



Montana Emergency Support Function #13 – Public Safety and Security

Primary Agency:

Montana Department of Justice



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Maintained by Department of Military Affairs
Disaster and Emergency Services Division

*This Annex is considered operational and serves as a guide for rendering assistance whenever the **Montana Emergency Response Framework (MERF)** is activated. It supersedes all previous editions*

Record of Changes

All changes to this plan annex are to be dated on the master copy kept by the Montana Disaster & Emergency Services (DES).

Date Posted	Change	Recommending Agency/Individual

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Section I: Agencies

Coordinating Agency:

Montana Disaster & Emergency Services

Primary Agency:

Montana Department of Justice

Support Agencies:

Montana Department of Administration

Montana Department of Fish, Wildlife, & Parks

Montana Department of Labor & Industry

Montana Department of Livestock

Montana Department of Military Affairs

Montana Department of Natural Resources & Conservation

Montana Department of Transportation

Section II: Purpose & Scope

Purpose:

The purpose of Emergency Support Function (ESF) #13 – Public Safety and Security, is to provide state public safety and security resources and assistance to local and tribal entities overwhelmed by the results of an actual or anticipated natural, accidental human-caused, and intentional human-caused incidents.

Scope:

ESF #13 does not supersede or override the policies or mutual aid and assistance agreements of any local and tribal jurisdiction, government, or agency. This annex does not define or supplant any emergency operating procedures or responsibilities for any other agency or organization, including ESF #13 primary and support agencies. State law enforcement departments and agencies retain all specific responsibilities accorded to them by statute, regulation, policy, or custom.

This annex provides guidance and information to coordinate support for local, tribal, state, and volunteer organizations to address the delivery of public safety and security resources to assist Montanans threatened by potential or actual disasters. The activities of ESF #13 primary and support agencies are heavily dependent on the resources and services offered by other partners.

The emphasis of this plan is to provide a framework for addressing temporary and short-term support to public safety and security operations for emergencies and disasters. ESF #13 resources include those from all State law enforcement departments or agencies and may provide a wide array of State law enforcement capabilities, personnel, and equipment to assist local and tribal authorities to accomplish the core mission of public safety and security.

Regarding terrorist incidents, ESF #13 is a support mission function will not impede or conflict with the Federal Bureau of Investigation's (FBI) responsibilities to prevent and investigate acts of terrorism. ESF #13 activations in response to an act of terrorism will focus on State support to the impacted local and tribal law enforcement departments and agencies and their ability to provide public safety and security within their jurisdictions. If needed, the FBI may, but is not required to, call upon ESF #13 to assist as with terrorism investigation and prevention efforts.

Section III: Assumptions & Relationships

Assumptions

For the purpose of designing responses in an all-hazard environment, this annex outlines the following assumptions:

- Local law enforcement including state resources will respond to provide public safety and security support until their resources are exhausted, including prearranged mutual aid and assistance from their next highest level of support.
- General law enforcement problems are compounded by disaster-related community disruption, restriction of movement, impacted communications and facilities, and a shortage of law-enforcement resources.
- The capabilities of local law enforcement agencies may be quickly exceeded. Supplemental assistance should be requested through local and State emergency management and mutual aid agreements.
- The availability of resources will have a profound effect on agencies' abilities to perform tasked activities.
- Not all disasters will require additional services.
- Successful law enforcement operations during a disaster will require organized, interagency cooperation at all levels of government.
- Significant disasters and emergency situations have the ability to damage infrastructure and lifelines that can overwhelm local abilities to meet basic human needs and enforce law and order.
- Law enforcement may be faced with the tremendous challenge in meeting the increased need for public assistance and aid and maintaining community security. This is often exacerbated by the presence of personnel unfamiliar to the area and local customs.
- Emergency situations may lead to increased 911 call volume, injuries and fatalities of civilians, rescue requests, looting, and violent crime.
- Local law enforcement professionals may be preoccupied with securing their own family's situation and unable to fulfil their required functions during an event. This can also lead to increased mental fatigue and stress which can have volatile consequences.

Relationships

This document does not relieve tasked agencies with the responsibility for emergency planning. The following section outlines the relationships between state agencies and local, tribal, private, and non-governmental organization partners in supporting ESF #13 response and recovery activities:

Local & Tribal Governments

Local public safety and security responsibility and authority primarily rests with local and tribal law enforcement. Local and tribal mutual aid and assistance networks facilitate the sharing of resources to support response activities. Local and tribal authorities are responsible for obtaining required waivers and clearances related to ESF #13 support and are responsible for requesting state support through the jurisdiction's emergency management agencies when the incident exceeds local capabilities.

Responsibility for situation assessment and determination of resource needs are ascertained primarily through the local and tribal incident management system. Shortage of resources are adjudicated at the lowest jurisdictional level. Local and tribal law enforcement offices should coordinate with the on-site

Incident Commander within the disaster area to determine evacuation areas, roadblocks, and access control points.

Private Sector/Non-Governmental Organizations

Safety and security responsibilities performed by private sector and non-governmental organizations (NGO) are generally limited to requirements at specific locations, such as shopping centers; private sector buildings; locations that house critical infrastructure; special events; and when contracted, local, state, tribal, and Federal buildings. However, overall public safety and security responsibility always defaults to local and tribal law enforcement departments and agencies.

During the response to disasters or acts of terrorism, private sector and/or NGO security forces continue to perform assigned safety and security missions to the best of their ability. The local, tribal, and state law enforcement department or agency responsible for public safety and security will determine the need for law enforcement resources to assist or augment these private sector/NGOs.

Traditionally the vast majority of ESF #13 missions require sworn law enforcement officers armed and trained in the execution of a wide range of law enforcement activities. However, based on the requirements of specific missions, ESF #13 may use non-traditional resources from private sector and/or NGOs to meet the requirements of the missions. These resources may be in the form of individuals and/or organizations with specific skills or capabilities that are trained, capable, and willing to assist ESF #13 as volunteers or contracted support. The specific skills or capabilities of these individuals or groups must match the requirements of the mission. The identification of these private sector/NGO individuals and organizations will be closely coordinated with ESF #13 primary agency. Any use of these resources to meet ESF #13 mission assignments will be closely coordinated with the requesting entity before these resources are assigned to fulfill the mission.

State Government

State departments and agencies are responsible, within their statutory authorities, for providing assistance to local jurisdictions when local capabilities are overwhelmed by a disaster. The State Emergency Coordination Center (SECC) serves as the principal point for coordinating state, local, tribal, and federal resources in the coordination of emergency assistance to affected jurisdiction(s).

The SECC will coordinate with the primary agency and support agencies in the use of state resources to support ESF #13 response activities. State resources will supplement, not supplant, local resources. When activated to respond to an incident, the primary agency and support agencies will develop work priorities in cooperation with local and tribal governments and in coordination with the SECC.

If the Governor has declared an emergency, resources may be requested through the Emergency Management Assistance Compact (EMAC), the nation's state-to-state mutual aid system that is processed through the SECC.

Section IV: Core Capabilities

The following table list the core capabilities and their key activities that the coordinating, primary, and supporting agencies collectively support. Though not listed in the table, all ESFs, including ESF #13, support the core capabilities of Planning, Operational Coordination, and Public Information and Warning.

<u>CORE CAPABILITIES</u>	Key Activities – The SECC coordinates with the primary agency and supporting agencies to coordinate resources in support and response for the following key activities during actual or potential incidents:
On-Scene Security, Protection, and Law Enforcement	<ul style="list-style-type: none"> • Provides general and specialized State law enforcement resources to support local and tribal law enforcement departments and agencies overwhelmed by natural, accidental human-caused, and intentional human-caused incidents or disasters. • Protects critical infrastructure during prevention activities or disaster response, when requested. • Protects emergency responders. • Determines the role, if any, of private sector/NGOs in the overall public safety and security response. • Manages the development of pre-scripted mission assignments to address known and anticipated disaster response public safety and security short falls. • Gives priority to life safety missions first, followed by missions that address security and the protection of infrastructure/property. • Considers the availability of safety and security resources within the requesting State department or agency when providing ESF #13 support to other State ESFs.

Section V: Operational Functions

The following table lists the operational functions that both the primary agency and supporting agencies most directly support for ESF # 13 (Public Safety and Security):

<u>PRIMARY AGENCY</u>	Operational Functions – Department of Justice serves as the primary agency. The operational functions for the primary agency may include the following:
Montana Department of Justice	<p>Montana Analysis & Technical Information Center (MATIC)</p> <ul style="list-style-type: none"> • Focuses on preventing criminal activities. • Provides relevant information of any credible intentional human-caused threat or other situation that could potentially threaten public safety and security to appropriate partners. • Coordinates and provides direct support to law enforcement partners during major events requiring operational security and public safety. • Assists law enforcement and criminal prosecution partners statewide in analyzing complex data and technologies in support of criminal investigations. <p>Division of Criminal Investigation</p> <ul style="list-style-type: none"> • Initiates and conducts all types of criminal investigations statewide in support of local law enforcement to include crimes against persons, property, public administration, public order, and dangerous drug investigations.

	<ul style="list-style-type: none"> • Provides lead investigative technology and coordination of cold case homicides and in-custody deaths statewide. • Conducts forensic analyses of digital evidence associated with devices used in commission of crimes statewide. • Initiates and conducts investigations involving allegations of human trafficking and cybercrime. • Ensures statewide enforcement of non-compliant registered violent and sexual offenders. • Provides operational support statewide to criminal information databases and identification records. <p>Missing Persons Clearinghouse</p> <ul style="list-style-type: none"> • Assists law enforcement agencies in entering the necessary information into state and national databases, and in identifying missing and unidentified persons. <p>Highway Patrol Division</p> <ul style="list-style-type: none"> • Conducts evidence collection and analysis of all intentional human-caused related crime scenes. • Provides security for sensitive cargo in times of emergencies. • Supports local and tribal law-enforcement with crowd control. • Supports local death scene investigations and evidence recovery. • Responds to acts of criminal mass victimization (i.e., mass violence or domestic or international terrorism) and coordinates with local, tribal, and federal law enforcement agencies. • Provides guidance, promulgates regulations, conducts investigations and compliance reviews, and enforces civil rights laws, including their general application to emergency management and specific application to mass care services, such as the Americans with Disabilities Act, Section 504 of the Rehabilitation Act, and the Civil Rights Act of 1964. • Controls Ingress and Egress of Public Transportation Systems in support of public safety and security. <p>Forensic Science Division: Medical Examiner System</p> <ul style="list-style-type: none"> • Determines cause and manner of death, identify bodies, document injuries, and detect the presence of disease. • Provides technical assistance concerning identification of the deceased consistent with cultural sensitivity practices. <p>Office of Consumer Protection and Victim Services</p> <ul style="list-style-type: none"> • Provides tools and information to help victims from an intentional human-caused incident recover from their experience and provides them with a range of services as they go through the justice system. <p>Prosecution Services Bureau</p> <ul style="list-style-type: none"> • Assists local County Attorneys with state felony prosecutions filed in District Court.
SUPPORTING AGENCIES	Operational Functions – The operational functions for the supporting agencies may include the following:

<p style="text-align: center;">Montana Department of Administration</p>	<p>State Information Technology Services Division (ITSD)</p> <ul style="list-style-type: none"> • Responsible for protecting the State’s cyber assets and securing the State’s cyber services to the citizens of Montana. • Provides incident response and technical security services to the State of Montana. • Provides investigative services utilizing digital forensic techniques. • Acts as subject matter experts for technical security inquiries. • Performs vulnerability and compliance scanning of information systems. • Administers and investigates next-generation Anti-Virus. • Provides security policy and risk management services to the State of Montana. • Creates a framework of safeguards and information security best practices based on by the National Institute of Standards and Technology (NIST) as well as other national standards. • Promotes adoption of consistent information security policies throughout all state agencies. • Furthers information security awareness and skills among State of Montana employees. • Enhances the overall posture of information security within state agencies. • Encourages collaboration between state agencies through the Montana Information Security Advisory Council (MT-ISAC). • Restores communication and data channels as necessary for agencies responding to emergencies. <p>State Procurement Bureau</p> <ul style="list-style-type: none"> • Provides assistance during incidents through Emergency contracting. <p>Public Safety Communications Bureau</p> <ul style="list-style-type: none"> • Works with advisory councils to help determine mutual aid frequency needs of key stakeholders. • Assists eligible public safety entities in securing a valid permit granting permission to use specific mutual aid frequencies. • Provides technical guidance on statewide mutual aid and common frequencies. • Assists local and tribal governments in the development of 9-1-1 emergency systems throughout the state. Manages the quarterly allocation and distribution of state 9-1-1 revenues and monitor’s use of the funding by local and tribal governments and wireless service providers. <p>General Services Division</p> <ul style="list-style-type: none"> • Changes building operation standards and procedures to enhance security. • Administers Capitol Security for the State Capitol complex in Helena.
<p style="text-align: center;">Montana Department of Fish, Wildlife, and Parks</p>	<ul style="list-style-type: none"> • As appropriate, assist law enforcement with access control and site security.

	<ul style="list-style-type: none"> FWP law enforcement personnel will lead cooperative efforts to protect FWP owned ports and public waterways from acts of terrorism and manmade and natural disasters. Control ingress and egress of public waterways and FWP Land.
<p>Montana Department of Labor and Industry</p>	<p>Employment Relations</p> <ul style="list-style-type: none"> Provides technical assistance related to public safety/security worker safety and health issues. <p>Business Standards Division</p> <ul style="list-style-type: none"> Provides regulatory professional public safety/security licensing waivers and exemptions during emergencies.
<p>Montana Department of livestock</p>	<ul style="list-style-type: none"> As appropriate, assist law enforcement with evacuation and traffic control from impacted areas in coordination with local authorities and provide for road closures as needed during emergency operations. As appropriate, coordinate with public health officials to assess and mitigate any potential risks to food supply, ensuring the public is informed and safe, and that food products are free from contamination.
<p>Montana Department of Military Affairs</p>	<p>Army and Air National Guard <i>Upon approval by the Governor:</i></p> <ul style="list-style-type: none"> Provides logistical support to SECC and transportation capacity to move essential safety and security resources when requested. Provides available military personnel to assist in safety and security incident related response. <p>Disaster and Emergency Services Division</p> <ul style="list-style-type: none"> Coordinates contracting, acquisitions, and deployments of safety and security personnel, equipment, and supplies in response to requests for State assistance, as appropriate. Coordinates National Guard assistance, when requested and upon approval by the Governor. Coordinates and/or deploys personnel to fill positions in operations centers and on emergency response teams and other entities, as necessary. Coordinates emergency-related response and recovery functions related to safety and security. Coordinates international and domestic offers of safety and security-related assistance and support. Provides assistance in the allocation and prioritization of safety and security resources. Coordinates the prevention, protection, mitigation, response, and recovery actions among safety and security stakeholders at state and local levels. Provides equipment and personnel as needed for immediate lifesaving response operations. Assists in coordinating the provision of temporary emergency power to critical facilities (e.g., hospitals, water treatment plants, shelters, fire stations, police stations).

	<ul style="list-style-type: none"> • Coordinates EMAC, Federal, and International offers of safety and security support. • Coordinates and/or provides situational awareness regarding safety and security.
Montana Department of Natural Resources and Conservation	Forestry Division <ul style="list-style-type: none"> • As appropriate, assist law enforcement with evacuation or population protection planning for wildfire incidents.
Montana Department of Transportation	Motor Carrier Safety: <ul style="list-style-type: none"> • Provides technical assistance to local and tribal entities in determining the most viable transportation networks to, from, and within the incident area, as well as availability of accessible transportation. • Controls ingress and egress of public transportation systems.