

# Massachusetts Emergency Support Function 16

## ***MILITARY SUPPORT***

### **Responsible Agencies**

#### **State Agencies**

##### **Primary State Agency**

Massachusetts National Guard

##### **Supporting State Agencies**

Massachusetts Emergency Management Agency

# 1.0. INTRODUCTION

## 1.1. Purpose

Massachusetts Emergency Support Function 16 (ESF-16) *Military Support* provides the framework for coordinating the use of military support assets and assistance to the Commonwealth in times of an emergency, major disaster, or in support of public safety requirements for large pre-planned events that exceed state and local capabilities. The Massachusetts Army and Air National Guard (MANG) has assets and capabilities that may be brought to bear to respond to domestic emergencies and aid civil authorities to save lives, to prevent human suffering, to protect critical infrastructure or to mitigate great property damage. The Governor can order all available National Guard members into state active-duty status or part of the militia into active state service for purposes of preserving the public peace, executing the laws of the Commonwealth, or responding to an emergency or disaster.

## 1.2. Scope

This annex is applicable to the MANG. ESF-16 may be activated to plan for and/or coordinate the integration of MANG resources in support of civil authorities conducting emergency and/or disaster response and other civil support operations. The personnel performing the Liaison Officer (LNO) function under ESF-16 are part of the Joint Force Headquarters-Massachusetts (JFHQ-MA) staff under the Directorate of Military Support (DOMS). The LNO duties are specific to interagency pre-incident planning as well as processing and fulfilling local and state requests for military assistance and effectively working as part of the interagency State Emergency Operations Center (SEOC) staff.

Mobilization, deployment, and use of National Guard military personnel, equipment, and resources is authorized to, protect, and preserve life and property during emergencies and disasters when local and state civilian resources are exhausted and/or not sufficient to accomplish required public safety actions. The National Guard will not perform any mission in direct competition with private enterprise unless there is a significant public safety concern and no readily available or identified private resources capable of performing the same mission. Examples of military support activities that MANG can provide are found in Appendix A (Resource Support).

ESF 16 is responsible for the following activities:

- Task organize military units to support a scalable military command and control structure to efficiently direct, deploy and sustain MANG and other state military capabilities delivered via the Emergency Management Assistance Compact (EMAC) in order to efficiently integrate military resources in support of the Governor's priorities.
- Task organize as a dual status commander led Joint Task Force (JTF) and integrate federal military capabilities to effectively and efficiently direct, deploy, synchronize and sustain these forces operating in the Commonwealth of Massachusetts under approved Federal Emergency Management Agency (FEMA) mission assignments.

- Coordinate with other SEOC staff to prioritize requests for military assistance and allocate available resources and if necessary, preposition military resources for anticipated support requirements.

### **1.3. Policies**

- The responsibility for primary disaster relief shall be with local and state governments. As a general policy, military forces operate in support of, not in lieu of civil authorities.
- In accordance with Executive Order 144, at the direction of the Secretary of Public Safety, the Massachusetts Emergency Management Agency (MEMA) Director will activate the SEOC and determine required ESF support. This support may include a requirement for liaisons from ESF-16 to coordinate planning and military resources in support of civil authorities.
- ESF-16 will operate from the SEOC or in an alternate facility as determined by the MEMA Director. The SEOC will provide overall direction and coordination for state and local support during an emergency or disaster.
- All agencies assigned responsibilities within ESF-16 will develop and maintain the necessary plans, standard operating procedures, mutual aid agreements, and model contracts to successfully accomplish their tasks.
- Massachusetts General Laws, Chapter 33 provides the Governor guidance on the policies for the mobilization, deployment and use of National Guard military personnel, equipment, and other resources. The Governor, or their designee, may respond to requests for assistance from state authorities by allowing the National Guard to activate. When activated, National Guard resources will supplement State, local and volunteer organization capabilities.
- The Governor of Massachusetts is the Commander-in-Chief of all state military forces in the Commonwealth. The Adjutant General (TAG)-Massachusetts is the executive head of the Military Division, MANG, and MA Militia units; military advisor to the Governor; and exercises command functions through the MANG Army and Air component commanders. The TAG designates a specific Task Force (TF) commander and deputy commander for every military operation. When large-scale incidents or events occur that require one, a dual status JTF commander must be requested and approved by both the Governor and Secretary of Defense (on behalf of the President). Use of a dual status JTF commander is the usual and customary method of enhancing the unity of effort across all state and federal military forces operating in the Commonwealth in response to an emergency, disaster or for a national level pre-planned event.
- Control of military personnel and resources always remains within the military chain-of-command. The decision to arm National Guard troops and the rules for the use of force are subject to Massachusetts State Law and the orders received from the Commander-in-Chief.
- All requests for MANG assets will be reviewed by the SEOC LNOs and if appropriate forwarded to the MANG Senior Leadership for unit tasking and mission execution.
- Assistance will be prioritized in the following manner:

1. Life safety, including evacuation of individuals from at-risk areas and applicable security measures.
  2. Security and restoration of critical infrastructure operations to support emergency response.
  3. Commodities movement and distribution in support of life safety operations.
- All unplanned events calling for activation of MANG personnel and resources will include a review of SAD pay, entitlements, and likely reimbursement costs during the planning process once activation of the guard has been initiated.
  - All military forces entering the Commonwealth arriving via an EMAC agreement will be placed under the command and control of the MANG to ensure unity of effort, and the efficient use and support of the military personnel and equipment.
  - The National Guard will be deployed with adequate resources to accomplish mission assignments tasked to this agency. Exit strategies will be developed based on the parameters of the mission assignments, operations tempo, and integration of other resources (e.g., contracted support) and as coordinated by the SEOC. In general, civil support operations will terminate as soon as possible after civil authorities can deal with the effects of the disaster or emergency.
  - Military units responding to a disaster will coordinate food and shelter for their personnel. Supply and services for military forces will be obtained and coordinated through established MANG procedures and processes. All units providing ESF-16 services will maintain records in accordance with MANG guidance and established systems to facilitate documentation required for federal and state reimbursement following the operations.

## **2.0 SITUATION AND ASSUMPTIONS**

### **2.1. Situation**

Major disasters may result in widespread damage to the existing civil infrastructure and private dwellings, utility outages and a significant displacement of the population.

Under these conditions, local and state authorities may require additional assistance, including federal support. Response capabilities unique to the military may be required (i.e., the rapid, self-contained, self-sufficient deployment of skilled personnel equipped as needed to accomplish specific emergency response missions). To fully determine the impact of the disaster on the population and provide an immediate and effective response; MEMA will conduct an impact/needs assessment with the local emergency management agencies. They will complete the assessment at the earliest possible time following an emergency or major disaster. Immediate impact/needs assessments may initiate a more formal damage assessment which would involve other state agencies and trigger requests for additional ESF-16 support. Local governments will depend on mutual aid and other forms of local assistance to respond to and recover from the effects of a disaster, until these are exhausted and state assistance is required.

ESF-16 will take steps to prepare for an emergency or disaster situation by maintaining a listing of all National Guard resources, locations, and availability. Also, the ESF-16 primary and support agencies shall develop and maintain procedures that detail the activities addressed in this document. These procedures will be coordinated with the support agencies.

## **2.2. Planning Assumptions**

The following planning assumptions have been made:

- State disaster emergencies can and will occur at any time with little or no warning.
- Generally, when an emergency/disaster is imminent or occurs in the Commonwealth of Massachusetts, the SEOC is activated and ESFs needed to support response are activated.
- The National Guard will preposition resources in advance of notice events in coordination with the SEOC.
- Coordination with local government and other ESFs may be required to successfully meet emergency needs.
- The MEMA Director under authority of EO 144 will identify ESFs, to include the National Guard, required to report to the SEOC and provide personnel and equipment necessary to support the local response and recovery effort.
- The Governor as the Commander in Chief of the National Guard may order elements of the MANG to State Active Duty (SAD) in consultation with the Adjutant General (TAG) when their assistance is deemed necessary to support emergency disaster operations.
- All available MANG units can be tasked to perform appropriate state support missions.
- Military forces are not first responders and take hours to days to alert, mobilize and deploy in support of civil authorities. Authority to alert MANG units raise forces and initiate movement should be granted to the National Guard at the earliest indication that they will be needed for an operation.
- Military forces are response assets of last resort. All available state and local resources appropriate for a mission assignment will be employed before engaging MANG capabilities.
- National Guard units throughout the State will be available for emergency response missions. Once activated, requested National Guard units will be available within 72 hours of receiving request from SEOC. The Adjutant General-Massachusetts or designee is responsible for advising the Secretary of Public Safety and the MEMA Director when units are not available for state tasking.
- Federal Department of Defense (DoD) missions will take priority over the conduct of state missions. Units assigned federal missions may not be available.

## 3.0. CONCEPT OF OPERATIONS

### 3.1. General

The Secretary of Public Safety, Director of MEMA and the Adjutant General-Massachusetts will evaluate the overall magnitude of each incident. If all other available resources are deemed insufficient, the recommendation to activate the National Guard is presented to the Governor for decision and action.

Located in armories and facilities throughout the state, the MANG has the capability to provide varied assets to support civil authorities in the event of a disaster, emergency, or large scale pre-planned event. When directed by the Governor, the TAG deploys National Guard personnel and equipment, through appropriate commanders, to assist civil authorities, as requested by the SEOC. As a potential disaster develops, or upon occurrence of an emergency or major disaster, the ESF-16 LNO and team will report to the SEOC. The purpose of this team will be to advise the SEOC Director regarding MANG capabilities and resources, the ongoing mission status, troop numbers, estimated daily costs and legal considerations. The SEOC team will work with the interagency staff to assess resource requests and review mission assignments and pass appropriate assignments to the MANG for tasking and action.

MANG uses a construct of ten core capabilities for planning civil support operations and developing Mission Support Packages. These capabilities are:

- Aviation/Airlift (*rotary wing*)
- Command and Control (C2)
- Chemical, Biological, Radiological, Nuclear (CBRN) and Explosive Ordnance Disposal Team (EOD) Response
- Engineering
- Medical
- Communications
- Transportation
- Security
- Logistics
- Maintenance (*internal sustainment vs. service provided to external partners*)

Upon the issuance of the Governor's Executive Order and, when possible, prior to an imminent disaster, the National Guard will mobilize and stage personnel and equipment in and around the projected disaster area. These resources will be those necessary to support the incident priorities as detailed in mission assignments. During response to requests for assistance, National Guard forces work under the direct command and control of National Guard officers and non-commissioned officers to execute assistance requirements of the requesting civil authority. Upon completion of the specific mission assignments, National

Guard forces may be assigned new missions or be redeployed for refitting and reconstitution in preparation for follow-on assignments or deactivation in coordination with the SEOC.

ESF-16 staff will utilize the resource request process established by MEMA for SEOC operations. The ESF-16 staff in conjunction with the MANG staff will review the resource requests and determine if the task is legal and appropriate for MANG elements. If the mission is supportable, the staff will identify appropriate mission support packages that can fill the requirement. Once a mission is assigned to a MANG unit, the ESF-16 staff will track mission status and update the SEOC Director per established SEOC procedures.

ESF-16 reports to the SEOC Operations Section, with an indirect report to the Planning Section. Depending on the size, scope, and complexity of the incident, the SEOC organizational chart may be expanded, to ensure proper Span of Control is maintained. To accommodate this, the ESFs may be aligned in appropriate Branches, with similar ESF's grouped together. In this scenario, ESF-16 will be organized under the Operations Support Branch, together with ESF's 5 and 10.

## **3.2. Organization**

- All personnel and activities associated with ESF-16 will operate under the Incident Command System.
- MANG has been designated the primary agency for ESF-16.
- To ensure unity of effort and the efficient use of military capabilities, the MANG will retain command and control of all National Guard units routed to the Commonwealth via EMAC. National Guard elements will report to a designated location for the MANG joint reception, staging, onward movement, and integration (JRSOI) processes to ensure they understand the military chain of command, reporting requirements and sustainment procedures. The JRSOI process will be staffed by MANG. While military planners work together in an interstate effort to pre-identify potential military assets that may be accessed via EMAC processes, actual execution of EMAC agreements are routed through MEMA to the emergency management agency of the supporting state. Any communications between JFHQ-states and/or National Guard Bureau are considered informal coordination and do not constitute an authorization to move forces.
- In an emergency or major disaster requiring a large federal military response, the Governor may request a designation of a dual status military commander who will command the federal and state military response to ensure unity of effort. The dual status commander will be responsible for the command and control of all military forces performing disaster response operations in the Commonwealth.

## **3.3. Notification**

- MEMA will notify the MANG in the event of an emergency or disaster.
- ESF-16 will be activated upon notification by MEMA that the emergency condition is imminent or exists and that the resources and personnel of the National Guard are required.
- Upon notification of imminent or existing emergency conditions, the National Guard Directorate of Military Support (DOMS) will notify the Adjutant General. The Adjutant

General's staff will coordinate with the Governor's staff for an activation order. The Adjutant General will then order the activation of personnel and equipment as necessary to provide required military support.

- Based on the actual or anticipated scope, scale, complexity and duration of the event, the MANG will task organize in a manner appropriate to provide command, control, liaison, and sustainment operations in support of the units performing civil support operations.
- As National Guard units are activated, the Adjutant General will appoint a Task Force (TF) Commander. The TF Commander will approve all mission assignment taskings for the MANG.
- MANG units will utilize existing unit alert procedures to assemble troops as required. Mission assignments will be forwarded through military channels to the commanders of the unit or units activated to support the commonwealth.

### **3.4. Activities**

#### **a. Preparedness Actions**

- MEMA will convene regular meetings of ESF-16 stakeholders and/or Emergency Support Function Team.
- Participate in exercises and training to test, validate, and provide working experience for ESF-16 liaisons on this annex and related SEOC procedures.
- The Adjutant General for Massachusetts will designate a senior officer to lead the ESF-16 liaison team. This will usually be the DOMS.
- DOMS staff in conjunction with Army and Air staff at the Joint Force Headquarters will develop plans, procedures, agreements and arrangements with other state agencies, groups, and individuals to ensure a comprehensive and flexible response capability.
- MANG will develop training and exercise plans to ensure that the military units and assets of the state will be prepared to deploy and support emergency operations, with a particular emphasis on large-scale and catastrophic incidents and emergencies.
- MANG will work with other states and federal authorities to make sure that their assets can be integrated into the state operations as needed.
- Ensure that ESF-16 stakeholders notify MEMA of staff changes.

#### **b. Response Actions**

##### **Pre-Impact**

Upon receiving notification to report to the SEOC in preparation of an incident or planned event, ESF-16 agencies and organizations will complete the following actions commensurate with emergency priorities within the State and based on the availability of resources. Activities will be coordinated through the SEOC which will serve as the source of all direction and control.

- Provide appropriate representative(s) to the SEOC to support ESF-16, as requested.
- Notify MANG leadership of potential activation for State Active Duty.



- Review existing plans and procedures.
- Maintain communications with the SEOC, to obtain status reports and keep the SEOC informed of the progress of assigned tasks.
- Verify inventories of available resources and provide a summary listing to the SEOC Operations Section Chief.
- In coordination with MEMA operations staff, receive, confirm, evaluate, and prioritize requests for assistance from local governments.
- Allocate appropriate resources, prepare mission assignments, and submit them to the TF staff to address needs in response to existing information.
- Develop strategies for the initial response including a general description of the situation as it pertains to ESF-16 and an analysis of the operational support requirements.

### **Initial Response**

- Determine priority actions to provide support to perform life-saving and short-term recovery operations.
- Establish communications with and assign liaisons to MEMA Regional Emergency Operation Centers (REOCs) to coordinate response efforts, if required.
- Gather and provide situational awareness to the TF and the SEOC.
- Establish communications with appropriate agency field personnel to coordinate response efforts.
- Provide military assistance with assigned units during actual disaster/emergencies. Report all activities to the Operations Section Chief at the SEOC and the TF staff.

### **Continuing Response**

- The ESF-16 LNO will receive, validate, assign, and track mission assignments to the National Guard so that assets are deployed as needed to support response activities.
- If the event is of such a magnitude that catastrophic effects can be expected, the ESF-16 LNO will advise the MEMA Director regarding other military assets available via EMAC. The National Guard will work with the incoming assets to ensure that they are efficiently integrated into the overall response.
- If FEMA mission assignments task federal military units for execution, these assets will be integrated into the JTF if a dual status commander has been authorized. If a dual status commander is not authorized, ESF-16 will assist the TF or JTF commander in synchronizing operations with the federal military command element.
- Track committed resources for possible redeployment and other purposes and provide same to SEOC Operations Section Chief.
- MANG Task Force will track financial expenditures and keep financial records.
- Provide information for the SEOC Roster, IAP, and situational awareness statement for the next operational period.

- While deployed, the field commanders will maintain routine operational reporting to the TF.
- The LNO team will work with the TF staff to plan for and establish relief plans to rotate with committed resources during extended operations.
- Ensure staff briefings are conducted during shift changes and at designated times throughout the event.
- Draft recommendations for after-action reports and other reports.

### **c. Recovery Actions**

When conditions have stabilized or are improving, the ESF-16 LNO will work with the TF staff to determine how best to sustain operations while redeploying and resetting military forces.

- Upon request and approval, military support resources will be provided to assist in limited personnel and equipment reset and recovery activities.
- National Guard activities will continue until the mission objectives have been accomplished. The ESF-16 LNO will continue to monitor information to determine when activities can be transitioned from military to other organizations.
- In coordination with the SEOC staff, military support assets will be incrementally withdrawn, as services are either contracted to the civilian sector or local/state agencies regain control utilizing their resources.
- Upon completion of a mission assignment, the unit commander will verify with the local Incident Commander that all support objectives have been met. Once this is complete, the unit commander will notify the military command for permission to redeploy National Guard troops. Coordination will be made through the ESF-16 LNO and SEOC Operations and Planning staff to redeploy or demobilize MANG resources.
- Inventory any lost or damaged equipment and record any personnel injuries or equipment accidents.
- As soon as possible after the emergency has passed, all units involved in the emergency will conduct after action reviews/assessments, which will be used to define the need for resources and strategies needed for future operations.
- ESF-16 LNOs will participate in TF and interagency after-action meetings and review after-action reports as appropriate.
- Coordinate with support agencies to ensure financial tracking of all deployed assets and adequate cost accounting measures are being used. Generate summary reports and share them with the SEOC.
- Submit detailed documentation to obtain reimbursement from MEMA and FEMA.

### **d. Mitigation Actions**

- Provide ESF-16 agency representatives to planning meetings.
- Conduct assessments of ESF-16 capabilities to identify potential shortfalls.

- Develop plans to mitigate identified shortfalls of resources.

### **3.5 Demobilization**

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

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

## **4.0. RESPONSIBILITIES**

### **4.1. ESF-16 Primary Agency Responsibilities**

- The MANG will always serve as the primary agency for ESF-16.
- The ESF-16 LNO will locate at the SEOC, as needed, after notification of ESF-16 activation. Request additional staff as needed.
- Determine initial and ongoing activities and damage assessment through established information gathering procedures and provide this information to SEOC for dissemination.
- Advise the Operations Section Chief at the SEOC of current availability and capabilities of resources.
- Maintain situational awareness, monitor weather conditions, and ensure a state of readiness for the ESF.
- Support civil authorities on a mission request basis, within the MANGs capability, and within the limitations of existing State law, military regulations, and the applicable Governor's Executive Order.

- Develop and maintain a roster of personnel to staff ESF-16 with sufficient staffing for 24-hour operations.
- Maintain close contact with local, State and Federal agencies and other support ESFs. Act as primary point of contact for all military support.
- Establish a protocol for prioritizing response activities.
- Coordinate activities with other ESFs.
- Utilize WebEOC for recording incoming requests for assistance, units assigned and track actions and mission execution.
- Determine needs and resolve issues regarding resource requirements and shortages.
- Ensure complete logs of actions taken, resources used, and other activities are created and maintained.
- Ensure the overall coordination and provision of situational awareness by ESF-16.
- Receive mission requests for ESF-16 to support other ESFs and coordinate those requests with the TF for mission assignment tasking.
- Coordinate mission assignments and tasks from other ESFs, then facilitate, validate, and confirm requirements with Operations Section Chief at the SEOC.
- Mobilize and stage, in and around the disaster area, personnel and equipment as requested, to ensure maximum support of response/recovery effort.
- Provide command and control of all state military assets, and federal military assets as appropriate.
- Facilitate the flow of information between deployed state military assets the SEOC and TF.
- Work closely with civil authorities and units to maintain situational awareness of local, state, and federal actions, ensuring the adequacy and effectiveness of response, support, and safety activities.
- Once deployed, evaluate the immediate needs of the affected population because of infrastructure loss (communications, transportation, utilities, etc.).
- Develop, implement, and exercise formal procedures for the coordination of military support activities including incremental withdrawal of support during the transition from response to recovery operations.
- While Primary Agencies for the overall incident are designated in advance, this may be subject to change during an SEOC Activation, dependent on the specific circumstances and needs of the incident, and therefore the agency most appropriate to take the primary assignment.

## **a. Massachusetts National Guard**

- The organizational structure of ESF-16 is led by MANG. The staffing pattern and level will be dependent upon the severity of the emergency.
- The Adjutant General-Massachusetts and their designated coordinator have primary responsibility for initiating, organizing, and coordinating all aspects of civil support operations conducted under ESF-16.
- The following groups are part of the MANG organization:
  - Joint Force Headquarters – Massachusetts (JFHQ-MA)  
MANG Army and Air headquarters directing day-to-day operations of the force; coordinating with National Guard Bureau, U.S. Northern Command, and interagency partners. Supports unit readiness for state and federal military missions. Activates a TF or JTF as needed for domestic operations. The organization’s major function during an event is to coordinate with MEMA and provide Command and Control through the Joint Operations Center.
  - Massachusetts Army National Guard –  
Maintains trained and equipped forces capable of performing its federal and state missions. The Massachusetts Army National Guard is one component of the Army, which consists of the Active Army, the Army National Guard, and the Army Reserve. The National Guard is composed primarily of traditional Guardsmen, civilians who serve their country, state, and community on a part-time or as needed basis.
  - Massachusetts Air National Guard –  
Air National Guard troops when not mobilized or under federal control, report to the Governor. The Air National Guard provides protection of life, property and preserves peace, order, and public safety. These missions are accomplished through emergency relief support during natural disasters; search and rescue operations; support to civil defense authorities and maintenance of vital public services.

## **4.2. ESF-16 Supporting Agency Responsibilities**

### **a. Massachusetts Emergency Management Agency**

- Determine the need for military support.
- Coordinate state resources during emergency response operations.
- Maintain current alert procedures to ensure rapid response during emergency response operations.
- Develop and maintain this annex to the Massachusetts Comprehensive Emergency Management Plan (CEMP).
- Coordinate with National Guard representatives to develop effective emergency operations plans.
- Identify circumstances and scenarios where National Guard assistance can be used effectively.

- Develop training programs and exercises with the National Guard to promote improved working relationships.
- Regularly update local and State emergency operations plans to include National Guard resources available in support of each of the ESFs.
- Regularly meet with National Guard representatives to identify liaisons, discuss current capabilities and availability of resources.
- Participate in exercises that include local response agencies as well as the National Guard.
- Requests for military resources will be coordinated through the SEOC.
- Priorities will be reassessed continually to address the most critical needs.
- Resources that are committed to response operations will be tracked and redeployed as necessary.
- Resources will be pre-staged as needed.

### **4.3. Other Agencies**

Other agencies not explicitly named in this annex may have authorities, resources, capabilities, or expertise required to support ESF-16 activities. These agencies may be requested to support ESF-16 activities as needed.

## **5.0. ADMINISTRATION AND LOGISTICS**

### **5.1. Staffing**

Per Executive Order 144, each agency must assign a minimum of two persons to act as liaison officers between the respective agency/organization and MEMA.

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

All agency liaisons should:

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

The Adjutant General-Massachusetts is ultimately responsible for all National Guard forces in the State. The designated TF or JTF commander will be the Adjutant General's representative and will exercise overall command of all military forces and establish an appropriate task organization and chain of command for the operation.

## **5.2. Mutual Aid**

The process for requesting mutual aid from entities either within or outside of Massachusetts is described in the "Mutual Aid" section of the Massachusetts CEMP.

## **5.3. Annex Review and Maintenance**

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

# **6.0. AUTHORITIES AND REFERENCES**

## **6.1. Authorities**

### **a. State**

- Massachusetts Executive Order 144
- Massachusetts General Laws, Chapter 33

### **b. Federal**

- The Disaster Relief Act of 1974, Public Law 93-288, as amended.
- Public Law 100-707, Robert T. Stafford Disaster Relief and Emergency Assistance Act
- Public Law 104-321, Joint resolution granting the consent of Congress to the Emergency Management Assistance Compact
- The National Response Framework and National Incident Management System

## **6.2. Resources**

See Resources Section of the State CEMP.

## **6.3. References**

- CNGBI 3000.04 National Guard Bureau Domestic Operations
- MANG All Hazards Concept Plan
- Massachusetts Comprehensive Emergency Management Plan
- SEOC ESF SOP Guidance Document

- Hazard Identification and Risk Assessment (HIRA)
- ResilientMass Plan
- Developing and Maintaining Emergency Operations Plans Comprehensive Preparedness Guide (CPG) 101 September 2021, Version 3.0

## 6.4. Terms

**Commander-in-Chief-** is the person who exercises supreme command and control over an armed force or a military branch. As a technical term, it refers to military competencies that reside in a country's executive leadership, a head of state, head of government, or other designated government official.

**Dual Status Commander-** Military officers who serve as an intermediate link between the separate chains of command for state and federal forces—have authority over both National Guard forces under state control and active-duty forces under federal control during a civil support incident or special event.

**Emergency Support Function—** ESFs are the grouping of government and certain private-sector capabilities into an organizational structure to provide the support, resources, program implementation and services that are most likely to be needed to save lives, protect property, and the environment, restore essential services and critical infrastructure, and help victims and communities return to normal, when feasible, following emergency events.

**Incident Command System—** ICS is a systematic tool used for the command, control, and coordination of emergency response. It is a set of personnel, policies, procedures, facilities, and equipment, integrated into a common organizational structure designed to improve emergency response operations of all types and complexities.

**Militia-** the Organized Militia, consisting of members of the National Guard and Naval Militia; and 2) the Unorganized Militia, or state defense force who are not members of the organized militia or armed forces that remain solely under the control of their governors allowing the governors to deploy them in the event of a natural or man-made disaster.

**National Incident Management System –** NIMS is an emergency management doctrine used to coordinate emergency preparedness and incident management and response among the public (Federal, Tribal, State, and local government agencies) and private sectors. NIMS is a comprehensive, national approach to incident management that is applicable at all jurisdictional levels and across functional disciplines. NIMS enables emergency responders to work together to prevent, protect against, respond to, recover from, and mitigate the effects of incidents, regardless of cause, size, location, or complexity, to reduce the loss of life and property and harm to the environment.

**Support Agency –** An organization or agency identified in an ESF annex designated to assist with available resources, capabilities, or expertise to accomplish the mission of the ESF.

**TAG -** The non-federalized National Guard is commanded and controlled by the governor through TAG of each state (or, in the case of the District of Columbia, by the Secretary of Defense through the Commanding General of the District of Columbia NG). TAG exercises C2 through their applicable National Guard Joint Force Headquarters-state.



## 6.5. Common Acronyms

C2	Command and Control
CBRN	Chemical, Biological, Radiological, Nuclear
CEMP	Comprehensive Emergency Management Plan
CNGBI	Chief National Guard Bureau Instructions
CPG	Comprehensive Planning Guide
DOD	Department of Defense
DOMS	Directorate of Military Support
EMAC	Emergency Management Assistance Compact
EMAP	Emergency Management Program Administrative Policy
EOPSS	Executive Office of Public Safety and Security
EOD	Explosive Ordnance Disposal
ESF	Emergency Support Functions
FEMA	Federal Emergency Management Agency
HIRA	Hazard Identification and Risk Assessment
ICS	Incident Command System
JFHQ	Joint Force Headquarters
JTF	Joint Task Force
JRSOI	Joint Reception Staging Onward Movement and Integration
LNO	Liaison Officer
MANG	Massachusetts Army and Air National Guard
MEMA	Massachusetts Emergency Management Agency
NG	National Guard
NIMS	National Incident Management System
REOC	Regional Emergency Operation Center
SAD	State Active Duty
SEOC	State Emergency Operations Center
TAG	The Adjutant General
TF	Task Force

## ESF-16 Military Support Appendix A (Resource Support)

ESF-16 can coordinate resources to support the following military-support related activities to augment state response efforts provided MANG assets are trained and available. This list is not all inclusive but provides a frame of reference for National Guard capabilities.

<b>Emergency Support Function (ESF):</b>	<b>Capabilities/ Support</b>
ESF-1 Transportation	Coordinate resources to support ESF-1 such as surface and air movement of personnel and equipment.
ESF-2 Communications	Coordinate resources to support ESF-2 temporary interoperable communications support for agencies conducting tactical operations at an incident site.
ESF-3 Public Works and Engineering	Coordinate resources to support ESF-3 for initial damage assessments, emergency debris clearing operations and other non-technical assistance.
ESF-4 Fire Fighting	Coordinate resources to support ESF-4 with personnel and aviation support operations including CBRN and hazmat operations.
ESF-6 Mass Care, Emergency Housing, Human Services	Coordinate resources to support ESF-6 with personnel and equipment for emergency shelter security and support operations.
ESF-8 Public Health and Medical Services	Coordinate resources to support ESF-8 with medical personnel and equipment for mass casualty operations.
ESF-9 Search and Rescue	Coordinate resources to support ESF-9 with search and extraction, decontamination, air operations, and medical triage capabilities.
ESF-12 Energy	Coordinate resources to support ESF-12 with emergency power, fuel, and operator support.
ESF-13 Public Safety and Security	Coordinate resources to support ESF-13 with personnel and equipment to assist in law enforcement and public safety security operations.