New York State Emergency Support Function Annex

ESF #13 Public Safety and Security

Disaster Preparedness Commission

Rev. Final

Date: March 2026

ESF #13 Coordinating Agency:
Division of State Police (DSP)

DPC Member Agencies:
Department of Environmental Conservation (DEC)
Department of Corrections and Community Supervision (DOCCS)
Division of Criminal Justice Services (DCJS)
Division of Military and Naval Affairs (DMNA)/National Guard (NG)
Metropolitan Transportation Authority (MTA)
Office of Parks, Recreation, and Historic Preservation (OPRHP)
Port Authority of New York and New Jersey (PANYNJ)

Non-DPC Members:
State University of New York (SUNY)

EXECUTIVE SUMMARY
The Emergency Support Functions (ESFs) provide the structure for coordinating response activities for disasters or emergencies that go beyond the capability of the local resources. ESFs are a mechanism used to group functions most often needed to respond to incidents. At the State-level, the ESF #13 will coordinate the activities of public safety and security services to protect people throughout New York State during the response and short-term recovery phases of a disaster. It is imperative there is continuity in everyday public safety and security activities, in addition to the operational activities related to emergencies, disasters, and State-led security actions.

SECTION I: General Considerations and Planning Guidelines

Introduction
The ESF #13 Coordinating Agency is the New York Division of State Police (DSP). As the Coordinating Agency, the DSP will ensure the activities of the ESF are consistent with this Annex, and agencies are operating in unison to achieve the common goal or mission of the ESF. The State will continue to experience inevitable disasters and emergencies of various origins and magnitudes. The ESF #13 Annex outlines an active approach to provide State-level public safety and security services throughout the State during the response and short-term recovery phases of a disaster as outlined in the State Comprehensive Emergency Management Plan (CEMP).

Critical Capability

ESF #13 would support the following Critical Capabilities in New York State: Planning, and Law Enforcement Response Operations, and Information-Sharing and Intelligence Analysis.

Purpose
The State CEMP has been structured into three distinct but interconnecting volumes:

- Volume 1: State Multi-Hazard Mitigation Plan
- Volume 2: Response and Short-Term Recovery

- Volume 3: Long-Term Recovery Plan

The purpose of the State CEMP is to identify the State's overarching policies, authorities, and response organizational structure will be implemented in an emergency or disaster situation which warrants a State response. The State CEMP serves as the foundational framework for the State's response levels and serves as the operational basis of which other ESF, functional, and hazard-specific annexes are built upon. These ESFs and annexes address a broad range of capabilities in response to the State's highest rated hazards. The purpose of the ESF #13 is to coordinate support for incident security, including mutual aid of law enforcement personnel, to protect life and property and, if applicable, to coordinate federal resources requested to assist in the State's response. Additionally, the purpose of the ESF #13 is to augment local law enforcement response activities across a broad range of hazards via multi-agency capabilities when local resources have been or are expected to become overwhelmed.

Linkage to other State Plans

ESF #13 will be used to support the State CEMP Volume 2, Response and Short-Term Recovery, as well as the following: Fatality Management Annex, and the Radiological Emergency Preparedness (REP) Plan.

Scope
This Annex is an operational level document which outlines basic concepts required to manage and coordinate the State agencies providing response and short-term recovery assistance to localities within New York State. It applies to all incidents and events requiring State-level public safety and security support within a multi-agency setting.

This Annex provides general guidance for services related to protection of life and property during statewide all-hazard responses when local capabilities have been or are expected to be overwhelmed. This includes events requiring the activation of multiple levels of government, up to and including the activation of and integration with Federal ESF #13. The ESF #13 will support local efforts in the following core functional areas:

- Protection of life and property.
- Evacuations.
- Perimeter control.
- Maintenance of traffic and access control points.
- General law enforcement (patrolling).
- Investigative support.
- Security support.

Situation
New York State experiences a variety of emergencies and disasters which are unique and can all bring about distinct challenges. Requests for assistance during an emergency will be dependent upon the needs of the operation and may be outside the guidance provided in this Annex. In all cases, the needs of the operation, capabilities of the ESF #13 agencies, and the availability of personnel and material resources will be considered to determine if a request can be fulfilled.

The ESF #13 support will be managed by the ESF #13 Coordinating Agency, DSP, at the State Emergency Operations Center (State EOC).

Member Agencies maintain several qualified personnel and mobile assets capable of accessing impacted areas throughout the State. State agencies are equipped and ready to respond to incidents by gathering situational information and conducting preliminary damage assessments in affected areas across the State.

Member Agencies are prepared to assist local authorities, medical examiners, and coroners in locating, identifying, and managing the remains of deceased victims from disasters or mass casualty incidents.

In the event of incidents involving the release of hazardous materials, the ESF #13 is prepared to support the securing of ports of entry if response operations include trade restrictions and embargos to limit the distribution

of products or commodities. The ESF #10 will resolve any contamination issues, especially if the contamination hinders the activities of the ESF #13.

The ESF #13 maintains modern communications equipment and software capabilities. Personnel are sufficiently trained and qualified to support interagency communications and information sharing, both inside and outside of the State. The ESF #13 will utilize specialized communication equipment including radio, computer, and phone systems to ensure secure information sharing among responders and coordination of the incident response.

In the event of an incident involving suspected criminal acts, the ESF #13 can coordinate investigative efforts with Federal, State, and local law enforcement agencies. Additionally, the ESF #13 will also support and coordinate with the ESFs #4 and #9 for search and rescue (SAR) activities, evacuation, and site security.

Planning Assumptions

- Incident priorities will include life safety and property protection.
- Incident objectives will be Specific, Measurable, Achievable, Relevant, and Timely (SMART).
- Disaster response activities will begin and end at the local level.
- State assistance will only be requested when a local government recognizes local resources have been or are expected to be overwhelmed.
- One or more local entities have declared a State of Emergency in response to a disaster and the State has been called upon to assist or the Governor declares a State Disaster Emergency.
- Coordination between State agencies and the ESF #13 will involve personnel, assets, and equipment from throughout the State.
- The DSP is responsible for coordination of State activities within the ESF #13.
- Federal agencies may engage in a unilateral response and/or help under their statutory authority to affected areas in lieu of a presidential declaration.
- Not all law enforcement agencies possess the same level of training or authority. Therefore, some agencies may have limitations regarding certain types of law enforcement activities.
- ESF #13 may collaborate with other ESFs as needed to enhance situational awareness and assist in the decision-making process.

Concept of Operations

- The State Office of Emergency Management (State OEM) will make determinations as to the level of activation necessary for the State response to an incident.
- The State OEM may solicit input from the Coordinating Agency to determine which Member Agencies will be activated based upon the needs of the operation.
- If federal assistance is requested, the ESF #13 will integrate with the Federal ESF #13 as outlined under the National Response Framework (NRF).
- The ESF #13 will coordinate activities with other activated ESFs via the State EOC to assure a cohesive and coordinated response.
- When the situation warrants demobilization of the ESFs, the ESF #13 will begin demobilization and transition to the necessary Recovery Support Functions (RSFs), as needed.
- For incidents associated with suspected criminal activity, a criminal investigation will be initiated during the response and/or recovery phases of the incident. Investigations may involve all levels of government to include local, State, and Federal entities.
- Aircraft usage, including unmanned aerial vehicles (UAVs), may be utilized by multiple ESFs for various missions simultaneously. The Air Operations Group (AOG) will be managed and coordinated under the scope of the New York State Airspace Control Plan in support of the ESF #1. The ESFs will retain control and responsibility for their specific missions.

Authorities and Policies

The authority to develop this Annex and implement specific response actions to effectively respond to emergency events can be found in a variety of New York State Laws, regulations, and Federal authorities, including but not limited to:

State:

- New York State Executive Law Article 2-B, as amended
- New York State Executive Law Article 10 §202-A
- New York State Executive Order 26 of 1996 and 26.1 of 2006, as amended
- New York State Military Law Article 6

Individual State agencies and departments may also have specific legal policies or authorities that are required and/or authorize certain emergency planning and response actions that are not included in this document.

Federal:

- Americans with Disabilities Act of 1990, as amended

Annex Updates and Maintenance

The State OEM Planning Section has the responsibility for the development, review, and maintenance of this Annex and all multi-agency response plans under the State CEMP. As required under New York State Executive Law Article 2-B, each annex shall undergo an annual review and update on or before February 15th of each year and be posted online (if applicable) no later than March 31st of each year.

During the annual review by the Planning Section for its material, this Annex is examined for both content and format. For updates that do not impact operational mechanisms or processes, the appropriate edits are initiated within the Planning Section and do not warrant external involvement. Plan updates will also be conducted based upon experiences and lessons learned from exercises or real-world events, or through administrative changes in government. Planning Section updates and/or edits affecting operational capabilities, responsibilities, or otherwise impacting operations will engage stakeholders in a variety of ways, such as verbally, by document review, meetings, webinars, or any combination thereof. Final drafts will be distributed to all appropriate agencies/personnel upon completion.

SECTION II: Preparedness

Mitigation

Volume 1 of the State CEMP is the State Multi-Hazard Mitigation Plan. Pursuant to the requirements of 44 CFR 201.4, the State Multi-Hazard Mitigation Plan is required to focus on natural hazards that are likely to have a substantial impact on the State. Mitigation planning efforts for technological and human-caused hazards are also recognized and are being implemented throughout the State as well. New York State participates in Federal, State, and local mitigation programs and identifies ongoing mitigation opportunities. The State takes maximum advantage of available federal funding to implement mitigation measures at the State and local levels. Throughout the past several years, a substantial amount of funding has been invested in mitigating the impacts of various disasters in all parts of the State. Volume 1 addresses the overall State hazard mitigation planning process, risk assessment, strategy development, and plan maintenance. The State Multi-Hazard Mitigation Plan was federally approved by the Department of Homeland Security (DHSES)/Federal Emergency Management Agency (FEMA) in December 2023.

Risk Assessment

A variety of mechanisms are used to understand the various risks and associated threats and hazards facing the State. As required by the Homeland Security Grant Program (HSGP) and the National Preparedness Goal (NPG), the State must complete an annual Threat Hazard Identification Risk Assessment (THIRA). The THIRA process involves the identification of scenarios that will most stress the State's capabilities and an assessment of those capabilities. Those capabilities are then mapped to the core capabilities in each of the ESF Annexes created under the State CEMP. Further, the State has developed additional programs and methodologies to better understand risk at the local level. This includes a County Emergency Preparedness Assessment (CEPA), which the State has conducted in each of the 57 counties of New York, and New York City. The CEPA provides great insight as to the State's risk profile from a local level perspective.

Training, Exercising, and Testing
The State sponsors and conducts a variety of training to improve knowledge and response capability. This includes varying levels of training in the Incident Command System (ICS), the Professional Development Series (PDS) curriculum, and State EOC trainings. The State also participates in a wide variety of specialized training, including training to meet federal program and grant requirements, such as the Emergency Management Performance Grant (EMPG). Further, many State agencies identify training requirements within their own organization to meet the needs of the agency for that specific discipline.

The State has incorporated the Homeland Security Exercise and Evaluation Program (HSEEP) into its emergency management program. The HSEEP consists of both doctrine and policy for designing, developing, conducting, and evaluating exercises. The State has instituted the HSEEP into a host of exercise activities, including those that involve tests and activations of the State EOC. Further, some exercises are often linked to a specific grant requirement, while others are conducted as part of ongoing or existing programs, such as those for the Radiological Emergency Preparedness Program (REPP).

The State also utilizes an exercise component as part of the planning process to test the effectiveness of an emergency management plan. These exercises vary in scope and cross several state-level plans or annexes. As a point of reference, the planning process resulted in the creation of all the State's ESF Annexes, included an exercise component.

Capability Assessment
As part of the THIRA process, the State was required to assess its capabilities under Presidential Policy Directive 8 (PPD-8). In doing so, the State assessed its Critical Capabilities using the construction outlined in the CEPA program. The assessment provided the State with information regarding statewide capability trends and potential gaps that can then be planned for and addressed. Those capabilities have been mapped or linked to each one of the ESF Annexes under Volume 2 of the State CEMP.

Stockpiles, Supplies, Specialized Equipment, and Resources
Each individual agency maintains a variety of resources for routine use. The collective list below lists resources that may be available for a State-led response. It should be clearly understood that this list includes resources commonly available but may be utilized in support of any response effort or mission, including missions tasked to an agency in support of another ESF.

Memorandums of Understanding (MOUs)/Letters of Agreement (LOAs)
The Office of Parks Recreation and Historical Preservation (OPRHP) have an MOU to supplement the DSP and the DEC.

SECTION III: Response

Alert and Notification
The New York State Watch Center (NYSWC) serves as the focal point for receiving or providing notification of incidents in the State. In response to an incident that warrants an increase in State response posture, the NYSWC will be used to notify agencies that the State EOC is activating.

Activation
The State OEM will assess the potential needs and demands of an incident and then determine if the situation can be remedied through maintaining Steady State posture or increasing posture to Enhanced Monitoring. If formal activation of the State EOC is necessary to effectively manage the response to the incident, the capabilities that are needed to support that activation will be identified, and agencies are notified to staff the State EOC using the ESF construct.

Flexibility is key in activating this ESF. Not all incidents are the same, and not all activations of this ESF will require the full list of agencies to support the demands of the incident. Therefore, the representation of agencies that will be necessary to support the ESF may vary from incident to incident. The State CEMP

identifies three activation levels of the State EOC. This ESF will activate to one of those levels as conditions warrant, with the DSP serving as the ESF Coordinating Agency.

New York State EOC Activation Levels

Level 3 – Limited Activation

Level 2 – Partial Activation

Level 1 – Full Activation

Level 3 Limited Activation:

- This level may be initiated to meet multi-agency coordination requirements deemed necessary for information, resources, and consequence management support efforts.
- Staffing may include several State EOC command and general staff positions, a select number of the State ESFs, and initial representation from federal partners.

Level 2 Partial Activation:

- This level may be initiated to meet increasing multi-agency coordination requirements deemed necessary for information, resources, and consequence management support efforts.
- Staffing may include all State EOC command and general staff positions, multiple State ESFs, and additional representation from Federal partners.

Level 1 Full Activation:

- This level is initiated when it is necessary to meet significant multi-agency coordination requirements for information, resources, and consequence management support efforts.
- Staffing may include all State EOC command and general staff positions, most or all the State's ESFs, and a Federal/State Unified Command element.

Direction and Control

As the Coordinating Agency, the DSP will ensure the activities of the ESF are consistent with this Annex, and that agencies are operating in unison to achieve the common goal or mission of the ESF.

The ESF #13 is part of the Public Safety Branch under the Operations Section of the State EOC and the Member Agencies of ESF #13. All requests for assistance will be managed through the Operations Section Chief (OSC) to the DSP for availability of resources/missions. The DSP will be given latitude to facilitate solutions in response to the request. Confirmation of a solution will be provided to the OSC to ensure the State maintains visibility of its resources and responses to requests.

Assignment of Responsibilities

The responsibilities for each agency identified in this ESF are listed below. As a number of these agencies are comprised of sworn law enforcement personnel, there is considerable overlap in their responsibilities and missions. The resources identified below include the total agency strength shared across the entire State during routine day-to-day business and across the spectrum of possible emergency missions identified by all ESFs.

Coordinating Agency

Division of State Police (DSP)

The DSP is a full-time and full-service law enforcement agency equipped with the personnel and resources necessary to provide a full spectrum of law enforcement services to the people of New York State. In addition, the DSP can provide emergency operations personnel and equipment in support of activities to local first responders. The DSP's responsibilities as a law enforcement and public safety agency include:

- Serving as the Coordinating Agency for the ESF #13.
- Preventing crime and enforcing the law.
- Responding to reports of crime.
- Responding to emergencies and disasters.
- Ensuring highway safety and rendering general assistance.
- Providing evacuation assistance by supporting traffic and access control points.
- Providing preliminary damage assessment and situational information from affected areas.

ESF Member Agencies

Department of Environmental Conservation (DEC)

The DEC's responsibilities as a Member Agency of the ESF #13 include:

- Providing general statewide law enforcement support.
- Responding to emergencies and disasters.
- Providing evacuation support and assistance statewide.
- Aiding with preliminary damage assessments and preliminary assessments of environmental/public health and safety hazards.
- The DEC Forest Rangers have daily mission capability to adequately address wilderness situations including severe winter weather operations by vehicle, off road vehicle, motorized and paddle watercrafts, aerial insert, and by foot/ski/snowshoe.
- The DEC has UAS equipment and pilots available from the Forest Rangers, the ECOs, and civilian programs.

Department of Corrections and Community Supervision (DOCCS)

The DOCCS' responsibilities as a Member Agency of ESF #13 include:

- Providing evacuation assistance.
- Providing vehicle support with secure transport vehicles.
- Ensuring that restraint equipment is strategically located at various regions in the State.

Division of Criminal Justice Services (DCJS)

The DCJS does not possess any law enforcement assets. However, the DCJS can request and coordinate resources from town and county law enforcement agencies across the State to include:

- Evacuation assistance through traffic and access control.
- Perimeter security and authorized entry control.

Division of Military and Naval Affairs (DMNA)/National Guard (NG)

By order of the Governor under Section 6 of the New York State Military Law, DMNA/NG can provide the following support to the ESF #13:

- Military forces are not first responders, but the DMNA/NG is the first level of military response.

Metropolitan Transportation Authority (MTA)

The MTA's responsibilities as a Member Agency of ESF #13 include:

- Maintaining safety and security at MTA facilities and security for the MTA agencies throughout New York State.
- Providing emergency response and law enforcement support to the MTA agencies and facilitating coordination of interagency response in accordance with the NIMS and the ICS.
- Assisting in the evacuation of areas after an emergency event.
- Providing police patrol to all transportation facilities and routes.

Port Authority of New York and New Jersey (PANYNJ)

The PANYNJ's responsibilities as a Member Agency of ESF #13 include:

- Providing law enforcement support of crime suppression, preserving law and order, and protecting life and property.
- Coordinating and directing the public safety mobilization response to emergencies or other unusual occurrences at the PANYNJ facilities.

Office of Parks Recreation and Historical Preservation (OPRHP)

The OPRHP's responsibilities as a Member Agency of the ESF #13 include:

- Providing personnel, vehicles, and equipment including over 240 members statewide with 2-wheel and 4-wheel drive patrol vehicles, fully equipped marine patrol vessels, snowmobiles, and all-terrain vehicles.

State University of New York (SUNY)

The SUNY University Police's responsibilities as a Member Agency of the ESF #13 include:

- Providing uniformed police officers and equipment from the 28 State campuses around the State.
- Providing other public safety resources including investigative personnel, evidence technicians, communications personnel, and non-sworn security personnel as requested.
- Providing evacuation and support assistance.
- Providing civil disorder/crowd control support and assistance.
- Providing law enforcement services at SUNY campus locations.

Integration of Federal ESFs

The Federal government organizes its response resources and capabilities under an ESF construct. Like the State's ESF construct, the Federal ESFs are multi-agency organizations that serve as the primary means for coordinating Federal resources and capabilities. The Federal ESFs bring together a wealth of capabilities of Federal departments and agencies and other national-level assets. In doing so, they are organized to provide the operating structure for building, sustaining, and delivering Federal response core capabilities in support of the State's Critical Capabilities. Integration and coordination are key to leveraging the resources of each Federal ESF. As such, the State ESF #13 will serve as the primary integration point for the Federal ESF #13. The table below summarizes the Federal ESF #13 and indicates the response core capabilities that the ESF most directly supports. Detailed response capabilities and activities are listed in each Federal ESF Annex.

Federal ESF #13 – Public Safety and Security ESF Coordinator: Department of Justice/Bureau of Alcohol, Tobacco, Firearms, and Explosives (DOJ)/(ATF)
Key Response Core Capability: On-Scene Security, Protection, and Law Enforcement
Coordinates the integration of public safety and security capabilities and resources to support the full range of incident management activities. Functions include but are not limited to: • Facility and resource security. • Security planning and technical resource assistance. • Public safety and security support. • Support to access, traffic, and crowd control.

SECTION IV: Recovery

Short-Term Recovery

There is no clear delineation of when disaster response activities transition into short-term recovery activities. As with all disaster and emergency-related activities, any transition to a new phase will be dependent upon the needs of the response and the identified needs of the individuals and/or communities affected. In general, disaster response addresses the immediate aftermath and life safety issues of a disaster or emergency, while short-term recovery activities begin as the need for immediate life-saving activities diminishes. At times, these phases will overlap with one another.

Demobilization

The demobilization of agencies and the ESF #13 from the State EOC will occur based upon operational needs and will be jointly determined by the State OEM and the DSP. Based upon the needs of the operation, the ESF #13 may begin to demobilize during the response/short-term recovery phase. However, it should be noted that Member Agencies may be subject to a rapid recall for re-activation of the ESF based upon operational needs.

In most cases, the demobilization of an ESF will include the release of the Coordinating Agency and all Member Agencies. However, there may be instances where the ESFs can be partially demobilized, allowing the Member Agencies to be released as the need for their representation and capability in that ESF are no longer necessary.

In the process of demobilizing an ESF, all agencies must ensure that any open or ongoing activities that require cross-coordination with other ESFs are closed out prior to demobilizing. This must be done in a manner

to ensure that any dependencies or interdependencies of that ESF are properly and effectively communicated across the response organization. In addition, each agency must ensure they coordinate their demobilization with their agency-specific counterparts that are represented on other ESFs.

Transition to Long-Term Recovery
As the urgency of a response lessens and communities begin to focus their efforts on implementing recovery programs, the State's focus will also shift to the long-term recovery needs of the affected areas. In Presidential Disaster Declarations, this will likely include the activation of a Federally established Joint Field Office (JFO). JFOs are established, operated, and maintained by the DHS/FEMA, and will include the temporary recovery organization structure put in place to support recovery. To properly ensure effective integration of State and Federal recovery activities, the State will organize in a similar structure to the Federal structure contained within the National Disaster Recovery Framework.

Implement Recovery Support Functions (RSFs)
As JFO activation occurs, the Federal government will transition out of the ESF construct and implement the Recovery Support Functions (RSFs). The RSFs bring together the core recovery capabilities of Federal departments and agencies to focus on community recovery needs. The RSF structure includes the following: Community Assistance, Economic, Health, Education, and Human Services, Housing, Infrastructure Systems, and Natural and Cultural Resources. The RSFs are intended to facilitate the coordination and delivery of Federal assistance to supplement the recovery efforts of local and State governments and are designed to operate within a timeframe of months to years.

As the Federal ESFs transition to the RSFs, the State's ESF posture will be required to transition into the RSF construct. As such, State agencies will transition from their assigned ESF role to the appropriate RSF, as warranted. It is important to note that not all federally declared disasters will require full RSF activation, and not all RSF activations will require full participation from each agency. The transition from an agency to the RSF construct is based on the situation, and dependent upon the agency's role(s) within the State response framework. For planning purposes, it is assumed in a credible worst-case event, the situation may warrant full participation from all agencies that comprise this ESF. In such cases, the following agencies that comprise this ESF will transition to the RSF as shown in the chart below.

Agency	**RSF Assignment**					
	Community Assistance	Economic	Health, Education, and Human Services	Infrastructure Systems	Natural & Cultural Resources	Housing
DCJS	No RSF Assignment					
DEC	X	X	X	X	X	
DMNA/NG				X		
DOCCS			X	X		
DSP	No RSF Assignment					
MTA	X		X	X		
OPRHP	X			X	X	
PANYNJ	X			X		
SUNY		X	X	X		