

Massachusetts Emergency Support Function 2

COMMUNICATIONS

Responsible Agencies

State Agencies

Primary State Agency

Massachusetts Emergency Management Agency

Supporting State Agencies

Executive Office of Public Safety and Security (EOPSS) Statewide Interoperability Office

Executive Office of Technology Services and Security (EOTSS)

State Emergency Communications Committee

Department of Conservation and Recreation

Department of Transportation

State 911 Department

Massachusetts National Guard

Department of Telecommunications and Cable

Department of Fire Services

Department of Public Utilities

Massachusetts State Police

Supporting Federal Agencies

Cybersecurity and Infrastructure Security Agency

Federal Emergency Management Agency

Federal Communications Commission

National Telecommunications and Information Administration

Other Supporting Organizations

Auxiliary Communications Services (ACS)

Verizon

Verizon Wireless

Comcast

AT&T

T- Mobile

Motorola Solutions

1.0. INTRODUCTION

1.1. Purpose

Emergency Support Function 2 (ESF-2) *Communications* provides a framework for coordination and cooperation across agencies regarding communications needs, issues, and activities before, during, and after a disaster or emergency in the Commonwealth. In addition, this annex details how the Commonwealth will provide communications support and assistance to local jurisdictions in the event local needs exceed available resources during an emergency.

1.2. Scope

This annex is applicable to agencies and departments within the Commonwealth, as well as affiliated ESF-2 partners with a role in supporting ESF-2 related activities in response to a disaster. The objectives of ESF-2 include the following:

- Establish a framework for state-level emergency communications preparedness, mitigation, response, and recovery activities. These activities will use information gathered and applied during critical response operations as the basis for determining the severity and intensity of the disaster, the affected geographic area, and potential unmet needs of the affected population.
- Coordinate communications equipment and service assets of regional entities, state agencies, volunteer groups, the telecommunications industry, and the federal government to ensure emergency response and recovery functions are successful.
- Bring together an interagency team consisting of federal, state, regional, and local government and non-government partners to share information and coordinate activities regarding ESF-2 requests for assistance in a manner ensuring consistency with established state ESF-2 policies and procedures.
- Provide situational awareness on the status of ESF-2 requests for assistance in Massachusetts and impacted neighboring states.
- Provide resources to support ESF-2 activities across the Commonwealth in an emergency or disaster.

1.3. Policies

- This annex supports and does not supplant existing local, state, or federal communications plans or policies.
- Local communications assets will remain in the control of the respective jurisdiction.

2.0 SITUATION AND ASSUMPTIONS

2.1. Situation

Disasters, large scale planned events or emergency incidents impacting the Commonwealth may severely affect telecommunications networks and transmission facilities. Coordination of all available ESF-2 assets, including those with state agencies, local governments, non-government agencies, and the telecommunications industry, will be needed to restore communications in affected areas.

2.2. Planning Assumptions

- Local governments have emergency management communications resources, plans, and procedures in place.
- Most incidents that require communications assets are local in scope and can be addressed by local or state agencies, and private businesses, as part of normal day-to-day operations using resources already available to them.
- When an incident occurs, local governments will use their own response resources first, supplemented as needed by resources available through mutual aid or private sector contracts. Local governments will request state assistance only when their ability to respond to the incident exceeds, or is expected to exceed, their own capacity.
- Local communications facilities, resources, and assets will likely be damaged or destroyed as a result of a disaster. Coordinated assistance from the state may be needed to restore communications.
- State agencies with ESF-2 responsibilities have developed internal emergency plans and procedures.

- The state has resources and expertise that can be used to supplement local efforts. Federal assistance may be requested to support state and local efforts if an incident exceeds state and local capabilities.
- Depending on the nature and scope of the incident, resources from other states or the federal government may not be immediately available for deployment in Massachusetts after the incident occurs.

3.0. CONCEPT OF OPERATIONS

3.1. General

This annex will be activated at the direction of the MEMA/SEOC Director or designee to when a significant impact to public safety communications infrastructure is expected or has occurred, or in support of a planned event that requires coordinated statewide efforts. When ESF-2 is activated, MEMA's Communications & IT Manager will designate a lead Communication Coordinator (COMC) to provide coordination for communications-related requests for assistance.

The COMC will staff an ESF-2 workstation at the time of SEOC activation to provide overall coordination of ESF-2 activities. Based on direction from the Communications & IT Manager, this workstation may be located at the SEOC or be remote with ESF-2 support being provided virtually. As needed, all other agencies with responsibilities under ESF-2 will serve as support agencies. The COMC will provide direction to and work in conjunction with the support agencies to cohesively coordinate the activities of ESF-2.

Support agencies, including amateur radio and the private sector, will assist the primary agency with maintaining communication service for emergency response and recovery efforts. These entities will constitute the base for providing ESF-2 assistance to local government following a major disaster or emergency.

ESF-2 will report directly to the SEOC Operations Section with an indirect report to the SEOC Planning Section. Depending on the size, scope, and complexity of the incident, the SEOC organizational chart may be expanded, to ensure that Span of Control is maintained. To accommodate this, ESF-2 may be assigned to the Critical Infrastructure Branch under the Operations Section.

3.2. Notification

In the event of an emergency or disaster, responsible agencies will be notified by MEMA. The SEOC Director, in consultation with the Communications and IT Manager, will identify needed support for ESF-2 and take the necessary steps to ensure that appropriate agencies are activated or placed on standby, as needed. All support agencies and organizations will be notified and expected to provide appropriate 24-hour representation as needed, in accordance with Massachusetts Executive Order 144. Designated agency representatives shall have the capability and authority to reach back to their own agency to

request resources and obtain necessary information to support the response to the incident. The agencies designated to report to the SEOC will notify their agency personnel of the impending or actual event.

3.3. Activities

Responsible agencies for ESF-2 should conduct the following actions:

a. Preparedness Actions

- Develop and maintain internal agency operational plans and procedures, resource directories, and emergency contact lists to support ESF-2 activities.
- Discuss lessons identified from incidents and exercises and explore creative ways to leverage resources.
- Communicate and share information across agencies with ESF-2 responsibilities.
- Identify ESF-2 issues and collaborate to develop or recommend protocols, procedures, and policies to prevent or mitigate their effects.
- Ensure procedures are in place to access information and quickly notify personnel in support of this plan.
- Ensure all support agencies have pre-designated staff available to support this annex and SEOC operations.
- Ensure that ESF-2 stakeholders notify MEMA of staff changes.
- Participate in exercises and training to test, validate, and provide practical experience for ESF-2 personnel on this annex and related procedures.
- Engage in after action meetings as requested.

b. Response Actions

Pre-Impact

Upon receiving notification to report to the SEOC in preparation of an incident, ESF-2 agencies and organizations will complete the following actions commensurate with emergency priorities within the state and based on the availability of resources:

- Provide appropriate representative(s) to the SEOC to support ESF-2 pre-incident planning activities.
- Obtain ESF-2 related status reports and keep the SEOC informed of progress of assigned tasks.
- Notify the appropriate points of contact at each respective agency and organization to pre-position resources and response personnel as needed.
- Review existing plans and procedures.

- Verify available resources and provide this information to the SEOC Operations Section Chief.
- Ensure decision makers from respective ESF-2 agencies are kept informed of the situation.
- Coordinate with other ESFs in anticipation of projected ESF-2 related needs and coordinate appropriate response efforts.
- Coordinate with communities to enhance communications capabilities.
- Remain informed of plans and actions of commercial carrier companies to restore services. Provide a summary to the SEOC Operations Section.
- Initiate predetermined agency specific cost accounting measures for tracking ESF-2 personnel, equipment, materials, and other costs incurred during emergency response actions.
- Pre-position resources when state ESF-2 resources are required. Coordinate the acquisition of equipment and deployment of equipment, personnel, and other resources when required.
- Use information provided by the SEOC for planning response actions.
- Coordinate with the Statewide Interoperability Coordinator (SWIC) as needed.
- Coordinate with Federal counterparts as needed.

Initial Response

- If agency has not already done so, provide appropriate representative(s) to the SEOC to support ESF-2.
- Use information provided by the SEOC Planning Section to plan effective response actions.
- Monitor and maintain situational awareness and provide such information to the SEOC Planning Section.
- Utilize WebEOC to document appropriate actions and situational awareness based on the needs of the incident.
- Identify and coordinate resources.
- Position resources at the nearest staging area(s) as needed.
- Coordinate ESF-2 support to all government and volunteer agencies as needed.
- Coordinate with Federal ESF counterparts as needed.
- Coordinate with the SWIC as needed.
- Coordinate with Department of Public Utilities (DPU) representative: lead for ESF-12 *Energy* as needed regarding power restoration priorities. Reassess priorities and strategies in light of the most critical communications needs.

- Prepare and process reports, using established procedures, giving attention to the production of after-action reports.
- Begin to compile recommendations for after-action reports and other reports as needed.

Continuing Response

- Continue to coordinate resources to support requests.
- Conduct ongoing re-assessment of priorities and strategies to meet the most critical needs.
- Coordinate with other ESFs as appropriate to anticipate projected ESF-2 needs and/or coordinate appropriate response efforts.
- Provide information to the Planning Section as needed to inform Situational Awareness Statements and the SEOC Roster.
- Continue cost accounting of ESF-2 personnel, equipment, materials, and other costs incurred during emergency response actions.
- Coordinate with the SWIC as needed.
- Coordinate with DPU representative lead for ESF-12 *Energy* as needed regarding power restoration priorities.
- Draft recommendations for after-action reports and other reports as appropriate.

c. Recovery Actions

- Coordinate replacement and restoration of damaged or destroyed communications equipment and facilities in the affected areas.
- Coordinate with all support agencies to ensure adequate cost accounting measures are being used, and summary reports are generated and shared with the SEOC or MEMA Recovery Unit.
- 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 with MEMA Recovery Section.
- Coordinate with DPU representative lead for ESF-12 *Energy* as needed regarding power restoration priorities.
- Participate in after-action reviews.

d. Mitigation Actions

- Identify potential ESF-2 issues and collaborate to develop or recommend plans, protocols, procedures, and policies to prevent or mitigate their effects.
- Conduct assessments of ESF-2 capabilities to identify potential resource shortfalls.

- Develop plans to mitigate identified shortfalls of resources.
- Convene interagency meetings to develop an incident-specific action plan delineating specific agency participation to support local mitigation activities.

4.0. RESPONSIBILITIES

4.1. ESF-2 Primary Agency (MEMA)

- Regularly meet and coordinate with ESF-2 supporting agencies, to:
 - Maintain a list of critical contacts
 - Maintain a list of ESF-specific assets and capabilities which could be deployed during an emergency
- As needed, coordinate pre-staging of resources to support ESF-2 requirements.
- Identify and coordinate ESF-2 staffing requirements at the SEOC.
- Coordinate with other ESFs to supplement local and state ESF-2 resources.
- Coordinate the assessment, replacement, or restoration of damaged or destroyed communications equipment, infrastructure and facilities in affected areas.
- Coordinate with all support agencies to ensure adequate cost accounting measures are being used, and summary reports are being generated and shared with the SEOC.
- Provide communications support as needed to requesting agencies and authorities, to maintain interoperability.
- Support interoperability requests, for the use of radio channels or radio equipment when requested.
- Support the deployment of communications staff and equipment, ensuring effective use of assets in the field.
- Provide information for SEOC Rosters and Situational Awareness Statements to the SEOC Planning Section.
- Provide regular updates on ongoing ESF-2 operations to the SEOC Operations and Planning Sections.

4.2. ESF-2 Supporting Agency Responsibilities

The following are general responsibilities that pertain to all ESF-2 supporting agencies.

- Report to the SEOC as directed. Coordinate with the ESF-2 desk at the SEOC regarding available ESF-2 assets to include assets located at headquarters, district, region, or other affiliated offices statewide.
- Commit agency resources as needed.

- Develop written procedures to implement the responsibilities outlined in the Massachusetts Comprehensive Emergency Management Plan (CEMP).

a. Massachusetts National Guard

- Provide temporary telecommunications equipment and personnel support as needed.

b. Auxiliary Communications Service (ACS)

- Provide auxiliary links between local response agencies, emergency shelters, MEMA Regional Emergency Operation Centers (REOCs), the SEOC, state agencies, private and volunteer organizations, and local elected officials.

c. Department of Telecommunications and Cable (DTC)

- DTC and their coordinating partners will monitor the following:
 - Telecommunications and cable operator restoration of services.
 - Pre-emergency mitigation activities.
 - Response to outages.
- Assist the state with technical expertise, impact assessments, and emergency communications capabilities.

d. Massachusetts State Police (MSP)

- Maintain the Commonwealth's statewide 800 MHz public safety radio system (utilized by many state and local agencies for primary, secondary, and interoperable communications).
- Provide backhaul for the 800 MHz radio system and other agencies utilizing microwave equipment and Telco circuits.
- Provide mobile communications infrastructure assets to assist ESF-2 in the event of an emergency.

e. Department of Fire Services (DFS)

- Coordinate Mobile Communications Vehicle Equipment (MCVs) and support staff as needed.

f. Massachusetts Department of Transportation (MassDOT)

- Provide communications assets to assist ESF-2 in the event of an emergency.

g. Department of Conservation and Recreation (DCR)

- Provide communications assets to assist ESF-2 in the event of an emergency.

h. EOPSS Statewide Interoperability Office

- Coordination of interoperability resources.
- Coordination of statewide communications team.

i. State 911 Department

- Monitor status of Public Safety Answering Points (PSAPs) statewide.
- Provide coordination, resources, and technical assistance as needed.

j. Verizon

- Monitor status of telephone networks statewide.
- Provide coordination, additional communications resources, and technical assistance as needed.

k. Comcast

- Monitor status of wireless networks statewide.
- Provide coordination, resources, and technical assistance as needed.

l. Wireless Carriers (AT&T, T-Mobile, Verizon Wireless)

- Monitor status of wireless networks statewide.
- Provide coordination, additional communications resources, and technical assistance as needed.

m. Motorola Solutions

- Provide coordination, resources, and technical assistance 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-2 activities. These agencies may be requested to support ESF-2 activities as needed.

5.0. ADMINISTRATION AND LOGISTICS

5.1. Staffing

All agencies with ESF-2 responsibilities must designate at least one staff member to act as an SEOC liaison. This liaison should be knowledgeable about the resources and capabilities of their respective agencies and have access to the appropriate authorities for committing said resources and capabilities.

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 State CEMP Base Plan.

5.3. Annex Review and Maintenance

This plan 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

See Authorities Section of the State CEMP Base Plan.

6.2. References

a. State

- Statewide Communications Interoperability Plan (SCIP), June 2020
- Commonwealth of Massachusetts Interoperability Field Operations Guide (MIFOG), June 2020

a. Federal

- National Interoperability Field Operations Guide (NIFOG), August 2021
- Auxiliary Communications Field Operations Guide (AUXFOG), June 2016