlife • Commercial market and retail inspection authorities for shellfish, game, and furbearers/trappers <p>Aviation</p> <ul style="list-style-type: none"> • One twin engine multi-use aircraft and three pilots with federal flight certifications • Off-shore and forest search and survey capabilities • Certified in Air Attack coordination for wildfire response <p>Marine</p> <ul style="list-style-type: none"> • 75 vessels that include small assets for inland waters to multi-engine, FLIR equipped ocean-going vessels that can sustain operations in poor weather and multiple operational periods • Jet boats and jet ski resources for moving water applications • All officers are fully trained NASBLA boat operators; some carry Merchant Mariner qualifications • Marine resources include a swift water/flood rescue response team and a dive team • Puget Sound marine vessels are equipped for RAD/NUC detection • Underwater drone and side scan sonar capabilities <p>Unique Assets</p> <ul style="list-style-type: none"> • Field Officers are equipped with off road motorcycles, ATV/UTV and snowmobiles • Horseback patrols are available in the Northeastern portion of the State • Aquatic Invasive Species detection and eradication resources positioned at border crossings; assets can be repurposed to inspect and decontaminate vessels and vehicles in support of ESF 11 (FADs)

Support Agency	Services and Resources
Department of Fish and Wildlife, continued	Unique Assets, continued <ul style="list-style-type: none"> • Statewide Investigative Unit provides undercover detectives for major criminal activities and investigations • Instructor cadres for firearms, defensive tactics, emergency vehicle operations, first aid, and marine law enforcement Other Agency Resources <ul style="list-style-type: none"> • Engineering equipment (trucks, tractors, graders, etc.) • Water trucks, trash pumps, and generators • Marshmaster amphibious vehicles • Aquaculture and hydraulics project inspection and permitting • Primary agency for aquatic invasive species response and mitigation • Dangerous and nuisance wildlife management
Department of Natural Resources	Field Operations <ul style="list-style-type: none"> • 13 limited authority police officers • At the request of local law enforcement agencies, assist in life safety/saving activities • Assist Primary with road closures on State Routes and Interstates as well as local thoroughfares and forest service roads • Tactical tracking capabilities • Assist with evacuation and access control; officers have keys to gates on DNR forest roads Unique Assets <ul style="list-style-type: none"> • Field officers are equipped with dual-sport motorcycles, ATV quad vehicles, and snowmobiles • Field officers are all equipped with chainsaws Marine Marine resources that include a civilian dive team
Washington State Gambling Commission	<ul style="list-style-type: none"> • Radio communications capable of operating on local, county, and state law enforcement radio frequencies using VHF / UHF and 700/800 MHz systems • Provide limited authority Washington peace officers to assist local authorities with limited law enforcement operations • Vehicles to provide critical transportation in support of WSP operations
Liquor and Cannabis Board	<ul style="list-style-type: none"> • 136 Officers, • 11 Offices statewide • May provide limited authority Washington peace officers to assist local authorities with limited law enforcement operations and the evacuation of persons and property in support of ESF-13.
Emergency Management Division	<ul style="list-style-type: none"> • As host agency for the State Emergency Operations Center (SEOC), maintain minimum staffing levels for a monitoring posture (Level 3 Activation) as well as the facility itself. Raise activation level at onset of emergency/disaster, or upon request. • Develop and coordinate finalization of Governor’s Proclamation of a State of Emergency.

Support Agency	Services and Resources
Emergency Management Division, continued	<ul style="list-style-type: none"> • Serve as authorized representative for requesting interstate law enforcement resources through the Emergency Management Assistance Compact (EMAC). • Maintain the following communications systems for law enforcement use: the Forward Looking Infrared (FLIR) video downlink system, an aviation band VHF AM radio for communication with WSP aviation assets, a VHF FM radio for WSP aviation and trooper use, the On-Scene Command and Coordination Radio (OSCCR) radio system and network.
National Guard	<ul style="list-style-type: none"> • When activated by the Governor, the National Guard provides supplementary security forces to provide presence patrols, establish Traffic Control Points (TCPs), and direct traffic, as requested.
Washington State Parks and Recreation Commission	<ul style="list-style-type: none"> • Approx. 125 armed and fully-commissioned law enforcement officers (park rangers) • Approx. 125 marked law enforcement vehicles, all with lights and siren but only about 50% having prisoner transport capabilities • Approx. 250 portable (hand-held) P-25 digital capable 2-way VHF radios, in addition to VHF/UHF/700-800MHz trunking radios carried by armed rangers and installed in their patrol vehicles • Over 100 developed properties throughout the State (in all except 3 counties), including campgrounds and areas that may be used for the staging of resources • An assortment of heavy equipment throughout the State, including trained and licensed operators • Vessels located in the Puget Sound and San Juan Islands • Marine maintenance crew • Water system treatment expertise • “Red Card” certified wildland firefighters (eastern WA staff) • Wildland firefighting equipment • Arbor crew w/ equipment • Snowmobiles

V. Terms, Acronyms & Definitions

See [CEMP Basic Plan](#).