

# Massachusetts Emergency Support Function 1

## ***TRANSPORTATION***

### **Responsible Agencies**

#### **State Agencies**

Massachusetts Department of Transportation (MassDOT)

- Highway Division
- Rail & Transit Division
  - Massachusetts Bay Transportation Authority
  - Regional Transit Authorities
- Aeronautics Division
- Registry of Motor Vehicles Division

Massachusetts Department of Conservation and Recreation

Massachusetts Port Authority

Massachusetts State Police

Steamship Authority

# 1.0. INTRODUCTION

## 1.1. Purpose

The Massachusetts Emergency Support Function 1 (MAESF-1) *Transportation* provides a framework for coordination and cooperation across state agencies regarding transportation needs, issues, and activities before, during, and after a disaster, emergency, or planned event in the Commonwealth. In addition, this Annex details how the Commonwealth will provide transportation related support and assistance to local jurisdictions in the event local needs exceed available local resources during an emergency.

## 1.2. Scope

This annex is applicable to agencies and departments in the Commonwealth, as well as affiliated transportation partners, with a role in supporting transportation-related activities in response to a disaster or a planned event. For purposes of MAESF-1, transportation infrastructure includes roadways, bridges, tunnels, airports, seaports, ferries, railroads, subways, vehicles (buses, trucks, etc.), and other similar structures.

The following are the objectives of MAESF-1:

- Establish a framework for state-level emergency related transportation preparedness, mitigation, response, and recovery activities.
- Coordinate transportation response and recovery operations at the state level to maximize the use of all modes of public and private transportation for the purpose of moving people, materials, goods, and services to and from impacted areas as efficiently as possible.
- Share information and coordinate response activities across pertinent state agencies regarding transportation related requests for assistance in a manner that ensures consistency with established state transportation policies and procedures.
- Monitor and mitigate potential effects of a disaster on critical state-level transportation infrastructure before, during, and after an incident, with particular attention to problems that may threaten public safety or disrupt response activities.
- Provide situational awareness and expertise on the status of transportation infrastructure in Massachusetts and neighboring states.
- Provide resources to support evacuation and re-entry decision-making processes.
- Monitor and control road, rail, air, and water traffic to ensure the safety of the general public and the efficient flow of personnel, assets, and commodities into areas threatened or impacted by a disaster.
- Coordinate resources to assist and support evacuation activities, including vehicles, message boards, etc.

- Coordinate resources to assist and support the staging, transportation, or distribution of commodities.
- Coordinate resources to conduct emergency clearance of debris and obstructions from impacted transportation infrastructure.
- As required, coordinate resources to make emergency repairs to transportation infrastructure to maintain and/or restore the flow of personnel, assets, and commodities into impacted areas.
- Coordinate resources to assist in the re-entry of residents to evacuated areas.

### **1.3. Policies**

- This annex supports and does not supplant local, state, or federal transportation plans or policies.
- Governor's Executive Order #144 requires all executive branch state agencies to designate a minimum of two liaisons to MEMA for the purposes of coordinating resources, training, and operations.
- Local transportation assets will remain in the control of the respective jurisdiction.
- Transportation resources will be prioritized for use within the owner agency for appropriate needs before they can be made available to support external requests ("state assistance").
- State assistance provided to cities and towns may consist of personnel, equipment, facilities, materials and supplies, and/or subject matter expertise.
- State assistance requests will be vetted to ensure they meet the currently established emergency priorities and can be fulfilled without impacting operational needs.
- State assistance will be prioritized in the following manner:
  1. Life safety, including evacuation of individuals from at-risk areas.
  2. Restoration of critical infrastructure to support emergency response, including power restoration.
  3. Commodities movement and distribution.
- State assistance for emergency repairs to or debris clearance from critical transportation infrastructure is intended to support the re-opening of transportation corridors to facilitate the passage of emergency traffic, not to restore damaged transportation infrastructure to pre-disaster conditions. Permanent repairs and final debris removal/disposal following an emergency or disaster remain the responsibility of local governments.
- Depending on weather conditions, highway speed limits may be lowered and/or permitted vehicles (such as tandems and tankers) may be prohibited from using the Massachusetts Turnpike by joint decision of MassDOT and the State Police.

- Tolls may be waived on toll roads, bridges, and tunnels during emergency events by decision of MassDOT.
- MBTA and regional transit service may be restricted or shut down as conditions warrant.
- If warranted by conditions, a ban on highway travel may be implemented if ordered by the Governor. Such a ban will normally exclude those supporting an emergency response.

## 2.0 SITUATION AND ASSUMPTIONS

### 2.1. Situation

Disasters or emergency incidents impacting Massachusetts will likely impact one or more elements of transportation infrastructure. This will adversely affect life safety in affected areas by impeding evacuations, access by first responders, or the flow of aid to disaster survivors. While any type of disaster can potentially affect transportation infrastructure, historically transportation infrastructure has been most frequently impacted by snow and ice accumulation during winter storms, debris from windstorms, tropical storms, or hurricanes, and flooding from rain events or storm surge.

A planned or spontaneous evacuation of large numbers of people from areas threatened or affected by a disaster impact transportation infrastructure access and capacity, even when no damage to the infrastructure itself has occurred.

In addition, disasters and large-scale planned events may strain transportation infrastructure access and capacity, and may result in transportation corridors being closed to vehicular traffic for extended periods of time.

### 2.2. Planning Assumptions

- Local governments have emergency management resources, plans, and procedures already in place.
- Many incidents, such as vehicle accidents, construction-related road closures, etc., affect transportation infrastructure, but are local in scope and can be addressed by local or state agencies as part of their normal day-to-day operations using resources readily 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 when its ability to respond to the incident exceeds or is expected to exceed their own capacity.
- Demand on local resources in anticipation of or response to a major threat may quickly overwhelm local transportation capabilities for personnel, equipment, and fuel.
- In a “no-notice” incident, local resources may be damaged and potentially unavailable to support evacuation or commodities distribution, requiring immediate state assistance.

- State assistance from MAESF-1 agencies will be available so long as the agencies' internal operational resource needs are met.
- Access to impacted areas will be severely limited and may be accessible only via air or water transportation assets.
- MAESF-1 agencies have developed internal plans and procedures for implementing this annex.
- Maintaining coordination and situational awareness across transportation agencies regarding resource needs, ingress and egress information, damage assessments, and transportation route and mode information will be vital to conducting effective prevention, preparedness, response, recovery, and mitigation activities;
- 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 magnitude of the incident, resources from other states or the federal government may not be available for use in Massachusetts until as long as 72 hours after the incident occurs.

## **3.0. CONCEPT OF OPERATIONS**

### **3.1. General**

This annex will be activated at the direction of MEMA when there is potential for or an actual disaster situation or planned event impacting transportation infrastructure or requiring state transportation resources. MEMA will designate a lead coordination agency at the time of State Emergency Operations Center (SEOC) activation to provide overall coordination of MAESF-1 and to ensure staffing of MAESF-1 with appropriate representatives given the incident type and resource needs. MAESF-1 representatives will provide direction to and work in conjunction with all other MAESF-1 agencies to cohesively coordinate the activities of MAESF-1.

MAESF-1 agencies that fall under the MassDOT umbrella have collectively designated a team of persons, each of whom can serve on behalf of all MassDOT agencies at the SEOC to support MAESF-1 activities. Each of them will have the capability and authority to reach back to MassDOT agencies to request resources and obtain necessary information to support the response to the incident.

MAESF-1 reports to the SEOC Operations Section, with an indirect report to the Planning Section.

## **3.2. Notification**

MEMA will notify the MAESF-1 agency points of contact when there is or will be an SEOC activation requiring MAESF-1 representation. This may include coordination and implementation of transportation-related requests for assistance, and maintenance of situational awareness on the status and capacity of transportation infrastructure.

## **3.3. Activities**

Responsible agencies for MAESF-1 should conduct the following actions:

### **a. Prevention Actions**

- Communicate and share information across agencies with transportation responsibilities.
- Collaborate and coordinate on transportation related prevention and security initiatives.
- Identify opportunities to collaborate on protection of critical transportation related infrastructure and key resources in the Commonwealth.
- Identify potential emergency transportation issues and collaborate to develop or recommend protocols, procedures, and policies to prevent or mitigate their effects.

### **b. Preparedness Actions**

- MEMA will convene regular meetings of MAESF-1 stakeholders and/or Emergency Support Function Team to review and update this annex and standard operating procedures.
- Develop and maintain internal agency operational plans and procedures, resource directories, and emergency contact lists to support MAESF-1 activities.
- Ensure procedures are in place to access directory information and quickly notify personnel in support of this plan.
- Maintain current inventories of agency facilities, equipment, and materials and supplies by transportation mode.
- Complete appropriate training.
- Ensure that MAESF-1 agencies have pre-designated staff available to support this annex and SEOC operations.
- Ensure that MAESF-1 stakeholders notify MEMA of staff changes.
- Participate in exercises and training in order to test, validate, and provide working experience for MAESF-1 liaisons on this annex and related procedures.

## **c. Response Actions**

### **Pre-Impact**

Upon receiving notification to report to the SEOC in preparation of an incident or planned event, MAESF-1 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 MAESF-1 pre-incident planning activities.
- Maintain communications with the SEOC, obtain 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.
- Ensure agency decision makers are kept informed of the situation.
- Test communications systems.
- Coordinate information to verify available transportation resources and capabilities and report this information on a regular basis to the SEOC Operations Section.
- Provide situational awareness information for reports and/or statements to the SEOC Planning Section as needed.
- Coordinate with other functional areas in anticipation of projected transportation related needs and coordinate appropriate response efforts.
- Identify and coordinate the mobilization and pre-positioning of response resources pre-incident once it is apparent that state transportation resources will be required, or as requested by the SEOC Manager.
- As needed, coordinate with MAESF-15 *Public Information and External Affairs* on public messaging that can be posted on variable message boards and other transportation-related information portals.

### **Initial Response**

- If not already done, provide appropriate representative(s) to the SEOC to support MAESF-1.
- Designate appropriate staff to support response
- Verify inventories of available resources and capabilities and provide a summary listing to the SEOC Operations Section.
- Establish communications with appropriate agency field personnel to coordinate response efforts.

- Provide information as needed to the SEOC Planning Section to facilitate the development or update of Situation Reports, Situational Awareness Statements, and the SEOC Roster. In addition, use information provided by the SEOC Planning Section to plan effective response actions.
- Monitor transportation infrastructure and maintain situational awareness on threats or impacts to transportation infrastructure.
- Identify and coordinate the staging of transportation response resources.
- Pre-position recovery resources at the nearest staging area(s), as needed.
- Coordinate resources to support the emergency repair of damaged transportation infrastructure to ensure an uninterrupted flow of personnel, commodities, and services into affected areas.
- Coordinate with MAESF-2 *Communications*, to ensure that access roads leading to communications towers are passable for emergency traffic.
- Coordinate with MAESF-3 *Public Works and Engineering*, to commit agency resources for the emergency clearance of debris, construction work, and other public works-related tasks as needed.
- Communicate and coordinate with MAESF-6 *Mass Care, Emergency Housing, Human Services*, to identify needs related to transportation of evacuees to shelters during evacuations;
- Communicate and coordinate with MAESF-10 *Hazardous Materials and Environmental Protection*, to identify any known hazardous materials transporters such as oil tankers, barges, or trucks that could be affected by an emergency or disaster and could have a bearing on the commitment of transportation resources.
- Communicate and coordinate with MAESF-13 *Public Safety and Security*, for transportation related and traffic control needs concerning public safety and security.
- As needed, coordinate with MAESF-15 *Public Information and External Affairs* on public messaging that can be posted on variable message boards and other transportation-related information portals.
- Implement predetermined cost accounting measures for tracking overall MAESF-1 personnel, equipment, materials, and other costs incurred during emergency response actions.
- Coordinate with Federal Emergency Support Function (ESF) counterpart as needed.

### **Continuing Response**

- Coordinate resources to support resource requests, including evacuation and the transportation of personnel, commodities, and services.
- Conduct ongoing re-assessment of priorities and strategies to meet the most critical of transportation needs.
- Track committed transportation resources and provide regular updates to the SEOC Operations Section on the status of all missions assigned to MAESF-1.

- As needed, continue to coordinate with MAESF-2 *Communications*, to ensure that access roads leading to communications towers remain passable for emergency traffic.
- As needed, continue to coordinate with MAESF-3 *Public Works and Engineering*, to commit agency resources for debris removal, construction work, and other public works-related tasks as needed.
- As needed, continue to communicate and coordinate with MAESF-6 *Mass Care, Emergency Housing, Human Services*, to identify needs related to transportation of evacuees to shelters during evacuations.
- As needed, continue to communicate and coordinate with MAESF-10 *Hazardous Materials and Environmental Protection*, to identify any known hazardous materials transporters such as oil tankers, barges, or trucks that could be affected by an emergency or disaster and could have a bearing on the commitment of transportation resources.
- As needed, continue to communicate and coordinate with MAESF-13 *Public Safety and Security*, for transportation related and traffic control needs concerning public safety and security.
- As needed, continue to coordinate with MAESF-15 *Public Information and External Affairs* on public messaging that can be posted on variable message boards and other transportation-related information portals.
- Coordinate with other MAESFs as appropriate to anticipate projected transportation needs and/or coordinate appropriate response efforts.
- Provide information to the Planning Section as needed to update Situation Reports, Situational Awareness Statements, and the SEOC Roster.
- Draft recommendations for after-action reports and other reports as appropriate.

#### **d. Recovery Actions**

- As needed, coordinate resources to support the return of evacuees to impacted areas.
- Provide assistance and technical expertise to MEMA damage assessment teams.
- Anticipate and prepare to provide technical assistance, personnel, and resources for ongoing restoration of transportation infrastructure.
- 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 the SEOC.
- Participate in after-action reviews.

### e. Mitigation Actions

- Identify potential emergency transportation issues and collaborate to develop or recommend plans, protocols, procedures, and policies to prevent or mitigate their effects.
- As needed, conduct assessments of MAESF-1 capabilities to identify potential resource shortfalls.
- As needed, develop plans to mitigate identified shortfalls of resources or capabilities.

## 4.0. ROLES AND RESPONSIBILITIES

### 4.1. MAESF-1 Lead Coordination Agency Responsibilities

#### Prior to an activation:

- Meet regularly to discuss and resolve issues relating to MAESF-1 administration and technology.
- Revise documentation and maintain technology needed to support activation.
- Train new MAESF-1 staff as needed and provide refresher training to existing staff as needed.
- Participate in planning for special events.

#### During an activation:

- Staff the MAESF-1 work station at the SEOC.
- Identify and coordinate MAESF-1 staffing requirements at the SEOC and MEMA Regional Emergency Operation Centers (REOCs).
- Coordinate with support agencies and MEMA to manage transportation resources and prioritize transportation needs based on the protection of life and property.
- Receive resource requests and assess them to determine whether they a) meet current urgency criteria and b) whether MAESF-1 agencies are able to fulfill given current operational needs.
- Process and fulfill approved resource requests by coordinating with the appropriate MAESF-1 agency points of contact.
- Coordinate with other MAESFs to obtain information related to vendors, volunteer groups, and other organizations that may be able to supplement local and state transportation resources.

- Identify facilities for possible use as staging, refueling, or maintenance areas for transportation assets. Provide regular updates on ongoing MAESF-1 operations to the SEOC Command staff.
- Prepare and issue situational awareness updates regarding transportation agencies and status of key services, roadways, facilities.

**After activation:**

- If warranted, conduct an after action meeting and/or report for MAESF-1.
- Organize files and documents and restore technology to ensure readiness for next activation.

## **4.2. MAESF-1 Supporting Agency Responsibilities**

NOTE: Agency responsibilities are always dependent on proper vetting of resource request and the individual agency's ability to provide the requested resource given current operational needs.

### **a. Massachusetts Department of Conservation and Recreation**

- Provide MAESF-1 team with situational awareness on status of DCR facilities and roadways.
- Provide resources to clear debris and perform emergency repairs to keep roadways passable for emergency traffic.
- Provide resources to ensure repair or replacement of missing or non-functional traffic control signs and signals on roads in affected areas.
- Provide resources to assist in the movement and/or staging of commodities as needed.
- Provide subject matter experts to teams conducting damage assessments, as requested.
- Provide resources to support requests for debris clearance and emergency repairs to keep routes passable for emergency traffic.
- Ensure that necessary cost accounting measures are implemented and that summary reports are generated as needed and shared via SEOC liaisons with SEOC Command staff.

### **b. Massachusetts Port Authority (Massport)**

- Provide MAESF-1 team with situational awareness on status of Massport facilities, including commercial and general aviation facilities at Logan, Hanscom, and Worcester Airports; maritime facilities at the Port of Boston including the Black Falcon and Conley terminals; and the Logan Express facilities and operations.
- Make appropriate Massport facilities available for use as commodity or asset staging areas, as requested.

- Provide resources to assist in the movement and/or staging of commodities as needed.
- Provide resources as needed to support transportation-related resource requests.
- In coordination with the US Coast Guard, ensure notification to harbor officers in affected areas of any requirements to secure access to drawbridges and restrict harbor traffic.
- Ensure that necessary cost accounting measures are implemented and that summary reports are generated as needed and shared via SEOC liaisons with SEOC Command staff.

**c. Massachusetts State Police**

- Provide MAESF-1 team with situational awareness on road conditions statewide.
- Coordinate with MassDOT Highway Division to determine if weather conditions warrant lowered speed limits or restriction of permitted vehicles on state roadways.
- Provide assistance with closing or restricting access to areas impacted by a disaster.
- Assist with traffic control as requested.
- Coordinate the provision of air assets for damage assessment or personnel transport as requested.
- Coordinate convoys or escorts for emergency materials, commodities, or vehicles.
- Ensure that necessary cost accounting measures are implemented and that summary reports are generated as needed and shared via SEOC liaisons with SEOC Command staff.

**d. Massachusetts Department of Transportation (MassDOT)**

- The MassDOT Security and Emergency Management Department will serve as the lead coordinator for all agencies falling under the MassDOT umbrella. The Security and Emergency Management Department will:
  - Train and maintain a qualified team of MAESF-1 representatives from all MAESF-1 agencies.
  - Coordinate regular meetings and discussions between MAESF-1 agency representatives on topics relating to MAESF-1.
  - Oversee and maintain technology solutions such as file sharing and shared e-mail utilized by the MAESF-1 team.
  - Serve as primary point of contact for all MEMA and other statewide initiatives and projects relating to both transportation and emergency management in any significant manner.

- The MassDOT Facilities and IT departments will provide MAESF-1 team with situational awareness on the status of MassDOT facilities and IT infrastructure.
- Ensure that necessary cost accounting measures are implemented and that summary reports are generated as needed and shared via SEOC liaisons with SEOC Command staff.

### **Highway Division**

- Provide MAESF-1 team with situational awareness on status of state roads, the Massachusetts Turnpike, the Sumner/Callahan/Ted Williams tunnels, the Zakim Bridge, and pertinent interstate roadways.
- Coordinate with Massachusetts State Police to determine if weather conditions warrant lowered speed limits or restriction of permitted vehicles on the Massachusetts Turnpike or elsewhere.
- Coordinate obtaining the authority to waive tolls on the Massachusetts Turnpike if conditions warrant.
- Provide resources to clear debris and perform emergency repairs to keep routes passable for emergency traffic.
- Provide resources to support the repair or replacement of missing or non-functional traffic control signs and signals in affected areas.
- Provide subject matter experts to conduct damage assessments, as requested.
- Provide resources to support requests for emergency debris clearance and emergency repairs to keep routes passable for emergency traffic.
- Make appropriate MassDOT facilities available for use as commodity or asset staging areas, as requested.
- Provide resources to assist in the movement and/or staging of commodities as needed.

### **Rail & Transit Division**

#### **Massachusetts Bay Transit Authority (MBTA)**

- Provide MAESF-1 team with situational awareness on the status of railroads and of MBTA operated facilities and assets, including buses, trolleys, trackless trolleys, and rapid transit systems in the MBTA service area.
- Provide buses or other transportation assets as requested to facilitate evacuations or movements of people.
- Provide resources to assist in the movement and/or staging of commodities as needed.

### **Regional Transit Authorities (RTAs)**

- Provide MAESF-1 team with situational awareness on status of regional transit authority (RTA) facilities and operations, including any service restrictions or cancellations.
- Provide buses or other transportation assets as requested to facilitate evacuations or other movements of large numbers of people.
- Provide resources to assist in the movement and/or staging of commodities as needed.

### **Aeronautics Division**

- Provide MAESF-1 team with situational awareness on status of public- and privately-owned public use airports, seaplane bases, and private-use landing areas.
- Coordinate closure of airspace as needed.
- Coordinate the provision of air assets for damage assessment or personnel transport as requested.

### **Registry of Motor Vehicles Division**

- Provide MAESF-1 team with situational awareness on status of RMV branches.

### **e. Steamship Authority**

- Provide MAESF-1 team with situational awareness on status of Steamship Authority facilities and operations, including reduction or cancellation of ferry service to Martha's Vineyard and Nantucket.
- Provide resources to assist in the movement and/or staging of commodities as needed.

## **4.3. Other Agencies**

Other agencies not explicitly named in this annex may have authorities, resources, capabilities, or expertise required to support MAESF-1 activities. These agencies may be requested to support MAESF-1 activities as needed.

## **5.0. ADMINISTRATION AND LOGISTICS**

### **5.1. Staffing**

As required by Massachusetts Executive Order 144, all MAESF-1 responsible agencies must designate at least two personnel to act as SEOC liaisons. As such, MAESF-1 liaisons will be drawn from all MAESF-1 agencies, as available. Each will be knowledgeable about the resources and capabilities of their respective agencies as well as MAESF-1 agencies in general. Each should also 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 annex will be updated every two years at a minimum, and will ensure that appropriate stakeholder input is incorporated into updates. Additionally, the annex will be reviewed following any exercise or activation of the plan that identifies potential improvements. Revisions to this annex will supersede all previous editions and will be effective immediately.

## **6.0. AUTHORITIES, RESOURCES, AND REFERENCES**

### **6.1. Authorities**

See Authorities section of the State CEMP Base Plan.

### **6.2. Resources**

See Resources section of the State CEMP Base Plan.

### **6.3. References**

- Massachusetts Comprehensive Emergency Management Plan
- Massachusetts Executive Order 144
- Massachusetts Radiological Emergency Response Plan
- Cape Cod Emergency Traffic Plan
- Massachusetts Debris Management Plan
- Massachusetts Department of Transportation Emergency Management Plan

## **Massachusetts Emergency Support Function 2**

### **COMMUNICATIONS**

#### **Responsible Agencies**

##### **State Agencies**

Massachusetts Emergency Management Agency

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

Office of Technology and Information Services

State Emergency Communications Committee

Department of Conservation and Recreation

Massachusetts Department of Transportation

911 Department

Massachusetts National Guard

Department of Telecommunications and Cable

Department of Fire Services

Department of Public Utilities

Massachusetts State Police

##### **Federal Agencies**

Department of Homeland Security:

- Office of Cyber Security
- Office of Emergency Communications

Federal Emergency Management Agency

Federal Communications Commission

National Telecommunications and Information Administration

## **Supporting Organizations**

Auxiliary Communications Services (ACS)

Verizon

Verizon Wireless

Comcast

AT&T

Sprint

T-Mobile

Motorola Solutions

# 1.0. INTRODUCTION

## 1.1. Purpose

Massachusetts Emergency Support Function 2 (MAESF-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 MAESF-2 partners with a role in supporting MAESF-2 related activities in response to a disaster. The objectives of MAESF-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 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 MAESF-2 requests for assistance in a manner ensuring consistency with established state MAESF-2 policies and procedures.
- Provide situational awareness and expertise on the status of MAESF-2 requests for assistance in Massachusetts and neighboring states.
- Provide resources to support MAESF-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.
- State assistance provided to cities and towns may consist of personnel, equipment, materials and supplies, and/or subject matter expertise.

- State assistance will be prioritized in the following manner:
  1. Life safety, including evacuation of individuals from at-risk areas.
  2. Restoration of critical infrastructure to support emergency response, including power restoration.
  3. Commodities movement and distribution.
- State support is tailored based on the type, extent, and duration of the incident, determined long-term recovery period, and the availability of state resources. MAESF-2 facilitates the identification, coordination, and use of communications resources to support long-term recovery.

## 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 MAESF-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 already 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 its 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 MAESF-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 magnitude of the incident, resources from other states or the federal government may not be available for use in Massachusetts for as long as 72 hours after the incident occurs.

## 3.0. CONCEPT OF OPERATIONS

### 3.1. General

This annex will be activated at the direction of the MEMA Director or his/her designee when there is potential for or an actual disaster situation impacting communications or requiring MAESF-2 resources. Depending upon the incident type and resource needs, the MEMA Director will designate a lead coordination agency at the time of SEOC activation to provide overall coordination of MAESF-2. The lead coordinating agency will designate a lead Communication Coordinator (COMC) to report to the State Emergency Operations Center (SEOC) for coordination and implementation of communications-related requests for assistance.

The COMC, or designee, will staff a MAESF-2 workstation at the time of SEOC activation to provide overall coordination of MAESF-2 activities. As needed, all other agencies with responsibilities under MAESF-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 MAESF-2.

Each agency will be tasked with providing 24-hour staffing representation for as long as necessary. MAESF-2 staff should be able to serve as a representative for their agency at the SEOC to support MAESF-2 activities, and have the capability and authority to reach back to their agency to request resources and obtain necessary information to support the response to the incident.

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

MAESF-2 will report directly to the SEOC Operations Section with an indirect report to the SEOC Planning Section.

## **3.2. Notification**

In the event of an emergency or disaster, responsible agencies will be notified by MEMA. The SEOC Manager, in consultation with the Communications Manager, will identify needed support for MAESF-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 MAESF-2 should conduct the following actions:

### **a. Prevention Actions**

- Ensure procedures and program/contact information are up-to-date. Discuss lessons identified from incidents and exercises, and explore creative ways to leverage resources.
- Communicate and share information across agencies with MAESF-2 responsibilities.
- Collaborate and coordinate on MAESF-2 related prevention initiatives.
- Identify MAESF-2 issues and collaborate to develop or recommend protocols, procedures, and policies to prevent or mitigate their effects.

### **b. Preparedness Actions**

- MEMA will convene regular meetings of MAESF-2 stakeholders to review and update this annex.
- Develop and maintain internal agency operational plans and procedures, resource directories, and emergency contact lists to support MAESF-2 activities.
- Ensure procedures are in place to access information and quickly notify personnel in support of this plan.
- Complete appropriate training.
- Ensure all support agencies have pre-designated staff available to support this annex and SEOC operations.
- Ensure that MAESF-2 stakeholders notify MEMA of staff changes.
- Ensure that new MAESF-2 staff are properly trained.
- Participate in exercises and training in order to test, validate, and provide practical experience for MAESF-2 personnel on this annex and related procedures.

- Develop coordination mechanisms, strategies, and requirements for post-incident assessments, plans, and activities that are scalable to incidents of varying types and magnitudes.
- Conduct after action discussions of prior MAESF-2 efforts and other studies to improve future operations.
- Develop long-term MAESF-2 strategies and plans in coordination with other relevant departments and agencies to address key MAESF-2 issues regarding catastrophic incidents.
- Develop plans, procedures, and guidance delineating appropriate agency participation and available resources, that take into account the differing technical needs and statutory responsibilities.

## **c. Response Actions**

### **Pre-Impact**

Upon receiving notification to report to the SEOC in preparation of an incident, MAESF-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 MAESF-2 pre-incident planning activities.
- Obtain MAESF-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.
- Ensure decision makers from respective MAESF-2 agencies are kept informed of the situation.
- Test MAESF-2 systems.
- Verify MAESF-2 capabilities and report this information on a regular basis to the SEOC Operations Section.
- Coordinate with other MAESFs in anticipation of projected MAESF-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.
- Implement predetermined agency specific cost accounting measures for tracking MAESF-2 personnel, equipment, materials, and other costs incurred during emergency response actions.

- Pre-position resources when state MAESF-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 as needed.
- Coordinate with Federal counterparts as needed.
- Coordinate with MAESF-12 *Energy* as needed.

### **Initial Response**

- If agency has not already done so, provide appropriate representative(s) to the SEOC to support MAESF-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.
- Identify and coordinate resources.
- Position resources at the nearest staging area(s), as needed.
- Coordinate MAESF-2 support to all government and volunteer agencies as needed.
- Coordinate with Federal ESF counterparts as needed.
- Coordinate with the Statewide Interoperability Coordinator as needed.
- Coordinate with Massachusetts Department of Public Utilities (MDPU) representative: lead for MAESF-12 *Energy* as needed regarding power restoration priorities. Reassess priorities and strategies in light of the most critical communications needs.
- Track committed resources and provide updates on these resources to the MAESF-2 desk at the SEOC.
- 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 MAESFs as appropriate to anticipate projected MAESF-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.

- Coordinate with the Statewide Interoperability Coordinator as needed.
- Coordinate with MDPU representative lead for MAESF-12 *Energy* as needed regarding power restoration priorities.
- Draft recommendations for after-action reports and other reports as appropriate.

#### **d. 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.
- 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 the SEOC.
- Coordinate with MDPU representative lead for MAESF-12 *Energy* as needed regarding power restoration priorities.
- Participate in after-action reviews.

#### **e. Mitigation Actions**

- Identify potential MAESF-2 issues and collaborate to develop or recommend plans, protocols, procedures, and policies to prevent or mitigate their effects.
- Conduct assessments of MAESF-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. ROLES AND RESPONSIBILITIES**

### **4.1. MAESF-2 Lead Coordination Agency Responsibilities**

- Staff the MAESF-2 workstation at the SEOC.
- Identify and coordinate MAESF-2 staffing requirements at the SEOC.
- Coordinate with other MAESFs to supplement local and state MAESF-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.
- Coordinate the communications capabilities of all MAESFs to adequately meet their needs.
- Provide information for SEOC Rosters and Situational Awareness Statements to the SEOC Planning Section.
- Provide regular updates on ongoing MAESF-2 operations to the SEOC Operations and Planning Sections.

## **4.2. MAESF-2 Supporting Agency Responsibilities**

- Report to the SEOC as directed. Coordinate with the MAESF-2 desk at the SEOC regarding available MAESF-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.

#### **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 MAESF-2 in the event of an emergency.

#### **g. Department of Conservation and Recreation (DCR)**

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

#### **h. EOPSS Statewide Interoperability Office**

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

### **4.3. Other Agencies**

Other agencies not explicitly named in this annex may have authorities, resources, capabilities, or expertise required to support MAESF-2 activities. These agencies may be requested to support MAESF-2 activities as needed.

## **5.0. ADMINISTRATION AND LOGISTICS**

### **5.1. Staffing**

All agencies with MAESF-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 annex will be updated every two years at a minimum, and will ensure that appropriate stakeholder input is incorporated into updates. Additionally, the annex will be reviewed following any exercise or activation of the plan that identifies potential improvements. Revisions to this annex will supersede all previous editions and will be effective immediately.

# **6.0. AUTHORITIES, RESOURCES, AND REFERENCES**

## **6.1. Authorities**

See Authorities section of the State CEMP Base Plan.

## **6.2. Resources**

### **a. State**

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

### **b. Federal**

- National Interoperability Field Operations Guide (NIFOG)
- Auxiliary Field Operations Guide

### **6.3. References**

- Massachusetts Comprehensive Emergency Management Plan
- Massachusetts Executive Order 144
- Auxiliary Communications Services Plan
- Emergency Alert System Plan
- Air Operations Communications Plan
- Mitigation Plan
- Radiological Emergency Response Plan
- Recovery Plan
- Massachusetts Tactical Plan (MTCP)

# Massachusetts Emergency Support Function 3

## ***PUBLIC WORKS AND ENGINEERING***

### **Responsible Agencies**

#### **State Agencies**

Department of Conservation and Recreation

- MassParks
- Division of Water Supply Protection
- Office of Dam Safety
- Division of Engineering

Department of Environmental Protection

Division of Capital Asset Management and Maintenance

Massachusetts Department of Transportation

- Massachusetts Bay Transportation Authority
- Massachusetts Highway Division
- Massachusetts Port Authority

Massachusetts Water Resources Authority

Office of Public Safety and Inspections

#### **Federal Agencies**

United States Army Corps of Engineers

Federal Emergency Management Agency

#### **Supporting Organizations**

Boston Society of Architects

Boston Society of Civil Engineers Section (American Society of Civil Engineers)

American Public Works Association, New England Chapter

Massachusetts Municipal Association

Massachusetts Highway Association

Massachusetts Federation of Building Officials

Massachusetts Water Works Association  
New England Water Works  
New England Interstate Water Pollution Control Commission  
Massachusetts Water Pollution Control Association

# 1.0. INTRODUCTION

## 1.1. Purpose

Massachusetts Emergency Support Function 3 (MAESF-3) *Public Works and Engineering* provides a framework for coordination and cooperation across state agencies regarding public works and engineering 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 public works, inspectional, and engineering assistance to local governments in support of life safety and protection activities prior to, during, and immediately following a major disaster or emergency.

For MAESF-3 purposes, emergency public works and engineering activities are defined as:

### **Public Works**

Coordination of resources, including engineering, procurement and debris clearance, to provide or restore emergency power supplies for critical facilities. Coordination of resources to restore and/or provide emergency supplement to water and sewer services, including emergency supply of potable water, temporary restoration of water supply and sewer systems; and providing water for firefighting.

### **Inspectional and Engineering**

Coordination of resources to support post-disaster evaluation of: buildings and similar structures to determine safety and usability, such as dams, bridges, highways, and water structures. Coordination of resources to support the restoration of transportation infrastructure, implement emergency repairs to public and private facilities, and other appropriate construction services (i.e. electrical, plumbing, soils, etc.). Coordination of resources to support emergency demolition and/or stabilization of damaged structures and facilities designated as hazards to public health and safety.

## 1.2. Scope

This Annex is applicable to agencies and departments within the Commonwealth, as well as affiliated public works and engineering partners, with a role in public works, inspectional, and engineering related activities in response to a disaster.

The objectives of MAESF-3 are to address the operational priorities of protecting lives and providing for the health and safety of the general public by attaining some or all of the following:

- Establish a framework for state-level public works, inspectional, and engineering related emergency preparedness, mitigation, response, and recovery activities.
- Coordinate state-level public works, inspectional, and engineering related response and recovery operations to maximize the use of resources.

- Share information and coordinate response activities across pertinent state agencies regarding public works, inspectional, and engineering related requests for assistance in a manner that ensures consistency with established state policies and procedures.
- Monitor and mitigate potential effects of a disaster on critical infrastructure before, during, and after an incident, with particular attention to problems that may threaten public safety or disrupt response activities.
- Provide situational awareness and expertise on the status of public works and engineering related infrastructure in Massachusetts and neighboring states to the SEOC.
- Provide technical assistance and evaluations, including engineering expertise, construction management, contracting and real estate services.
- During disasters coordinate resources to conduct safety inspections and other assistance for first responders.
- Direct state assistance and emergency contracting services for repair and restoration of potable water, infrastructure, wastewater and solid waste facilities.
- Coordinate resources to support emergency debris management operations for passage of emergency response personnel, equipment, and supplies.
- Coordinate resources to support the emergency repair and restoration of damaged emergency access routes necessary for the transportation of emergency rescue personnel and supplies.
- Coordinate resources to support emergency demolition and stabilization of damaged structures, as appropriate, to facilitate emergency response operations.
- Coordinate resources to support the emergency demolition or stabilization of dams.
- Process all public works and engineering assistance requests from local governments and other MAESFs.
- Coordinate resources to support emergency repair or procurement of backup power sources to critical infrastructure, including energy systems.

### **1.3. Policies**

- MAESF-3 is an annex of the Massachusetts Comprehensive Emergency Management Plan (CEMP).
- As an incident requires, or at the direction of the MEMA Director, MAESF-3 will be activated to coordinate resources to support public works and engineering response.
- MAESF-3 will operate from the State Emergency Operations Center (SEOC). MEMA and the SEOC provide overall direction and control for the incident as it develops.
- All agencies assigned responsibilities within MAESF-3 will develop and maintain the necessary plans, standard operating procedures, mutual aid agreements, and model contracts to successfully accomplish their tasks.

- State assistance provided to cities and towns may consist of personnel, equipment, facilities, materials and supplies, and/or subject matter expertise.
- State assistance through MAESF-3 will only be provided once a city or town has fully committed all public works, inspectional and engineering resources available to it, including resources available through existing mutual aid agreements and private-sector resources that the jurisdiction may have under contract.
- MAESF-3 supports, but does not supplant local and federal plans or policies.
- Local public works, inspectional and engineering assets will remain in the control of the respective jurisdiction.
- State assistance will be prioritized in the following manner:
  - Life Safety, including the evacuation of individuals from at-risk areas.
  - Emergency repair or demolition of infrastructure and critical facilities, including all aspects of the Commonwealth's construction, water, waste water, and solid waste infrastructure.
  - Emergency debris clearance of affected transportation corridors to enable passage of emergency traffic.
  - Management of debris operations to allow utility crews access to facilitate repairs of other damaged infrastructure.
- Hazardous materials will need special handling from appropriately trained and equipped teams.
- State assistance is intended to support life safety, immediate public health and safety needs, and the re-opening of transportation corridors and performance of temporary repairs to facilitate the passage of emergency traffic, not to restore damaged infrastructure to pre-disaster conditions. Permanent repairs and final debris removal/disposal following an emergency or disaster remain the responsibility of local governments.
- The state has resources and expertise that can be used to supplement local efforts. Federal assistance will be requested to support state and local efforts if an incident exceeds state and local capabilities.

## 2.0 SITUATION AND ASSUMPTIONS

### 2.1. Situation

During an emergency or disaster, a variety of hazards and disruptions to services could occur. Streets, roads and bridges could be damaged or destroyed, covered with water, mud or deep snow, or blocked by debris. Ground, air, rail, and water routes may be impassable or severely obstructed in the affected area. Homes, businesses, major industries, and commercial enterprises may be weakened or destroyed. Signs and signals may be destroyed

or may not be visible due to the event. Water systems and/or wastewater facilities may be damaged or threatened, storm drains may be damaged or plugged, and many structures may be compromised. Portions of the Commonwealth may be physically isolated due to an event. Critical facilities or equipment may be damaged or inaccessible, resulting in scattered or widespread areas affected by power outages, loss of water, or loss of sewage collection and treatment facilities. Normal communication systems may be damaged or overloaded. The structural integrity of many public buildings, bridges, dams, roadways and other facilities may be compromised, posing a risk to emergency workers and the public. Many of the facilities may need to be inspected, reinforced, demolished, or isolated to ensure public safety.

A large enough event may adversely affect the ability of local responders to perform their emergency duties; some employees may not be able to report for work. Local governments have a limited capacity and an immediate requirement to provide services, which may become quickly overwhelming following a catastrophic incident. Local governments will depend on mutual aid and other forms of assistance in order to respond to and recover from the incident. Need for public works and engineering services may exceed the Commonwealth's resources, and as such, Federal assistance may be required to identify and deploy resources from outside the affected area to ensure a timely, efficient, and effective response and recovery from the event.

## **2.2. Planning Assumptions**

- Local governments have emergency management resources, plans, and procedures already in place.
- MAESF-3 responsible agencies have developed internal plans and procedures to respond to a disaster or emergency.
- The responsible agencies are assigned to MAESF-3 to support the restoration of public works infrastructures after a major disaster or emergency. Although the composition of the responding agencies will likely change as a result of the nature of the event and planning process, it is anticipated that these agencies will constitute the basis for providing public works, inspectional and engineering-type assistance to local governments.
- Many incidents, such as power outages, water and sewer service disruptions, and emergency building inspection are local in scope and can be addressed by local government or state agencies as part of normal day-to-day operations using resources readily available to them.
- When an incident occurs, local government 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 when their ability to respond to the incident exceeds, or is expected to exceed, their own capacity.
- Demand on local resources in anticipation of or in response to a major threat may quickly overwhelm local public works, inspectional and engineering capabilities for personnel and equipment.

- Local public works, inspectional and engineering resources may be damaged and potentially unavailable to support local response efforts requiring immediate state assistance. A multitude of basic public works, inspectional and engineering services will be needed from the state following a disaster to clear debris, perform damage assessments, conduct structural evaluations, make emergency repairs to essential public facilities, reduce hazards by stabilizing or demolishing structures, and provide emergency water for human health needs and firefighting.
- It is anticipated that the majority of the requests for public works, inspectional and engineering services will concern the repair and restoration of emergency access routes, including the clearance, removal, storage and disposal of disaster debris.
- Rapid assessment of damages in disaster areas will be necessary to determine potential workloads and prioritization.
- Emergency environmental and other legal waivers for the disposal of snow, debris, animal carcasses, construction material, and other waste will need to be secured, as debris may include trees, rocks, dirt and sand, building materials, metal, garbage and sewage, damaged vehicles, various hazardous materials, tires, and personal property. Unattended and long-standing debris may pose safety and health threats to the public.
- Legal requirements that would delay procurement of contracting services or the purchasing of materials will need to be temporarily waived. Support services for feeding, clothing, sheltering, and equipping workers may need to be coordinated with MAESF-6 *Mass Care, Emergency Housing, Human Services*.
- The Commonwealth maintains a Debris Management Plan which describes the activities and coordination required to clear, remove, monitor, store, and dispose of debris deposited along or immediately adjacent to public rights-of-way.
- There are several private companies and municipal utilities that may provide emergency services for the response effort to help restore critical infrastructure. There are natural and propane gas utilities, electric and cable utilities, excavation and construction companies and a plentitude of others.
- State agencies may need to immediately deploy resources from unaffected areas of the Commonwealth to ensure an effective and efficient response.
- Large numbers of engineers, inspectors, construction workers, equipment operators, and other skilled personnel, along with equipment and supplies from outside the disaster area, will be needed.
- Depending on the magnitude of the incident, resources from other states or the Federal government may not be available for use in Massachusetts until as long as 72 hours after the incident occurs.

## **3.0. CONCEPT OF OPERATIONS**

### **3.1. General**

This annex will be activated at the direction of MEMA when there is a potential for or actual disaster situation involving public works or engineering impacts in Massachusetts. Depending upon the incident type and resource needs, MEMA will designate a lead coordination agency at the time of SEOC activation to provide overall coordination of MAESF-3. All other agencies with responsibilities under MAESF-3 will serve as support agencies. The lead coordination agency will provide direction to and work in conjunction with the support agencies to cohesively coordinate the activities of MAESF-3. The MAESF-3 lead coordination agency will ensure that requests for assistance assigned to MAESF-3 are carried out in as efficient a manner is possible with prioritization for the protection of life and property.

Each agency shall designate a minimum of two persons who can serve as a representative for their agency at the SEOC to support MAESF-3 activities. The designated agency representative should have the capability and authority to reach back to its own agency to request resources and obtain necessary information to support the response to the incident.

Public works, inspectional and engineering services will be provided upon mission assignment from MEMA when local resources are deemed inadequate or potentially inadequate for responding to and recovering from the incident. Operations will continue at the SEOC until the SEOC stands down or as otherwise directed.

### **3.2. Notification**

MEMA will notify the MAESF-3 points of contact for each activated organization or agency to report to the State Emergency Operations Center for coordination and implementation of public works and engineering-related requests for assistance. Each MAESF-3 organization and agency is responsible for securing sufficient staff on a continuous basis to support and to carry out the activities tasked to their agency.

### **3.3. Activities**

Responsible agencies for MAESF-3 should conduct the following actions:

#### **a. Prevention Actions**

- Communicate and share information across agencies with public works, inspectional and engineering responsibilities.
- Collaborate and coordinate on public works, inspectional and engineering related prevention and security initiatives.

- Identify opportunities to collaborate on protection of critical public works, inspectional and engineering related infrastructure and key resources in the Commonwealth.
- Identify potential emergency public works, inspectional and engineering issues and collaborate to develop or recommend protocols, procedures, and policies to prevent or mitigate their effects.

## **b. Preparedness Actions**

- MEMA will convene regular meetings of MAESF-3 stakeholders and/or Emergency Support Function Team to review and update the MAESF-3 annex and standard operating procedures.
- Develop and maintain internal agency operational plans and procedures to support MAESF-3 activities.
- Agencies will maintain current inventories of their respective agency facilities, equipment, materials and supplies, and special capabilities and personnel throughout the state.
- As needed, conduct assessments of MAESF-3 capabilities to identify potential resource shortfalls. Develop plans to address identified shortfalls of resources.
- Maintain a list of construction contractors and engineering firms with active contracts with the state, who would be available for infrastructure repairs.
- Maintain an alternate list of contractors, inspectors and engineers who do not have active contracts, but who have expressed interest in providing infrastructure repairs.
- Agencies will develop procedures/protocol to support the evaluation of damage to infrastructure in the threatened and/or impacted area and, as appropriate, task personnel for response and recovery work.
- Complete appropriate training.
- Designate staff that will be available to support MAESF-3 activations.
- Ensure that MAESF-3 stakeholders notify MEMA of staff changes.
- Participate in exercises and training in order to test, validate, and provide working experience for MAESF-3 representatives.
- Manage resolution of any MAESF-3 outstanding after-action issues from previous activations or exercises.

## **c. Response Actions**

### **Pre-Impact**

Upon receiving notification to report to the SEOC in preparation of an incident, MAESF-3 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 MAESF-3, if needed.
- Maintain communications with the SEOC, obtain status reports, and keep the SEOC informed of progress of assigned tasks.
- Notify the appropriate points of contact at each respective MAESF-3 agency and organization to pre-position resources and response personnel as needed.
- Review existing plans and procedures.
- Ensure respective MAESF-3 agency and organization decision makers are kept informed of the situation.
- Test communications systems.
- Coordinate information to verify public works, inspectional and engineering activities, capabilities, and inventories and report this information on a regular basis to the SEOC Planning and Operations Sections.
- Coordinate with other MAESFs in anticipation of projected public works, inspectional or engineering related needs and coordinate appropriate efforts.
- Identify and coordinate the mobilization and pre-positioning of response resources when it is apparent that MAESF-3 or state public works, inspectional and engineering resources will be required, or as requested by the SEOC Manager.
- Ensure appropriate staffing levels at the SEOC for MAESF-3 to support the mission during each shift.
- Identify dams in affected areas and assess potential impacts of event on dams, particularly dams classified by DCR's Office of Dam Safety as having High or Significant hazard potential and/or as being in Poor or Unsafe condition according to ODS' dam hazard potential and condition classification schema.

### **Initial Response**

- If agency has not already done so, provide appropriate representatives to the SEOC to support MAESF-3, if needed.
- Designate appropriate staff to support the state-level response effort.
- Gather and provide situational awareness.
- Verify inventories of available resources and provide a summary listing to the SEOC Operations and Planning Section Chiefs.
- Establish communications with appropriate deployed agency field personnel to coordinate resources to support response efforts.

- Develop and prioritize strategies to coordinate resources to support initial response actions, including equipment and personnel.
- Coordinate with MAESF-1 *Transportation* to commit agency resources for debris clearance, removal, transportation/roadway work, and other transportation-related tasks as needed.
- Coordinate the pre-positioning of resources at the designated staging area(s), as needed.
- Implement predetermined agency cost accounting measures for tracking overall MAESF-3 personnel, equipment, materials, and other costs incurred during emergency response actions.
- Coordinate with MAESF-1 *Transportation* to prioritize roadway corridors, bridges, ports, waterways, and airstrips for emergency debris clearance and repair in order to access affected areas.
- Coordinate the execution of legal waivers concerning state construction contracts, debris disposal, and other emergency response actions to ensure rapid restoration of services.
- Coordinate with the Federal Emergency Support Function counterpart as needed.

### **Continuing Response**

- Coordinate ongoing public works, inspectional and engineering resource support requests.
- Reassess priorities and strategies to meet the most critical of public works, inspectional and engineering needs.
- Continue to assess impacts of event on dams, particularly those that have High or Significant hazard potential and/or are in Poor or Unsafe condition.
- For compromised water supply dams, assess impact to water supply and timeline of restoration of dam functions. Assess alternate water supplies to accommodate shortages.
- Track committed resources and provide regular updates to the SEOC Operations Section Chief on the status of all missions assigned to MAESF-3.
- Coordinate the provision of personnel to assist in completing Rapid Assessment Team (RAT) damage assessments or Preliminary Damage Assessments (PDAs), as needed.
- Debris monitoring.
- Coordinate with MAESF-6 *Mass Care, Emergency Housing, Human Services*, in providing emergency debris clearance for sheltering operations, safe passage for shelter workers/equipment, and other related matters.
- Coordinate with MAESF-1 *Transportation* to provide and/or coordinate resources for emergency closure and/or repair of damaged segments of the state roadways, subject to existing agreements.
- Provide technical assistance on flooding, water management, structural integrity assessments, public drinking water systems (PWSs), wastewater treatment facilities, and impact assessments of infrastructure.

- Obtain information on possible and/or actual damages to infrastructure in the threatened and/or impacted areas.
- Coordinate with other MAESFs represented in the SEOC, as appropriate, to anticipate projected public works, inspectional and engineering needs and coordinate appropriate response efforts.
- Continue to gather and provide situational awareness to the SEOC.
- Provide public works, inspectional and engineering information for the SEOC Roster for the next operational period and for ongoing Situational Awareness Statements.
- Ensure that the MAESF-3 desk at the SEOC is staffed on a continuous basis, as determined by the SEOC Planning and Operations Section Chiefs.
- Ensure that MAESF-3 staff briefings are conducted during shift changes and at designated times throughout the event.
- Coordinate emergency debris staging areas.

#### **d. Recovery Actions**

- In coordination with MAESF-14 *Recovery*, develop strategies for supporting recovery operations.
- Prioritize and coordinate resources for the repair and restoration of damaged public and private systems, including public water supply, wastewater treatment and debris disposal.
- Provide technical assistance and coordinate resources to support the monitoring, removal, sorting, and disposal of debris from public and private property, in accordance with the Massachusetts Debris Management Plan.
- Facilitate expedited permitting for repair/demolition work to be performed.
- Coordinate resources, including engineers, inspectors, skilled personnel, and construction workers, necessary equipment and materials, to assist in recovery operations.
- Provide technical assistance to affected jurisdictions in developing a prioritized list for the demolition or stabilization of damaged public and private structures and facilities that pose an immediate hazard or safety risk to the public health.
- Continue to coordinate with the Federal Emergency Support Function counterpart, as needed.
- Provide assistance, technical expertise, and personnel to support MEMA damage assessment teams.
- Coordinate and/or provide technical assistance, personnel, and resources for ongoing restoration of transportation infrastructure.

- 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 the SEOC.
- Participate in after-action meetings and review after-action reports, as appropriate.
- Draft recommendations for after-action reports and other reports as appropriate.

### e. Mitigation Actions

- Identify potential hazard impacts to public works and engineering infrastructure and collaborate to develop or recommend hazard mitigation plans, protocols, procedures, projects and/or policies to prevent or mitigate their effects. Provide input to the State Hazard Mitigation Plan as needed.

## 4.0. ROLES AND RESPONSIBILITIES

### 4.1. MAESF-3 Lead Coordination Agency Responsibilities

- Report to the SEOC as directed.
- Ensure agency decision makers are kept informed of the situation.
- Coordinate information to verify public works, inspectional and engineering activities, capabilities, and inventories and report this information on a regular basis to the SEOC Planning and Operations Sections.
- Coordinate with other functional areas in anticipation of projected needs and coordinate appropriate efforts.
- Use information provided by the SEOC Planning Section to plan effective response actions.
- Develop and prioritize strategies for initial response actions to include the mobilization of resources and personnel.
- Coordinate with MAESF-1 *Transportation* and MAESF-16 *Military Support* to commit agency resources for debris removal, transportation/roadway work, and other transportation related tasks as needed.
- Coordinate with other responsible agencies in directing public works, inspectional and engineering resources, including engineers, skilled personnel, inspectors, construction workers, equipment, and materials for the following tasks:
  - Removal of debris to restore access.
  - Repair and restoration of water and wastewater facilities.
  - Repair and restoration of critical public services and facilities.
  - Repair or demolition of damaged structures and facilities as appropriate.

- Completion of damage assessments.
- Coordinate with Federal Emergency Support Function counterpart as needed.
- Coordinate ongoing public works, inspectional and engineering resource support requests.
- Commit and deploy agency resources in coordination with MAESF-3.
- Reassess priorities and strategies in coordination with the SEOC Operations Section Chief to meet the most critical of public works and engineering needs.
- Track committed resources and provide regular updates to the SEOC Operations Section Chief on the status of all missions assigned to MAESF-3.
- Coordinate with MAESF-6 *Mass Care, Emergency Housing, Human Services*, in providing emergency debris clearance for sheltering operations, safe passage for emergency workers/equipment, and other related matters.
- Coordinate with MAESF-1 *Transportation* to provide and/or coordinate resources for emergency closure and/or repair of damaged segments of the state highway system and connecting links, subject to existing agreements.
- Coordinate with other MAESFs represented in the SEOC, as appropriate, to anticipate projected public works, inspectional and engineering needs and coordinate appropriate response efforts.
- Ensure that the MAESF-3 desk at the SEOC is staffed on a continuous basis, as determined by the SEOC Planning and Operations Section Chiefs.
- Ensure that MAESF-3 staff briefings are conducted during shift changes and at designated times throughout the event.
- Make available to MAESF-3 an inventory of agency public works, inspectional and engineering capabilities and available resources to include those located at headquarters, district, regional, or other affiliated offices statewide.
- Ensure that necessary cost accounting measures are being used and that summary reports are generated as needed and shared with SEOC Command Staff.
- Support other MAESFs according to established priorities.
- Coordinate with other MAESFs to obtain information related to vendors, volunteer groups, and other organizations that may be able to supplement local and state public works, inspectional and engineering resources.
- Coordinate with other responsible agencies to commit agency resources for debris removal, inspections, construction work, and other public works-related tasks as needed.

## 4.2. MAESF-3 Supporting Agency Responsibilities

All agencies who have not been designated as the lead coordinating agency at the time MAESF-3 is activated will assume a support agency role. The depth and breadth of the support agency responsibilities will be dependent upon the nature of the emergency, but a full range of responsibilities for each responsible/support agency is detailed below.

### a. Office of Public Safety and Inspections

The Office of Public Safety and Inspections (OPSI) is a multi-discipline agency comprised of building, engineering, elevator, and regulated activities divisions. Among other things, OPSI promulgates and maintains the State Building Code, operates various construction related programs including licensing building construction supervisors, heavy equipment operators, elevator mechanics and others. Additionally, OPSI certifies municipal and state building inspectors to perform construction inspection and related activities.

State building inspectors conduct building and structure assessments and enforce the state building code. OPSI inspectors are trained to identify vulnerabilities to structures based on specific criteria and regulations. These services may be used to assess the structural integrity of buildings and structures post-incident as part of MEMA damage assessment teams or in assisting local communities. State engineering inspectors and elevator inspector supervisors have received awareness level training to assist building inspectors with post-event damage assessments.

Coordinate private structural engineers and municipal building inspectors.

### b. Department of Conservation and Recreation

The DCR Divisions will coordinate with MAESF-3 agencies to commit resources, as needed, in support of public works and engineering response efforts:

- The *Division of MassParks* operates and maintains nearly 300,000 acres of the state's forests, beaches, mountains, ponds, riverbanks, trails and parks. The Division protects land and resources on privately and municipally held land through technical assistance, grant and planning programs, policy development, and other services.
- The *Division of Water Supply Protection* manages and protects the drinking water supply watersheds serving Greater Boston, Metro West, and select Chicopee Valley communities. The Division provides technical support to other state agencies, monitors lakes and ponds, and rainfall throughout the state.
- The *Office of Dam Safety* maintains records of dams located throughout the Commonwealth, ensures compliance with acceptable practices pertaining to dam inspection, maintenance, operation and repair of dams, and ensures that Emergency Action Plans are updated by individual dam owners.
- The *Division of Engineering* provides comprehensive engineering and construction management services throughout the Commonwealth in support of the DCR's state parks, forests, and reservations, and water supply divisions.

Under MAESF-3, DCR may provide a range of technical assistance, including, but not limited to: civil and structural engineering support; dam safety inspections; facilities, water resource, or flood control engineering; and flood hazard forecasting. DCR may also provide specialized equipment and staffing support, such as chainsaw crews for debris management operations. DCR may provide assistance with debris monitoring as needed.

### **c. Department of Environmental Protection**

The Department of Environmental Protection (MassDEP) is responsible for ensuring clean air and water, the safe management of toxics and hazards, the recycling of solid and hazardous wastes, the timely cleanup of hazardous waste sites and spills, and the preservation of wetlands and coastal resources. MassDEP is comprised of several bureaus related to air and water resources as well as hazardous waste.

- The Bureau of Water Resources: Oversees the protection of critical inland and coastal water resources, water quality and quantity of the state's major river basins, safeguarding public drinking water supplies and protection of public health relating to discharges from treatment plants, industrial facilities and sewers.
- The Bureau of Air and Waste: Oversees the protection of public health and the environment by ensuring that discharges and emissions, solid and hazardous wastes, toxic chemical use, and the health risks associated with them are reduced to the maximum extent possible and, when pollution or waste cannot be prevented, they are safely and effectively controlled or managed.
- The Bureau of Waste Site Cleanup: Oversees the immediate and effective response to environmental emergencies, such as oil spills and chemical fires, as well as timely assessment and cleanup of hazardous waste sites by private parties responsible for them.
  - Field Assessment and Support Team (FAST): a team of chemists, biologists, engineers, and environmental scientists tasked to provide 24/7 technical support at chemical and oil spill incidents. A number of equipment assets have also been procured to facilitate and support these deployments, including a 27-foot long mobile laboratory vehicle.

Under MAESF-3, MassDEP may provide engineers, water quality/ water treatment specialists, specialized testing equipment, mobile laboratory (FAST unit) or environmental waivers to assist emergency response and recovery.

### **d. Division of Capital Asset Management and Maintenance**

The Division of Capital Asset Management and Maintenance (DCAMM) is the state agency responsible for public building planning, design and construction; facilities maintenance and management; real estate services; and leasing, acquisition, renovation and demolition of state public buildings.

DCAMM may provide construction management services; support in identifying, leasing or seizing property for disaster operations; or damage assessment staff support through existing contracts with vendors and consultants.

## **e. Massachusetts Department of Transportation (MassDOT)**

The Massachusetts Department of Transportation (MassDOT) will coordinate with MAESF-3 in the deployment of MassDOT public works and engineering-related resources to support emergency response efforts.

MassDOT *Highway Division* has responsibility for the design, construction, and maintenance of all state roadways, bridges and tunnels. The Division is responsible for overseeing traffic safety and engineering activities including the Highway Operations Control Center (HOC) to ensure safe road and travel conditions.

The MassDOT *Rail & Transit Division* is responsible for all transit initiatives and oversees the Massachusetts Bay Transportation Authority and all Regional Transit Authorities of the Commonwealth.

The *Massachusetts Bay Transportation Authority* (MBTA) will coordinate the emergency use, repair, and restoration of its buses, trolleys, trackless trolleys, and rapid transit in the seventy-nine cities and towns of the MBTA district.

MassDOT will coordinate with MAESF-3 in the deployment of equipment and technical personnel to support public works and engineering emergency response efforts.

## **f. Massachusetts Water Resources Authority**

The Massachusetts Water Resources Authority (MWRA) is a regional water and wastewater utility serving the greater Boston, Metro West, and select Chicopee Valley communities. MWRA manages two major source water supply reservoirs, several smaller distribution reservoirs, numerous dams, and the water treatment and transmission systems which serve 51 communities. MWRA works closely with the water departments of the cities and towns that receive MWRA water. MWRA also manages collection and treatment of wastewater from 61 communities in the Greater Boston area. MWRA also manages flood control of the Sudbury Reservoir system.

MWRA will coordinate with MAESF-3 to provide equipment and expertise as needed in an emergency. To support SEOC response and recovery efforts, MWRA may provide licensed operators for water treatment, collection, and/or distribution. MWRA may also provide engineering staff, in such disciplines as civil, mechanical, electrical and geotechnical engineering to support the operation, repair and restoration of affected water and wastewater treatment systems. To support internal emergency operations, MWRA also maintains an Emergency Operations Center (EOC) in Chelsea, MA and a backup EOC in Marlborough, MA.

## **4.3. Other Agencies**

Other agencies not explicitly covered in this annex may have authorities, resources, capabilities, or expertise required to support MAESF-3 activities. These agencies may be requested to support MAESF-3 activities as needed.

# **5.0. ADMINISTRATION AND LOGISTICS**

## **5.1. Staffing**

As required by Executive Order 144, all MAESF-3 stakeholders must designate at least two personnel to act as SEOC liaisons. These liaisons 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**

A statewide public works municipal mutual aid agreement (Massachusetts General Law. 40, Section 4K) is available to communities that opt in for the provisions of public works resources across jurisdictional lines in the case of a public works incident that requires mutual aid assistance from one or more municipalities. The mutual aid assistance to be provided under the agreement shall include, but not be limited to, services related to public works, personnel, equipment, supplies and facilities to prepare for, prevent, mitigate, respond to and recover from public works incidents. Communities that have opted into the Commonwealth Public Works Mutual Aid Agreement should exhaust those resources prior to requesting resources from MAESF-3.

The Massachusetts Water/Wastewater Agency Response Network (MA WARN) is also available as another formal mutual aid agreement designed to provide a mechanism specifically for water and wastewater utilities that face threatened or particular damages from a natural or human-caused event. MA WARN allows water/wastewater utilities to quickly obtain emergency assistance in the form of personnel, equipment, materials, and other associated services from other water/wastewater utilities after an emergency declaration has been made by the Appropriate Authorized Official in accordance to their governmental structure, or under the auspices of Massachusetts General Law Chapter 40N. MA WARN is available to water/wastewater utilities that operate as separate entities from public works, including commissions, districts and privately owned companies that serve the public. Water/wastewater utilities that have opted to join MA WARN should exhaust those resources prior to requesting resources from MAESF-3.

In the event MAESF-3 requires resources from outside Massachusetts, the MAESF-3 lead coordinating agency will work with the SEOC Operations Section Chief to request additional resources from other states via EMAC, IEMAC or other mutual-aid agreements, or from the Federal government.

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

This annex will be updated every two years at a minimum, and will ensure that appropriate stakeholder input is incorporated into updates. Additionally, the annex will be reviewed following any exercise or activation of the plan that identifies potential improvements. Revisions to this annex will supersede all previous editions and will be effective immediately.

## **6.0. AUTHORITIES, RESOURCES, AND REFERENCES**

### **6.1. Authorities**

See Authorities section of the State CEMP Base Plan

### **6.2. Resources**

See Resources section of the State CEMP Base Plan

### **6.3. References**

- Massachusetts General Law 40, Section 4K
- Massachusetts General Law Chapter 40N
- Massachusetts Executive Order 144
- Massachusetts General Laws, Chapter 253, Sections 44-50
- Massachusetts Comprehensive Emergency Management Plan
- Massachusetts Debris Management Plan
- Commonwealth of Massachusetts State Hazard Mitigation Plan

## **Massachusetts Emergency Support Function 4**

### ***FIRE FIGHTING***

#### **Responsible Agencies**

##### **State Agencies**

Department of Fire Services

Department of Conservation & Recreation

Massachusetts Fire Mobilization Committee

##### **Supporting Organizations**

Massachusetts Fire Districts

# 1.0 INTRODUCTION

## 1.1 Purpose

The Massachusetts Emergency Support Function 4 (MAESF-4) *Fire Fighting*, provides a framework for coordination and cooperation across state agencies to provide state support to local governments for detecting and suppressing urban, rural, and wildland fires resulting from, or coincidental with, an emergency or major disaster.

## 1.2 Scope

The following are the objectives of MAESF-4:

- Establish a framework for state level disaster-related fire service preparedness, mitigation, response, and recovery activities.
- Provide situational awareness on the status of fire service assets in Massachusetts.
- Coordinate the activation and use of the Massachusetts Fire Mobilization Plan.
- Share information and coordinate fire service-related response activities across state agencies in a manner that ensures consistency with established plans, policies, and procedures.
- Assist local entities in managing and coordinating urban, rural, or wildland fire detection and suppression efforts, to include mobilizing and providing state assistance as needed.
- Coordinate with other MAESFs as incident response needs dictate.

## 1.3 Policies

- This annex is intended to support, and not to supplant, existing local, state, or Federal plans or policies related to the fire service, including the Statewide Fire Mobilization Plan.
- Local Incident Commanders will have primary responsibility for situation assessment and determination of resource needs and will have tactical control of on-scene resources.
- State assistance provided to cities and towns may consist of personnel, equipment, facilities, materials and supplies, and/or subject matter expertise.
- State assistance through MAESF-4 will only be provided once a city or town has fully committed all fire service resources available to it, including resources available through existing mutual aid agreements and private-sector resources that the jurisdiction may have contracted.

## 2.0 SITUATION AND ASSUMPTIONS

### 2.1. Situation

The management and coordination of a large firefighting operation is complex and may involve multiple agencies and jurisdictions. Fires that are potentially of disastrous proportion, or which are coincident with another disaster situation, will place stress on the resources of local entities. A major disaster or emergency incident may result in numerous urban, rural, and wildland fires. Ignition sources normally of little concern can become more dangerous under a disaster condition.

In disaster conditions, fires can spread rapidly, cause severe damage, and seriously threaten lives and property. Fire departments in the immediate vicinity of the disaster will likely become fully committed and stretched beyond response capacity. Local fire agencies and other firefighting resources will be difficult to obtain, manage, coordinate, and utilize due to the disruption of communication, transportation, utility, and water systems within disaster localities.

### 2.2. Planning Assumptions

- Local governments have emergency management resources, plans, and procedures already in place.
- Most incidents that require fire service assets are local in scope and can be addressed by local or state agencies as part of their normal day-to-day operations or existing mutual aid systems, using resources that are readily 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 only request assistance via the Fire Mobilization Plan in the event that the impact of an incident exceeds or is expected to exceed their own capability to respond to it.
- Secondary events or disasters will threaten lives and property as well as firefighting personnel.
- Demand on local resources in anticipation of a major threat may outstrip local fire service capabilities.
- In a “no-notice” event, local resources may be damaged and potentially unavailable to support firefighting activities, requiring immediate assistance from outside the jurisdiction.
- Access to impacted areas may be severely limited and only reachable via air, water, or off-road vehicle.
- MAESF-4 response agencies have developed internal plans and procedures for implementing response activities in their respective areas of responsibility.

- Maintaining state-level communications capabilities across agencies with responsibilities detailed in this MAESF-4 annex will be critical to maintain situational awareness regarding fire conditions and resource needs.
- The state has resources and expertise that can be used to supplement local efforts. Federal assistance will be requested to support state and local efforts if an incident exceeds state and local capabilities.
- Depending on the magnitude of the incident, resources from other states or the federal government may not be available for use in Massachusetts for as long as 72 hours after the incident occurs.

## **3.0. CONCEPT OF OPERATIONS**

### **3.1. General**

This annex will be activated at the direction of MEMA when there is potential for or an actual disaster situation impacting fire service assets and/or requiring statewide coordination of fire service resources. Depending upon the incident type and resource needs, MEMA will designate a lead coordination agency at the time of State Emergency Operations Center activation to provide overall coordination of MAESF-4. All other agencies with responsibilities under MAESF-4 will serve as support agencies. The lead coordination agency will provide direction to and work in conjunction with the support agencies to cohesively coordinate the activities of MAESF-4.

Each agency shall designate a minimum of two persons who can serve as a representative for their agency at the SEOC to support MAESF-4 activities. Designated agency representatives should 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.

### **3.2. Notification**

MEMA will notify the MAESF-4 points of contact for each activated organization or agency to report to the State Emergency Operations Center for coordination and implementation of firefighting-related requests for assistance and maintain situational awareness on the status and capacity of firefighting assets. Each MAESF-4 organization and agency is responsible for securing sufficient staff on a continuous basis to support and to carry out the activities tasked to their agency.

### **3.3. Activities**

Response agencies for MAESF-4 should conduct the following actions:

#### **a. Prevention Actions**

- Communicate and share information across agencies with fire service responsibilities.
- Collaborate and coordinate on fire prevention initiatives.
- Conduct public education and outreach to the general public on fire prevention and safety.

#### **b. Preparedness Actions**

- MEMA will convene regular meetings of MAESF-4 stakeholders and/or Emergency Support Function Team to review and update the MAESF-4 annex and standard operating procedures.
- Develop and maintain internal agency operational plans and procedures to support MAESF-4 activities.
- Maintain current inventories of agency facilities, equipment, and materials and supplies.
- Complete appropriate training.
- Ensure that MAESF-4 agencies have pre-designated staff available to support SEOC operations.
- Ensure that MAESF-4 stakeholders notify MEMA of staff changes.
- Participate in exercises and training in order to test, validate, and provide working experience for MAESF-4 liaisons on this annex and related procedures.

#### **c. Response Actions**

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

Upon receiving notification to report to the SEOC in preparation of an incident, MAESF-4 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 MAESF-4 pre-incident planning activities.
- Maintain communications with the SEOC, obtain 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.
- Ensure agency decision makers are kept informed of the situation.

- Test communications systems.
- Mobilize and pre-position response resources when it is apparent that state firefighting resources will be required.
- Monitor forested areas for signs of wildland fires, as needed.
- During periods of high fire danger, coordinate resources to support fire patrols and surveillance of forested areas.
- Coordinate with MAESF-15 *Public Information and External Affairs*, on messaging to the general public regarding fire safety and fire prevention.

### **Initial Response**

- If agency has not already done so, provide appropriate representative(s) to the SEOC to support MAESF-4.
- Designate appropriate staff to support response.
- Gain and maintain situational awareness in order to plan effective response actions.
- Verify inventories of available fire service resources and services and provide a summary listing to the SEOC Operations Section.
- Establish communications with appropriate agency field personnel to coordinate response efforts.
- Implement predetermined cost accounting measures for tracking overall MAESF-4 personnel, equipment, materials, and other costs incurred during emergency response actions.
- Preposition response resources when it appears that state fire service resources will be required.
- Use existing fire service mutual aid agreements to coordinate with other state and local agencies, other MAESFs, and the Commonwealth's fire mobilization coordinators in the commitment of firefighting, transportation, and resource procurement from outside the affected area(s).
- Coordinate resources to support requests from local jurisdictions or state agencies.
- Coordinate with MAESF-8 *Public Health and Medical Services*, regarding medical assistance and the transportation of victims beyond the established collection sites.
- Coordinate with MAESF-9, *Search and Rescue*, regarding urban search and rescue efforts.
- As needed, coordinate with MAESF-15 *Public Information and External Affairs* on public messaging regarding fire prevention or fire safety.
- Coordinate with federal Emergency Support Functions (ESFs) as needed.

## **Continuing Response**

- When appropriate, coordinate and oversee requests for Federal fire suppression assistance and other Federal firefighting resources.
- Reassess priorities and strategies according to the most critical fire service needs.
- Tracks committed firefighting resources and provide regular updates to the SEOC Operations Section on the status of all missions assigned to MAESF-4.
- Coordinate federal firefighting assets.
- Coordinate out-of-state aviation assets.
- Continue to coordinate with MAESF-8: *Public Health and Medical Services*, regarding medical assistance and the transportation of victims beyond the established collection sites.
- Continue to coordinate with MAESF-9, *Search and Rescue*, regarding urban search and rescue efforts.
- Provide information to the SEOC Planning Section as needed to update Situational Awareness Statements and SEOC Rosters.
- Draft recommendations for after-action reports and other reports as needed.

## **d. Recovery Actions**

- 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 the SEOC.
- Participate in after-action reviews.

## **e. Mitigation Actions**

- Identify potential firefighting issues and collaborate to develop or recommend plans, protocols, procedures, and policies to prevent or mitigate their effects.
- Conduct assessments of MAESF-4 capabilities to identify potential resource shortfalls.
- Develop plans to mitigate identified shortfalls of resources.

## **4.0. ROLES AND RESPONSIBILITIES**

### **4.1. MAESF-4 Lead Coordination Agency Responsibilities**

- Identify and coordinate MAESF-4 staffing requirements at the SEOC and at MEMA Regional Emergency Operation Centers (REOCs) as the situation may dictate.
- Coordinate with support agencies and MEMA to coordinate firefighting resources and prioritize resource needs according to incident priorities and objectives.
- Support the actions of other MAESFs in accordance with established priorities.
- Provide regular updates on ongoing MAESF-4 operations to the SEOC Operations and Planning Sections.

### **4.2. MAESF-4 Supporting Agency Responsibilities**

#### **a. Department of Fire Services**

- Provide situational awareness on status of DFS facilities, assets, and operations.
- Coordinate implementation of the Massachusetts Fire Mobilization Plan.
- Conduct public education and outreach to the general public on fire prevention and safety.
- Coordinate with DCR for specialized equipment and personnel needs.

#### **b. Department of Conservation and Recreation**

- Provide situational awareness on status of DCR firefighting assets and operations.
- Provide assets and technical assistance to assist cities and towns with preventing, detecting, and suppressing wildland fires.
- Coordinate resources to support the construction and maintenance of fire breaks and water holes, and engage in general fuel reduction activity within forested areas.
- Coordinate resources to support monitoring activities in forested areas to detect signs of wildland fires.
- During periods of high fire danger, coordinate resources to support the conduct of fire patrols of forested areas.
- Coordinate specialized equipment and personnel with DFS.

### **c. Fire Districts**

- Provide situational awareness on status of firefighting assets within the 15 fire districts.
- Coordinate requests from and of the Massachusetts Fire Mobilization Plan for their respective fire districts.

## **4.3. Other Agencies**

Other agencies not explicitly named in this annex may have authorities, resources, capabilities, or expertise required to support MAESF-4 activities. These agencies may be requested to support MAESF-4 activities as needed.

# **5.0. ADMINISTRATION AND LOGISTICS**

## **5.1. Staffing**

As required by Massachusetts Executive Order 144, all MAESF-4 stakeholders must designate at least two personnel to act as SEOC liaisons. These liaisons 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**

Firefighting mutual aid, both from within Massachusetts and from abutting states, will be governed by applicable mutual aid agreements, to include the Statewide Fire Mobilization Plan and Northeast Forest Fire Protection Compact. The process for requesting mutual aid from other entities outside of Massachusetts not otherwise addressed by these mutual aid agreements is described in the "Mutual Aid" section of the State CEMP Base Plan.

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

This annex will be updated every two years at a minimum, and will ensure that appropriate stakeholder input is incorporated into updates. Additionally, the annex will be reviewed following any exercise or activation of the plan that identifies potential improvements. Revisions to this annex will supersede all previous editions and will be effective immediately.

## **6.0. AUTHORITIES, RESOURCES AND REFERENCES**

### **6.1. Authorities**

See Authorities section of the State CEMP Base Plan.

### **6.2. Resources**

See Resources section of the State CEMP Base Plan.

### **6.3. References**

- Massachusetts Comprehensive Emergency Management Plan
- Massachusetts Executive Order 144
- Massachusetts Radiological Emergency Response Plan
- Massachusetts Statewide Fire Mobilization Plan

## **Massachusetts Emergency Support Function 5**

### ***BUSINESS AND INDUSTRY***

#### **Responsible Agencies**

##### **State Agencies**

Massachusetts Emergency Management Agency

##### **Federal Agencies**

U.S. Small Business Administration (SBA) (Boston District Office)

##### **Supporting Organizations**

North East Disaster Recovery Information X-Change (NEDRIX)

Independent Oil Marketers' Association of New England

Massachusetts Food Association

C&S Wholesale Grocers

Belmont Springs

Home Depot

Lowes

Poland Springs

United Parcel Service

Walgreens

Wal-Mart

# 1.0. INTRODUCTION

## 1.1. Purpose

The Massachusetts Emergency Support Function 5 (MAESF-5), *Business and Industry* provides a framework for coordination and cooperation among public and private sector partners before, during, and after disasters, emergencies, or planned events in Massachusetts. Close collaboration between public- and private- sector partners over all phases of emergency management improves community resilience and ensures effective use of resources during incidents.

## 1.2. Scope

This annex is applicable to agencies and departments of the Commonwealth of Massachusetts as well as private sector partners that may be involved in prevention, preparedness, response, recovery, or mitigation activities before, during, or after a disaster or emergency. For the purposes of this annex, "private sector" is defined as any business, and related associations and organizations that are not owned or operated by the government.

The objectives of MAESF-5 are to:

- Ensure sharing of emergency information and situational awareness among public and private sector partners as they relate to potential or actual incidents.
- Coordinate resources to support disaster prevention, preparedness, recovery, and mitigation activities.
- Maintain situational awareness of developing and ongoing incidents and to assess the availability and status of key business resources, services and commodities.
- Provide information on continuity of business activities for critical infrastructure businesses as well as those that comprise the supply chain for critical commodities, and identify any resource needs to support them.

## 1.3. Policies

- Participation by the private sector in MAESF-5 activities is largely voluntary, but some organizations may have contracts or memoranda of understanding in place to support emergency preparedness and response activities.
- This annex is not intended to supplant or alter existing contractual or other legal relationships between public and private sector entities.
- Each supporting private sector business/organization under MAESF-5 will support overall response activities in accordance with assigned responsibilities and tasking by MEMA.

- The NEDRIX Rapid Response Team (NRRT) will act as the point of contact and coordinating entity for private sector businesses/organizations that are affiliated with NEDRIX.
- Each partner entity working within the scope of this document shall retain full control over its own resources and personnel.
- Each private sector business/organization represented will conduct its support activities in accordance with its own operating procedures as long as they are in compliance with all state and federally issued directives.

## 2.0 SITUATION AND ASSUMPTIONS

### 2.1. Situation

Massachusetts is subject to a wide range of natural and man-made hazards. Disasters or emergency events that occur in Massachusetts will likely damage and destroy homes and businesses and much of the transportation and utility infrastructures may be severely impacted. Power outages are a common occurrence in many emergencies.

The impacts of emergencies are wide ranging, but often many typical daily activities are disrupted by emergencies. Survivors often need assistance with obtaining food, water, shelter and other necessities since the typical methods might be nonoperational or inaccessible. Communities may be overwhelmed by the needed response and recovery resources and may turn to the state and federal government and private sector to fulfill needs. Businesses may be closed due to damage, lack of power, supply chain disruption or staff availability.

### 2.2. Planning Assumptions

- Local governments have emergency management resources, plans, and procedures in place.
- Local governments will only request state assistance in the event that the impact of an incident exceeds or is expected to exceed their own capability to respond to it.
- Individuals representing MAESF-5 businesses/organizations at the State Emergency Operations Center (SEOC) should have extensive knowledge of the resources and capabilities of their respective business /organizations and have access to the appropriate authority for committing such resources.
- Local communities should be as self-sufficient as possible during the initial 72 hours of an emergency. Depending upon the magnitude of the disaster, resources from national organizations, other states and the federal government may not be immediately available.

- Private sector businesses/organizations often have better logistical and supply chain infrastructure and subject matter expertise than the public sector. In addition, many key commodities, equipment, personnel, and infrastructure reside in the private sector.
- Private sector businesses/organizations will be able to better prepare for disasters and emergencies by having open lines of communications with government and also by having personnel trained in emergency preparedness and response.
- Businesses have a strong desire to return to normal business operations as soon as possible after a disaster.
- Once extreme disaster conditions subside, private sector businesses/organizations, both inside and outside the disaster area, will begin to muster personnel and resources to assist in the affected area, and the response must be coordinated with ongoing public sector activities.
- Businesses in the affected area will have been impacted by the disaster and will need assistance to recover and assist in response and recovery activities.
- Businesses getting back in operation will reduce the required goods and services the government will have to provide in impacted areas.

## 3.0. CONCEPT OF OPERATIONS

### 3.1. General

MAESF-5 will be activated by MEMA when there is a potential or actual disaster situation or planned event affecting Massachusetts that requires coordination between the public and private sectors. MEMA will designate a lead coordinating business/organization at the time of State Emergency Operations Center (SEOC) activation to provide overall coordination of MAESF-5 activities and to ensure staffing of MAESF-5 with appropriate representatives given the incident type and resource needs. The lead coordinating business /organization will provide direction to and work in conjunction with supporting business/organization partners to coordinate MAESF-5 activities.

MAESF-5 partners shall designate adequate staffing to support 24-hour operations at the SEOC. Designated business/organization representatives should have the capability and authority to reach back to their own business/organization to request and commit resources and obtain necessary information to support incident response.

Depending on the event/incident, MAESF-5 may have the option to virtually connect with the SEOC; however this will be determined and communicated by the SEOC Manager upon activation of the SEOC.

MAESF-5 reports to the SEOC Operations Section, with an indirect report to the SEOC Planning Section.

## **3.2. Notification**

MEMA will notify MAESF-5 partner businesses/organizations to report to the State Emergency Operations Center (or other location) for activation of this MAESF and private sector coordination.

## **3.3. Activities**

Responsible agencies for MAESF-5 should conduct the following actions:

### **a. Prevention Actions**

- Develop protocols for communicating and sharing information between the public and private sectors.
- Address concerns about risks associated with sharing proprietary information.
- Identify opportunities to collaborate on protection of critical resources and key infrastructure that reside within the private sector.

### **b. Preparedness Actions**

- The NEDRIX Rapid Response Team (NRRT) will assume responsibility along with other supporting agencies, for securing sufficient staff on a continuous basis to support and to carry out the activities tasked to the MASEF 5.
- Meet regularly to review and update the MAESF-5 annex and standard operating procedures.
- Develop and maintain internal business/organization operational plans and procedures to support MAESF-5 activities.
- Maintain and update necessary and appropriate contacts with support businesses and organizations.
- Designate staff to support SEOC operations.
- Create and maintain a list of key commodities and major suppliers of these commodities in the state in coordination with the SEOC Operations Section.
- Identify private sector resources and capabilities (equipment, assets, personnel, and the like) potentially available for use in disasters and emergencies, and work with the SEOC Operations Section to determine the applicability of such resources during specific disaster situations.
- Actively develop relationships with business organizations to build a team representing many industries.
- Understand the MEMA SEOC's concept of operations as it relates to resource requests and mission assignments.

- Convene meetings of MAESF-5 stakeholders to review potentially significant issues that the private sector faces, particularly those that the public sector can facilitate solutions to at a broad level.
- Promote public awareness through education and participation in emergency and disaster preparedness efforts, including business continuity planning.
- Participate in exercises, drills, and trainings.

### **c. Response Actions**

#### **Pre-Impact**

Upon receiving notification to report to the SEOC in preparation of an incident, MAESF-5 businesses 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 MAESF-5. Maintain communications with the SEOC, obtain status reports, and keep the SEOC informed of progress of assigned tasks.
- Provide general communications about potential incident to the private sector through associations, organizations, industry groups, etc.
- Review existing plans and procedures.
- Ensure respective agency decision makers are kept informed of the situation.
- Test communications systems.
- Identify potential impacts of the incident on the private sector, particularly as they relate to critical infrastructure and supply chains for key commodities, and develop strategies for addressing these potential impacts.
- Identify private sector resources (equipment, assets, services, etc.) potentially available and work with SEOC Operations Section to determine the applicability of such resources during specific disaster situation. This may involve updating the list developed in the preparedness phase and tailoring for the specific incident.
- As appropriate, notify appropriate points of contact at each respective business and organization to pre-position resources and response personnel as needed.
- Provide summary of significant preparedness actions being taken by the private sector to the SEOC Operations and Planning Sections.
- Provide summary of status of key commodities at stores (and in transit) in or near the potentially impacted area.
- Provide brief and accurate status reports to the SEOC Manager and Command Staff at all regularly scheduled briefing updates.

#### **Initial Response**

- If not already done so, provide appropriate representative(s) to the SEOC to support MAESF-5.
- If not already done so, designate appropriate staff to support response.
- Facilitate situational awareness and provide impacts, key events, status of response, etc. to the private sector.
- Provide situational awareness of NEDRIX members and others as possible regarding:
  - Status of businesses (open, closed, damaged, etc.) in or near impacted areas.
  - Status of key commodities at stores (and in transit) in or near impacted areas.
  - Trends related to needs of survivors and communities as reported by the private sector.
  - Significant issues that businesses are facing (particularly those that the state can facilitate solutions to accelerate recovery/reopening), in particular those relating to critical infrastructure or disruption to commodity supply chains.
- Use situational awareness information provided by the Planning Section to plan effective response actions.
- Update list of private sector resources (equipment, assets, etc.) potentially available and determine the applicability of such resources during specific disaster situation.
- Provide SEOC staffing information to the Planning Section to inform the Incident Action Plan (IAP). Provide status information to the Planning Section to inform situation reports and situational awareness statements as needed.
- Ensure appropriate staffing levels at the SEOC for MAESF-5 for each operational period.
- Track all resource requests made to private sector, including status on outstanding, in-progress, and completed requests.

### **Continuing Response**

- Coordinate with other MAESFs that may have authorities, resources, capabilities, or expertise necessary to support MAESF-5 missions.
- Continue to gather situational awareness and provide information on impacts, key events, status of response actions, and the like, in particular:
  - Status of businesses (open, closed, damaged, etc.) in and around impacted area.
  - Status of key commodities at stores (and in transit) in and around impacted area.
  - Status and needs of survivors and communities as reported by the private sector.
  - Significant issues that businesses are facing, particularly those for which the public sector can facilitate or expedite solutions, in particular issues relating to critical infrastructure or disruption to commodity supply chains.

- Continue to provide information to the Planning section to inform situational awareness statements. Ensure staff briefings are conducted during shift changes and at designated times throughout the event.
- Track all resources requests made to MAESF-5, including status on outstanding, in-progress, and completed requests.

#### **d. Recovery Actions**

- Provide summary information, where available, on damaged businesses. Participate in after action meetings and review after-action reports as appropriate.

#### **e. Mitigation Actions**

- Promote business continuity planning for private sector businesses to increase resilience and lessen the impacts of future emergencies.

## **4.0. ROLES AND RESPONSIBILITIES**

### **4.1. MAESF-5 Lead Coordination Agency Responsibilities**

- Staff the MAESF-5 work station at the SEOC.
- Identify which support partners may be needed to support mission requests, and take the necessary steps to ensure that support agencies are activated or placed on standby, as needed.
- Develop and maintain an MAESF-5 staffing roster sufficient to provide needed coverage. Note that specific staffing for each supporting partner will be based on the size, scope, and type of incident.
- Coordinate with other MAESFs to determine available resources and needs.
- Assist the SEOC Operations Section in identifying, prioritizing and coordinating resource needs that could be supported by the private sector.
- Record incoming requests for assistance, the individual assigned to respond, and the action taken.
- Ensure that businesses/organizations assigned to MAESF-5, in coordination with MEMA, are responding to assigned requests for assistance.
- Identify and resolve conflicts in the areas of responsibility between the various private sector owner/operators and organizations.
- Ensure situational awareness by MAESF-5 is reported, as needed, to Planning Section.
- Provide status reports on behalf of MAESF-5 during SEOC briefings.

- Provide information, from the SEOC operational briefings and Situation Reports, to the liaison of each business and industry partner involved in the event.
- Provide documentation, tracking and updates on requests for assistance.
- Ensure that necessary cost accounting measures are being used and that summary reports are generated (as needed) and shared with the SEOC Finance Section Chief.
- Coordinate demobilization of MAESF-5 when directed by MEMA.

## **4.2. MAESF-5 Supporting Agency Responsibilities**

### **a. North East Disaster Recovery Information X-Change (NEDRIX) Rapid Response Team**

- The NEDRIX Rapid Response Team (NRRT) will act as a conduit between the SEOC and NEDRIX members to provide situational awareness and information concerning ongoing operations.
- The NRRT will provide information and situational awareness to the SEOC through the NEDRIX Notify System, WebEOC, and other communications tools concerning impacts to critical business sectors and supply chains.
- As requested, the NRRT will coordinate with NEDRIX members to obtain private sector resources to support SEOC operations.
- NEDRIX will recruit industry members and will be available to mentor and train new members.
- The NRRT will provide staffing for the SEOC MAESF-5 work station in person or virtually as needs dictate.

### **b. Massachusetts Food Association (MFA)**

- Provide information and situational awareness on the status, location, needs, and available resources of food retailers, distribution centers, wholesalers, and distributors.
- Work with member organizations to develop a list of critical commodities that can be pre-positioned in advance of an event.
- Provide staffing for the MAESF-5 work station at the SEOC as needed.
- Act as a conduit for providing situational awareness and information on ongoing operations from the SEOC to member organizations.
- As requested, coordinate private sector resources to support SEOC operations.
- As needed, obtain information from member organizations to provide to the SEOC.

### **c. Independent Oil Marketers Association of New England (IOMA)**

- Provide information and situational awareness on the status, location, needs, and resources of member organizations.
- Act as a conduit for providing situational awareness and information on ongoing operations from the SEOC to member organizations.
- As requested, coordinate private sector resources to support SEOC operations.
- As needed, obtain information from member organizations to provide to the SEOC.

#### **d. Private Sector Companies**

- Act as a conduit between the SEOC and the business or industry to provide situational awareness and information concerning ongoing operations.
- Obtain resources as needed to support SEOC requests.
- Provide pertinent information on impacts to respective business and supply chains.
- As requested, coordinate private sector resources to support SEOC operations.

### **4.3. Other Agencies**

Other businesses and organizations not explicitly covered in this annex may have authorities, resources, capabilities, or expertise required to support MAESF-5 activities. These businesses/organizations may be requested to support MAESF-5 activities as needed.

## **5.0. ADMINISTRATION AND LOGISTICS**

### **5.1. Staffing**

All MAESF-5 responsible partners should designate at least two personnel to act as SEOC liaisons. These liaisons should be knowledgeable about the resources and capabilities of their respective business/organization 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 Massachusetts is described in the "Mutual Aid" section of the State CEMP Basic Plan.

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

This annex will be updated every two years at a minimum, and will ensure that appropriate stakeholder input is incorporated into updates. Additionally, the annex will be reviewed following any exercise or activation of the plan that identifies potential improvements. Revisions to this annex will supersede all previous editions and will be effective immediately.

## **6.0. AUTHORITIES, RESOURCES, AND REFERENCES**

### **6.1. Authorities**

See Authorities section of Basic Plan

### **6.2. Resources**

See Resources section of Basic Plan

### **6.3. References**

- Massachusetts Comprehensive Emergency Management Plan
- Massachusetts Radiological Emergency Response Plan

## Massachusetts Emergency Support Function 6

### ***MASS CARE, EMERGENCY HOUSING, HUMAN SERVICES***

#### **Responsible Agencies**

##### **State Agencies**

Massachusetts Emergency Management Agency  
Massachusetts Department of Public Health  
Massachusetts Department of Mental Health  
Executive Office of Elder Affairs  
Department of Housing and Community Development  
Department of Children and Families  
Massachusetts Office on Disability  
Department of Transitional Assistance  
Department of Agricultural Resources  
Massachusetts Commission for the Deaf and Hard of Hearing  
Massachusetts Commission for the Blind  
Department of Veterans' Services

##### **Supporting Organizations**

American Red Cross  
Massachusetts Voluntary Organizations Active in Disaster  
Salvation Army  
International Fund for Animal Welfare

# 1.0. INTRODUCTION

## 1.1. Purpose

The Massachusetts Emergency Support Function 6 (MAESF-6) *Mass Care, Emergency Housing, Human Services Annex* provides guidance for coordinating state-level resources to support local and regional activities related to emergency shelter, mass feeding, emergency housing, and human services during times of emergency.

## 1.2. Scope

This annex is applicable to the agencies and departments of the Commonwealth of Massachusetts as well as affiliated response partners that may be involved in disaster response activities related to emergency sheltering, mass feeding, emergency housing, distribution of relief supplies, and human services for impacted populations.

The objectives of MAESF-6 are to coordinate and support the following activities:

- Provide state-level situational awareness, expertise and recommendations to government leadership as mass care, mass feeding, relief supply distribution, and human service decisions are contemplated and implemented.
- Provide information on the status of shelters in WebEOC and monitor the National Shelter System (NSS) database.
- Coordinate and support the establishment of a system to provide shelter registration data to appropriate authorities.
- Coordinate resources to support and sustain local and regional shelter operations in the Commonwealth including: shelter identification, staffing, operations, medical support, and mental-health support, meeting the needs of individuals with access and functional needs, and pet shelter operations.
- Coordinate resources to support the provision of human services to impacted populations, and to maximize use of these resources.
- Coordinate resources to support the provision of temporary or short-term emergency housing for impacted residents.
- Coordinate resources to support the establishment and operation of mass feeding facilities in areas affected by disasters.
- Coordinate resources to support relief efforts provided by Non-Governmental Organizations (NGOs) performing mass care, sheltering, and human services related functions.
- Coordinate establishment of a reunification database and hotline, such as “Safe and Well” supported by the American Red Cross to communicate well-being and location among friends and families affected by disaster and ensure the safety of unaccompanied minors in the event of a disaster.

### 1.3. Policies

MAESF-6 is an annex of the Massachusetts Comprehensive Emergency Management Plan (CEMP). As an incident requires, or at the direction of the MEMA Director, MAESF-6 will be activated to coordinate resources to support activities related to mass care response efforts in the Commonwealth, to include emergency shelter, mass feeding, emergency housing, and human services. MAESF-6 will operate from the State Emergency Operations Center (SEOC).

MAESF-6 representatives at the SEOC will have extensive knowledge and expertise regarding the resources and capabilities of their respective agencies and will have access to the appropriate authority for committing necessary resources to support activities under this annex.

MEMA and the SEOC Manager will provide overall direction and control of the SEOC during the incident. As the situation develops MAESF-6 agencies will work collaboratively to provide coordination and support to local jurisdictions based on their agencies unique areas of expertise, resources, and authorities, to include the following:

- MAESF-6 will coordinate mass care assistance to cities and towns through resource support to include: personnel, equipment, facilities, materials, supplies, and technical expertise.
- MEMA will coordinate with the American Red Cross (ARC) and other mass care stakeholders to maintain the Commonwealth's mass care and shelter coordination plan (a functional annex to the CEMP), which will complement this annex.
- MAESF-6 supports but does not supplant local, and federal plans or policies.
- All local and state laws pertaining to emergency shelter, mass feeding, emergency housing, and human services apply to this annex.
- Mass care and human services assets will remain in the control of their respective jurisdictions.
- Local and state resources will be used in accordance with local and state plans, procedures, and authorities.
- MAESF-6 activities will support local governments. Additional mass care resources required beyond local and state capabilities will be coordinated with the Federal Emergency Support Function 6. All federal mass care responses to an incident must be requested by and are subordinate to the state's MAESF-6 operations.
- Agencies and organizations with roles and responsibilities under MAESF-6 will designate and deploy appropriate representatives to the SEOC as needed to coordinate the functions of MAESF-6 on a 24-hour basis during activations.
- MAESF-6 will collaborate with MAESF-8 *Public Health and Medical Services* to coordinate resources to support the provision of health and mental health services at shelters as appropriate.

- MAESF-6 agencies, working with MAESF-2 *Communications* and other supporting MAESFs, will establish communications with facilities conducting mass care operations to facilitate information gathering and maintain situational awareness.
- MAESF-6 will not release confidential information to the general public. Shelter resident information will be handled in accordance with American Red Cross Disaster Welfare Inquiry procedures.

## 2.0 SITUATION AND ASSUMPTIONS

### 2.1. Situation

Natural and human-caused disasters may require the evacuation of people from an immediate threat resulting in the need for mass care, sheltering, feeding, emergency housing, distribution of relief supplies, and related mass care support operations. Local resources in impacted areas may be damaged or inaccessible. Key response personnel may be impacted populations of a disaster and local jurisdictions may be overwhelmed beyond their capacity to respond effectively. As such, local communities may need mass care resources from local mutual aid partners or the State to respond to their community's needs prior to, during and after an emergency.

### 2.2. Planning Assumptions

- An incident may cause significant population displacement when evacuation of at-risk areas is implemented as a protective measure or because of actual impacts from a disaster.
- Ten (10) percent of displaced residents may require emergency shelter, feeding, and basic sanitary facilities following a disaster.
- There may be limited access to impacted areas that require assistance because of infrastructure damage.
- Demand on local resources in anticipation of a significant threat to the safety of the public may overwhelm local and state capacity and capabilities. In addition, local resources may be damaged or unavailable in a significant emergency.
- Demand for services will vary greatly depending upon the impacts of the emergency. MAESF-6 may receive requests from a single community or multiple communities statewide.
- Mass care and sheltering is the primary responsibility of local communities, who will take reasonable steps to provide for the care and welfare of their residents in the event of an emergency.
- Cities and towns have emergency management resources, plans, and procedures to support mass care and sheltering response efforts.

- Mass care services will be locally or regionally based.
- Wherever possible, mass care services will build upon established service networks such as local Councils on Aging, Meals on Wheels services, community centers, and other social service programs serving the impacted area.
- All local or state supported shelter facilities will welcome and support all residents to include those with access and functional needs.
- Need for short-term, temporary emergency housing may outstrip local, regional, and state resources.
- Affected residents will require disaster assistance programs for unemployment, property loss, legal assistance and other associated state and federal benefit programs.
- Coordination with local governments and other MAESFs may be required to successfully meet emergency needs.
- MAESF-6 will coordinate resources and share expertise to support local mass care and sheltering efforts. Federal assistance may be requested to support state and local efforts if and when an incident exceeds local and state capabilities.

## 3.0. CONCEPT OF OPERATIONS

### 3.1. General

This annex will be activated at the direction of the MEMA Director or his/her designee when there is a potential for or actual disaster situation involving the need for mass care or sheltering in Massachusetts. Depending on the incident type and resource needs, MEMA will designate a lead coordination agency at the time of the State Emergency Operations Center (SEOC) activation to provide for overall coordination of MAESF-6. All other agencies with responsibilities under MAESF-6 will serve as support agencies. The lead coordination agency will provide direction to and work in conjunction with the support agencies to cohesively coordinate all state level activities associated with MAESF-6.

MAESF-6 functions are centered on three main areas:

- Mass Care - includes coordination of emergency sheltering, feeding, reunification of families (through American Red Cross Safe and Well website) and bulk distribution of emergency relief items.
- Emergency Housing - coordination of temporary and short-term emergency housing.
- Human Services - coordination of emergency food stamps, disaster unemployment, crisis counseling resources and other services.

Each responsible agency/organization supporting this annex shall designate a minimum of two persons to serve as a representative for their respective agency/organization at the SEOC to support MAESF-6 activities. The designated agency/organization representative will have the capability and authority to reach back to its own agency to request resources and obtain necessary information to support the response to the incident. Liaisons shall have extensive knowledge of the resources and capabilities of their respective agencies and access to the appropriate authorities for committing resources and capabilities.

## **3.2. Notification**

MEMA will notify MAESF-6 points of contact designated by each activated agency or organization to report to the State Emergency Operations Center for coordination and implementation of mass care, sheltering, emergency housing, and human services related requests for assistance.

Upon request from MEMA, the MAESF-6 agency liaisons will report to the State Emergency Operations Center (SEOC). Each MAESF-6 agencies or organization is responsible for securing sufficient staff to support and carry out activities associated with MAESF-6 on an ongoing 24-hour operational basis.

## **3.3. Activities**

Responsible agencies for MAESF-6 should conduct the following actions:

### **a. Preparedness Actions**

- MEMA will convene regular meetings of MAESF-6 stakeholders and/or Emergency Support Function Team to review and update the MAESF-6 annex and standard operating procedures.
- Participate in state and local exercises relating to mass care and sheltering.
- Develop and maintain internal agency operational plans and procedures to support MAESF-6 activities.
- Maintain and update necessary and appropriate contacts with supporting agencies and organizations.
- Maintain a list of organizations, including volunteer organizations that have resources to support mass care, emergency housing, and human services operations during a disaster.
- Survey suitable shelter sites on an ongoing basis.
- Designate appropriate staff to support SEOC operations and ensure staff availability for support agencies.
- Ensure that MAESF-6 stakeholders notify MEMA of staff changes.
- Participate in exercises and training in order to test, validate, and provide working experience for MAESF-6 liaisons on this annex and related procedures.

## **b. Response Actions**

### **Pre-Impact**

Upon receiving notification to report to the SEOC in preparation of an incident, MAESF-6 agencies and organizations will complete the following actions commensurate with emergency priorities within the state and based on the availability of resources:

- Provide appropriate representatives to the SEOC in support of MAESF-6.
- Maintain communications with the SEOC, obtain status reports, and keep the SEOC informed on the progress of any/all assigned tasks.
- Review existing plans and procedures.
- Ensure respective agency decision-makers associated with MAESF-6 are kept informed of the situation.
- Identify emergency shelter facilities and coordinate with MAESF-11 *Agriculture, Animals and Natural Resources* to ensure human sheltering and companion animal sheltering are in close proximity to human shelters.
- Ensure staffing and supplies are adequate for identified shelter operations, including resources to support individuals with access and functional needs.
- Mobilize and pre-position resources when it is apparent that state shelter and mass care resources may be required.
- Mobilize available resources for post-impact emergency housing and plan for expected emergency housing needs.
- Work with the Planning Section and Operations Section to utilize information and data for response planning purposes.

### **Initial Response**

- If not completed, provide an appropriate representative to the SEOC for support.
- Coordinate resources in support of shelter operations in accordance with each agency's disaster plans and deploy other assigned personnel as needed.
- Develop and prioritize strategies for initial response actions to include the mobilization of resources and personnel to support mass care, sheltering, feedings, emergency housing.
- Verify inventories of available resources and services that fall under the purview of this annex to include listings of all available resource providers used by MAESF-6 agencies in disaster situations, to include private sector vendors. Provide a summary listing of these resources to the Operations and Planning Section Chiefs.
- Provide the SEOC Planning Section Chief, Logistics Section Chief, and MAESF-8 *Public Health and Medical Services*, with a listing of shelter status, occupancy levels, unmet needs, and shelter conditions a minimum of once per operational period.
- Coordinate with MAESF-8 *Public Health and Medical Services* to ensure that evacuees with complex medical needs can be supported in the appropriate setting.

- Coordinate the activities of state initiated regional shelters and monitor evacuation activities to ensure state initiated regional shelters are open as needed to serve evacuated populations.
- Establish communications with appropriate field personnel and MEMA Regional Emergency Operations Centers (REOCs) to coordinate response efforts and information flow with the SEOC.
- Maintain and update the WebEOC shelter board.
- Coordinate with the American Red Cross National Shelter System information team.
- Ensure appropriate staffing levels at the SEOC for MAESF-6 to support the mission during each operational period.
- Implement cost accounting measures for tracking deployed personnel, equipment, materials, and other costs incurred in support of MAESF-6 response actions during an incident.
- Coordinate resources to support temporary emergency sheltering, mass feeding and relief supplies, emergency housing, reunification, and human services.
- Support human services agencies' program delivery of services such as child welfare, care and reunification of unattended children, nutrition, and continuance of other support assistance.
- Coordinate with MAESF-1 *Transportation* to coordinate shelter activities in relationship with evacuation activities.
- Coordinate with MAESF-2 *Communications* to support communications for mass care facilities and sites.
- Coordinate with MAESF-3 *Public Works and Engineering* and MAESF-8 *Public Health and Medical Services* for the provision of sanitation services, waste removal, and ongoing sanitary inspections at mass care, sheltering, and feeding sites.
- Coordinate with MAESF-8 *Public Health and Medical Services* to coordinate resources to support medical and mental health services at shelters as needed.
- Coordinate with MAESF-8 *Public Health and Medical Services* for the provision of medical support, prevention of communicable diseases, and other epidemiological and environmental health activities related to sheltering and feeding of impacted populations.
- Coordinate with MAESF-12 *Energy* to determine power restoration timeline for areas with sheltering operations.
- Coordinate with MAESF-15 *Public Information and External Affairs* to provide information to the public, industry, and local government on matters relating to mass care, sheltering, mass feeding, human services, and relief supplies.
- Coordinate with MAESF-15 *Public Information and External Affairs* to provide information to shelter residents about how to access disaster assistance program information and services through Red Cross Service Centers, and Individual Assistance Programs through FEMA Disaster Recovery Centers/Tele-registration, as needed.

- Coordinate with MAESF-7 *Volunteers and Donations* concerning protocols and procedures for volunteers and donated goods to support mass care, sheltering, and emergency housing.
- Coordinate with MAESF-8 *Public Health and Medical Services* if deployment of Medical Reserve Corps volunteers may be requested by the state to support mass care operations.
- Coordinate with MAESF-13 *Public Safety and Security*, for facility security resources to support mass care activities.
- Coordinate resources with MAESF-11 *Agriculture, Animals and Natural Resources* to support animal sheltering.
- Coordinate with the SEOC Logistics Section Chief regarding state staging areas to stage resources as needed to support of shelter, mass care, and mass feeding sites.
- Coordinate with FEMA Emergency Support Function 6 when federal resources are necessary to support mass care, shelter, emergency housing and/or human services.
- Provide data and situational awareness information related to mass care, sheltering, mass feeding, human services, emergency housing, and relief supplies to the SEOC Planning and Logistics Sections as well as other MAESFs that may require accurate data for response planning.
- MAESF-6 will coordinate with the SEOC Logistics Section Chief and MAESF-7 *Volunteers and Donations* to ensure continued coordination of mass feeding.
- Coordinate resources to assist communities in identifying populations in need of food, to ensure they are served.
- Coordinate with the SEOC Logistics Section Chief to coordinate the distribution of food to mass feeding sites identified and coordinated by MAESF-6.

### **Continuing Response**

- Continue to monitor shelter occupancy levels and impacted populations needs and provide the SEOC Planning Section Chief, Logistics Section Chief, and MAESF-8 *Public Health and Medical Services*, with a daily listing of shelter status, occupancy levels, unmet needs and shelter conditions.
- Coordinate with other MAESFs represented in the SEOC to address issues related to sheltering, mass feeding, emergency housing, and human services.
- Continue to gather and provide situational awareness to the SEOC Planning Section.
- Provide mass care information to the SEOC Planning Section for the SEOC Roster for the next operational period and for ongoing Situational Awareness Statements.
- Identify available food supplies and materials from vendors and NGOs to support ongoing MAESF-6 activities.
- Coordinate additional sheltering, mass feeding, emergency housing, bulk distribution of relief supplies and human services resources.

- Continue to coordinate resources to support sanitation and waste removal response efforts from shelter and mass feeding locations.
- Ensure that the MAESF-6 desk at the SEOC is staffed on a continuous basis as determined by the SEOC Planning and Operations Section Chiefs.
- Ensure MAESF-6 staff briefings are conducted during shift changes and at designated times throughout the event.
- On an ongoing basis, assess MAESF-6 related priorities to meet the most critical needs.
- Coordinate the consolidation of shelters, staff, resources (e.g., communications and law enforcement), and supplies as sheltering needs diminish.
- Assist with supporting human services agencies' (e.g., child welfare), with care and reunification of unattended children, nutrition, and other support assistance.

### **c. Recovery Actions**

- Participate in after action meetings and/or draft recommendations for after action reports and other reports as appropriate.
- Coordinate resources to support the consolidation and/or closing of shelters, mass feeding sites, when appropriate.
- Coordinate the demobilization of MAESF-6 personnel when appropriate to do so.
- Coordinate with local governments, American Red Cross, local emergency management agencies, and applicable federal agencies to assist in determining long term sheltering and emergency housing needs, mass feeding, and human services needs for impacted populations.
- Coordinate to identify long-term housing needs of impacted populations who cannot return to their normal living arrangements because of disaster damage and impacts.
- 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 the SEOC.

### **d. Mitigation Actions**

- Conduct assessments of MAESF-6 capabilities to identify potential resource shortfalls.
- Develop plans to mitigate identified shortfalls of resources.

## 4.0. ROLES AND RESPONSIBILITIES

### 4.1. MAESF-6 Lead Coordination Agency Responsibilities

- Staff the MAESF-6 work station at the SEOC.
- Establish a protocol for prioritizing response activities.
- Identify which support agencies may be needed to support mission requests, and take the necessary steps to ensure that support agencies are activated or placed on standby, as needed.
- Ensure that agencies assigned to MAESF-6, in coordination with MEMA, are responding to assigned requests for assistance.
- Assist the SEOC Operations Section in identifying, prioritizing and coordinating resource needs related to emergency sheltering, mass feeding, emergency housing and human services.
- Coordinate actions with appropriate partner organizations when performing missions related to emergency sheltering, mass feeding, emergency housing and human services.
- Serve as a Liaison between MEMA REOCs and support agencies that have been activated to support emergency sheltering, mass feeding, emergency housing, and human services.
- Ensure the overall coordination and provision of situational awareness by MAESF-6.
- Provide documentation, tracking and updates on requests for assistance.
- Coordinate with other MAESFs to obtain information regarding organizations that may be able to supplement local and state resources for emergency sheltering, mass feeding, human services, and emergency housing needs.
- Coordinate recovery actions with MAESF-14 Recovery.
- Ensure that necessary cost accounting measures are being used by all MAESF-6 agencies and that summary reports are generated as needed and shared with Finance Section Chief.
- Coordinate with volunteer groups, and organizations that may be able to supplement local emergency sheltering, mass feeding, emergency housing and human services resources.
- Coordinate demobilization of MAESF-6 when directed by MEMA.
- Assist in the impact assessment process, as necessary.

## **4.2. MAESF-6 Supporting Agency Responsibilities**

- Provide support in directing, coordinating, and integrating the overall state efforts to provide mass care assistance to the affected areas.
- Develop and maintain a roster of agency personnel that staff MAESF-6. Sufficient staffing will be available for 24 hours per day, seven days per week.
- Ensure the presence of resource materials in sufficient numbers in the MAESF-6 location to include the following items:
  - Shelter listings for each municipality with names and numbers of each shelter manager, as available.
  - Listing of all bulk food providers and contact personnel and phone numbers as acquired from SEOCL Logistics.
  - Locations of all mass feeding sites and the name and contact information for managers.
  - Listing of all state and federal human services agencies active in the response.
- Coordinate activities with other MAESFs.
- Provide input to SEOCL Planning Section for Situational Awareness Statements and SEOCL briefings as required.
- Develop and maintain operating procedures for implementing the responsibilities assigned to MAESF-6 in the Massachusetts Comprehensive Emergency Management Plan (CEMP).
- Assist responding support agencies to develop plans for disasters and disaster exercises. This plan will be reviewed by all MAESF-6 agencies for input prior to being finalized.

### **a. Department of Transitional Assistance**

- Coordinate emergency food stamp resources and provide general assistance to include cash assistance and SSI Special Disaster Benefits.

### **b. Department of Children and Families**

- Coordinate as necessary resources to provide assistance to impacted populations, to include the coordination of personnel proficient in other languages to include sign language.
- Coordinate efforts to protect children in shelter environments during response and recovery. Coordinate care for minors until reunited with family members.

**c. Executive Office of Elder Affairs**

- Outreach and communication to impacted senior populations.
- Coordinate resources to support individual feeding activities through home delivered meals.
- Assist in the placement of impacted senior populations who cannot return to their normal living arrangements.

**d. Massachusetts Voluntary Organizations Active in Disaster**

- Coordinate resources to support mass care response and recovery. Resources may include, but are not limited to the following:
  - Volunteer staff
  - Child care
  - Feeding
  - Counseling
  - Disaster welfare inquiry
  - Clothing
  - Financial assistance
  - Warehousing and bulk distribution
  - Transportation
  - Damage assessment and building repair

**e. Department of Housing and Community Development**

- Coordinate resources to assist impacted populations in finding short-term and long-term housing.

**f. International Fund for Animal Welfare**

- Works with MAESF-11 *Agriculture, Animals and Natural Resources* to support animal needs in disaster situations, including animal shelters serving local and regional mass care shelters.

**g. Massachusetts Department of Public Health**

- Coordinate public health and medical support for evacuation and sheltering operations with local boards of health, health care facilities, EMS and partnering agencies.

### **h. Massachusetts Department Mental Health**

- Coordinate crisis counselling services to impacted populations and emergency responders.

### **i. Massachusetts Office on Disability**

- Coordinate information and resources to support individuals with access and functional needs impacted by the disaster.

### **j. Massachusetts Department of Agricultural Resources (MDAR)**

- Serves as lead agency for animal sheltering and coordination.
- Coordinates veterinary resources to monitor the health of rescued animals and those in emergency shelters.

### **k. Massachusetts Commission for the Deaf and Hard of Hearing (MCDHH)**

- MCDHH coordinates support of the deaf and hard of hearing community through access to ASL interpreter and CART referral services, and case management services.

### **l. Massachusetts Emergency Management Agency**

- Coordinates provision of mass care and shelter services with MAESF-6 agencies, community and regional shelter planners, and Federal Emergency Support Function 6.

### **m. American Red Cross**

The American Red Cross is an NGO that provides mass care and shelter support during emergencies. The ARC will assist the state mass care lead agency with mass care planning and response coordination with other non-governmental organizations. ARC will also establish the Safe and Well website, a reunification tool where by people in a disaster area may let friends and family know they are OK, and how to reach them. Safe and Well may also be accessed by a toll free 800 number.

### **n. Department of Veteran's Services**

- Provide information on state and federal veterans' benefits and resources to veterans and their dependents to include housing, employment and health programs.

#### **o. Salvation Army**

- Provide clothing and feeding services at mass care shelters and other sites.
- Provide spiritual and emotional support.

### **4.3. Other Agencies**

Other agencies not explicitly covered in this annex may have authorities, resources, capabilities, or expertise required to support MAESF-6 activities. These agencies may be requested to support MAESF-6 activities as needed.

## **5.0. ADMINISTRATION AND LOGISTICS**

### **5.1. Staffing**

As required by Massachusetts Executive Order 144, all MAESF-6 stakeholders must designate at least two personnel to act as SEOC liaisons. These liaisons 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 annex will be updated every two years at a minimum, and will ensure that appropriate stakeholder input is incorporated into updates. Additionally, the annex will be reviewed following any exercise or activation of the plan that identifies potential improvements. Revisions to this annex will supersede all previous editions and will be effective immediately.

## **6.0. AUTHORITIES, RESOURCES, AND REFERENCES**

### **6.1. Authorities**

- Massachusetts Executive Order 144
- American Red Cross Legal Authorities
- Title 36, section 2 of the United States Code, January 5, 1905
- Title 36, section1 of the United States Code, annotated, May 8, 1947
- United States Attorney General ruling, November 26, 1951
- Public Law 93-288, as amended by Public Law 100-707, Robert T. Stafford Disaster Relief and Emergency Assistance Act, November 23, 1988

### **6.2. Resources**

See Resources section of the State CEMP Base Plan.

### **6.3. References**

- Massachusetts Comprehensive Emergency Management Plan
- MEMA – ARC Memorandum of Understanding
- American Red Cross Disaster Welfare Inquiry Procedures

# **Massachusetts Emergency Support Function 7**

## ***VOLUNTEERS AND DONATIONS***

### **Responsible Agencies**

#### **State Agencies**

Massachusetts Emergency Management Agency

#### **Federal Agencies/Organizations**

Federal Emergency Management Agency

National Voluntary Organizations Active in Disaster

#### **Supporting Organizations**

Massachusetts Voluntary Organizations Active in Disaster

All Hands Volunteers

American Red Cross

AmeriCares

Boston Cares

Catholic Charities

Central Massachusetts Disaster Animal Response Team

Children's Disaster Services, Brethren Disaster Ministries

Christian Reformed World Relief Committee

Churches of Scientology Disaster Response

Civil Air Patrol

Commonwealth Radio Emergency Associated Communications Teams (REACT)

Connect and Serve

Eastern Massachusetts Amateur Radio Emergency Service

Greater Boston Food Bank

Hope Worldwide New England

Islamic Circle of North America (ICNA) Relief USA

International Fund for Animal Welfare

Lutheran Social Services of New England, Lutheran Disaster Response  
Mennonite Disaster Services  
New England Adventists  
North American Mission Board  
Salvation Army  
Southern Baptist Convention of New England  
Tzu Chi Foundation  
United Church of Christ, Massachusetts Conference, Disaster Response Ministry  
United Methodist Church, New England Conference, Disaster Response  
United Way/ Massachusetts 2-1-1  
Western Massachusetts Amateur Radio Emergency Service

# 1.0. INTRODUCTION

## 1.1. Purpose

The Massachusetts Emergency Support Function 7 (MAESF-7) *Volunteers and Donations*, provides guidance on the coordination process used by the state to ensure the most efficient and effective utilization of donated goods and voluntary services to support local communities in the event of an emergency or disaster requiring state level support .

## 1.2. Scope

This annex is applicable to agencies and departments within the Commonwealth, as well as affiliated MAESF-7 partners, with a role in supporting MAESF-7 related activities in support of a disaster. The state looks principally to the Massachusetts Voluntary Organizations Active in Disaster (MAVOAD) as an established organization with the capability to coordinate with partner organizations and other agencies to fulfill requests for donated goods and voluntary services in local communities that have been affected by an emergency/disaster.

## 1.3. Policies

- This annex supports and does not supplant local, state, or federal plans or policies.
- Massachusetts Emergency Management Agency (MEMA) has overall responsibility for coordination of state level support efforts. State assistance will be prioritized in the following manner:
  1. Life Safety, including evacuation support of individuals from at-risk areas.
  2. Restoration of critical infrastructure to support emergency response efforts, including power restoration.
  3. Environmental and Resource Protection
- MAVOAD will coordinate with MEMA to direct the activities of MAESF-7 *Volunteers and Donations*.
- This annex does not supersede the plans, policies, or procedures of voluntary organizations, nor does it affect offers of donations and/or volunteer assistance directed to specific voluntary organizations. Further, MEMA does not possess any authority over voluntary organization partners.
- The resources available to MAESF-7 will be used to assist local communities with unmet goods and service needs.
- MAVOAD, and partner organizations will coordinate with MEMA to maintain this annex.

## 2.0 SITUATION AND ASSUMPTIONS

### 2.1. Situation

Disasters/emergencies impacting Massachusetts may hamper local governments' ability to provide necessary goods and services to impacted communities. Coordination and distribution of available resources may be needed to support or augment local efforts.

MEMA will seek to partner with MAVOAD and will look to this organization to coordinate all responsible partner organizations in an effort to organize and deliver donated goods and voluntary services.

### 2.2. Planning Assumptions

- Local governments have resources, emergency plans, and procedures already in place.
- When an emergency/disaster occurs, local governments will use their resources first, supplemented as needed by resources from local Community Organizations Active in Disasters (COAD), as well as resources available through Memorandums of Understanding (MOUs).
- Local governments will request state assistance only when its ability to support the local community exceeds, or is expected to exceed, their own capacity.
- State partner organizations with MAESF-7 responsibilities have developed internal plans and procedures.
- Individuals representing the organization(s) staffing the SEOC will have general knowledge of the resources and capabilities of their respective organization, other MAVOAD partner organizations, and have access to the appropriate authority for committing such resources.
- Depending on the magnitude of the incident, goods and services from other states or the federal government may not be readily available to Massachusetts after a disaster occurs.

## 3.0. CONCEPT OF OPERATIONS

### 3.1. General

This annex will be activated at the direction of MEMA when there is a potential for or an actual disaster situation requiring the need for voluntary goods and services in Massachusetts. Depending upon the incident type and resource needs, MEMA will designate a lead coordination agency at the time of State Emergency Operations Center (SEOC) activation to provide overall coordination of MAESF-7. All other organizations with responsibilities under MAESF-7 will serve as support agencies. The lead coordination

agency will provide direction to, and work in conjunction with, the support organizations to cohesively coordinate the activities of MAESF-7.

The designated organization shall provide a minimum of two persons to serve as representatives for their organization at the SEOC to support MAESF-7 activities. The designated organization representatives should have the capability and authority to reach back to their respective organization to request resources and obtain necessary information to support the response to the incident.

MAESF-7 reports to the SEOC Operations Section, with an indirect report to the Planning Section.

### **3.2. Notification**

- MEMA will notify the MAVOAD of a potential or actual event requiring support of MAVOAD.
- MEMA will notify the designated MAESF-7 lead coordination agency to report to the SEOC.
- MEMA will coordinate with MAVOAD to notify partner organizations with roles and responsibilities under MAESF-7. The primary point of contact for each required partner organization will be instructed to notify their networks throughout the state to ensure all available resources are on standby.
- Other potential support organizations/agencies may be notified and asked to remain on standby.

### **3.3. Activities**

Responsible agencies for MAESF-7 should conduct the following actions:

#### **a. Prevention Actions**

- Communicate and share information across organizations with volunteer services and donations responsibilities.
- Collaborate and coordinate on volunteer and donations related prevention initiatives.
- Identify opportunities to collaborate on volunteer services and donations.
- Identify potential emergency issues and collaborate to develop or recommend protocols, procedures, and policies.

#### **b. Preparedness Actions**

- Convene regular meetings of MAESF-7 stakeholders to review and update this annex.
- Develop and maintain internal organization operational plans and procedures, resource directories, and emergency contact lists to support MAESF-7 activities.

- Ensure procedures are in place to access directory information and quickly notify personnel in support of this plan.
- Maintain current inventories of facilities, equipment, materials and supplies.
- Complete appropriate training.
- Ensure all support organizations/agencies have pre-designated staff available to support MAESF-7 and SEOc operations.
- Participate in exercises and training.

### **c. Response Actions**

#### **Pre-Impact**

Upon receiving notification to report to the SEOc in preparation of an incident, MAESF-7 organizations will complete the following actions commensurate with emergency priorities within the state and based on the availability of resources:

- As required, provide representative(s) to the SEOc to support MAESF-7 pre-incident planning activities.
- Maintain communications with the SEOc, obtain status reports, and keep the SEOc informed of progress of assigned tasks.
- Notify the appropriate points of contact at each respective organization to pre-position resources and response personnel as needed.
- Review existing plans and procedures.
- Ensure organization decision makers are kept informed of the situation.
- Test communications systems.
- Coordinate information to verify transportation activities, capabilities, and inventories and report this information on a regular basis to the SEOc Operations Section.
- Provide situational awareness information for reports and/or statements to the SEOc Planning Section as needed.
- Coordinate with other functional areas in anticipation of projected needs and coordinate appropriate response efforts.
- Identify resources, and coordinate the mobilization and pre-positioning of those resources once it is apparent that volunteer services and/or donations will be required, or as requested by the SEOc Manager.

#### **Initial Response**

- If the organization has not already done so, provide representative(s) to the SEOc to support MAESF-7.
- Designate staff to support response.

- Verify available resources and provide a summary listing to the SEOC Operations Section.
- Establish communications with the designated liaison from each organization to coordinate response efforts.
- Use information provided by the SEOC Planning Section to plan effective response actions.
- If needed, coordinate with SEOC Operations Section to establish a Donations Management Team to facilitate coordination of donated goods. Assess unmet needs at the local level.
- If necessary, coordinate with Mass 2-1-1 to establish a State Donations Hotline telephone number. The hotline telephone number may need to be published immediately following notification of the event to inform the public about organizations in need of donations and volunteers.
- Immediately following notification by the MAESF-7 lead coordination agency to commence response actions, each partner organization should complete the following actions:
  - Staff facilities in accordance with each organization's disaster plan.
  - Provide for on-going needs relative to each organization's designated area of responsibility.
- If needed, coordinate with the following MAESFs for support; MAESF-1 *Transportation*, MAESF-6 *Mass Care, Emergency Housing, Human Services*, MAESF-5 *Business and Industry*, MAESF-14 *Recovery* and MAESF-15 *Public Information and External Affairs*.
- Implement predetermined cost accounting measures for tracking overall MAESF-7 personnel, equipment, materials, and other costs incurred during emergency response actions.
- As needed, coordinate with the Federal Emergency Management Agency's (FEMA) Region 1 Voluntary Agency Liaison (VAL).

### **Continuing Response**

- Track committed resources and provide regular updates to the SEOC Operations Section on the status of all missions assigned to MAESF-7.
- Coordinate with other MAESFs represented at the SEOC to provide support and assistance as needed.
- Coordinate with the SEOC Operations Section on the status of donated goods, and services, and ways that MAESF-7 can support local relief efforts and ongoing needs.
- Request assistance from other agencies/organizations (not explicitly covered in this annex) that may have authorities, resources, capabilities, or expertise required to support MAESF-7 missions.
- Participate in development of operational plans for the next operational period.

- Ensure MAESF-7 desk at the SEOC is staffed on a continuous basis as determined by the SEOC Planning Section Chief and SEOC Operations Section Chief.
- Ensure staff briefings are conducted during shift changes and at designated times throughout the event.
- Coordinate the transportation of personnel, goods, and services in response to requests for assistance.
- Reassess priorities and strategies to meet the most critical needs.
- Track committed resources and provide information to the SEOC Operations Section.
- Prepare and process reports with attention given to matters that will be of interest in after-action reports
- Develop a demobilization plan and timeline.
- Draft recommendations for after-action reports and other reports as needed.

#### **d. Recovery Actions**

- Coordinate with MAESF-14 *Recovery* for recovery actions.
- Develop strategies for supporting recovery operations.
- Determine when to begin demobilization and coordinate with MAESF-15 *Public Information and External Affairs* to notify the public.
- Coordinate the consolidation of personnel and supplies as the need diminishes.
- Coordinate with MAESF-7 stakeholders for any remaining donation management issues as appropriate.

#### **e. Mitigation Actions**

- Conduct assessments of MAESF-7 capabilities to identify potential shortfalls.
- Develop plans to mitigate identified shortfalls of resources.

## **4.0. ROLES AND RESPONSIBILITIES**

### **4.1. MAESF-7 Lead Coordination Agency Responsibilities**

- Staff the MAESF-7 work station at the SEOC.
- Liaison with MAVOAD member organizations, and the FEMA VAL as needed.
- Identify which MAVOAD partner organizations may be needed to support mission requests.

- Ensure support organizations are activated or placed on standby, as needed.
- Ensure partner organizations assigned to MAESF-7 are responding to assigned requests for assistance.
- Identify, prioritize, and coordinate resource needs related to volunteers and donations management, and provide information to the SEOC Operations Section.
- Provide overall coordination and provision of situational awareness MAESF-7 activities, and provide this information to the SEOC Planning Section.
- Document, track and update requests for assistance.
- Coordinate recovery actions with MAESF-14 *Recovery*.
- Ensure cost accounting measures are being used by all MAESF-7 organizations and provide summary reports to the Finance Section Chief as needed.
- As needed, coordinate with other agencies, and organizations that may be able to supplement local and state response resources.
- Coordinate demobilization of MAESF-7 when directed by the SEOC Manager.
- As requested, assist in the impact assessment process.

## 4.2. MAESF-7 Supporting Agency Responsibilities

### a. Massachusetts Voluntary Organizations Active in Disaster

- Compile MAVOAD member organization points of contact to provide to the SEOC Manager for reference.
- Coordinate with other MAESFs to determine available resources and needs.
- Coordinate with MAVOD member organizations to keep apprised of their operation.
- Maintain contact with local volunteer groups to develop a common operating picture and situational awareness regarding available resources.
- Provide a liaison to the SEOC as requested by MEMA.

### b. Partner Organizations

At the time of SEOC activation, any MAVOAD partner organization may be contacted by MAVOAD or MEMA to support MAESF-7 activities. If support is requested, MAVOAD partner organizations should fulfill their roles and responsibilities, to the best of their ability, under the direction and guidance of the MAESF-7 lead coordination agency. The roles and responsibilities of partner organizations are as follows:

- Provide for ongoing needs relative to each organization's designated area of responsibility.
- Staff facilities in accordance with each organization's disaster plan.

- Identify, and assign personnel to prepare and execute missions in support of MAESF-7 activities.
- Keep SEOC MAESF-7 lead coordination agency apprised of organization's activities.

Collectively, MAVOAD partner organizations are capable of providing the following supports and services to local communities during a disaster/emergency (specific capabilities of each volunteer organization can be found in the Massachusetts VOAD Resource Guide, 2011):

- Volunteer coordination
- Disaster needs assessments
- Donations and collection management
- Debris removal and clean- up
- Home repair/reconstruction
- Financial counseling
- Case management
- Health services
- Bulk feeding
- Evacuation assistance and sheltering
- Spiritual and emotional care
- Welfare information and inquires
- Communications support
- Distribution of donations, equipment, supplies and materials
- Animal support and care

### **4.3. Other Agencies**

Other agencies not explicitly named in this annex may have authorities, resources, capabilities, or expertise required to support MAESF-7 activities. These agencies may be requested to support MAESF-7 activities as needed.

## **5.0. ADMINISTRATION AND LOGISTICS**

### **5.1. Staffing**

As required by Executive Order 144, all MAESF-7 stakeholders must designate at least two personnel to act as SEOC liaisons. These liaisons 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 Basic Plan.

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

This annex will be updated every two years at a minimum, and will ensure that appropriate stakeholder input is incorporated into updates. Additionally, the annex will be reviewed following any exercise or activation of the plan that identifies potential improvements. Revisions to this annex will supersede all previous editions and will be effective immediately.

# **6.0. AUTHORITIES, RESOURCES, AND REFERENCES**

## **6.1. Authorities**

- The Disaster Relief Act of 1974, Public Law 93-288, as amended
- Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93- 288, as amended (42. U.S.C 5121 et Seq)
- Volunteer Protection Act of 1997
- Chapter S31, Civil Defense Act (Chapter 639, Acts of 1950)
- Massachusetts Good Samaritan Law

## **6.2. Resources**

See Resources section of Basic Plan

## **6.3. References**

- Massachusetts Comprehensive Emergency Management Plan, January 2013
- Massachusetts VOAD Resource Guide, 2011
- Massachusetts Disaster Recovery Annex, 2013

## **Massachusetts Emergency Support Function 8**

### ***PUBLIC HEALTH AND MEDICAL SERVICES***

#### **Responsible Agencies**

##### **State Agencies**

Massachusetts Department of Public Health

Massachusetts Department of Mental Health

Massachusetts Office of the Chief Medical Examiner

Massachusetts Department of Environmental Protection

##### **Federal Agencies**

Federal Emergency Management Agency

United States Department of Health and Human Services

United States Department of Defense

# 1.0 INTRODUCTION

## 1.1 Purpose

Massachusetts Emergency Support Function 8 (MAESF-8) *Public Health and Medical Services* provides a framework for coordination and cooperation across state agencies regarding public health and medical needs, including mental and behavioral health, before, during, and after any disaster or public health emergency in the Commonwealth. This annex details how the Commonwealth will provide public health and medical care support and assistance to local jurisdictions in the event local resources are insufficient to address local public health and medical needs, or local public health and/or medical authorities are overwhelmed and state assistance is requested by the appropriate parties.

## 1.2 Scope

This annex is applicable to agencies and departments of the Commonwealth, as well as affiliated response partners, with a role in supporting the provision of public health and medical-related services in response to a disaster.

The objectives of MAESF-8 are to coordinate resources to support the following public health and medical core functions:

- Assessment of public health and medical needs.
- Public health surveillance, investigation, and disease control.
- Healthcare system surge capacity.
- Emergency medical services, including but not limited to Ambulance Task Force Mobilization.
- Health/medical supplies and equipment.
- Patient care.
- Evacuation of healthcare facilities and/or long term care facilities.
- Responder health and safety.
- All-hazards public health and medical consultation, technical assistance, and support.
- Mental health and crisis counseling.
- Behavioral health services.
- Medical countermeasures, including but not limited to Strategic National Stockpile receipt, staging, storage, and distribution.
- Toxicological assessment.
- Public health laboratory services.
- Food safety and security.

- Safety and security of drugs, biologics, and medical devices.
- Vector control.
- Public health information and risk communication.
- Enforcement of proper sanitation and biohazard control.
- Potable water, wastewater processing, and solid waste disposal.
- Mass fatality management, victim identification, family assistance, and mortuary services.

## 1.3 Policies

- This annex supports and does not supplant existing local, state, and federal health and medical laws, policies or regulations.
- Local public health and medical assets will remain in the control of the respective jurisdiction.
- State assistance provided to cities and towns may consist of personnel, equipment, facilities, materials and supplies, and/or subject matter expertise.
- State assistance will be prioritized in the following manner:
  - Life safety to include first responder safety and public health.
  - Protection of infrastructure and property.
  - Protection of the environment.
- Any release of Personal Health Information (PHI) is governed by the provisions of the Health Insurance Portability and Accountability Act (HIPAA) and applicable state privacy law.

## 2.0 SITUATION AND ASSUMPTIONS

### 2.1. Situation

Natural and human-caused disasters may result in the need for public health and medical resources, including mental and behavioral health resources. These resources may include facilities, personnel, equipment, and pharmaceutical and other supplies beyond daily operational needs. Local resources in affected areas may be damaged or inaccessible; key public health and medical personnel may be affected by the disaster; and the capacity of local jurisdictions to respond effectively may be overwhelmed. The need for public health and medical resources may far exceed available local and/or state resources to support incident response.

## 2.2. Planning Assumptions

- Local governments have day to day responsibility to address basic public health and medical needs for their residents.
- When an incident occurs, local government will use its own response resources first, supplemented if possible by resources available through mutual aid or private sector contracts. A local government will request state assistance when its ability to respond to the disaster is overwhelmed or is expected to be overwhelmed.
- Local public health and medical resources may be limited in availability during a disaster response or recovery, and demand for resources may quickly overwhelm local public health and medical capabilities for personnel, equipment and supplies.
- Access to impacted areas may be severely limited and reachable only via air or water.
- MAESF-8 responsible agencies maintain emergency operations plans, policies, and procedures.
- Maintaining coordination and situational awareness across MAESF-8 agencies regarding impacts to public health and medical systems and infrastructure and resource needs will be vital to conducting effective prevention, preparedness response, recovery, and mitigation activities.
- Medical triage and transport for victims may be needed to augment local capabilities.
- Coordination of healthcare system surge capacity may be needed.
- Medical re-supply may be needed throughout the disaster area.
- Damage to chemical, nuclear, and industrial plants, sewer lines and water distribution systems, in addition to fires and hazardous materials spills or releases, may cause environmental and public health hazards, contaminating water supplies, air, crops, livestock, and food products.
- Distribution and dispensing of medical countermeasures may be required.
- A major disaster may produce a large number of casualties and fatalities, and create an urgent need for mental health and crisis counseling for survivors and responders.
- Assistance in maintaining the continuity of public health and medical services, as well as public health surveillance and control measures may be required.
- Disruption of sanitation services and facilities, loss of power, and relocation of large numbers of individuals to emergency shelters may increase the potential for disease and injury.

- The state has resources and expertise that can be used to supplement local response efforts. Federal assistance will be requested to support state and local efforts if an incident exceeds state and local capabilities.
- Depending on the magnitude of the incident, resources from other states or the federal government may not be available for use in Massachusetts during the first 72 hours after the incident occurs.
- Patient tracking and coordination of family reunification during a Mass Casualty Incident (MCI).

## 3.0 CONCEPT OF OPERATIONS

### 3.1. General

This annex will be activated at the direction of the MEMA Director and/or SEOC Manager when there is a potential for or actual disaster situation affecting public health or medical services, requiring state resources. Depending on the incident type and resource needs, MEMA will designate a lead coordination agency at the time of SEOC activation to provide for overall coordination of MAESF-8. All other agencies with responsibilities under MAESF-8 will serve as support agencies. The lead coordinating agency will provide direction to and work in conjunction with the support agencies to cohesively coordinate all state level activities associated with MAESF-8.

Each MAESF-8 agency shall designate a minimum of two persons who can represent their agency at the SEOC to support MAESF-8 activities. 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.

MAESF-8 reports to the SEOC Operations Section and has an indirect report to the Planning Section for situational awareness and pre-incident planning.

### 3.2. Notification

MEMA will notify the lead agency to report to the SEOC for coordination and implementation of public health and medical requests for assistance. The lead agency will determine which of the other MAESF-8 agencies will be activated, and request notification of agency contacts by MEMA. MAESF-8 staff at the SEOC will maintain situational awareness on the status of and capacity of public health and medical infrastructure. Each MAESF-8 organizations shall identify sufficient staff to support and carry out the activities tasked to their respective agency on a continuous and ongoing basis during an activation.

### **3.3. Activities**

Responsible agencies for MAESF-8 will conduct the following actions:

#### **a. Prevention Actions**

- Communicate and share plans and information across agencies with public health and medical responsibilities.
- Identify potential emergency public health risks and issues and collaborate to develop or recommend protocols, procedures, and policies to prevent or mitigate their impacts.

#### **b. Preparedness Actions**

- MEMA will convene regular meetings of MAESF-8 stakeholders and/or Emergency Support Function Team to review and update the MAESF-8 annex and related standard operating procedures.
- Develop and maintain internal agency operational plans and procedures, resource directories, and emergency contact lists to support MAESF-8 activities.
- Maintain current contact information for personnel identified to support MAESF-8 at the SEOC and supporting agencies and organizations.
- Ensure that MAESF-8 stakeholders notify MEMA of staff changes.
- Maintain current lists of agency facilities, equipment, and personnel and supplies.
- Complete appropriate training.
- Participate in exercises and training to test, validate, and provide working experience for MAESF-8 liaisons on this annex.
- Participate in exercises at the local, regional, state and national levels.
- Provide plan overview and training to MAESF-8 stakeholders.
- Maintain current ambulance task force mobilization plan.

#### **c. Response Actions**

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

Upon receiving notification to report to the SEOC in preparation of an incident, MAESF-8 agencies and organizations will complete the following actions commensurate with emergency priorities within the state and based on the availability of resources:

- Assign representatives to the SEOC in support of MAESF-8.
- Review relevant existing plans and procedures as detailed in this annex.
- Ensure respective agency decision makers are kept informed of the situation.

- Test communications and alerting systems.
- Monitor public health and medical activities, capabilities, and needs and provide this information as requested to the SEOC Operations Section.
- Provide public health and medical situational awareness information as requested to the SEOC Planning Section.
- Develop and prioritize strategies for initial response actions, including the mobilization of resources and personnel if needed.
- Pre-position available response resources when it is apparent that state public health and medical resources will be required.

### **Initial Response**

- Monitor availability of public health and medical resources and provide updates to SEOC Operations Section as requested.
- Establish communications with appropriate agency field personnel (if field personnel are deployed) to coordinate response efforts.
- Provide public health and medical situational awareness information to the SEOC Planning Section as requested, and receive situational awareness information from the SEOC Planning Section to support effective response actions.
- Monitor public health and medical infrastructure and maintain situational awareness on threats or impacts to public health and medical infrastructure.
- Ascertain the need for patient evacuation from affected areas.
- Determine the need for additional personnel and resources if the incident involves mass casualties.
- Monitor healthcare facility bed availability.
- Monitor and work to ensure access to health care, including mental and behavioral health services.
- Monitor and support public health surveillance or epidemiological investigation activities, and facilitate coordination between forensic and epidemiological investigations.
- Monitor availability of ambulance service resources, including Ambulance Task Forces.
- Monitor availability of medical supplies, pharmaceuticals, and equipment to ascertain the need to request deployment of federal assets, including but not limited to the Strategic National Stockpile.
- Support MAESF-6 *Mass Care, Emergency Housing, Human Services* to determine the need for medical resource needs at shelters.
- Support MAESF-6 *Mass Care, Emergency Housing, Human Services* to determine the need for mental health resources for impacted populations and first responders in impacted areas.

- Support MAESF-11 *Agriculture, Animals and Natural Resources* for zoonotic disease surveillance and response, if necessary.
- Support MAESF-10 *Hazardous Materials and Environmental Protection*, MEMA and other appropriate agencies regarding mitigation of and response to hazardous materials and/or radiological, biological and chemical hazards.
- Support MAESF-15 *Public Information and External Affairs* in drafting risk communication messages and materials and public information releases.
- Support other MAESFs with various assessments as required by the event.
- When necessary, coordinate the activation of EMS waivers across the Commonwealth (through DPH Office of Emergency Medical Services).
- Implement patient tracking protocol and coordinate associated family reunification process as needed for an MCI.
- Coordinate with MAESF-4 *Fire Fighting* for the mobilization of ambulance task forces if activated to support the incident. If not activated, continue to assess the need to mobilize these resources.
- Follow MEMA procedures for capturing costs associated with the activation, including personnel, equipment, materials, and other expenses incurred during emergency response actions to ensure maximum federal reimbursement post-event.
- During disasters involving prolonged power outages, provide guidance/messaging regarding the safety of food and drugs that may require climate control.
- Support vector control as needed.
- Coordinate resources to determine the potability of water and ensure wastewater and solid waste are properly treated and disposed of from affected or overwhelmed areas.
- Coordinate resources to assist in scene response and recovery of decedents, victim identification, family assistance, victim decontamination, and mortuary services.

### **Continuing Response**

- Ensure ongoing communication with federal public health and medical partners, including but not limited to the United States Department of Health and Human Services (HHS) and Centers for Disease Control and Prevention (CDC).
- Coordinate resources to support response activities of personnel, commodities, and services in response to requests for public health and medical assistance.
- Monitor public health and medical resources and assessments and regularly update the WebEOC activity log/position log, or provide information to the SEOC Operations Section as requested.
- Regularly re-assess priorities and strategies to meet the most critical public health and medical needs based on incident priorities as described in the SEOC Roster.
- Provide regular updates on the status of all MAESF-8 missions in WebEOC and/or to the SEOC Operations Section Chief as requested.

- Coordinate activation of available public health, medical, and mortuary response teams as necessary.
- Coordinate activation of state and local health, medical, and veterinary volunteers.
- Coordinate resources to support requests for patient transport and evacuation.
- Coordinate resources to support requests for medical services, including mental health and behavioral health services.
- Coordinate resources to support requests for non-medical crisis counseling,
- Coordinate resources to support healthcare system surge.
- Coordinate resources to meet pharmaceutical needs, including identification and distribution of resources from available state pharmaceutical caches and the Strategic National Stockpile, when deployed.
- Wherever possible, coordinate the movement of public health and medical supplies, equipment, and support personnel to staging areas or other sites.
- Continue to coordinate patient tracking and family reunification as needed.
- Support provision of public information programs in coordination with MAESF-15 *Public Information and External Affairs*.

#### **d. Recovery Actions**

- Coordinate resources to support the restoration of vital public health and medical support systems and facilities to operational status.
- Provide assistance and technical expertise to damage assessment teams.
- Develop MAESF-8 strategies for supporting recovery operations in disaster areas.
- Compile public health and medical reports and other data for state officials.
- Follow MEMA procedures to pursue eligibility for financial reimbursement process for federal and other disaster relief.
- 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 the SEOC.
- Participate in after-action reviews and draft recommendations for after-action reports and other reports as appropriate.

### e. Mitigation Actions

- Conduct assessments of MAESF-8 capabilities to identify potential shortfalls.
- Develop plans to mitigate identified shortfalls.
- Identify public health and medical hazards and vulnerabilities and collaborate to develop or recommend plans, protocols, procedures, and policies to prevent or mitigate their impact.
- Promote mitigation planning to public health and medical organizations and facilities.

## 4.0. ROLES AND RESPONSIBILITIES

### 4.1. MAESF-8 Lead Coordination Agency Responsibilities

- Staff the MAESF-8 desk at the SEOC.
- Identify and coordinate MAESF-8 staffing requirements at the SEOC, including identifying which support agencies are needed.
- Request that MEMA notify other MAESF-8 support agencies as needed.
- Coordinate with support agencies and MEMA to manage public health and medical service resources and prioritize need based on protection of life and property.
- Provide information to the SEOC Planning Section for SEOC Rosters and Situational Awareness Statements.
- Monitor public health and medical resources and assessments and regularly update the WebEOC activity log/position log, or provide information to the SEOC Operations Section as requested.
- Monitor and ensure completion of tasks assigned to MAESF-8.
- Resolve conflicting or unclear requests for assistance.
- Coordinate recovery actions with other support agencies and other MAESFs.

### 4.2. MAESF-8 Supporting Agency Responsibilities

#### a. Department of Public Health

- Ensure that the safety and emergency needs of DPH clients and staff are addressed.
- Monitor and update WebEOC as needed.
- Ensure provision of pre-event situational awareness to public health and healthcare facilities in the projected disaster area.
- Coordinate any waiver of rules and regulations regarding licensed professional personnel.

- If DPH has deployed in-field staff, coordinate with in-field representatives to obtain information and situational awareness. DPH may have deployed in-field staff to support the following activities:
  - Consulting with local public health representatives to provide an evaluation of the disaster and detail current conditions.
  - Providing technical assistance in public health and medical assessment and immediate response planning for the affected area(s).
  - Coordinating information with appropriate hospitals and local public health departments in the impacted area(s) and assessing resource availability of non-impacted public health personnel and facilities across the Commonwealth.
- Assemble subject matter advisory groups to consult and review public health and medical intelligence information. Advise MAESF-8 on specific strategies to manage and respond to MAESF-8 related situations.
- Coordinate state resources to support medical, public health, substance abuse services, and mental health assistance to affected areas.
- Coordinate and direct the activation and deployment of state public health, mental health, substance abuse services, medical personnel and volunteers, as well as medical and pharmaceutical supplies and equipment.
- Coordinate resources to support the evacuation and/or relocation of hospital patients, and the triage and transport of impacted populations from the disaster area when evacuation is deemed appropriate by state authorities.
- Continuously acquire information about the disaster situation to assess the nature and extent of impacts to public health and medical systems, and establish appropriate monitoring and surveillance.
- Coordinate request for activation of Federal Disaster Medical Assistance Teams (DMATs) with FEMA/HHS, as appropriate.
- Coordinate with the National Disaster Medical System (NDMS) when federal NDMS assets are required.
- Monitor availability of ambulance service resources, including Ambulance Task Forces, and ensure appropriate waivers are in place.
- Activate patient tracking protocol and associated family reunification process for an MCI.
- Ensure 24/7/365 capability to contact healthcare facilities including but not limited to hospitals, ambulatory care clinics, mental health facilities, substance abuse facilities, skilled nursing facilities, nursing homes, assisted living facilities, dialysis centers, rest homes, hospices, and behavioral health and detoxification facilities.
- Coordinate with the American Red Cross and its Patient Connection program.
- Support MAESF-6 *Mass Care, Emergency Housing, Human Services* to determine medical resource needs at shelters.

- Support MAESF-3 *Public Works and Engineering* as it evaluates structural integrity of healthcare facilities if the structure is suspected to have been compromised.
- Activate the Nuclear Incident Advisory Team (NIAT) if needed.
- Support MAESF-10 *Hazardous Materials and Environmental Protection* responding to bio-hazardous, radiological, and mixed hazardous materials incidents.

### **b. Department of Mental Health**

- Ensure that disaster preparedness plans are in place, and have been tested for DMH facilities and contracted programs statewide.
- Ensure that the safety and emergency needs of DMH clients and staff are addressed.
- Should life safety issues require the evacuation and relocation of DMH hospitalized or residential facility patients, coordinate necessary support of the evacuation and transportation of patients and staff to a compatible location.
- Coordinate resources to provide crisis counseling to the impacted populations, affected members of the general public and first responders.
- Collaborate with DPH's Bureau of Substance Abuse (BSAS), Office of Preparedness and Emergency Management (OPEM), and other DPH partners to develop and maintain a Disaster Behavioral Health network of trained resources to address the immediate behavioral health needs of communities affected by all-hazards incidents.
- Provide and/or support Disaster Behavioral Health training for volunteer clinicians and support staff willing to respond to disasters.
- Maintain a roster of trained crisis and mental health counselors.
- Coordinate with FEMA and HHS to obtain federal crisis counseling funding and/or resources, as needed.

### **c. Office of the Chief Medical Examiner**

- When Mass Fatality Plan is activated by the Chief Medical Examiner, coordinate support services as outlined in the plan.
- Coordinate Family Assistance Center with the designated entities in the Massachusetts Fatality Plan.
- Coordinate resources to assist with deceased victim identification.
- Coordinate resources to support disaster mortuary services, including Incident Morgue sites.
- As needed, provide information to hospitals regarding notification and transportation of deceased to the incident morgue.

#### **d. Massachusetts Department of Environmental Protection**

- Coordinate resources to determine the potability of water.
- Ensure wastewater and solid waste are properly treated and disposed of from affected or overwhelmed areas.

### **4.3. Other Agencies**

Other agencies not explicitly covered in this annex may have authorities, resources, capabilities, or expertise required to support MAESF-8 activities. These agencies may be requested to support MAESF-8 activities as needed.

## **5.0 ADMINISTRATION AND LOGISTICS**

### **5.1. Staffing**

As required by Massachusetts Executive Order 144, all MAESF-8 responsible agencies must designate at least two personnel to act as SEOC liaisons. These liaisons 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 annex will be updated every two years at a minimum, and will ensure that appropriate stakeholder input is incorporated into updates. Additionally, the annex will be reviewed following any exercise or activation of the plan that identifies potential improvements. Revisions to this annex will supersede all previous editions and will be effective immediately.

## **6.0 AUTHORITIES, RESOURCES, AND REFERENCES**

### **6.1. Authorities**

#### **a. State**

- Public Health Emergency Powers
- Massachusetts Executive Order 144

#### **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)
- Americans with Disabilities Act of 1990, as amended

### **6.2. Resources**

See Resources section of State CEMP Base Plan.

### **6.3. References**

- Massachusetts Comprehensive Emergency Management Plan
- Ambulance Task Force Mobilization Plan
- Massachusetts Long-Term Care Mutual Aid Plan
- Massachusetts Medical Countermeasures Plan
- Massachusetts Department of Public Health Emergency Operations Plan
- Massachusetts Department of Public Health Duty Officers Manual
- Statewide Fire and EMS Mobilization Plan
- Massachusetts Infectious Disease Plan
- Smallpox Post-Event Vaccination Plan
- Radiological Emergency Response Plan
- Nuclear Incident Advisory Team Plan
- Mass Casualty Incident Plan
- Mass Fatality Operational Response Guidelines
- Disaster Behavioral Health Response Plan
- National Response Framework
- Massachusetts Fatalities Plan
- DPH Patient Tracking Protocol

# **Massachusetts Emergency Support Function 9**

## ***SEARCH AND RESCUE***

### **Responsible Agencies**

#### **State Agencies**

Massachusetts State Police  
Massachusetts Environmental Police  
Department of Fire Services  
Massachusetts Task Force 1  
Massachusetts Emergency Management Agency  
Department of Conservation and Recreation  
Massachusetts National Guard  
Office of the Chief Medical Examiner

#### **Federal Agencies**

United States Coast Guard  
United States Air Force  
Federal Emergency Management Agency  
Civil Air Patrol - Massachusetts Wing

# 1.0. INTRODUCTION

## 1.1. Purpose

Massachusetts Emergency Support Function 9 (MAESF-9) *Search and Rescue* provides a framework for coordination and cooperation across state agencies and response partner organizations to support and assist local jurisdictions in technical and non-technical search and rescue operations before, during, and after a disaster or emergency in the Commonwealth when needs exceed available local resources or capabilities. Operations may include searches for missing persons, aircraft and/or marine vessels, extrication of victims from confined spaces, and immediate medical support of located victims.

## 1.2. Scope

This annex is applicable to agencies and departments of the Commonwealth of Massachusetts as well as affiliated response partners with a role in supporting search and rescue response activities.

The following are the objectives of MAESF-9:

- Establish a framework for coordinating state-level assistance to local communities related to emergency search and rescue preparedness, mitigation, response, and recovery activities.
- Coordinate resources to support search and rescue operations at the state level to protect life and maximize the efficient use of the available resources.
- Share information and coordinate response activities across pertinent state-level agencies and response partner organizations regarding search and rescue related requests for assistance in a manner that ensures consistency with established state search and rescue policies and procedures.
- Provide state-level situational awareness and expertise on the status of pertinent search and rescue operations.
- Coordinate personnel and equipment resources to support and assist local communities in search and rescue operations to include:

## 1.3. Policies

- This Annex supports and does not supplant existing local, state, or federal search and rescue plans or policies.
- As an incident requires, or at the direction of the Massachusetts Emergency Management Agency (MEMA) Director, MAESF-9 will be activated to coordinate resources to support search and rescue response.
- MAESF-9 will operate from the State Emergency Operations Center. The MEMA SEOC will provide overall direction and control for coordination of resources in support of the incident.

- Local search and rescue assets will remain the control of the respective jurisdiction.
- MAESF-9 will coordinate search and rescue assistance to cities and towns through resource support including personnel, equipment, facilities, materials, supplies, and technical support/subject matter expertise as needed and available.
- Responsible agencies under MAESF-9 will coordinate to make available search and rescue resources wherever possible to perform mission assignments.
- The life safety of victims and rescuers is the priority for state assistance.
- Search and rescue operations will be conducted using the principles of NIMS and ICS.
- All agencies assigned responsibilities within MAESF-9 will develop and maintain any necessary search and rescue plans, standard operating procedures, mutual aid agreements and model contracts to successfully accomplish their tasks.
- Requests for State or Federal search and rescue assets will be made through the MEMA SEOC or MEMA Regional Emergency Operations Centers (REOCs).
- In accordance with current agreements, MEMA has the authority to activate the Massachusetts Task Force 1 (MA-TF 1) as a state resource, as needed.
- FEMA will activate the National Search and Rescue Response System, as needed.

## 2.0 SITUATION AND ASSUMPTIONS

### 2.1. Situation

A major or emergency disaster may result in large numbers of displaced, stranded, lost, or trapped individuals needing prompt rescue and medical attention. Because the first 72 hours of an incident that may require search and rescue operations are crucial to the survivability of victims, search and rescue must begin as soon as possible. In addition, secondary events or disasters may threaten survivors as well as search and rescue personnel.

Search and rescue personnel may deal with extensive damage to buildings, roadways, bridges, and public works or other utility structures. Fires, explosions, flooding, and hazardous materials spills or releases may compound problems and threaten both survivors of the disaster and rescue personnel alike. In the event of an act of terrorism, search and rescue operations may need to be conducted in close coordination with law enforcement crime scene investigation procedures.

In addition, search and rescue missions may be required when an Emergency Landing Transmitter (ELT) signals and/or Federal Aviation Administration (FAA) reports of an overdue aircraft is received, a request is made by local government officials for assistance in locating a missing person, or to locate survivors of natural or man-made emergencies.

## 2.2. Planning Assumptions

- Local cities and towns have resources, plans and procedures in place to support emergency management response.
- Many search and rescue related incidents will be local in scope and can be addressed by local or state agencies as part of normal day to day operations using resources readily available to them.
- When an incident occurs, local governments will use all available resources, including those available through mutual aid or private sector assets, before making a request for state or federal resources.
- 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
- Local governments will request state assistance only when an incident exceeds local resources and capabilities.
- When the SEOC is activated in anticipation of or response to emergency/disaster with impacts to the Commonwealth of Massachusetts, MAESFs needed to support response are activated.
- Agencies and organizations with roles and responsibilities under MAESF-9 will designate and deploy appropriate representatives to the SEOC to coordinate the functions of MAESF-9.
- MAESF-9 will coordinate with local government, state agencies, and other MAESFs to address emergency search and rescue needs.
- Individuals representing agencies that are staffing the SEOC should have extensive knowledge of the resources and capabilities of their respective agency and have access to the appropriate authority for committing such resources.
- State, local and federal government, private sector and volunteer agencies assigned responsibilities involving emergency/disaster search and rescue issues have established operating procedures specifying their emergency support service actions and will be able to communicate and coordinate these actions in an emergency to best utilize available capabilities.
- Coordination and direction of volunteers that may support a search and rescue operation will be required.

## 3.0. CONCEPT OF OPERATIONS

### 3.1. General

This annex will be activated at the direction of MEMA when there is potential for or an actual disaster situation involving search and rescue operations in Massachusetts. Depending upon the incident type and resource needs, MEMA will designate a lead coordination agency at the time of State Emergency Operations Center (SEOC) activation to provide overall coordination with MAESF-9. All other agencies with responsibilities under MASEF 9 will serve as support agencies. The lead coordination agency will provide direction and work in conjunction with the support agencies to cohesively coordinate the activities of MAESF-9.

Each agency shall designate a minimum of two people who can serve as representatives for their agency at the SEOC to support MAESF-9 activities. The designated agency representatives should have extensive knowledge of the resources and capabilities of their respective agency and have access to the appropriate authority for committing such resources to support the response to the incident.

MAESF-9 reports to the SEOC Operations Section, with an indirect report to the Planning Section.

During an emergency or disaster, MAESF-9 will coordinate search and rescue support to local operations through coordination of State personnel and equipment from support organizations and volunteer agencies. Supporting agencies will provide additional staff support for the MAESF-9 in the SEOC as needed.

The lead coordination agency will staff the MAESF-9 work station, identify which support agencies for MAESF-9 are needed, activate support agencies or place them on standby. The lead coordination agency will ensure all agencies assigned to MAESF-9 respond to requests for local search and rescue assistance.

Responsibility for situation assessment and determination of resource needs rests with the local jurisdiction in coordination with MAESF-9 and the State Emergency Operations Center (SEOC). State assets will assist and augment the local on search and rescue responsibilities and efforts.

### 3.2. Notification

MEMA will notify the MAESF-9 points of contact for each activated organization or agency to report to the SEOC for coordination and implementation of search and rescue related requests for assistance, and maintain situational awareness on the status of search and rescue operations.

- The designated agencies notified will report to the SEOC if so advised or requested and notify agency personnel of the impending or actual event. Each MAESF-9 organization or agency is responsible for securing sufficient staff on a continuous basis to support and carry out activities tasked to their agency.

- Determining who is to be notified will be based on the incident type and demands or potential demands of the event.
- Responsible agencies activated for the incident under MAESF-9 will notify their pertinent contacts to identify available resources and, if needed, place them on standby.

### **3.3. Activities**

Responsible agencies for MAESF-9 should conduct the following actions:

#### **a. Prevention Actions**

- Communicate and share information across agencies with search and rescue responsibilities.
- Collaborate and coordinate on search and rescue related prevention and security initiatives.
- Identify opportunities to collaborate on search and rescue related training and operations in the Commonwealth.
- Identify potential search and rescue issues and collaborate to develop or recommend protocols, procedures, and policies to prevent or mitigate their effects.

#### **b. Preparedness Actions**

- MEMA will convene regular meetings of MAESF-9 stakeholders and/or Emergency Support Function (ESF) Team.
- Develop and maintain internal agency search and rescue plans, procedures, resource directories, and emergency contact lists to support MAESF-9 activities.
- Ensure policies and procedures are in place to access directory information and quickly notify personnel in support of this plan.
- Develop and maintain a system for receipt and dissemination of information, data, and directives pertaining to search and rescue operations to agencies and organizations supporting this plan.
- Maintain current inventories of search and rescue facilities, equipment, and materials and supplies by agency and type to ensure a timely response.
- Pre-plan for distribution and allocation of available State resources to support the overall search and rescue mission.
- Ensure that all responsible agencies have pre-designated staff available to support SEOC operations during activations.
- Ensure that MAESF-9 stakeholders notify MEMA of staff changes.

- Maintain liaison with federal search and rescue assets and plan for reception of external assets.
- Regularly review and coordinate updates to this annex.
- Participate in appropriate training and exercise opportunities to test and validate this plan.

## **c. Response Actions**

### **Pre-Impact**

Upon receiving notification to report to the SEOC in preparation of an incident, MAESF-9 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 MAESF-9 pre-incident planning activities.
- Maintain communications within the SEOC, obtain status reports, and keep the SEOC informed of the 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.
- Ensure respective agency decision makers are kept informed of the situation.
- Test communications systems.
- Coordinate information to verify search and rescue activities, capabilities, and inventories of available resources and report this information on a regular basis via a summary listing to the SEOC Operations Chief.
- Coordinate the mobilization and pre-positioning of search and rescue response resources pre-incident, once it is apparent that state search and rescue resources will be required, or as requested by the SEOC Manager.
- Provide situational awareness information to the SEOC Planning Section as needed.
- Coordinate with other MAESFs as needed.

### **Initial Response**

- If agency has not already done so, provide appropriate representatives to the SEOC to support MAESF-9.
- Verify inventories of available resources and personnel and provide a summary listing to the SEOC Operations Section Chief.
- Identify and coordinate the pre-positioning of needed resources to the nearest staging area(s) as needed.

- Establish communications with appropriate field personnel to coordinate resources to support response efforts and gain situational awareness.
- Obtain a general description of the situation as it pertains to MAESF-9 and analyze any operational support requirements.
- Implement predetermined cost accounting measures for tracking overall costs, to include personnel, equipment, materials and other costs incurred during emergency search and rescue support activities.
- Coordinate with MAESF-1 *Transportation* regarding any needed assets to transport search and rescue personnel and equipment to affected areas.
- Coordinate with other MAESFs to coordinate equipment and supplies needed for both non-technical and technical search and rescue missions.
- Collect and disseminate information and intelligence related to search and rescue operations for disasters or emergencies, either existing or pending.
- Initiate notification of personnel and support organizations required to support emergency operations.
- Gather and provide information for the SEOC Roster and Situational Awareness Statements to the SEOC Planning Section as needed. In addition, use information provided by the SEOC Planning Section to plan effective response actions.
- Coordinate with Federal Emergency Support Function (ESF) counterparts as needed.

### **Continuing Response**

- Coordinate resources to support search and rescue mission requests, response operations, and related service/resource requests.
- Coordinate with state, local, volunteer, and federal search and rescue personnel as necessary.
- Track committed resources for possible redeployment and other purposes, and provide regular updates on the status of all missions assigned to SEOC Operations Section Chief.
- Conduct ongoing assessments of search and rescue priorities and strategies to ensure adequate resources to support critical search and rescue operational needs with a priority on life safety.
- Coordinate state-level technical assistance and resources for search and rescue missions.
- Continue to monitor, gather, and provide search and rescue situational awareness information for reports and/or statements to the SEOC Planning Section, as needed.
- Use information provided by the SEOC Planning Section and Operations Section to plan effective response actions.
- Plan for and establish relief resources to replace or rotate resources committed for extended periods.

- Ensure briefings are conducted during MAESF-9 shift changes and at designated times throughout the event.
- Coordinate with MAESF-8 *Public Health and Medical Services*, to coordinate assets to provide mental health, crisis counseling, and medical care as part of search and rescue operations.

#### **d. Recovery Actions**

- Continue to provide search and rescue support on an as needed basis during the recovery phase.
- Coordinate resources to assist and provide technical support and expertise to MEMA damage assessment teams.
- Identify anticipated recovery needs for MAESF-9 resources, manpower and equipment.
- Inventory any lost or damaged equipment and record any personnel injuries or equipment accidents.
- Participate in after action meetings and review after-action reports.
- 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 the SEOC.
- Draft recommendations for after-action reports and other reports.

#### **e. Mitigation Actions**

- Provide MAESF-9 agency representatives to planning meetings.
- Identify potential search and rescue issues and collaborate to develop or recommend plans, protocols, procedures, and policies to prevent or mitigate their effects.
- Conduct assessments of MAESF-9 capabilities to identify potential shortfalls.
- As needed, develop plans to mitigate identified shortfalls of resources.

## 4.0. ROLES AND RESPONSIBILITIES

### 4.1. MAESF-9 Lead Coordination Agency Responsibilities

MEMA and MAESF-9 responsible agencies shall develop an organizational structure for coordinating, planning, implementing, and monitoring mission assignments according to the MAESF concept.

- Staff the MAESF-9 work station at the State Emergency Operations Center (SEOC).
- Identify additional agencies required to support MAESF-9 at the SEOC. Develop and maintain a roster of personnel to staff the MAESF-9 desk at the SEOC with sufficient staffing for 24-hour operations.
- Serve as the lead for all MAESF-9 activities, maintaining situational awareness of all MAESF-9 agency activities and serving as the primary point of contact in the SEOC for MAESF-9.
- Coordinate with all MAESF agencies and MEMA to manage search and rescue resources and prioritize search and rescue needs, prioritizing the protection of life and property.
- Determine initial and ongoing activities through established information gathering procedures and provide this information to SEOC for dissemination.
- Coordinate with local, state and federal agencies and other support MAESFs as needed.
- Regularly update the SEOC Resource Unit via WebEOC on the status of resource requests assigned to MAESF-9, and the status of deployed assets.
- 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 that necessary cost accounting measures are being used by all MAESF-9 agencies and that summary reports are generated as needed and shared with the SEOC command staff.
- Ensure the overall coordination and provision of situational awareness by MAESF-9.
- Ensure that agencies assigned to MAESF-9, in coordination with MEMA, are responding to assigned requests for assistance.
- Coordinate with MAESF-8 *Public Health and Medical Services* to assist with medical needs and transportation of victims beyond initial collection points.
- Serve as a liaison between and the SEOC and support agencies that have been activated to support search and rescue missions.
- Maintain MAESF-9 plans and procedures to be implemented during emergency operations.

## **4.2. MAESF-9 Supporting Agency Responsibilities**

### **a. Massachusetts State Police**

- Non-technical search and rescue expertise will be provided by a representative of the Massachusetts State Police. The Massachusetts State Police Coordinator at the SEOC will coordinate with support agencies in tasking search and rescue missions based upon local requests for assistance.
- Provide an adequate number of representatives to support MAESF-9 at the SEOC when requested.
- As detailed in the Air Operations Annex, when needed provide personnel to support air operations to coordinate multiple agency aircraft operations.
- Coordinate resources to provide assistance in non-technical search and rescue operations.
- Provide situational awareness pertinent search and rescue operations to the SEOC, to include committed and available resources and deployment plans.
- Support requests for search and rescue assets within capabilities and parameters of other operational commitments, existing agreements, protocols and statutes as required. Provide guidance on wilderness-based search and rescue performance standards.
- Coordinate resources to support search and rescue incidents under the following criteria:
  - Any incident at the request of the local jurisdiction.
  - All declared overdue/missing aircraft events that result in a ground search effort.
  - Any incident that involves on-scene, multi-state jurisdictional coordination.
  - Any viable intra-state lost or missing person search that cannot be assigned local responsibility due to lack of initial geographical specific incident assignment.
  - Any high-profile incidents involving state coordinated assets as determined by the MEMA Director or his/her designee.
- Coordinate resources to support search and rescue operations in the woodlands of the State and provide security at the sites.
- Coordinate resources to support search and rescue of lost persons.
- As needed, coordinate resources suitable for use in rough terrain and remote areas.
- Coordinate resources to support crowd control, security measures, roadways assessments and ingress/egress actions to protect the public and property in, near and around areas involved in search and rescue operations.
- Coordinate resources to provide technical assistance and support for technical, rural and aerial search and rescue missions.
- Coordinate resources to support or direct rural search and rescue operations.
- Maintain alert procedures to ensure rapid response during search and rescue operations.
- Serve as a liaison for other states' operations involving search and rescues, as needed.

- Maintain and update the Massachusetts Search and Rescue Plan.
- Coordinate resources to coordinate and supervise civilian search and rescue teams.
- Provide reach-in capability for civilian K9 search and rescue assets.
- Ensure financial tracking of all deployed assets.

## **b. Department of Fire Services**

- Technical search and rescue expertise will be provided by a representative of the Department of Fire Services or Fire Chiefs' Association of MA. The Department of Fire Services Coordinator at the SEOC will coordinate with support agencies in tasking search and rescue missions based upon local requests for assistance.
- Provide an adequate number of representatives to support MAESF-9 at the SEOC when requested.
- Coordinate resources to provide assistance in coordinating technical search and rescue operations.
- Provide situational awareness on pertinent search and rescue operations to the SEOC, to include committed and available resources and deployment plans.
- Support requests for search and rescue assets within capabilities and parameters of other operational commitments, existing agreements, protocols and statutes as required. Coordinate resources to support ingress/egress actions to protect the public and property in, near and around areas involved in firefighting operations and technical search and rescue operations.
- Coordinate resources to provide technical assistance and support for technical, rural and aerial search and rescue missions.
- As necessary, coordinate assistance from the Federal Emergency Management Agency (FEMA) Urban Search and Rescue Task Force if activated.
- Coordinate resources to support the supervision of search and rescue operations requiring state-level assistance.
- Coordinate with other MAESF-9 agencies to address outstanding resource needs.
- Support requests for search and rescue assets within capabilities and within the parameters of other operational commitments, existing agreements, protocols and statutes as required.
- Maintain alert procedures to ensure rapid response during search and rescue operations.
- Ensure financial tracking of all deployed assets.

### **c. Massachusetts Task Force 1**

- Urban search and rescue expertise will be provided by a representative from the Massachusetts Task Force 1 (MA-TF 1).
- MA-TF 1 is organized in a modular fashion - only those elements that are needed can be called in, not necessarily the entire team.
- Support requests for rapid needs assessment pre- and post-incident.
- Support requests for technical assistance teams.
- Support requests for canine search and rescue support and cadaver recovery.
- Support requests for communications equipment.
- Support additional requests for search and rescue assets within capabilities and parameters of other operational commitments, existing agreements, protocols and statutes as required.
- MA-TF 1 will coordinate with the lead coordination agency at the State Emergency Operations Center (SEOC) and with local officials requesting urban search and rescue assistance.

### **d. Massachusetts Emergency Management Agency**

- If needed, activate Massachusetts Task Force 1 (MA-TF 1) as a state or federal asset.
- Coordinate requests for interstate mutual aid through EMAC and other state agreements.
- Assist with the coordination of search and rescue assets for national or international search incidents upon request.
- Serve as the coordinating agency at the State level for incidents involving civil aircraft presumed lost over the Commonwealth's air space.
- Ensure financial tracking of all deployed assets.
- Maintain alert procedures to ensure rapid response during search and rescue operations
- Coordinate with other MAESF-9 agencies to address outstanding resource needs.
- Coordinate with MAESF-8 *Public Health and Medical Services* to identify and provide mental health staff to assist in crisis counseling efforts for emergency responders and for people who are affected by the disaster.
- Develop and maintain this annex.

### **e. Massachusetts Environmental Police**

- Provide an adequate number of representatives to support MAESF-9 at the SEOC when requested.
- As necessary, coordinate the provision of resources such as search and rescue watercraft, equipment, and personnel.

- Support requests for search and rescue assets within capabilities and within the parameters of other operational commitments, existing agreements, protocols and statutes as required.
- Provide resources to augment security related to search and rescue operations.
- Coordinate resources to provide technical assistance and support for technical, rural and aerial search and rescue missions.
- Coordinate resources to support search and rescue incidents under the following criteria:
  - Any incident at the request of the local jurisdiction.
  - All declared overdue/missing aircraft events that result in a ground search effort.
  - Any incident that involves on-scene, multi-state jurisdictional coordination.
  - Any viable intra-state lost or missing person search that cannot be assigned local responsibility due to lack of initial geographical specific incident assignment.
  - Any high-profile incidents involving state coordinated assets as determined by the MEMA Director or his/her designee.
- Coordinate with other MAESF-9 agencies to address outstanding resource needs.
- Maintain alert procedures to ensure rapid response during search and rescue operations.
- As needed, coordinate resources suitable for use in rough terrain, remote areas and inland waterways.
- Coordinate resources to assist coastal search and rescue activities.
- Coordinate resources to support search and rescue operations in the woodlands of the State and provide security at the sites.
- Coordinate resources to support search and rescue of lost persons.
- Ensure financial tracking of all deployed assets.

#### **f. Department of Conservation and Recreation**

- Provide an adequate number of representatives to support MAESF-9 at the SEOC when requested.
- Coordinate resources such as watercraft, equipment and personnel to assist in search and rescue operations.
- Support requests for search and rescue assets within capabilities and within the parameters of other operational commitments, existing agreements, protocols and statutes as required.
- Provide knowledge of remote areas of the State.
- Coordinate resources to provide technical assistance and support for technical, rural and aerial search and rescue missions.
- Coordinate with other MAESF-9 agencies to address outstanding resource needs.
- Maintain alert procedures to ensure rapid response during search and rescue operations.

- As needed, coordinate the provision of temporary accommodations for field operations teams operating in state parks and forests within DCR jurisdiction.
- Ensure financial tracking of all deployed assets.

### **g. Massachusetts National Guard**

- Provide an adequate number of representatives to support MAESF-9 at the SEOC when requested.
- Coordinate resources to support searches for lost persons and/or aircraft.
- Coordinate resources to provide technical assistance and support for technical, rural and aerial search and rescue missions.
- As detailed in the Air Operations Annex, when needed provide personnel to support air operations to coordinate multiple agency aircraft operations.
- Coordinate pertinent federal resources to support response for search and rescue.
- Provide resources to support crowd control, security measures, roadways assessments and ingress/egress actions to protect the public and property in, near and around areas involved in search and rescue operations.
- Coordinate with other MAESF-9 agencies to address outstanding resource needs.
- Maintain alert procedures to ensure rapid response during search and rescue operations.
- Provide resources to assist with mass fatality response if needed, which may include transportation, armed security for the incident site, incident morgue, holding facility and the Family Assistance Center.
- Support requests for search and rescue assets within capabilities and within the parameters of other operational commitments, existing agreements, protocols and statutes as required.
- Ensure financial tracking of all deployed assets.

### **h. Office of the Chief Medical Examiner**

- Coordinate with the representative at the MAESF-8 *Public Health and Medical Services* desk.
- Obtain situational awareness from the scene to ascertain the number and conditions of human remains, the accessibility of the scene and any challenges associated with the recovery of the human remains.
- Work with the OCME through MAESF-8 *Public Health and Medical Services* to coordinate resources for the recovery of remains, if needed.
- Ensure accurate information is relayed to the SEOC and Executive Office of Public Safety and Security (EOPSS).

### **i. United States Coast Guard**

- Provide an adequate number of representatives to support MAESF-9 at the SEOC when requested.
- Coordinate resources to support search and rescue in and along U.S. coastal waters.
- Support requests for search and rescue assets within capabilities and within the parameters of other operational commitments, existing agreements, protocols and statutes as required.

### **j. Federal Emergency Management Agency**

- Provide an adequate number of representatives to support MAESF-9 at the SEOC when requested.
- Activate the National Urban Search and Rescue Response System, as needed.
- Coordinate federal resources to provide technical assistance and support for technical search and rescue missions.
- Support requests for search and rescue assets within the capabilities and parameters of other operational commitments, existing agreements, protocols and statutes as required.
- Representative from the FEMA Urban Search and Rescue Task Force will coordinate with Task Force members in obtaining support assistance and needed equipment and supplies.
- Coordinate with other MAESF-9 agencies to address outstanding resource needs.

### **k. Civil Air Patrol - Massachusetts Wing**

- Provide an adequate number of representatives to support MAESF-9 at the SEOC when requested.
- Coordinate resources such as emergency communication, air transport of personnel, and personnel trained in ground and air search to support search and rescue operational needs.
- As detailed in the Air Operations Annex, when needed provide personnel to support air operations to coordinate multiple agency aircraft operations.
- Coordinate resources such as personnel, ground search crews and aircraft to support the search and rescue of missing/downed aircraft or missing individuals.
- Coordinate resources to support aerial photography and visual searches, as needed.
- Coordinate resources for communications support, as needed.
- Support requests for additional search and rescue assets within capabilities and within the parameters of other operational commitments, existing agreements, protocols and statutes as required.

- Coordinate resources to support technical assistance and support for aerial rescue missions.
- Coordinate with other MAESF-9 agencies to address outstanding resource needs.
- Maintain alert procedures to ensure rapid response during search and rescue operations.

### **4.3. Other Agencies**

Other agencies not explicitly covered in this annex may have authorities, resources, capabilities or expertise required to support MAESF-9 activities. These agencies may be requested to support MAESF-9 activities as needed.

## **5.0. ADMINISTRATION AND LOGISTICS**

### **5.1. Staffing**

As required by Massachusetts Executive Order 144, all Executive Branch state agencies that are part of MAESF-9 must designate at least two personnel to act as SEOC liaisons. These liaisons 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 annex will be updated every two years at a minimum, and will ensure that appropriate stakeholder input is incorporated into updates. Additionally, the annex will be reviewed following any exercise or activation of the plan that identifies potential improvements. Revisions to this annex will supersede all previous editions and will be effective immediately.

## **6.0. AUTHORITIES, RESOURCES, AND REFERENCES**

### **6.1. Authorities**

See Authorities section of the State CEMP Base Plan.

## **6.2. Resources**

See Resources section of the State CEMP Base Plan.

## **6.3. References**

### **a. State**

- Joint Agreement between the Commonwealth of Massachusetts and the Commander, Massachusetts Wing, Civil Air Patrol
- Massachusetts General Law, Chapter 231, Section 85AA, Liability of registered rescue volunteers
- Massachusetts General Law, Chapter 40, Section 4J; Public Safety Mutual Aid Agreement
- Massachusetts Executive Order 144
- Massachusetts Executive Order 242
- Massachusetts Executive Order 469
- Massachusetts Executive Order 475
- Massachusetts Comprehensive Emergency Management Plan

### **b. Federal**

- Statement of Understanding between the Commonwealth of Massachusetts and the United States Coast Guard
- 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)

### **c. Other**

- The National Search and Rescue Plan
- State Fire Mobilization Plan
- State Police Incident Management Assistance Team (IMAT)
- Air Crash Plan
- Terrorism Plan
- Mitigation Plan
- Radiological Emergency Response Plan
- Recovery Plan
- MAESF-9 Standard Operating Procedures
- National Response Framework

- Massachusetts State Police Plan for Civilian Search and Rescue Operations

## 6.4. Terms

**Emergency Support Function (ESF)** – 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)** – The 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.

**Incident Commander** – The Incident Commander is the person responsible for all aspects of an emergency response; including quickly developing incident objectives, managing all incident operations, application of resources as well as responsibility for all persons involved. The Incident Commander sets priorities and defines the organization of the incident response teams and the overall SEOC Roster.

**National Incident Management System (NIMS)** – The 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, in order to reduce the loss of life and property and harm to the environment.

**Rescue** – All activities directed towards and requiring the utilization of trained personnel to extricate persons trapped in damaged buildings, vehicles, woodlands and waterways; and to provide emergency medical treatment of such persons.

**Search** – All activities associated with the discovery of an individual or individuals lost or reported lost.

**Support Agency** – An organization or agency identified in a Massachusetts Emergency Support Function annex designated to assist with available resources, capabilities or expertise to accomplish the mission of the MAESF.

**Technical Search and Rescue** – Also known as urban search and rescue (abbreviated as USAR), involves the location, extrication, and initial medical stabilization of victims trapped in confined spaces due to natural disasters, structural collapse, transportation accidents, mines and collapsed trenches.

- Waterborne Search and Rescue: Includes waterborne search and rescue operations for hurricanes, dam/levee failures and other disasters that primarily require ship or boat forces.

- Inland/Wilderness Search and Rescue: Includes search and rescue operations conducted in remote or rural areas that primarily require operations necessitating the use of specialized equipment to access these areas and may require responders traveling over land by alternate methods or by aircraft.
- Technical Search and Rescue: Includes search and rescue operations involving incidents such as structural collapse, excavation emergencies, technical rope rescues, high angle, confined space rescues, swift water rescues and other specialized rescues.
- Aeronautical Search and Rescue: Includes search and rescue operations conducted in aviation-related incidents and aeronautical search and rescue. These may require specialized search and rescue operations in both open and wilderness areas and in the vicinity of airports requiring the coordinated deployment of personnel and equipment.

## **Massachusetts Emergency Support Function 10**

### ***HAZARDOUS MATERIALS AND ENVIRONMENTAL PROTECTION***

#### **Responsible Agencies**

##### **State Agencies**

Department of Fire Services  
Department of Public Health  
Department of Conservation and Recreation  
Department of Agriculture Resources  
Executive Office of Energy and Environmental Affairs  
Massachusetts Department of Environmental Protection  
Massachusetts Office of Coastal Zone Management  
Massachusetts National Guard

##### **Federal Agencies**

United States Coast Guard  
United States Environmental Protection Agency  
United States Army Corps of Engineers

# 1.0. INTRODUCTION

## 1.1. Purpose

Massachusetts Emergency Support Function 10 (MAESF-10) *Hazardous Materials and Environmental Protection* provides a framework for coordinating state-level assistance for emergencies or disasters impacting environmental conditions with potential public safety, public health, or property impacts. In addition, this Annex details responsible state agencies roles and responsibilities in the coordination of resources and provides expertise to state and local government decision-makers on environmentally sound practices and procedures to respond to and mitigate potential or actual threats to the environment in the Commonwealth.

## 1.2. Scope

This annex is applicable to all agencies and departments of the Commonwealth as well as affiliated response partners involved in environmental protection, oil and hazardous materials response, and mitigation activities.

The objectives of MAESF-10 are to coordinate resources to:

- Establish a framework for state-level environmental protection and oil/hazardous materials preparedness, response, recovery, and mitigation activities in the event of an emergency or disaster.
- Assume the coordination role for the state during any oil/hazardous materials incidents resulting from an emergency or major disaster and coordinate environmental protection and hazardous materials response activities.
- Share information and coordinate response activities across pertinent state agencies regarding environmental protection and oil/hazardous materials related requests for assistance in a manner that ensures consistency with established environmental policies and procedures.
- Monitor and mitigate potential effects of a disaster on the environment before, during, and after an incident, with particular attention to problems that may threaten public safety or disrupt response activities.
- Monitor environmental parameters such as tides, coastal winds, wave heights, precipitation, river heights and volumes, as well as the National Weather Service forecast and briefings to estimate the timing and magnitude of impact on property and infrastructure.
- Monitor discharges and releases of oil or hazardous materials and coordinate response efforts through the mobilization and deployment of personnel, equipment, supplies, and financial resources to affected areas.
- Provide situational awareness and expertise to the SEOC on environmental protection, oil/hazardous materials response, and mitigation activities for the Commonwealth.

- Coordinate state-level responses to oil and hazardous substance incidents in accordance with the Massachusetts Contingency Plan (MCP), Massachusetts General Law Chapter 21E, and National Contingency Plan (NCP). The NCP serves as the basis for planning and use of federal resources for response to the release of threats of a release of oil or hazardous substances. MAESF-10 will follow existing policies, procedures, and directives developed to carry out the provisions contained in the NCP.
- Control, prohibit, and respond to pollution of the air, surface water, and lands of the state, and protect the public health, safety, and welfare from the effects of releases of hazardous substances.

### **1.3. Policies**

At the direction of the MEMA Director, MAESF-10 will be activated and operate from the State Emergency Operations Center (SEOC). Examples of potential scenarios that would require MAESF-10 activation include:

- To respond to disasters for which MEMA determines that state assistance is needed to supplement the response efforts of affected local communities.
- In anticipation of a disaster expected to result in a declaration from the Governor and subsequent Federal declaration under the Stafford Act.
- When more than one state agency is involved in implementing response operations, the SEOC will coordinate activities across agencies to maximize available resources and ensure a common operating picture is maintained.
- All Federal, State, and local laws pertaining to environmental protection and hazardous materials response apply to this Annex. This annex is not intended to supplant any existing Federal, State, or local laws as they may apply.
- Local environmental protection and hazardous materials response assets will remain in control of their respective jurisdictions.
- State assistance provided to cities and towns may consist of personnel, contractor support, equipment, facilities, materials and supplies, and/or subject matter expertise.
- State assistance will be prioritized in the following manner:
  1. Life safety, including evacuation of individuals from at-risk areas.
  2. Restoration of critical infrastructure to support emergency response, including power restoration.
  3. Commodities movement and distribution to support life-sustaining operations.
  4. The protection of the environment.
- MAESF-10 will coordinate assistance to cities and towns through technical/subject matter expertise and resource support, to include: personnel, equipment, facilities, materials, and supplies relating to environmental protection and hazardous materials response.

- MAESF-10 does not impede or negate the use of, or request for, the activation of the Federal Regional Response Team (RRT). The RRT serves as a planning and preparedness body before a response, marshaling these respective agency response resources and providing coordination and advice to the Federal on scene coordinator (FOSC) during response actions. The RRT participates in preparedness activities under MAESF-10 and is expected to be closely involved in response activities if MAESF-10 is activated.
- MassDEP will serve as the State On Scene Coordinator (SOSC) in a unified response as dictated by existing Area Contingency Plans (ACPs) and overall Massachusetts Contingency Plan (MCP).
- Department of Fire Services (DFS) commanding the Hazardous Materials Response Teams (HMRT) will carry out their responsibilities under Massachusetts General Law Chapter 21K to coordinate, integrate and manage their effort to direct, identify, contain, or mitigate releases or the threat of release of oil/hazardous materials.
- MassDFS/HMRT and MassDEP Emergency Response resource requests will be coordinated under the direction of MAESF-10 which will provide a bridge between the on scene coordinator and overall disaster response activities.

## 2.0 SITUATION AND ASSUMPTIONS

### 2.1. Situation

A major disaster or catastrophic event may result in the following:

- Oil/hazardous materials being released into the environment.
- Fixed facilities (e.g., chemical plants, tank farms, laboratories, operating hazardous waste sites) which produce, generate, use, store, or dispose of hazardous materials could be severely damaged to the point that spill control apparatus and containment measures are ineffective.
- Oil/hazardous materials in transport may be involved in rail accidents, highway collisions, or waterway mishaps.
- Abandoned oil/hazardous waste sites could be damaged, causing further degradation of holding ponds, tanks, and drums.
- The damage to, or rupture of, pipelines transporting hazardous materials will present serious problems.
- Substantial physical damage to coastal areas, Areas of Critical Environmental Concern (ACEC), or other natural resources.

### 2.2. Planning Assumptions

- The National Contingency Plan serves as the basis for planning and use of federal resources for response to releases or threats of releases of oil/hazardous substances.

Response actions under MAESF-10 will follow policies, procedures, directives, and guidance developed to carry out the provisions contained in the NCP.

- The Massachusetts Contingency Plan and Massachusetts General Law Chapter 21E will provide for the protection of health, safety, public welfare and the environment by establishing requirements and procedures for the response to releases or threats of releases of oil/hazardous materials.
- Most cities and towns have emergency management resources, plans, and procedures to support routine oil/hazardous material releases and related environmental protection response efforts.
- Most incidents involving oil/hazardous materials are below state/federal reporting quantities and addressed by local government with or without state agencies as part of their day-to-day operations, using resources readily available.
- Oil/Hazmat facilities and transportation owner/operators have a responsibility to safeguard the public from oil/hazardous materials which are under their care and custody and have a responsibility to provide a base level of response capabilities to react to routine situations involving oil/hazardous material incidents.
- Notification requirements - When an oil/hazardous material incident occurs, non-governmental organizations (NGOs) and local government will use their own response resources first, supplemented as needed by local mutual aid agreements or private sector contracts. Local government will only request state or federal assistance in the event that the impact of the incident exceeds, or is expected to exceed their own capabilities to respond or notification triggers a response.
- The Commonwealth has resources and expertise to supplement local response efforts. In addition, federal assistance may be requested to support state and local efforts if the incident exceeds state and local capabilities.
- Local communities and the Commonwealth should plan to be as self-sufficient as possible during the initial 72 hours of the incident. In the event federal assistance is necessary, it may take up to 72 hours for federal or out-of-state resources to arrive, depending on the magnitude.
- Maintaining state-level communications capabilities for coordination and situational awareness across MAESF-10 agencies with responsibilities detailed in this annex will be critical to maintain situational awareness.
- Other agencies, departments, and organizations may be called upon to assist in emergency operations in support of disaster response, consistent with their roles and responsibilities as they relate to environmental protection and hazardous materials.
- Federal, State, and local governments, private sector and NGO's assigned responsibilities under MAESF-10 have developed internal plans and operating procedures specifying their emergency support actions for implementation in the event of a disaster or emergency.

- In a catastrophic incident local response capabilities will be overwhelmed by the extent of the effort required to respond to, assess, mitigate, stage, monitor, clean up, and dispose of oil or hazardous materials released into the environment.
- Numerous incidents may occur simultaneously in different locations both inland and along coastal waters requiring additional response and cleanup personnel and equipment to supplement existing capabilities and to provide relief resources.
- In the event of a catastrophic incident standard communications equipment and practices will be disrupted or destroyed.
- Response personnel, cleanup crews, and response equipment will have difficulty reaching the site of an oil or hazardous materials release because of damage sustained by the transportation infrastructure.
- Access to impacted areas will be severely limited and only reachable via air or water transportation assets, requiring coordination with MAESF-1 *Transportation*. Air transportation will be needed for damage reconnaissance and to transport personnel and equipment to the site of the release.
- MAESF-10 responders should expect to be self-sufficient in the early days of the response.
- Laboratories responsible for analyzing hazardous materials samples may be damaged or destroyed. Massachusetts DEP Field Assessment and Support Team (FAST) vehicle and EPA's mobile lab may be activated to supplement or enhance real time analysis. The Civil Support Team (CST) is an additional resource that may be activated.
- Emergency exemptions may be needed for oil and hazardous materials containment, cleanup, and disposal of contaminated material. MAESF-10 will assist in the exemption process and situational awareness, (i.e., Emergency Wetlands Regulations, 2-hour notification with power utilities) storage and emergency treatment discharge.
- Non-impacted facilities located in or near the affected disaster area will need to be monitored by MAESF-10 staff.

## 3.0. CONCEPT OF OPERATIONS

### 3.1. General

This annex will be activated at the direction of MEMA when there is a potential for or actual disaster situation involving environmental protection and hazardous materials. Depending on the incident type and resource needs, MEMA will designate a lead coordinating agency at the time of State Emergency Operations Center (SEOC) activation to provide overall coordination of MAESF-10. All other agencies with responsibilities under MAESF-10 will serve as supporting agencies.

The lead coordinating agency will provide direction and work in conjunction with support agencies to cohesively coordinate all MAESF-10 environmental protection response

activities (wetlands, air, coastal, etc.) relating to oil/hazardous materials threats or actual releases resulting from an emergency or disaster.

Each agency shall designate a minimum of two persons who can serve as a representative for their agency at the SEOC to support ongoing MAESF-10 activities on a 24-hour basis. Designated agency representative should have subject matter expertise and have access to the appropriate authority for committing agency resources.

MAESF-10 reports to the SEOC Operations Section with an indirect report to the Planning Section.

## **3.2. Notification**

MEMA will notify the MAESF-10 points of contact for each activated organization or agency to report to the SEOC for coordination and implementation of activities relating to oil or hazardous materials spills or releases resulting from an emergency or environmental protection disaster (i.e., major winter storms). Each MAESF-10 organization or agency is responsible for securing sufficient staff on a continuous and on-going basis to support and carry out the activities tasked to their agency in accordance with Massachusetts Executive Order 144.

## **3.3. Activities**

Responsible agencies for MAESF-10 should conduct the following actions:

### **a. Prevention Actions**

- Participate in the hazards identification process and identify and correct vulnerabilities.
- Develop emergency preparedness programs for oil/hazardous materials incidents.
- Provide technical assistance to local communities in the development and implementation of All Hazard Mitigation Plans.
- Provide technical assistance to communities in the development of Climate change impact assessments, identification, and implementation of adaption/resiliency strategies.
- Per Executive Order 569, the Commonwealth will develop a statewide climate adaption plan by 2019, which will be updated at least every five years.
- The Executive Office of Energy and Environmental Affairs, through CZM, will administer the Coastal Resilience Grant Program to provide financial and technical support to coastal communities to identify and map vulnerabilities, conduct adoptions planning, redesign vulnerable public facilities, and infrastructure and implement non-structural storm damage protection projects.
- Work with federal partners to strengthen Area Contingency Plans
- Review tank vessel spill plans.

## **b. Preparedness Actions**

- MEMA will convene regular meetings of MAESF-10 stakeholders and/or Emergency Support Function Team to review and update the MAESF-10 annex and standard operating procedures.
- Develop and maintain internal agency operational plans and procedures to support MAESF-10 activities.
- Maintain and update necessary and appropriate contacts with each hazardous materials response team, local fire chief, MA Coastal Storm Damage Assessment Team, and MAESF-10 supporting agencies and organizations.
- Develop resource lists of available equipment, materials, supplies, personnel, and transportation available to support this annex.
- Pre-designate staff to support SEOC operations.
- Ensure that MAESF-10 stakeholders notify MEMA of staff changes.
- Participate in training and exercises related to the MAESF-10 annex.
- Maintain and distribute to appropriate agencies MEMA's Tier II information of current inventories, including locations of existing threats and facilities, equipment and materials, supplies, special capabilities, and personnel throughout the Commonwealth.
- Plan for responses to oil/hazardous materials incidents.
- Develop detailed procedures for identification, control and cleanup of oil or hazardous materials in accordance with the Massachusetts Contingency Plan.
- Identify training and maintain a level of readiness through training for response personnel as specified in the SOPs.
- Develop mutual aid agreements with local agencies, other state agencies, contiguous state agencies, federal agencies and private agencies/organizations.
- Collect and utilize licensing, monitoring and/or transportation information from the local, state or federal agencies and/or private organizations to facilitate emergency response.
- Participate in and/or conduct exercises and tests.

## **c. Response Actions**

### **Pre-Impact**

Upon receiving notification to report to the SEOC in preparation of an incident, MAESF-10 agencies and organizations will complete the following actions commensurate with emergency priorities within the state and based on availability of resources:

- Provide appropriate representation to the SEOC to support MAESF-10 activities.

- Maintain communications with the SEOC and MEMA Regional Operation Centers (REOCs), monitor WebEOC, obtain status reports, and keep the SEOC informed of progress of assigned tasks.
- Review existing plans and procedures.
- If not completed during preparedness phase, notify the appropriate points of contacts at each respective MAESF-10 agency and organization to pre-position resources and response personnel as needed.
- Ensure respective MAESF-10 agency decision makers are kept informed of the situation.
- Develop strategies for initial response to include the mobilization of resources and personnel.
- Verify inventories of available oil/hazardous materials services, including the status of personnel, contractors, equipment, supplies, and transportation of each to support the state's six Hazardous Materials Response Teams and the four Department of Environmental Protection Regional Response Units. Provide summary listing to the SEOC Planning and Operations Sections.
- Implement predetermined cost accounting measures for tracking overall MAESF-10 personnel, equipment, materials, and other costs that incurred during emergency response actions.
- Pre-position response resources when it is apparent that state resources will be required.
- Provide situational awareness information for reports and/or statements to the SEOC Planning Section as needed.
- Conduct initial assessment of hazardous materials response needs and assemble and analyze data for forecasting the likelihood of hazardous materials spills and releases, and where these likely sites are located.
- Provide Massachusetts Office of Coastal Zone Management trained staff on scene for coastal damage assessments.
- Conduct pre-planning for emergency permits and/or waivers.
- Utilize information from the SEOC Planning Section for response planning purposes.

### **Initial Response**

- If an agency has not already done so, provide appropriate representatives to the SEOC to support MAESF-10.
- Designate appropriate staff and points of contact to support the response.
- As necessary, coordinate personnel and resources for field assessments and response/recovery teams.
- Gather and provide situational awareness information for reports and/or statements to the SEOC Planning Section as needed. In addition, use information provided by the SEOC Planning section to support effective response actions.

- Establish communications with the appropriate agency field personnel to support response efforts and maintain situational awareness.
- Develop MAESF-10 related information for the SEOC Roster and Situational Awareness Statements and provide to the Planning Section.
- Implement cost accounting measures for tracking deployed personnel, equipment, materials, and other costs incurred by supporting MAESF-10 response actions during the incident.
- Coordinate resources to support oil/hazardous materials and environmental protection response.
- Coordinate with MAESF-1 *Transportation* as needed on transportation needs for MAESF-10 response personnel.
- Coordinate with MAESF-16 *Military Support* for additional manpower.
- Coordinate with the SEOC Operations Section Chief as needed to develop and secure staging areas for oil/hazardous materials response.
- Coordinate distribution of any necessary supplies to the staging area in support of MAESF-10 activities.
- Designate a representative from MAESF-4 *Fire Fighting* acting as a liaison between the Fire Mobilization Districts and Hazardous Materials Response Teams will report to the SEOC as directed by MEMA to support hazardous materials response actions.
- Coordinate with MAESF-15 *Public Information and External Affairs* to provide information to the public, industry, and local government on hazardous materials and environmental protection matters.
- Coordinate with Federal agencies and counterparts as needed.
- Coordinate formal activation of the Coastal Storm Damage Assessment Team in conducting initial coastal damage assessments after the high tides in coastal storms where moderate to major damage is predicted.

### **Continuing Response**

- Coordinate with other MAESFs represented at the SEOC to provide support and aid in response to hazardous materials threats and protect the environment.
- Coordinate with other MAESFs that may have authorities, resources, capabilities, or expertise necessary to support MAESF-10 missions.
- Monitor the procedures followed by local responding agencies and Hazardous Materials Response Team(s) during incident response.
- Continue to gather and provide situational awareness.
- Coordinate the Coastal Storm Damage Assessment Team in conducting initial coastal damage assessments after the high tides in coastal storms where moderate to major damage is predicted.

- Enter damage reports from Storm Team members into the online reporting system, StormReporter and WebEOC.
- Provide information for Situational Awareness Statements and the SEOC Roster for the next operational period.
- Coordinate resources to support ongoing MAESF-10 response activities relating to oil/hazardous materials and environmental protection.
- Ensure MAESF-10 is staffed on a continuous basis as determined by the SEOC Planning Section Chief.
- Ensure staff briefings are conducted during shift changes and at designated times throughout the event.

#### **d. Recovery Actions**

- Continue to coordinate coastal damage assessments and assemble and analyze data for SEOC and MEMA Disaster Recovery section.
- Coordinate resources to support consolidation of operations as the threat diminishes or as MAESF-10 resource needs diminish.
- Provide hazardous material guidance and support as needed during the recovery phase.
- 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 the SEOC.
- Draft recommendations for after-action reports and other reports as needed.
- MAESF-10 will implement existing plans, including emergency permits and/or waivers, as necessary.
- MAESF-10 operations will ensure that hazardous materials spills or releases are secured, removed, and disposed of appropriately.
- Organize and coordinate the use of disposal facilities.
- MAESF-10 will coordinate with responders to address the discovery oil/hazardous material containers transported away from their point of origin (i.e. “orphan”).

#### **e. Mitigation Actions**

- Conduct assessments of MAESF-10 capabilities to identify potential shortfalls.
- Develop plans to mitigate identified shortfalls of resources.
- Assist communities with restoring roads and utilities for accessibility.

- As part of the rebuilding/cleanup process, assist communities in identifying mitigation actions that could be taken to reduce future vulnerabilities, and identifying potential financial and technical resources available to support these efforts.
- Coordinate with ESF-3 to assist communities with restoring water treatment and wastewater treatment plant damage?
- Coordinate with ESF-12 to assist communities with restoring electrical station and substation damage?

## 4.0. ROLES AND RESPONSIBILITIES

### 4.1. MAESF-10 Lead Coordination Agency Responsibilities

- Report to the SEOC as directed to staff the MAESF-10 work station.
- Direct, coordinate, and integrate the overall state oil/hazardous materials response in the affected area(s).
- Identify which support agencies may be needed to support mission requests, and take the necessary steps to ensure that support agencies are activated or placed on standby, as needed.
- In coordination with MEMA, ensure that agencies assigned to MAESF-10 are responding to assigned requests for assistance.
- Coordinate MAESF-10 preparedness, response and recovery activities with other MAESFs at the SEOC and MEMA REOCs.
- Identify and coordinate MAESF-10 staffing requirements at the SEOC and MEMA REOCs. Sufficient staffing will be available for 24-hour per day operations.
- Coordinate with support agencies and MEMA to direct environmental protection and oil/hazardous materials response resources based on the priority of protection of life and property.
- Coordinate with the local district fire chief's liaisons to effectively respond to existing or potential hazardous materials incidents.
- Tabulate and maintain a list of all state hazardous materials response resources and their locations.
- Coordinate with other MAESFs to obtain information related to vendors, volunteer groups, and other organizations that may be able to supplement local and state environmental protection and hazardous materials resources.
- Identify facilities for possible use as MAESF-10 staging areas.
- Coordinate as necessary with MAESF-4 *Fire Fighting* and MAESF-13 *Public Safety and Security* for firefighting and law enforcement resources in threatened or impacted areas.
- Provide regular updates on ongoing MAESF-10 activities to the SEOC Command staff.

## **4.2. MAESF-10 Supporting Agency Responsibilities**

### **a. Department of Fire Services (DFS)**

Provide technical advice and liaison services between MAESF-10 and responding hazardous materials units. DFS will coordinate with Boston and Cambridge Hazmat Teams for availability of local assets for state response, as necessary.

### **b. Department of Public Health (DPH)**

Respond to bio-hazardous, radiological, and mixed hazardous materials incidents and provide information about the potential health impacts of the incident.

### **c. Massachusetts Department of Environmental Protection (DEP)**

Responsible for protecting public health, safety, welfare, and the environment by ensuring clean air and water, the safe management and disposal of solid and hazardous wastes, the timely cleanup of oil/hazardous waste sites and spills, and the preservation of critical environmental resources.

### **d. Department of Conservation and Recreation (DCR)**

Responsible for the care and oversight of natural, cultural and historic resources in the Commonwealth and provide quality public recreational opportunities to all citizens.

### **e. Coastal Zone Management (CZM)**

Responsible for monitoring the hazardous weather outlook, activating the Coastal Storm Damage Assessment Team during coastal storm events predicted to have moderate to major impacts, and receiving and entering reports regarding damage into StormReporter and WebEOC for use by MEMA, Department of Public Safety, National Weather Service, DEP, and other agencies. CZM is also involved in the preservation of wetlands and coastal resources, through technical assistance to communities, research and policy development, and our Coastal Resilience Grant Program.

### **f. Department of Agricultural Resources (DAR)**

Responsible for the protection of livestock and agricultural resources in the Commonwealth.

#### **h. Massachusetts Office of Coastal Zone Management (CZM)**

Responsible for monitoring the hazardous weather outlook, activating the Coastal Storm Damage Assessment Team during coastal storm events predicted to have moderate to major impacts, and receiving and entering reports regarding damage into StormReporter and WebEOC for use by MEMA, Department of Public Safety, National Weather Service, DEP, and other agencies. CZM is also involved in the preservation of wetlands and coastal resources.

#### **i. Department of Agricultural Resources (DAR)**

Responsible for the protection of livestock and agricultural resources in the Commonwealth.

#### **j. Massachusetts National Guard (MANG) Civil Support Team (CST)**

Provides military support to civilian authorities in times of major disasters or emergencies to include rapid assessment capabilities for assessing potential environmental impacts magnitude and intensity.

#### **k. United States Coast Guard (USCG)**

Provides access to federal resources for emergencies involving hazmat and oil spills on waterways within the Captain of the Port (COTP) zone.

#### **l. United States Environmental Protection Agency (EPA)**

Provides access to federal resources outside of USCG COTP area.

### **4.3. Other Agencies**

Other agencies not explicitly named in this annex may have authorities, resources, capabilities, or expertise required to support MAESF-10 activities. These agencies may be requested to support MAESF-10 activities as needed.

## **5.0. ADMINISTRATION AND LOGISTICS**

### **5.1. Staffing**

As required by Massachusetts Executive Order 144, all MAESF-10 responsible agencies must designate at least two personnel to act as SEOCA liaisons. These liaisons 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 annex will be updated every two years at a minimum, and will ensure that appropriate stakeholder input is incorporated into updates. Additionally, the annex will be reviewed following any exercise or activation of the plan that identifies potential improvements. Revisions to this annex will supersede all previous editions and will be effective immediately.

## **6.0. AUTHORITIES, RESOURCES, AND REFERENCES**

### **6.1. Authorities**

See Authorities section of State CEMP Base Plan.

### **6.2. Resources**

See Resources section of State CEMP Base Plan.

### **6.3. References**

- Massachusetts Comprehensive Emergency Management Plan (CEMP) Large-Volume/High Concentration Ethanol Annex
- Massachusetts Comprehensive Emergency Management Plan (CEMP) Hazardous Materials Annex
- Massachusetts General Law (MGL) Chapter 21E is known as the “Massachusetts Oil and Hazardous Material Release Prevention and Response Act” and legislates, among other things, who and what is required in the event of a release of OHM and empowers the Department of Environmental Protection to create regulations to address said releases. The regulations published at 310 CMR 40.0001 through 40.9999, cited collectively as 310 CMR 40.0000 and referred to as the Massachusetts Contingency Plan (the “MCP”), are promulgated by the Commissioner of the Department of Environmental Protection under MGL Chapter 21E (and other sections of the MGL).
- The Massachusetts Contingency Plan (MCP) 310 CMR 40.000 implements Chapter 21E and is intended to comport with and complement the National Contingency Plan promulgated by the United States Environmental Protection Agency under the Comprehensive Environmental Response, Compensation, and Liability Act of 1980, as amended. It directs that all releases of oil/hazardous material must be cleaned up in a timely manner; that some releases/threats of release over certain quantities are reportable to MassDEP; all reportable releases/threats of release require response actions; and all response actions by any party require approval of MassDEP.
- Massachusetts General Law Chapter 21K, Mitigation of Hazardous Materials
- Massachusetts Executive Order 144
- Major Air Crash Event Annex
- Massachusetts Terrorism Response Annex
- Massachusetts Hazard Mitigation Plan
- Radiological Emergency Response Plan
- Massachusetts Disaster Recovery Plan
- Debris Management Plan
- MAESF-10 Standard Operating Procedures
- Annex for Emerging Infections and/or Contagious Diseases in Non-Human Populations
- Wetlands Protection Act
- DEP Emergency Regulations
- DEP Emergency Powers Annex

## **Massachusetts Emergency Support Function-11**

### ***AGRICULTURE, ANIMALS AND NATURAL RESOURCES***

#### **Responsible Agencies**

##### **State Agencies**

Department of Agricultural Resources

Department of Public Health

Department of Fish and Game

- Division of Fisheries and Wildlife

Massachusetts Environmental Police

Department of Environmental Protection

Department of Conservation and Recreation

Massachusetts Gaming Commission

##### **Federal Agencies**

United States Department of Agriculture/ Animal and Plant Health Inspection Service

Animal Care

Plant Protection and Quarantine

Veterinary Services

Wildlife Services

United States Fish and Wildlife Service

United States Department of Health and Human Services, National Veterinary Response Team

## **Supporting Organizations**

International Fund for Animal Welfare  
Animal Rescue League of Boston  
Massachusetts Society for the Prevention of Cruelty to Animals  
Animal Control Officers Association of Massachusetts  
Massachusetts Farm Bureau Federation  
Massachusetts Veterinary Medical Association  
National Animal Rescue and Sheltering Coalition  
Zoo New England  
New England Aquarium  
Farm Service Agency  
UMass Extension

## 1.0. INTRODUCTION

### 1.1. Purpose

The Massachusetts Emergency Support Function 11 (MAESF-11) *Agriculture, Animals and Natural Resources* provides a framework for coordination and cooperation across state agencies and other organizations regarding the control and support of animal sheltering, search, rescue, recovery, and reunification needs and activities before, during, and after a disaster, or emergency.

In addition, this Annex provides guidance to address issues concerning agriculture and natural resources to include: the impacts of livestock, crops, plant disease, pest control, foreign animal disease or animal disease and other related incidents affecting the health, safety, and welfare of humans and animals before, during and after a disaster or emergency.

### 1.2. Scope

This annex is applicable to agencies and departments in the Commonwealth, as well as Federal agencies and supporting organizations that may have a role in supporting animal or agriculture related disaster activities.

The objectives of MAESF-11 are to coordinate resources to:

- Address human health risks associated with animals.
- Assist in capture/rescue of animals that have escaped confinement or have been displaced from their natural habitat.
- Provide emergency care to animals injured during an emergency.
- Assist with the evacuation of people with household pets and/or service animals without means of evacuation transportation.
- Remove and properly dispose of animal carcasses.
- Assist with long-term maintenance, placement or disposition of animals that cannot be returned to their normal habitat or have been separated from their owners.
- Coordinate assistance for livestock/farm animals.
- Issue and enforce animal quarantines based on disease outbreaks.
- Assess and respond to emergency issues relating to crops.
- Minimize public health and economic impacts to the food chain and crops.
- Conduct surveillance and response of plant pest infestation and plant disease incidents.
- Diagnose, control, and eradicate zoonotic disease to prevent transmission and minimize the threat to human and animal health.
- Assist in clean-up of agricultural waste related to the disaster.

## 1.3. Policies

- MAESF-11 is an annex of the Massachusetts Comprehensive Emergency Management Plan (CEMP).
- As an incident requires, or at the direction of the MEMA Director, MAESF-11 will be activated to coordinate resources to support animal and agriculture response.
- MAESF-11 will operate from the State Emergency Operations Center (SEOC). MEMA and the SEOC provide overall direction and control for the incident as it develops.
- MAESF-11 will coordinate assistance to cities and towns including personnel, equipment, facilities, materials, supplies, and/or technical support/subject matter expertise.
- MAESF-11 will serve as the lead for animal sheltering and coordination.
- Massachusetts Emergency Management Agency (MEMA) coordinates with the Massachusetts Department of Agricultural Resources (DAR) to develop and maintain this annex.
- All local and state laws pertaining to animal licensing, prevention of rabies and disease, vaccination, sheltering, and mass care services apply to this annex.
- The Massachusetts Department of Public Health (MDPH) is responsible for responding to and preventing communicable disease in humans (including those that are zoonotic) at the state level and coordinates with local public health authorities across municipalities as needed. DAR is responsible for handling infectious animal and plant diseases. DAR will work with local officials and responders to make necessary rules for suppression and prevention of infectious and contagious diseases among animals and to mitigate the spread of plant diseases in the Commonwealth through their existing rules and authorities.

## 2.0 SITUATION AND ASSUMPTIONS

### 2.1. Situation

Agriculture remains a major contributor to the economy of Massachusetts. A major loss or threat of a loss affecting agriculture could result in significant economic losses if not rapidly and effectively addressed. A large-scale emergency could pose a threat to crops, agricultural waste/discharge, pesticides, animal feeds, zoonotic disease, and other related issues.

In the event of a significant emergency or disaster local government resources may be quickly overwhelmed and unable to provide assistance for residents and their pets, and farms and their livestock and crops. An emergency/disaster of large magnitude could result in injured, displaced and/or deceased animals, and require support for the evacuation, care and shelter of animals. Farmers may need to evacuate their farms leaving large animals or livestock temporarily separated and without necessary continuous care.

Certain incidents, such as hazardous materials releases, may have direct impacts on agricultural resources, and actions may need to be taken for the mitigation of impacts to or embargo of impacted crops and/or livestock/livestock products. In addition, an exotic or emerging disease found in Massachusetts livestock (cattle, horses, poultry, swine, sheep, goats, and deer) will have significant national and international trade implications causing economic disruption.

## **2.2. Planning Assumptions**

- Local governments have emergency management resources, plans, and procedures to support animal and agricultural response.
- Local government emergency plans of operation shall include strategies to support the needs of people with household pets and the needs of household pets under their care, including service animals.
- When an incident occurs, local governments will use all available resources, including those available through mutual aid or private sector assets, before making a request for state or federal resources.
- The sheltering and protection of animals is the primary responsibility of animal owners. Animal owners will take reasonable steps to provide for their animals during an emergency.
- The owners of service animals will take reasonable steps to shelter and provide for their service animals during an emergency.
- Agencies and organizations with roles and responsibilities under MAESF-11 will designate and deploy to the SEOC appropriate representatives as needed to coordinate the functions of MAESF-11.
- In addition, other agencies, departments and organizations may be called upon to assist in emergency operations in support of disaster response consistent with their roles and responsibilities related to animals.
- Coordination with local governments and other MAESFs may be required to successfully meet emergency needs.
- 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.
- State, local and federal governments, private sector and volunteer agencies assigned responsibilities involving emergency/disaster animal issues will have established operating procedures specifying their emergency support service actions and will be able to communicate and coordinate these actions in an emergency to best utilize available capabilities.

- Individuals representing agencies that are staffing the State Emergency Operations Center should have extensive knowledge of the resources and capabilities of their respective agency and have access to the appropriate authority for committing such resources.
- Local communities should be as self-sufficient as possible during the initial 72 hours of an emergency. Depending upon the magnitude of the disaster, resources from national organizations, other states and the Federal government may not be readily available.
- Generally when an emergency/disaster is imminent or occurs in the Commonwealth of Massachusetts, the State Emergency Operations Center (SEOC) is activated and MAESFs needed to support response are activated.
- Assistance provided to address animal and agriculture issues in an emergency/disaster is a coordinated effort of local, state, federal, private and volunteer organizations.

## **3.0. CONCEPT OF OPERATIONS**

### **3.1. General**

This annex will be activated at the direction of MEMA when there is a potential or actual disaster situation involving animal or agriculture issues in Massachusetts. Depending upon the incident type and resource needs, MEMA will designate a lead coordination agency at the time of SEOC activation to provide overall coordination of MAESF-11. All other agencies with responsibilities under MAESF-11 will serve as support agencies. The lead coordination agency will provide direction to and work in conjunction with the support agencies to cohesively coordinate the activities of MAESF-11.

Each agency shall designate a minimum of two persons who can serve as representatives for their agency at the SEOC to support MAESF-11 activities. The designated agency representatives should have the capability and authority to reach back to its own agency to request resources and obtain necessary information to support the response to the incident.

### **3.2. Notification**

MEMA will notify the MAESF-11 points of contact for each activated organization or agency to report to the State Emergency Operations Center for coordination and implementation of animal and agriculture protection-related requests for assistance. Each MAESF-11 organization and agency is responsible for securing sufficient staff on a continuous basis to support and to carry out the activities tasked to their agency.

### **3.3. Activities**

Responsible agencies for MAESF-11 should conduct the following actions:

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

- MEMA will convene regular meetings of MAESF-11 stakeholders and/or Emergency Support Function Team to review and update the MAESF-11 annex and standard operating procedures.
- Develop and maintain internal agency operational plans and procedures to support MAESF-11 activities.
- Maintain and update necessary and appropriate contacts with support agencies and those organizations.
- Designate staff that will support SEOC operations.
- Provide for surveillance of emergency issues related to crops, animal feeds, manure pits, fertilizers and pesticides.
- Provide for surveillance of plant pests of unknown or questionable origin, which may pose a potential or substantial threat to agriculture, economy or public health of the state.
- Provide for surveillance of foreign animal disease or an animal disease, syndrome, chemical, poison or toxin that may pose a substantial threat to the animal industries, economy, wildlife or public health of the state.
- Provide for surveillance of plant and animal disease and infestation that may pose a substantial threat to wildlife and other natural resources.
- Ensure that MAESF-11 stakeholders notify MEMA of staff changes.
- Participate in exercises and training in order to test, validate, and provide working experience for MAESF-11 liaisons on this annex and related procedures.

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

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

- Upon receiving notification to report to the SEOC in preparation of an incident, MAESF-11 agencies and organizations will complete actions commensurate with emergency priorities within the state and based on the availability of resources.
- MAESF-11 agencies will provide appropriate representative(s) to the SEOC to support MAESF-11, if needed.
- MAESF-11 agencies and organizations will maintain communications with the SEOC, obtain status reports, and keep the SEOC informed of progress of assigned tasks.
- MAESF-11 agencies and organizations will notify appropriate points of contact at each respective MAESF-11 agency and organization to pre-position resources and response personnel as needed.

- MAESF-11 agencies and organizations will review existing plans and procedures.
- MAESF-11 agencies and organizations will ensure respective MAESF-11 agency and organization decision makers are kept informed of the situation and provide ongoing updates to their respective agency/organization.
- MAESF-11 agencies and organizations will test communications and warning systems.
- MAESF-11 agencies and organizations will verify inventories of available resources and provide a summary listing to the SEOC Operations Section Chief.
- MAESF-11 agencies and organizations will anticipate shelter missions and coordinate with MAESF-6 *Mass Care, Emergency Housing, Human Services* to identify emergency animal shelter facilities and to ensure human sheltering and companion animal sheltering are in close proximity.
- MAESF-11 agencies and organizations will mobilize and pre-position resources when it is apparent that MAESF-11 agency or organization/state resources will be required.
- In the event of a disease outbreak, DAR will implement the Annex for Emerging Infectious and/or Contagious Diseases in Non-Human Populations.

### **Initial Response**

- Provide appropriate agency representative(s) to the SEOC to support MAESF-11, as necessary.
- Coordinate personnel and resources for field assessment and response/recovery teams as necessary.
- Gather and provide situational awareness.
- Establish communications with appropriate deployed agency field personnel to coordinate resources to support response efforts.
- Develop information for the SEOC Roster and Situational Awareness Statements and provide to Planning Section.
- Coordinate resources to support animal rescue, evacuation, sheltering, and reunification.
- Coordinate with MAESF-1 *Transportation* on transportation needs for animals.
- Coordinate with MAESF-6 *Mass Care, Emergency Housing, Human Services* on animal sheltering activities. If needed, provide emergency supplies that enable people with disabilities to care for their service animals.
- Coordinate with MAESF-5 *Business and Industry* and MAESF-7 *Volunteers and Donations* concerning protocols for goods donated for animal emergency response assistance.
- Coordinate resources to support response to livestock, large animals and equine-related impacts. Assist with identification and location of housing and other related services.
- Coordinate with SEOC Operations Section regarding staging areas for animal related supplies (i.e., food, medical, farm).

- If not yet completed, pre-position resources at the nearest staging area(s), as needed.
- Coordinate with the Logistics Section on the distribution of supplies to and from the staging areas.
- Coordinate with Federal Emergency Support Function 11 as needed.
- Prepare Resource Request Form (RRF) based on anticipated needs. Example RRF includes: Request technical assistance from USDA/Animal Care at Joint Base Cape Cod and other animal shelter locations as determined by MEMA and MAESF-11.
- Coordinate resources to support the response to animal and plant issues which impact public or animal health (disease outbreak, bioterrorism, waste and carcass disposal).
- As needed, coordinate the implementation of the Emerging Infectious and/or Contagious Diseases in Non-Human Populations Annex.
- As needed, support the activities of field personnel responding to a disease outbreak as follows:
  - Develop task force(s) to evaluate and appraise suspected infected and exposed livestock and provide recommendations (i.e., destroy, disposal). Coordinate deployment of the task force(s) with the Operations Section Chief.
  - Coordinate resources for possible quarantine and/or control of movement of impacted animals in and around infected areas.
  - Coordinate resources to support restricting the movement of animals of susceptible species and vehicles known to transport such animals into the Commonwealth.
  - Coordinate resources to support the tracing of the origin of the disease outbreak and monitor and control its potential spread.
  - Coordinate resources to conduct an evaluation of suspected infected non-domesticated populations (wildlife, non-domesticated captive).
  - Coordinate resources to conduct the cleaning and disinfecting of suspected infected facilities and animal transport vehicles.
- Coordinate with MAESF-15 *Public Information and External Affairs* to provide information to the public, industry, and local government on impacts to animal and public health, movement controls and eradication.
- Ensure appropriate staffing levels at the SEOC for MAESF-11 to support the mission for each shift.
- Implement cost accounting measures for tracking deployed personnel, equipment, materials, and other costs incurred by supporting MAESF-11 response actions during the incident.

## Continuing Response

- Coordinate with other MAESFs represented at the SEOC to provide support to address nuisance and public health concerns (rabies and/or zoonotic animal related diseases) involving wildlife that may be deceased, or escaped confinement or displaced from their natural habitat.
- Coordinate with other MAESFs that may have authorities, resources, capabilities, or expertise necessary to support MAESF-11 missions.
- Continue to gather and provide situational awareness.
- Provide information to the Planning Section as needed to update Situational Awareness Statements and EOC Rosters.
- As necessary, coordinate resources to support the following response activities:
  - Capturing of injured and displaced animals.
  - Sheltering of, provision of medical care for, relocation, and reunification of animals with their owners.
  - Acquisition of additional food and supplies to support the relief efforts.
  - Identification and location of housing and other related services for displaced livestock.
  - Tracing the origin of disease outbreak and monitor and control its potential spread.
  - Evaluating and diagnosing animals suspected of having infectious or contagious disease.
  - Issuing and enforcing animal disease quarantines.
  - Timely and proper carcass disposal.
  - Assessing and responding to emergency issues relating to crops and plant pest infestation.
  - Minimizing public health and economic impacts of food and agriculture-related incidents.
  - Coordinating surveillance and eradication of plant pests which may pose a potential threat to agriculture.
  - Clean-up of large agricultural wastes.
- Ensure appropriate staffing levels at the SEOC for MAESF-11 as determined by the SEOC Planning Section Chief and SEOC Operations Section Chief.
- Ensure staff briefings are conducted during shift changes and at designated times throughout the event.
- Continue to coordinate with MAESF-1 *Transportation* on any transportation needs for animals.
- Continue to coordinate with MAESF-6 *Mass Care, Emergency Housing, Human Services* on animal sheltering activities.

### **c. Recovery Actions**

- Coordinate recovery actions with MAESF-14 Recovery.
- Coordinate resources to support the consolidation or closing of animal shelters or confinement areas.
- Coordinate resources to support long-term maintenance, placement or disposition of animals that cannot be returned to their normal habitat or those that have been separated from their owners.
- 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 the SEOC.
- Participate in after action meetings and review after action reports as appropriate.

### **d. Mitigation Actions**

- Conduct assessments of MAESF-11 capabilities to identify potential shortfalls.
- Develop plans to mitigate identified shortfalls of resources.

## **4.0. ROLES AND RESPONSIBILITIES**

### **4.1. MAESF-11 Lead Coordination Agency Responsibilities**

- Staff the MAESF-11 work station at the SEOC.
- Identify support agencies that may be needed to support mission requests and take the necessary steps to ensure that support agencies are activated or placed on standby, as needed.
- Ensure agencies assigned to MAESF-11, in coordination with MEMA, are responding to assigned requests for assistance.
- Assist the SEOC Operations Section in identifying, prioritizing and coordinating resource needs related to animal and agriculture protection.
- Coordinate actions with appropriate partner organizations when performing animal related missions.
- Serve as a liaison between the SEOC and support agencies that have been activated to support animal and agricultural missions.
- Ensure the overall coordination and provision of situational awareness by MAESF-11.
- Provide documentation, tracking and updates on requests for assistance.
- Coordinate with other MAESFs on resource needs and to obtain information regarding organizations that may be able to supplement local and state resources for animal and agricultural protection.

- Ensure that necessary cost accounting measures are being used by all MAESF-11 agencies and that summary reports are generated as needed and shared with Finance Section Chief.
- Coordinate with other volunteer groups, and organizations that may be able to supplement local and state animal and agriculture response resources.
- Coordinate demobilization of MAESF-11 when directed by MEMA.
- Coordinate with MAESF-11 support agencies to identify resources to assist in the impact assessment process as needed or required.

## **4.2. MAESF-11 Supporting Agency Responsibilities**

All agencies who have not been designated as the lead coordinating agency at the time MAESF-11 is activated will assume a support agency role. The depth and breadth of the support agency responsibilities will be dependent upon the nature of the emergency, but a full range of responsibilities for each responsible/support agency is detailed below.

### **a. Massachusetts Department of Agricultural Resources**

- Serve as the lead agency for animal sheltering and coordination.
- Assess stability of impacted area and determine animal related response needs.
- Coordinate veterinary resources to monitor the health of rescued animals, those in emergency shelters and livestock.
- Coordinate information on facilities that could serve as emergency animal shelters for all species.
- Provide information on status of agricultural crops both for humans and animals, producers and resources.
- DAR, along with USDA/APHIS will minimize the impacts of pests and diseases entering the state via imported produce and plants.
- Coordinate resources to enforce state animal control statutes.
- Coordinate resources to support diagnostic laboratory support.
- Communicate and coordinate with counterparts in other states.
- Coordinate with USDA/APHIS to support disease control efforts.
- Provide technical assistance along with USDA/Farm Service Agency and UMass Extension to help define the limits of agricultural areas that have been impacted by infectious and/or contagious disease for both human food and animal crops.
- Coordinate and provide information on decisions to be made about quarantining impacted human food and animal crops.

- Coordinate with USDA/FSA and MA Farm Bureau and provide information for Massachusetts farmers whose crops and/or livestock may be impacted by the emergency.
- Coordinate the mission of veterinary teams that have been deployed.
- Distribute scientific, procedural and diagnostic information on animal disease and/or disaster impacts to animals to veterinarians practicing in Massachusetts.
- Coordinate with MAESF-8 *Public Health and Medical Services* to determine needs to shelter impacted or potentially impacted animals and/or place them on stored feed and water.
- Coordinate resources to evaluate and diagnose animals suspected of having infectious or contagious disease; impose quarantines and movement restrictions as necessary to prevent spread of disease and ensure eradication of disease.
- Coordinate resources to assist with vector control when vectors are involved in a disease outbreak.
- Coordinate the appraisal and compensation of diseased or susceptible animals and/or property prior to destruction.
- Identify and document information on dead animals and support the removal and proper disposal of carcasses.
- Prepare official notices to the farming community relative to disease outbreak and efforts to control it.
- Coordinate development of public information statements with MDPH and the MEMA Public Information Officer.

## **b. Massachusetts Department of Public Health**

- Confirm information that determines if an animal-related disease is or could become zoonotic.
- Identify human health risks associated with animal and zoonotic diseases.
- Coordinate with DAR to evaluate the risks and impacts of an animal or zoonotic disease on public health.
- For zoonotic disease, assess stability of impacted area and determine prevention-related animal response needs.
- Coordinate information on preventative measures.
- Assist local medical facilities in gaining access to not readily available medications for treating and/or preventing zoonotic disease, if necessary.
- Provide advice regarding health effects of the disease outbreak and its management and prevention to the public and health care providers.

- Provide technical assistance to Department of Environmental Protection in identifying animal carcass disposal sites within local jurisdictions.
- Provide technical assistance on eradication operations to ensure that the health and safety of workers is being protected.
- Provide technical assistance regarding the removal and proper disposal of animal carcasses classified as contaminated animal waste according to 105 CMR 480.010.
- Collaborate with DAR and the MEMA Public Information Officer regarding the development and release of information to the general public on impacts of the ongoing emergency to public health and recommended preventative measures the public should take.
- Communicate and coordinate with counterparts in other states.

**c. Department of Fish and Game/Division of Fisheries and Wildlife**

- Coordinate resources to assist in the capture of animals that have escaped confinement or have been displaced from their natural habitat as a result of an emergency.
- Coordinate resources to provide for the capture, management and care of wild animals, including protected and endangered species that may have become displaced as a result of an emergency. Coordinate resources to return captured wild animals to their natural environment.
- Coordinate resources to enforce state wildlife laws, Massachusetts General Law Chapters 131 and 131A, as amended.
- Coordinate resources to assist in the diagnosis of animal disease.
- Facilitate the establishment of prohibitions on game, bird, and fish products in controlled areas.
- Coordinate resources to support the surveillance on susceptible wild animal species as required.
- Coordinate with agencies and organizations that may be involved when wildlife disease eradication activities are required during in an outbreak.

**d. Massachusetts Environmental Police**

- Coordinate resources to provide a statewide uniformed, fully armed law enforcement presence when dealing with disaster.
- Coordinate resources to provide security, law enforcement, and traffic control as required.
- Coordinate resources to assist in the capture of animals that have escaped confinement or have been displaced from their natural habitat as a result of an emergency.

- Coordinate resources to provide for the capture, management and care of wild animals, including protected and endangered species that may have become displaced as a result of an emergency. Coordinate resources to return captured wild animals to their natural environment.
- Coordinate resources to enforce Massachusetts General Law Chapter 21A (entering on and passing through private property, keeping or disposing of sick, dead, injured or helpless wildlife).
- Coordinate resources to enforce state wildlife laws, Massachusetts General Law Chapters 131 and 131A, as amended.
- Coordinate resources to assist in animal health movement control.
- Coordinate resources to conduct security patrols of forestry areas.
- Coordinate resources to provide support in reducing infected and exposed wildlife populations, as required.
- Identify locations of cleaning and disinfecting stations.
- Coordinate resources to enforce prohibitions on game, bird, and fish products in controlled areas.
- Coordinate resources to support eradication activities under the supervision of the DAR and/or USDA/APHIS.
- Communicate and coordinate with other environmental law enforcement agencies in the northeastern United States.

#### **e. Department of Environmental Protection**

- Coordinate resources to assess stability of impacted area and determine animal related response needs.
- Provide technical advice on identification of and closure of cleaning and disinfecting stations.
- Provide technical assistance on the environmental impacts of animal carcass disposal options.
- Provide technical assistance to disposal teams regarding environmental protection precautions and environmental regulations.
- Identify requirements for and assist in gaining approval for regulated disposal and treatment activities.
- Coordinate resources to support the removal and proper disposal of animal carcasses.
- Coordinate resources to document information on all deceased animals for later identification.

- Assist monitoring environmental impacts of outbreak activities during and following the recovery phase.
- Coordinate with DAR, MDPH and the MEMA Public Information Officer to develop and release information to general public regarding quarantine areas, rabies alert, public service information, etc.

**f. Department of Conservation and Recreation**

- Assess stability of impacted area and determine animal-related response needs.
- Coordinate resources to provide temporary accommodations for field operation teams.
- Coordinate resources to assist in the patrolling of forests.

**g. Massachusetts Gaming Commission**

- Coordinate resources to provide emergency animal shelter facilities.
- Coordinate with local racetracks on the use of their resources.

**h. United States Department of Agriculture/Animal and Plant Health Inspection Service**

- Provide technical assistance to MAESF-11 as requested.
- Coordinate resources to assist in the capture of animals that have escaped confinement or have been displaced from their natural habitat as a result of an emergency.
- Coordinate resources with DAR to direct eradication activities including evaluation, epidemiology, trace back, vector control, transportation permit systems, quarantine, depopulation, disposal, cleaning and disinfecting.
- Coordinate with DAR to facilitate the allocation of funding to compensate owners of destroyed animals.
- Coordinate development of public information statements with DAR, MDPH and the MEMA Public Information Officer.
- Provide DAR updated information on donated pet foods and supplies through Non-Governmental Organizations.

**i. United States Fish and Wildlife Service**

- Coordinate resources to support the transportation, rehabilitation and sheltering of injured and displaced wildlife.
- Coordinate resources to support the capturing and returning wildlife to original environment.
- Provide medical care to animals exposed to/contaminated by any material threat.

**j. United States Department of Health and Human Services, National Veterinary Response Team**

- Perform veterinary infrastructure assessment.
- Provide acute care and stabilization of ill and injured companion and service animals, horses and other large animals.
- Provide veterinary medical care to sheltered companion and service animals.
- Provide veterinary medical support to working animals (search & rescue, law enforcement agencies, including horses).
- Perform veterinary health screening of evacuated animals.
- Consult on issues of public health concern including zoonotic disease prevention and environmental assessment.
- Provide supplemental veterinary support for an emergency response to disasters that may affect exotic animals, wildlife and zoo animals.
- Provide veterinary medical care to laboratory animals in research facilities.
- Provide medical care to animals exposed to/contaminated by any material threat.

**k. International Fund for Animal Welfare**

- Coordinate resources to assist in the capture of animals that have escaped confinement or have been displaced from their natural habitat as a result of an emergency.
- Coordinate resources to support pre-and post-emergency/disaster shelters.
- Coordinate resources to set up shelters to house and care for rescued and displaced animals with their owners when possible.
- Coordinate resources to provide humane care and handling of animals by opening treatment/euthanasia assistance stations.
- Coordinate resources to provide emergency care to injured animals.
- Marine Mammal Rescue and Research Team will provide medical care to marine mammals.

## **I. Animal Rescue League of Boston**

- Coordinate resources to assist in the capture of animals that have escaped confinement or have been displaced from their natural habitat as a result of an emergency.
- Coordinate resources to facilitate the transportation of injured, stray, or nuisance animals to animal care facilities.
- Coordinate resources to support the impounding of animals that are free, unrestrained or not under control.
- Coordinate resources to provide emergency care to injured animals.
- Coordinate resources to support pre- and post-emergency/disaster animal shelters.
- Coordinate provision of emergency animal shelter staffing assistance.
- Coordinate resources to support treatment/euthanasia assistance stations.
- Coordinate resources to assist emergency response teams with animal related problems.
- Coordinate resources to enforce state animal control statutes (Massachusetts General Law, Chapters 140 and Chapter 272, as amended).
- Coordinate resources to investigate animal bites.
- Coordinate resources to assist with quarantining animals for observation.
- Coordinate resources to investigate animal cruelty and neglect complaints.
- Provide technical assistance and guidance on euthanizing domestic animals to ensure that such practices are carried out humanely.
- Coordinate the provision of trained personnel and appropriate equipment to assist in the handling and disposal of animals involved in the disease outbreak.

## **m. Massachusetts Society for the Prevention of Cruelty to Animals**

- Coordinate resources to assist in the capture of animals that have escaped confinement or have been displaced from their natural habitat as a result of an emergency.
- Coordinate resources to facilitate the transportation of injured, stray, or nuisance animals to animal care facilities.
- Coordinate resources to support the impounding of animals that are free, unrestrained or not under control.
- Coordinate resources to provide emergency care to injured animals.
- Coordinate resources to support pre- and post-emergency/disaster animal shelters.
- Coordinate provision of emergency animal shelter staffing assistance.
- Coordinate resources to support treatment/euthanasia assistance stations.
- Coordinate resources to assist emergency response teams with animal related problems.

- Coordinate resources to enforce state animal control statutes (Massachusetts General Law, Chapters 140 and Chapter 272, as amended).
- Coordinate resources to investigate animal cruelty and neglect complaints.
- Provide technical assistance and guidance on euthanizing domestic animals to ensure that such practices are carried out humanely.
- Coordinate the provision of trained personnel and appropriate equipment to assist in the handling and disposal of animals involved in the disease outbreak.

**n. Animal Control Officers Association of Massachusetts**

- Coordinate resources to assist in the capture of animals that have escaped confinement or have been displaced from their natural habitat as a result of an emergency.
- Coordinate resources to facilitate the transportation of injured, stray, or nuisance animals to animal care facilities.
- Coordinate resources to support the impounding of animals that are free, unrestrained or not under control.
- Coordinate resources to support pre- and post-emergency/disaster animal shelters.
- Coordinate provision of emergency animal shelter staffing assistance.
- Coordinate resources to assist emergency response teams with animal related problems.
- Coordinate resources to enforce state animal control statutes (Massachusetts General Law, Chapters 140 and Chapter 272, as amended).
- Coordinate resources to investigate animal bites.
- Coordinate resources to identify properties where susceptible animals may be kept.
- Assist with identifying resources to assist with quarantining animals for observation.
- Coordinate resources to investigate animal cruelty and neglect complaints.
- Coordinate the provision of trained personnel and appropriate equipment to assist in the handling and disposal of animals involved in the disease outbreak.
- Coordinate resources to support treatment/euthanasia assistance stations.

**o. Massachusetts Farm Bureau Federation**

- Provide assistance in defining, locating, contacting, and gaining access to properties with livestock in areas affected or potentially affected by a disease outbreak.
- Provide information as to the movement and sale of livestock.
- In coordination with DAR, develop and disseminate emergency information to agricultural entities.

**p. Massachusetts Veterinary Medical Association**

- Coordinate resources to provide emergency care to injured animals.
- Coordinate resources to establish triage units for the care of injured animals.
- Obtain emergency medical equipment, supplies and personnel for animals, as needed.
- Coordinate resources to administer rabies or other vaccinations and provide other medical support for animals in shelters.
- Coordinate resources to provide additional animal shelter support.
- Identify and coordinate resources to address human health risks associated with animal and/or zoonotic disease.
- Coordinate resources to provide humane care and handling of animals by opening emergency animal shelters as well as treatment/euthanasia assistance stations.
- In coordination with DAR, develop and provide technical information to veterinarians in Massachusetts concerning the nature of the infectious and/or contagious disease involved in a disease outbreak.
- Maintain and provide contact information on professionally active and retired veterinarians who may be enlisted in the effort to control the disease outbreak.

**q. National Animal Rescue and Sheltering Coalition**

Assist with the following activities when requested by either the MAESF-11 lead coordinating agency or MEMA:

- Coordinate resources to provide humane care and handling of animals by opening emergency animal shelters as well as treatment/euthanasia assistance stations.
- Coordinate the provision of trained volunteers, staff, vehicles, trailers, boats and rescue equipment to support requested missions.
- Coordinate the provision of small and large animal strike teams, as needed.
- Coordinate resources to support situational and rapid assessment.
- Coordinate resources to assist in the capture of animals that have escaped confinement or have been displaced from their natural habitat as a result of an emergency.
- Coordinate resources to provide emergency care to injured animals.

**r. Zoo New England**

- When requested by either the MAESF-11 lead coordinating agency or MEMA, provide expertise and assistance in the capture, control and care of wild and exotic animals.

### **s. New England Aquarium**

- Provide expertise and assistance for mass stranding, rescue, care, capture and rehabilitation of aquatic animals.

## **4.3. Other Agencies**

Other agencies not explicitly covered in this annex may have authorities, resources, capabilities, or expertise required to support MAESF-11 activities. These agencies may be requested to support MAESF-11 activities as needed basis.

## **5.0. ADMINISTRATION AND LOGISTICS**

### **5.1. Staffing**

As required by Massachusetts Executive Order 144, all MAESF-11 responsible agencies and organizations must designate at least two personnel to act as SEOC liaisons. These liaisons 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 annex will be updated every two years at a minimum, and will ensure that appropriate stakeholder input is incorporated into updates. Additionally, the annex will be reviewed following any exercise or activation of the plan that identifies potential improvements. Revisions to this annex will supersede all previous editions and will be effective immediately.

## **6.0. AUTHORITIES, RESOURCES, AND REFERENCES**

### **6.1. Authorities**

#### **a. State**

- Massachusetts Executive Order 144
- Massachusetts General Law, Chapter 33: Militia and Executive Order 144
- Massachusetts General Law Chapter 40, Section 4J: Public Safety Mutual Aid Agreement

- Massachusetts General Law, Chapter 94: Inspection and Sale of Food, Drugs and Various Articles
- Massachusetts General Law, Chapter 128: Agriculture and Conservation
- Massachusetts General Law, Chapter 129: Livestock Disease Control
- Massachusetts General Law, Chapter 140: Licenses
- Massachusetts General Law, Chapter 272, Section 77: Cruelty to Animals; prohibition from work involving contact with animals
- Massachusetts General Law, Chapter 131: Inland Fisheries and Game and Other Natural Resources
- Massachusetts General Law, Chapter 131A: Massachusetts Endangered Species Act
- Solid waste disposal
- 105 CMR 300 : Reportable Diseases, Surveillance, and Isolation and Quarantine Requirements; Section 300.140: Reporting of Animal Diseases with Zoonotic Potential by Veterinarians
- 105 CMR 480: Minimum Requirements for the Management of Medical or Biological Waste
  - Section 480.010: Definitions
  - Section 200(A): Disposal; Blood and Blood Products
  - Section 200(C): Disposal; Blood Saturated Materials, Cultures and Stocks of Infectious Agents and their Associated Biologicals Dialysis Waste
- Massachusetts General Law Chapter 40, Section 4J: Public Safety Mutual Aid Agreement
- Massachusetts General Law, Chapter 94: Inspection and Sale of Food, Drugs and Various Articles
- Massachusetts General Law, Chapter 128: Agriculture and Conservation
- Massachusetts General Law, Chapter 129: Livestock Disease Control
- Massachusetts General Law, Chapter 131: Inland Fisheries and Game and Other Natural Resources
- Massachusetts General Law, Chapter 131A: Massachusetts Endangered Species Act
- Commonwealth of Massachusetts legal authorities for responding to infectious animal disease are listed in the Annex for Emerging Infectious and/or Contagious Diseases in Non-Human Populations
- Chapter 54 of the Acts of 2014

## 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)
- Pets Evacuation and Transportations Act of 2006
- Americans with Disabilities Act of 1990, as amended

## 6.2. Resources

- Association of Zoos and Aquariums

See Resources section of State CEMP Base Plan.

## 6.3. References

- Massachusetts Comprehensive Emergency Management Plan
- Massachusetts Radiological Emergency Response Plan
- Cape Cod Emergency Traffic Plan
- Massachusetts Debris Management Plan
- Annex for Emerging Infectious and/or Contagious Diseases in Non-Human Populations

## 6.4. Terms

**Agriculture** - “Farming” or “agriculture” shall include farming in all of its branches and the cultivation and tillage of the soil, dairying, the production, cultivation, growing and harvesting of any agricultural, aqua cultural, floricultural or horticultural commodities, the growing and harvesting of forest products upon forest land, the raising of livestock including horses, the keeping of horses as a commercial enterprise, the keeping and raising of poultry, swine, cattle and other domesticated animals used for food purposes, bees, fur-bearing animals, and any forestry or lumbering operations, performed by a farmer, who is hereby defined as one engaged in agriculture or farming as herein defined, or on a farm as an incident to or in conjunction with such farming operations, including preparations for market, delivery to storage or to market or to carriers for transportation to market.

**Contagious disease** – Such diseases as is recognized by the United States Department of Agriculture to be contagious or infectious.

**Contaminated Animal Waste** - Contaminated carcasses, body parts, body fluids, blood or bedding from animals known to be:

- a. Infected with agents of the following specific zoonotic diseases that are reportable to the Massachusetts Department of Agricultural Resources, Bureau of Animal Health pursuant to 105 CMR 300.140: African swine fever, Anthrax, Avian influenza – H5 and H7 strains and any highly pathogenic strain, Bovine spongiform encephalopathy (BSE), Brucellosis, Chronic wasting disease of cervids, Foot and mouth disease, Glanders, Exotic Newcastle disease, Plague (*Yersinia pestis*), Q Fever (*Coxiella burnetti*), Scrapie, Tuberculosis, Tularemia (*Francisella tularensis*); or
- b. Infected with diseases designated by the State Epidemiologist and the State Public Health Veterinarian as presenting a risk to human health; or
- c. Inoculated with infectious agents including, but not limited to, the production of biologicals or pharmaceutical testing.

Contaminated animal wastes shall be disposed of at an approved incineration facility, by proper burial, by interment or by an alternative method approved in writing by the Department. Unprocessed liquid pathological waste may also be disposed of in accordance with 105 CMR 480.200(A) and tissue may also be disposed of in accordance with 105 CMR 480.200(C).

**Domestic animals** – All animals including poultry that are kept or harbored as domesticated animals. Poultry includes chickens, roosters, capons, hens, turkeys, pigeons, guinea fowl, ducks and geese other than wild species. For the purposes of Massachusetts law, a list of domestic species is found in 321CMR 9.02.

**Farming** – See “Agriculture”.

**Federal disaster declaration** - A determination by the President of the United States that a disaster is of such magnitude and severity to warrant major emergency/disaster assistance to supplement the efforts and available resources of States, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.

**Euthanization** - The act of humanely ending the life of an animal.

**Household Pet** – An animal, such as a dog, cat, bird, rabbit, rodent, or turtle that is traditionally kept in the home for pleasure rather than for commercial purposes, can travel in commercial carriers, and be housed in temporary facilities. Household pets do not include reptiles (except turtles), amphibians, fish, insects/arachnids, farm animals (including horses), and animals kept for racing purposes. (On October 6, 2006, the PETS Act was signed into law, amending Section 403 of the Stafford Act. Section 403, as amended by the PETS Act, authorizes FEMA to provide rescue, care, shelter, and essential needs for individuals with household pets and service animals, and to the household pets and animals themselves following a major disaster or emergency.) NOTE: Each municipality remains responsible to determine what animals they are able to shelter.

**Rehabilitation** - To restore to a former state or condition.

**Service animal** - Only dogs meet the definition of service animal under the Americans with Disabilities Act (ADA) with the exception of miniature horses. A service animal is a dog or miniature horse that has been individually trained to perform a task or service to assist a person with a disability. Examples of services: Guiding a person who is blind, alerting a person who is deaf, interrupting a compulsive behavior, retrieving objects, etc. Animals whose sole function is to provide comfort or emotional support are not service animals but may have to be allowed in the housing context.

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

**Triage** - A system designed to produce the greatest benefit from limited treatment facilities by degree of injury/stress.

**Quarantine** - A period of time during which an animal suspected of carrying a contagious disease is detained/observed under enforced isolation to prevent disease from entering into the general population or natural habitat.

**Zoonotic disease** - A disease that can be transmitted between animals and people.

## **Massachusetts Emergency Support Function 12**

### ***ENERGY***

#### **Responsible Agencies**

##### **State Agencies**

Massachusetts Department of Energy Resources

Massachusetts Department of Public Utilities

##### **Federal Agencies**

United States Department of Energy

Nuclear Regulatory Commission

Federal Emergency Management Agency

##### **Supporting Organizations**

Independent System Operators of New England (ISO New England)

Northeast Gas Association

New England Convenience Stores & Energy Marketers Association (NECSEMA)

MA Energy Marketers Association

Berkshire Gas

Blackstone Gas

Columbia Gas

Fitchburg Gas and Electric d/b/a Utilil

National Grid (Electric and Gas)

Northeast Public Power Association

NSTAR Electric d/b/a Eversource

NSTAR Gas d/b/a Eversource

Propane Gas Association of New England

Western MA Electric Company d/b/a Eversource

Entergy Corporation (Pilgrim Nuclear Power Plant, Vermont Yankee Nuclear Power Plant)

NextEra Energy Resources (Seabrook Station Nuclear Power Plant)

## 1.0. INTRODUCTION

### 1.1. Purpose

Massachusetts Emergency Support Function 12 (MAESF-12): *Energy*, provides a framework for energy coordination across state agencies and implementation of emergency procedures, policies and emergency response measures used by the Massachusetts Emergency Management Agency (MEMA), Department of Energy Resources (DOER), Department of Public Utilities (DPU), other state agencies, non-government organizations, and private utilities in responding to and recovering from fuel shortages, power outages, and capacity shortages caused by an emergency incident, major disaster, acts of war, terrorism (physical or cyber), or civil disturbance in the Commonwealth.

### 1.2. Scope

This annex is applicable to agencies and departments in the Commonwealth, as well as affiliated energy partners, with a role in fuel and power supply activities in response to an emergency incident or major disaster. MAESF-12 will coordinate the emergency supply and transportation of fuel and the provision of emergency power to support immediate response operations as well as the restoration of the normal supply of power. MAESF-12 will work closely with local, state, and federal agencies, energy offices, suppliers, generators, transmitters, and distributors.

The following are the objectives of MAESF-12:

- Establish a framework for state-level emergency related energy preparedness, mitigation, response, and recovery activities.
- Share information and coordinate response activities across pertinent state agencies regarding energy related requests for assistance in a manner that ensures consistency with established state policies and procedures.
- Monitor and mitigate potential effects of a disaster on critical state-level energy infrastructure before, during, and after an incident, with particular attention to problems that may threaten public safety or disrupt response activities.
- Provide situational awareness and expertise on the status of energy infrastructure and fuel supplies in Massachusetts and neighboring states.
- Assess energy system damage, energy supply, demand, and resources needed to restore such systems.
- Assist state and local agencies in obtaining fuel for transportation and emergency operations.
- Administer, as needed, statutory authorities for energy priorities and energy allocations.

- Coordinate with Federal Emergency Support Function 12 (ESF-12) and support agencies to assist energy suppliers in obtaining information, equipment, specialized labor, fuel, and transportation to repair or restore energy systems.
- Recommend local and state actions to save energy in response to an emergency incident or major disaster.
- Coordinate with local, state, and Federal agencies to provide emergency energy information, education, and conservation guidance to the public.
- Coordinate information with local, state, federal officials and energy suppliers about available energy supply recovery assistance.
- Recommend to the State Coordinating Officer (SCO) and the Federal Coordinating Officer (FCO) priorities to aid restoration of damaged energy systems.
- Process all fuel and power assistance requests from local Emergency Operations Centers (EOCs) and MAESFs received through the State Emergency Operations Center (SEOC).

### **1.3. Policies**

MAESF-12 is an annex of the Massachusetts Comprehensive Emergency Management Plan (CEMP). As an incident requires, and at the direction of the MEMA Director, MAESF-12 will be activated to coordinate resources to support activities related to fuel and power supplies in the Commonwealth and will operate from the SEOC. MEMA and the SEOC will provide overall direction and control. As the situation develops, agencies within MAESF-12 will work collaboratively to provide coordination and support to local jurisdictions based on their agencies' or organization's unique areas of expertise, resources, and authorities, to include the following:

- The state, through the SEOC, will maintain overall direction, control, and coordination of the response and recovery efforts through coordination with all participating agencies, including any federal agencies tasked by the Federal Emergency Management Agency (FEMA).
- All agencies assigned responsibilities within MAESF-12 will develop and maintain the necessary plans, standard operating procedures, mutual aid agreements, and model contracts to successfully accomplish their tasks.
- State assistance provided to cities and towns may consist of personnel, equipment, facilities, materials and supplies, and/or subject matter expertise.
- State assistance through MAESF-12 will only be provided once a city or town has fully committed all available resources available to it, including resources available through existing mutual aid agreements and private-sector resources that the jurisdiction may have under contract.
- MAESF-12 supports, but does not supplant, local and federal plans or policies.
- Local assets will remain in the control of the respective jurisdiction.

- State assistance will be prioritized in the following manner:
  - Coordinate the supplying of fuel to emergency response organizations, critical infrastructure and key resources (local and state)<sup>1</sup>, and in areas along evacuation routes.
  - Coordinate the supplying of technical personnel, equipment, materials, and supplies, in support of efforts by EOCs and MAESFs to repair or restore essential operating facilities and infrastructure.
  - Update emergency shelter power status and unmet needs in coordination with the American Red Cross (ARC) and MAESF-6 *Mass Care, Emergency Housing, Human Services*. Assist in providing resources for emergency power generation.
  - Provide emergency planning, data analysis, and forecasting of the energy situation and implementation of energy conservation measures.
- MAESF-12 agencies will coordinate with other state, local, and federal agencies, private utilities, industry, and through the Public Information Officer (the media) in carrying out their responsibilities.

## 2.0. SITUATION AND ASSUMPTIONS

### 2.1. Situation

MAESF-12 addresses significant disruptions, as determined by the SEOC Manager, in energy supplies for any reason, whether caused by physical or cyber disruption of energy transmission and distribution systems, unexpected operational failure of such systems, or unusual economic or international political events. Electric energy shortages may result from generation capacity shortages, transmission limitations, or fuel curtailment. Generation capacity shortfalls will likely occur during extreme weather conditions. However, they could also be the result of a higher-than-projected demand for energy during periods when generating units are normally unavailable due to scheduled maintenance or unplanned generating unit outages. Other energy shortages, such as interruptions in the supply of natural gas or other petroleum fuels for automotive transportation and other industrial uses, may result from extreme weather conditions, work stoppages, or international embargoes.

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<sup>1</sup> For the purpose of this plan, “critical infrastructure and key resources” are defined as the assets, systems and networks, whether physical or virtual, so vital to the United States that their incapacitation or destruction would have a debilitating effect on security, national economic security, national public health or safety, or any combination thereof.

## 2.2. Planning Assumptions

- The impact of a major natural disaster or a technological or other man-made event affecting one or more areas of the state could result in an energy emergency when demand for electricity, fuel, or any other material related to energy production exceeds the available supply. The secondary effects of damage to energy systems in the state could render local support systems inoperable for a prolonged period.
- Dispersed and widespread damage from a disaster will hinder restoration of energy-distribution facilities, which can directly impact other critical facilities and systems such as transportation, communications, and utility systems. Failure of these systems has a direct effect on a community's ability to recover from a disaster, which is why timely restoration of energy supply systems is vital.
- Affected areas may not be readily accessible, except by air.
- Fuel hoarding will likely occur when prolonged fuel scarcities are anticipated.
- During periods of abnormal weather, or in the event of multiple unanticipated generating unit outages, there may be times when generating capacity falls short of customer demand.
- Widespread and prolonged electrical power failure may occur in the event of an emergency or major disaster. Without electric power, communications will be affected and traffic signals will not operate, causing gridlock. Public health and safety services will be impacted. Outages will impede the distribution of petroleum products to support emergency power generation.
- The restoration of normal operations at energy facilities and distribution systems is the primary responsibility of the facility/infrastructure owners. However, since the restoration of normal operations is critical to the recovery process, MAESF-12 through the SEOC may provide the appropriate supplemental state assistance and resources to facilitate restoration in a timely manner.
- Many incidents, such as power outages, are local in scope and can be addressed by local government or state agencies as part of normal day-to-day operations using resources readily available to them.
- Local governments have emergency management resources, plans, and procedures already in place.
- 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 when their ability to respond to the incident exceeds or is expected to exceed their own capacity.
- Demand on local resources in anticipation of or response to a major threat may overwhelm local energy capabilities and fuel availability.
- In a “no-notice” incident, local resources may be damaged and potentially unavailable to support local response efforts, requiring immediate state assistance.

- 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.
- MAESF-12 responsible agencies have developed internal plans and procedures for implementation in the event of a disaster or emergency.
- MAESF-12 will communicate and coordinate with state and local support agencies, private industry, and the utilities to prioritize emergency support and energy restoration efforts.
- Coordination and direction of local efforts, including volunteer efforts will be required.
- Depending on the magnitude of the incident, resources from other states or the federal government may not be available for use in Massachusetts until as long as 72 hours after the incident occurs.

## 3.0. CONCEPT OF OPERATIONS

### 3.1. General

Upon request from MEMA, MAESF-12 agency liaisons will report to the SEOC or other appropriate designated location to coordinate resources to support the response to energy-related emergencies and requests for assistance. The SEOC Manager will designate the MAESF-12 lead agency based on the needs of the incident and agency capabilities and expertise. The MAESF-12 lead agency will coordinate the efforts of other activated, responsible agencies to ensure that requests for assistance assigned to MAESF-12 are carried out in as efficient a manner as possible, with prioritization for the protection of life and property.

MEMA is responsible for coordinating the functions of MAESF-12 and for bringing additional resources from other federal and state agencies, as needed.

- Energy and fuel-related response activities will be provided upon mission assignment from MEMA only when local resources are deemed inadequate or potentially inadequate, in responding to and recovering from the incident. Operations will continue at the SEOC until the SEOC returns to normal operations or as otherwise directed.
- Responsible agencies are assigned to MAESF-12 to support the restoration of energy services and resources, including fuel shortages, power outages, and capacity shortage after a major disaster or emergency. Although the composition of the responding agencies will likely change as a result of the nature of the event and planning process, it is anticipated that these agencies and the other supporting organizations will constitute the basis for providing energy related assistance.

- When electric utility operating reserves are nearly exhausted and there is an immediate possibility of curtailment or loss of firm load, or when other energy supplies (such as natural gas or automobile fuel) are disrupted, an appraisal of the situation will be made by designated authorities and personnel.
- Emergency organization personnel are mobilized to direct and coordinate relief efforts, communicate with the public and appropriate governmental agencies, and ensure restoration of normal service.

## **3.2. Notification**

In the event of an emergency or disaster, responsible agencies will be notified by MEMA. The SEOC Manager will identify needed support for MAESF-12 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 24-hour representation as needed, in accordance with Massachusetts Executive Order 144. The agencies designated to report to the SEOC will notify their agency personnel of the impending or actual event. In addition, Chapter 164 of Massachusetts General Laws, Section 85B (e) requires investor-owned electric distribution, transmission or natural gas distribution companies to provide a representative to MEMA to support the SEOC.

## **3.3. Activities**

Responsible agencies for MAESF-12 should conduct the following actions:

### **a. Prevention Actions**

- Communicate and share information across agencies with energy responsibilities.
- Collaborate and coordinate on energy related reliability and security (physical and/or cyber) initiatives.
- Identify opportunities to collaborate on protection of critical energy and fuel related infrastructure and key resources in the Commonwealth
- Identify potential emergency energy issues and collaborate to develop or recommend protocols, procedures, and policies to prevent or mitigate their effects.

### **b. Preparedness Actions**

- MEMA will convene regular meetings of MAESF-12 stakeholders and/or Emergency Support Function Team to review and update the MAESF-12 annex and standard operating procedures.
- Develop and maintain internal agency operational plans and procedures, resource directories, and emergency contact lists to support MAESF-12 activities.
- Ensure procedures are in place to access directory information and quickly notify personnel in support of this plan.

- Maintain current inventories of respective agency facilities, equipment, materials, supplies, special capabilities, and personnel throughout the state.
- Complete appropriate training and participate in exercises, as requested.
- Ensure that all responsible agencies have pre-designated staff available to support this annex and SEOC operations.
- Ensure that MAESF-12 stakeholders notify MEMA of staff changes.
- Participate in scheduled exercises and training in order to test, validate, and provide working experience for MAESF-12 liaisons on this annex and related procedures.

### **c. Response Actions**

#### **Pre-Impact**

- Upon receiving notification to report to the SEOC in preparation of an incident, MAESF-12 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 MAESF-12.
  - Maintain communications within the SEOC, obtain status reports, and keep the SEOC informed of progress of assigned tasks.
  - Notify the appropriate points of contact at each responsible agency and organization to pre-position resources and response personnel as needed.
  - Review existing plans and procedures.
  - Ensure responsible agency decision makers are kept informed of the situation.
- Coordinate information collection and summarization to verify energy damage assessment, restoration activities, capabilities, and inventories and report this information on a regular basis to the SEOC Planning Section.
- Provide situational awareness information for reports and/or statements to the SEOC Planning Section as needed.
- Coordinate with other MAESF Teams in anticipation of projected energy- related needs and coordinate appropriate response efforts.
- Identify available resources and coordinate the mobilization and pre-positioning of response resources, once it is apparent that state energy resources will be required or as requested by the SEOC Manager.
- As needed, coordinate with MAESF-15 *Public Information and External Affairs* on public messaging on assessments of energy supply, demand, and resources needed to repair or restore energy generation and distribution systems.

## **Initial Response**

- If agency has not already done so, provide appropriate representative(s) to the SEOC to support MAESF-12.
- Designate appropriate staff to support response.
- Establish communications with appropriate agency field personnel to coordinate response efforts.
- Verify inventories of available resources and provide a summary listing to the SEOC Operations Section Chief.
- Establish and maintain communication with utility representatives and/or fuel suppliers to determine response and recovery needs.
- Provide situational awareness information for reports and/or statements to the SEOC Planning Section as needed. In addition, use information provided by the SEOC Planning Section to plan effective response actions.
- Develop and prioritize strategies to support initial response, to include the mobilization of resources and personnel.
- Ensure establishment of communications with the SEOC to coordinate the response and planning efforts for the emergency or major disaster.
- Implement pre-determined cost accounting measures for tracking overall MAESF-12 personnel, equipment, materials, and other costs incurred during emergency response actions (for potential federal reimbursement purposes).
- If not already completed, pre-position response personnel and equipment where state energy resources will likely be needed.
- Conduct an initial assessment of energy needs, and assemble and analyze energy data for forecasting future energy availability.
- Monitor the procedures followed by utilities during shortages of energy-generating capacity to ensure statewide action and communication.
- Determine the generating capacity in the Commonwealth, peak loads expected throughout the duration of the event, explanation of utilities' actions, and recommendations of state and local agency actions in support of the utilities.
- Coordinate with local governments, trade associations, industry, the media, and federal counterparts.
- Monitor procedures and activities of the petroleum industry regarding emergency fuel supplies.
- Coordinate with MEMA and the Governor's Office to obtain regulation waivers to assist in obtaining emergency supplies of petroleum and propane products.
- Coordinate with Federal Emergency Support Function counterpart as needed.

## **Continuing Response**

- Monitor state, local, utility, and fuel oil organization response actions.
- Assess requests for aid from local, state, and Federal agencies, and energy offices, suppliers, and distributors.
- When requested, coordinate with responsible agencies to obtain needed resources to repair damaged energy systems. Coordinate with the SEOC Manager and state and local emergency organizations to establish priorities for repairing damage to energy generation and distribution systems beyond those already established between responsible agencies and local emergency organizations.
- Coordinate with MAESF-15 *Public Information and External Affairs*, to update news organizations with assessments of energy supply, demand, and resources available to repair or restore energy generation and distribution systems.
- Coordinate with ISO-New England on operating procedure action levels and any necessary public appeals for voluntary conservation.
- Keep accurate logs and records of emergency responses.
- As needed, continue to communicate and coordinate with MAESF-13 *Public Safety and Security*, for energy and utility-related traffic control needs and public safety and security.
- Coordinate with other MAESF Teams as appropriate to anticipate projected energy/fuel needs and/or coordinate appropriate response efforts.
- Provide information to the Planning Section as needed to update Situational Awareness Statements and SEOC Rosters.
- Document observations/ constructive criticism and recommendations for after-action reports and other reports as appropriate.

## **d. Recovery Actions**

- As needed, coordinate resources to support energy-related requests for assistance during recovery.
- Provide assistance and technical expertise to MEMA damage assessment teams.
- Anticipate and prepare to coordinate and/or provide technical assistance, personnel, and resources to support ongoing restoration of utility and fuel infrastructure.
- 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 the SEOC.
- Participate in after-action reviews.

### e. Mitigation Actions

- Identify potential emergency energy issues and collaborate to develop or recommend plans, protocols, procedures, and policies to prevent or mitigate their effects.
- As needed, conduct assessments of MAESF-12 capabilities to identify potential resource shortfalls.
- As needed, develop plans to mitigate identified shortfalls of resources.

## 4.0. ROLES AND RESPONSIBILITIES

### 4.1. MAESF-12 Lead Coordination Agency Responsibilities

- Report to the SEOC, as directed, to staff the MAESF-12 work station.
- Identify and coordinate MAESF-12 staffing requirements at the SEOC.
- Direct, coordinate, and integrate the overall state effort to provide resources needed for energy restoration.
- Contact electric and gas providers, fuel oil companies, and other essential components of the affected area to obtain information concerning damage and required assistance in their areas of operation.
- Monitor the actions taken by the individual utilities during generating capacity shortages and the actions taken by other utilities to ensure coordinated statewide action and communication.
- Coordinate with the Independent System Operator of New England (ISO New England) to compile the following information:
  - Electric generating capacity in the Commonwealth.
  - Expected electric peak load in the Commonwealth.
  - Geographic areas and number of customers expected to be most severely affected, if available.
  - Status of any major generating outages.
  - Expected duration of event.
  - Explanations of utilities planned actions.
  - Recommendations of agency actions in support of the utilities.
- Administer statutory authorities for energy priorities.
- Implement energy emergency procedures for reducing demand when necessary.
- Allocate state-owned/ administered fuel when necessary.

- Communicate and coordinate with local, state, and federal agencies and organizations in coordinating resources to respond to any energy emergencies and work on energy restoration.
- In the event of a shortage of automobile fuel or fuels needed for other industrial purpose, the Lead Coordination Agency for MAESF-12 will coordinate with industry trade groups and associations to obtain essential fuel supplies.
- Ensure that necessary cost accounting measures are being used by all support agencies and that summary reports are generated, as needed, and shared with SEOC Command Staff.
- Coordinate with other MAESFs to obtain information related to vendors, volunteer groups, and other organizations that may be able to supplement local and state transportation resources.
- Provide regular updates on ongoing MAESF-12 operations to the SEOC Command staff.
- Coordinate with other responsible agencies to commit agency resources and prioritize needs, based on the protection of life and property.
- Develop written procedures to implement MAESF-12 responsibilities, as necessary.

## **4.2. MAESF-12 Supporting Agency Responsibilities**

### **a. Department of Public Utilities (DPU)**

The Department of Public Utilities monitors the performance of utility distribution systems, restoration of utility services, pre-emergency mitigation activities such as tree pruning, and capability to respond to outages.

- Coordinate with private energy suppliers to obtain status information on a regular basis.
- Provide hourly outage information to the SEOC.
- Provide Outage and Accident Reporting (Table A) and Service Restoration Stage Reporting (Table B) information to the SEOC on a regular basis when electric utilities have declared a type 1, 2, or 3 event based on existing emergency response plan criteria.

### **b. Department of Energy Resources (DOER)**

The Department of Energy Resources develops and implements policies and programs aimed at ensuring the adequacy, security, diversity, and cost-effectiveness of the Commonwealth's energy supply within the context of creating a cleaner energy future.

- Provide a menu of emergency action options the state could implement to alleviate petroleum and propane supply/demand problems, including actions that help to increase available supplies, reduce demand, and allocate/ration supplies.

- Receive petroleum and/or propane industry requests for waivers to hours of service for energy industry truck drivers. Provide necessary energy information and statistics to MEMA, outlining energy shortfalls or product dislocations with DOER's recommendation on the need for the waiver, in accordance with MEMA/DOER/Public Safety agencies protocols, as necessary.
- Coordinate with other agencies and organizations, as necessary, with respect to emergency waivers.

### **4.3. Other Agencies**

Other agencies not explicitly named in this annex may have authorities, resources, capabilities, or expertise required to support MAESF-12 activities. These agencies may be requested to support MAESF-12 activities as needed.

## **5.0. ADMINISTRATION AND LOGISTICS**

### **5.1. Staffing**

As required by Massachusetts Executive Order 144, all MAESF-12 responsible agencies must designate at least two personnel to act as SEOC liaisons. These liaisons 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 external to Massachusetts is described in the "Mutual Aid" section of the State CEMP Base Plan.

Massachusetts electric and gas transmission and distribution utilities participate in regional and/or national mutual assistance groups. These groups aid in the rendering of assistance from inside and outside the Commonwealth during emergency incidents or major disasters.

The electric utilities are members in the North Atlantic Mutual Assistance Group (NAMAG), a collection of 21 utilities in 13 states, four Canadian provinces and one District. The NAMAG coordinates the movement of resources within the group, as well as the procurement and distribution of resources external to the group. Additionally, the electric utilities are members in the Eastern Edison Institute (EEI), which assists in the movement of resources at the national level across multiple regional mutual assistance groups during a declared National Response Event (NRE).

The gas utilities are members in the Northeast Gas Association (NGA), a collection of 33 utilities in eight states. Among other responsibilities, the NGA coordinates the movement of resources within the group in response to an emergency incident. Additionally, the NGA coordinates with the American Gas Association (AGA), Southern Gas Association (SGA), and Canadian Gas Association (CGA) in the movement of resources across multiple regions.

Other assistance types include: Government Emergency Telecommunications Service (GETS) for wireless backup, Mutual Assistance Routing System (MARS) for call center support, and utilization of BASE Logistics as a contractor for field logistics.

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

This annex will be updated every two years at a minimum, and will ensure that appropriate stakeholder input is incorporated into updates. Additionally, the annex will be reviewed following any exercise or activation of the plan that identifies potential improvements. Revisions to this annex will supersede all previous editions and will be effective immediately.

## **6.0. AUTHORITIES, RESOURCES, AND REFERENCES**

### **6.1. Authorities**

See Authorities section of State CEMP Base Plan.

### **6.2. Resources**

See Resources section of State CEMP Base Plan.

### **6.3. References**

- Massachusetts Executive Order 144
- M.G.L. Chapter 164, Section 85B
- Massachusetts Comprehensive Emergency Management Plan
- Massachusetts Radiological Emergency Response Plan

# **Massachusetts Emergency Support Function 13**

## ***PUBLIC SAFETY AND SECURITY***

### **Responsible Agencies**

#### **State Agencies**

Massachusetts State Police

Massachusetts Environmental Police

Department of Corrections

County Sheriffs' Departments

Commonwealth Fusion Center

#### **Supporting Organizations**

Massachusetts Chiefs of Police Association

Law Enforcement Councils:

- Berkshire Law Enforcement Council
- Cape Cod Regional Law Enforcement Council
- Central Massachusetts Law Enforcement Council
- Greater Boston Police Council
- Metropolitan Law Enforcement Council
- Northeastern Massachusetts Law Enforcement Council
- South Eastern Massachusetts Law Enforcement Council
- Western Massachusetts Law Enforcement Council

# 1.0. INTRODUCTION

## 1.1. Purpose

Massachusetts Emergency Support Function 13 (MAESF-13) *Public Safety and Security* provides a framework for the coordination of state and local law enforcement personnel and equipment to support impacted local law enforcement agencies in the event of an emergency or disaster. This Annex also establishes guidance for MAESF-13 to support other state and local emergency response agencies, and other MAESFs prior to, during, and following an emergency or disaster.

## 1.2. Scope

This annex is applicable to the agencies and departments in the Commonwealth of Massachusetts and affiliated response partners involved in law enforcement-related activities in response to an emergency or disaster. For purposes of MAESF-13 *Public Safety and Security* includes the coordination of personnel, resources and equipment as well as the ability to disseminate information to appropriate agencies in support of the overall law enforcement mission.

The objectives of MAESF-13 are to:

- Establish a framework for state level law enforcement prevention, preparedness, and response, recovery, and mitigation activities.
- Provide situational awareness on law enforcement and security emergency response activities in Massachusetts and neighboring states.
- Provide subject matter expertise on law enforcement protocols and activities.
- MAESF-13 will serve to coordinate statewide, state-to-community, and community-to-community law enforcement to include the following functions:
  - Provide a system for the receipt and dissemination of information, data, and directives pertaining to activities among law enforcement agencies.
  - Inventory available law enforcement personnel, facilities, and equipment in the state.
  - Coordinate and track the distribution and allocation of law enforcement resources in support of the overall response mission.

### **1.3. Policies**

- This annex supports and does not supplant local, state or federal law enforcement or security plans or policies.
- Local incident commanders will have primary responsibility for situation assessment and determination of resource needs and will have tactical control of on-scene resources.
- State assistance provided to cities and towns may consist of personnel, equipment, facilities, materials and supplies, and/or subject matter expertise.
- State assistance through MAESF-13 will only be provided once a city or town has fully committed all law enforcement resources available to it, including resources available through existing mutual aid agreements.
- Priorities for emergency response will be coordinated from the local EOC.
- State assistance will be prioritized in the following manner:
  1. Life safety, including evacuation of individuals from at-risk areas.
  2. Protection of property and enforcement of laws.
  3. Conducting criminal investigations.

## **2.0 SITUATION AND ASSUMPTIONS**

### **2.1. Situation**

Extensive property damage may occur following an emergency or major disaster impacting the Commonwealth of Massachusetts. Many private homes, businesses, major industries, and commercial enterprises may be damaged or destroyed. Much of the transportation and utility infrastructures may be severely affected. Emergency response personnel may be hampered in their response efforts due to transportation impasses, lack of electrical power, and damaged, destroyed, or inaccessible local structures and other facilities. Looting and violence may occur in the affected areas. Such circumstances may require a higher degree of law enforcement support to facilitate response activities. Temporary hospitals, pharmacies, food and water drops, and shelters may require law enforcement security forces. Emergency support teams may also require security escorts. State agencies may need to immediately deploy state law enforcement resources from unaffected areas of the Commonwealth.

## 2.2. Planning Assumptions

- Local governments have emergency management resources, plans and procedures in place.
- Most incidents that require law enforcement or security assets are local in scope and can be addressed by local or state agencies as part of their normal day-to-day operations, using resources that are readily 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 only request assistance via the Massachusetts Statewide Law Enforcement Mobilization Plan in the event that the impact of an incident exceeds, or is expected to exceed, their own capability to respond to it.
- Secondary events or disasters may threaten lives and property as well as deployed law enforcement personnel.
- Demand on local resources in anticipation of or in response to a major threat may overwhelm local law enforcement capabilities for personnel, equipment and fuel.
- In a “no-notice” event, local resources may be damaged and potentially unavailable to support law enforcement activities, requiring immediate state assistance.
- Access to impacted areas may be severely limited and only reachable via air, water, or off-road vehicles.
- MAESF-13 responsible agencies have developed internal response plans and procedures for their respective agencies.
- Maintaining state-level communications capabilities for coordination and situational awareness across agencies with responsibilities detailed in this annex will be critical to maintain situational awareness regarding law enforcement, security and resource activities and needs.
- The state has resources and expertise that can be used to supplement local efforts.
- Federal assistance will be requested to support state and local efforts if an incident exceeds state and local capabilities.
- Depending on the magnitude of the incident, resources from other states or the Federal government may not be available for use in Massachusetts for as long as 72 hours after the incident occurs.

## **3.0. CONCEPT OF OPERATIONS**

### **3.1. General**

This annex will be activated at the direction of the MEMA Director or his/her designee when there is potential for or an actual disaster situation impacting law enforcement/security assets and/or requiring statewide coordination of law enforcement/security resources. Depending on the incident type and resource needs, MEMA will designate a lead coordination agency at the time of activation of the State Emergency Operations Center (SEOC) to provide overall coordination of MAESF-13. All other agencies with responsibilities under MAESF-13 will serve as support agencies. The lead coordinating agency will provide direction and work in conjunction with the support agencies to cohesively coordinate the activities of MAESF-13.

Each MAESF-13 responsible agency shall designate a minimum of two persons who can serve as an agency representative at the SEOC to support MAESF-13 activities. The designated agency representatives should have the capability and authority to reach back to their respective agency to request and coordinate resources and obtain necessary information to support the response to the incident.

MAESF-13 reports directly to the SEOC Operations Section, with an indirect report to the SEOC Planning Section.

### **3.2. Notification**

MEMA will notify the MAESF-13 points of contact for each activated organization or agency to report to the SEOC for coordination and implementation of law enforcement and/or security-related requests for assistance, if needed. Upon arrival to the SEOC, each activated agency or organization will maintain situational awareness on the status and capacity of law enforcement and security throughout the Commonwealth, where applicable. Each MAESF-13 organization and agency is responsible for securing sufficient staff on a continuous basis to support and to carry out the activities tasked to their agency.

### **3.3. Activities**

Responsible agencies for MAESF-13 should conduct the following actions:

#### **a. Prevention Actions**

- Communicate and share information across agencies and organizations with law enforcement and security responsibilities.
- Collaborate and coordinate on law enforcement and security initiatives.
- Conduct public education and outreach to the general public on law enforcement, public safety and security issues.

## **b. Preparedness Actions**

- MEMA will convene regular meetings of MAESF-13 stakeholders and/or Emergency Support Function Team to review and update the MAESF-13 annex and standard operating procedures.
- Develop and maintain internal agency operational plans and procedures to support MAESF-13 activities.
- Maintain and update necessary and appropriate contacts with support agencies and organizations.
- Maintain current inventories of agency facilities, equipment, materials and supplies.
- Complete appropriate training.
- Ensure that support agencies have pre-designated staff available to support SEOC operations.
- Ensure that MAESF-13 stakeholders notify MEMA of staff changes.
- Participate in exercises and training in order to test, validate, and provide working experience for MAESF-13 liaisons on this annex and related procedures.

## **c. Response Actions**

### **Pre-Impact**

- Upon receiving notification to report to the SEOC in preparation for or response to an incident, MAESF-13 agencies and organizations will complete the following actions commensurate with emergency priorities within the Commonwealth and based upon the availability of resources:
  - Provide appropriate representative(s) to the SEOC to support MAESF-13.
  - Maintain communications with the SEOC, obtain 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.
  - Ensure respective agency decision-makers are kept informed of the situation.
  - Test communications systems.
  - Verify inventories of available resources and provide a summary listing to the SEOC Operations Section Chief.
  - Mobilize and pre-position resources when it is apparent that state resources will be required.
  - Coordinate with MAESF-15 *Public Information and External Affairs*, on messaging to the general public regarding law enforcement, security, and public safety.

## **Initial Response**

- If not already, provide appropriate representatives to the SEOC to support MAESF-13 activities.
- Designate appropriate staff to support response efforts.
- Gain and maintain situational awareness in order to plan effective response actions and make recommendations.
- Verify inventories of available statewide law enforcement and security resources, including personnel as needed, and provide a summary listing to the SEOC Operations Section.
- Establish communications with appropriate agency field personnel to coordinate response efforts.
- Implement predetermined cost accounting measures for tracking overall MAESF-13 personnel, equipment, materials, and other costs incurred during emergency response actions.
- Pre-position response resources when it appears that state law enforcement and security resources will be required.
- Use existing law enforcement mutual aid structures to coordinate with other state and local agencies and other MAESFs in the commitment or law enforcement/security resources from outside the affected area(s).
- Coordinate with MAESF-9 *Search and Rescue*, on search and rescue efforts.
- As needed, coordinate with MAESF-15 *Public Information and External Affairs*, on messaging to the general public regarding law enforcement, security, and public safety.

## **Continuing Response**

- On an ongoing basis, reassess priorities and strategies according to the most critical law enforcement/security needs.
- Track committed law enforcement/security resources and provide regular updates to the SEOC Operations Section on the status of all missions assigned to MAESF-13.
- Continue to coordinate with MAESF-9 *Search and Rescue*, on search and rescue efforts.
- Continue to coordinate with MAESF-15 *Public Information and External Affairs*, on messaging to the general public regarding law enforcement, security, and public safety.
- Provide information to the SEOC Planning Section as needed to update Situational Awareness Statements and SEOC Rosters.
- Draft recommendations for after-action reports and other reports as needed.

#### **d. Recovery Actions**

- 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 the SEOC.
- Participate in after-action reviews.

#### **e. Mitigation Actions**

- Identify potential law enforcement and security issues and collaborate to develop or recommend plans, protocols, procedures, and policies to prevent or mitigate their effects.
- Conduct assessments of MAESF-13 capabilities to identify potential resource shortfalls.
- Development plans to mitigate identified shortfalls of resources.

### **4.0. ROLES AND RESPONSIBILITIES**

#### **4.1. MAESF-13 Lead Coordination Agency Responsibilities**

- Staff the MAESF-13 workstation at the SEOC.
- Identify and coordinate MAESF-13 staffing requirements at the SEOC.
- Provide leadership in directing, coordinating, and integrating the overall state efforts to provide law enforcement and security assistance to affected regions of the Commonwealth.
- Request and obtain assistance from support agencies, as well as other state and local support organizations.
- By the authority of the Governor, coordinate the implementation of Massachusetts General Law Chapter 147, to assign non-Massachusetts State Police law enforcement personnel full State Police powers as needed.
- Invoke, as needed, mutual aid agreements with State Police agencies in adjoining states.
- Continuously acquire and assess information about the disaster situation. Staff will identify the nature and extent of law enforcement and security problems, and establish appropriate monitoring and surveillance of the situation to obtain valid, ongoing information.

## **4.2. MAESF-13 Supporting Agency Responsibilities**

### **a. Massachusetts State Police**

- Provide situational awareness on status of State Police facilities, assets, and operations.
- Maintain routine law enforcement functions, including protection of life and property, enforcement of laws, conducting criminal investigations, and related tasks throughout the duration of the emergency.
- Report the following information to the SEOC Planning Section as required:
  - Personnel and resource needs
  - Damage assessments
  - Exposure reports
  - Casualty reports
  - Evacuation status and traffic control reports
- As requested, coordinate resources to support closing or restricting access to areas impacted by a disaster.
- Coordinate resources to assist with traffic control as requested.
- Coordinate the provision of air assets for damage assessment or personnel transport as requested.
- Coordinate convoys or escorts for emergency materials, commodities, or vehicles.
- Coordinate resources to support search and rescue operations, as needed.

### **b. Commonwealth Fusion Center**

- In partnership with local, state, and federal public safety agencies, provide information to assist in situational awareness and development of a common operating picture.
- Coordinate the implementation of a secure, comprehensive mechanism for the timely exchange of information.
- Provide accurate and timely intelligence products such as bulletins, intelligence and informational briefings, and strategic assessments.
- Provide direct analytical support for investigations involving precursor criminal activity.
- Promote SEOC awareness of priority intelligence requirements and of indicators of threats to the Commonwealth.

### **c. Massachusetts Environmental Police**

- Provide situational awareness on status of Massachusetts Environmental Police facilities, assets, and operations.
- Maintain routine law enforcement functions, including protection of life and property, enforcement of laws, conducting criminal investigations, and related tasks throughout the duration of the emergency.
- Coordinate resources to support traffic control, evacuation/relocation assistance and the movement of essential supplies.
- Support convoys or escorts for emergency materials, commodities, or vehicles.
- Coordinate resources to support warning and notification efforts.
- Report the following information to the SEOC Planning Section as required:
  - Personnel and resource needs
  - Damage assessments
  - Exposure reports
  - Casualty reports
  - Evacuation status and traffic control reports
- Coordinate resources to support search and rescue operations.

### **d. Department of Corrections**

- Provide situational awareness on status of DOC facilities, assets, and operations.

### **e. County Sheriff Departments**

- Provide situational awareness on status of County facilities, assets, and operations.

### **f. Massachusetts Chiefs of Police Association**

- Provide situational awareness on status of law enforcement and security facilities, assets, and operations within their respective jurisdiction.

### **g. Law Enforcement Councils**

- Coordinate mutual aid for law enforcement and security within their respective jurisdictions as requested.

## **4.3. Other Agencies**

Other agencies not explicitly covered in this annex may have authorities, resources, capabilities, or expertise required to support MAESF-13 activities. These agencies may be requested to support MAESF-13 activities as needed.

# **5.0. ADMINISTRATION AND LOGISTICS**

## **5.1. Staffing**

As required by Massachusetts Executive Order 144, all MAESF-13 responsible agencies must designate at least two personnel to act as SEOC liaisons. These liaisons 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**

Law enforcement mutual aid in Massachusetts is governed by the Statewide Law Enforcement Mobilization Plan and coordinated by the Law Enforcement Councils across jurisdictions. The process for requesting mutual aid from other entities outside of Massachusetts is described in the “Mutual Aid” section of the State CEMP Base Plan.

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

This annex will be updated every two years at a minimum, and will ensure that appropriate stakeholder input is incorporated into updates. Additionally, the annex will be reviewed following any exercise or activation of the plan that identifies potential improvements. Revisions to this annex will supersede all previous editions and will be effective immediately.

# **6.0. AUTHORITIES, RESOURCES, AND REFERENCES**

## **6.1. Authorities**

See Authorities section of the State CEMP Base Plan.

## **6.2. Resources**

See Resources section of State CEMP Base Plan.

### **6.3. References**

- Massachusetts Executive Order 144
- Massachusetts General Law Chapter 147
- Massachusetts Comprehensive Emergency Management Plan
- Massachusetts Statewide Law Enforcement Mobilization Plan
- New England State Police Administrators Compact

# **Massachusetts Emergency Support Function 14**

## ***RECOVERY***

### **Responsible Agencies**

#### **State Agencies**

Massachusetts Emergency Management Agency  
Department of Transportation  
Department of Housing and Community Development  
Department of Conservation and Recreation  
Department of Public Health  
Department of Environmental Protection  
Massachusetts State Police  
Massachusetts National Guard  
Division of Employment and Training  
Department of Mental Health  
Division of Insurance  
Department of Transitional Assistance  
Executive Office of Elder Affairs  
Department of Revenue  
Massachusetts Office on Disability  
Division of Banks  
Department of Veteran's Services

#### **Federal Agencies**

Federal Emergency Management Agency  
Army Corps of Engineers  
Housing and Urban Development  
Internal Revenue Service  
Small Business Association  
Social Security Administration  
Department of Transportation

Department of Agriculture  
Department of Labor  
Department of Commerce  
National Oceanic and Atmospheric Administration  
Department of Energy  
Department of Health and Human Services  
Department of the Interior

### **Business and Non-Profit Organizations**

American Red Cross  
MA VOAD  
Salvation Army

## **1.0. INTRODUCTION**

### **1.1. Purpose**

The Massachusetts Emergency Support Function (MAESF) 14: Recovery provides a framework for coordination and cooperation across state agencies and other recovery partners regarding the recovery needs, activities, and issues related to a disaster or emergency impacting the Commonwealth. In addition, this annex provides guidance on how the Commonwealth will provide recovery-related support and assistance to local jurisdictions on restoration of critical functions, services, vital resources, facilities, programs, and infrastructure.

### **1.2. Scope**

This annex is applicable to agencies and departments in the Commonwealth and affiliated non-governmental partners with a role in supporting disaster recovery-related activities.

The objectives of MAESF 14 Recovery include the following:

- Establish a framework for state-level emergency-related recovery preparedness, mitigation, response, and recovery activities. These activities will use information gathered and applied during critical response operations at the State Emergency Operations Center (SEOC) 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 the deployment of key state-level disaster recovery personnel to the Joint Field Office (JFO) to co-locate with Federal counterparts following a major

disaster declaration by the President. General functions of JFO recovery personnel will include:

- Coordination and monitoring of federal and state disaster recovery assistance programs and dissemination of information.
- Conducting actions consistent with the provisions of the Stafford Act to assist citizens and public officials in promptly obtaining assistance.
- Establish interdisciplinary long-term recovery groups team consisting of federal, state, regional, and local governmental and non-governmental partners to share information and coordinate activities across state agencies for long-term recovery programs in a manner ensuring consistency with established state recovery policies and procedures.
- Provide situational awareness and expertise on the status of recovery-related applications and processes in the Commonwealth.
- Provide necessary resources to support recovery and application completion processes.
- As required, assess economic impacts (in coordination with the Executive Office of Economic Development and the Massachusetts Recovery Alliance).

### **1.3. Policies**

- This annexes supports and does not supplant existing local, state, or federal recovery plans or policies.
- Local recovery assets will remain in the control of the respective jurisdiction.
- State assistance provided to cities and towns may consist of personnel, equipment, facilities, materials and supplies, and/or subject matter expertise.
- State support is tailored based on the type, extent, and duration of the incident, determined long-term recovery period, and the availability of State resources.
- The Commonwealth will coordinate closely with FEMA and long-term recovery groups in support of long-term recovery.
- Long-term community recovery efforts will focus on improving disaster resiliency through mitigation and permanent restoration of infrastructure, housing, agricultural industry, natural resources, community well-being, and the local economy.

## **2.0 SITUATION AND ASSUMPTIONS**

### **2.1. Situation**

Extensive property damage will occur following a major disaster or catastrophe. Many private homes, businesses and commercial enterprises may be damaged or destroyed. Critical infrastructure, functions, services, facilities and resources may be severely impacted. Many private and public facilities and buildings may need to be repaired,

demolished, or isolated to ensure public safety. Impacted infrastructure may not be uninsured or underinsured. As a result of these impacts, disaster recovery programs for individuals and/or the public sector will need to be implemented to ensure effective and timely recovery.

## **2.2 Planning Assumptions**

- Local governments have existing emergency management resources, plans, and procedures already in place.
- Local governments will request state assistance when its ability to respond to the incident exceeds or is expected to exceed their own capacity.
- Coordination of state efforts to support disaster recovery program implementation will be required.
- Coordination and communication among federal, state and local agencies and non-government organizations (NGO's) will be essential in implementing disaster recovery programs.
- MAESF agencies and organizations detailed in this annex will work collaboratively to support disaster recovery program activities with relevant expertise, resources and authorities.
- MAESF agencies and organizations detailed in this annex will have developed internal plans and procedures for implementing recovery actions in their respective sphere.
- Impacted infrastructure may be uninsured or underinsured.
- Individuals, private sector and public sector infrastructure may be impacted by a disaster.

## **3.0 CONCEPT OF OPERATIONS**

### **3.1. General**

This annex will be activated at the direction of MEMA when there is potential for or an actual disaster situation impacting recovery activities or requiring state recovery resources. Depending upon the incident type and resource needs, MEMA will designate a lead responsible agency at the time of SEOC activation to provide overall coordination of recovery activities. All other agencies with responsibilities under recovery will serve as support agencies. The lead responsible agency will provide direction to, and work in conjunction with, supporting agencies to cohesively coordinate recovery activities.

Each agency shall designate a minimum of two persons who can serve as a representative for their agency at the SEOC to support recovery activities. The designated agency representative will have the capability and authority to reach back to his/her own agency to request resources and obtain necessary information to support the response and recovery activities associated with the incident.

Following any disaster, the MEMA Director and/or SEOC Manager will request that assessments be made to determine impacts to critical functions, services, vital resources, facilities, programs, and infrastructure. MAESF 14, in consultation with the MEMA Director and/or SEOC Manager, will determine what recovery-related damage assessment processes will be implemented (MEMA may conduct an initial damage assessment (IDA) process to determine if a more formal preliminary damage assessment process (PDA) should be conducted, or MEMA may decide to immediately implement the PDA process to better understand the overall impacts and eligibility for a presidential disaster declaration).

MEMA, as a result of its damage assessment activities and consultation with other agencies, will make a determination as to whether a particular event is severe or wide spread enough to warrant requesting a major disaster from the President of the United States. These findings will be passed on to the Governor, who in turn may submit a request through the FEMA regional office to the President for the declaration. The Governor must certify that the event exceeds the capabilities of the State to respond and assistance is needed and the request for assistance must be clearly defined.

If a major disaster declaration request is granted, federal funding and services will provide assistance, as follows:

- FEMA Public Assistance Program
- FEMA Individual Assistance Program
- Small Business Administration Disaster Loan Program

The Governor will appoint a State Coordinating Officer (SCO) responsible for all State-level recovery operations. Typically, the MEMA Director serves as the designated the SCO. The SCO appoints a Deputy SCO, who will ensure all affected local jurisdictions are informed of the declaration, the types of assistance authorized, and the areas eligible to receive such assistance.

The Governor will also appoint a Governor's Authorized Representative (GAR) and Alternate GAR. The GAR and Alternate GAR will administer federal disaster assistance programs on behalf of the State and local governments and other grant or loan recipients.

Joint FEMA/MEMA Disaster Recovery Centers will be opened throughout an affected area to ensure disaster victims can speak directly with FEMA, the Small Business Administration, MEMA, and other agencies/organizations providing assistance. Other Federal funding sources may also be made available to assist with recovery efforts through various Federal Agencies. A Joint FEMA/MEMA Field Office will open to coordinate response and recovery efforts.

## **3.2. Short-Term Recovery**

MAESF 14 coordinates support of short-term recovery activities consistent with short-term recovery priorities to address near-term recovery needs and restore the most critical of critical infrastructure, functions, facilities, programs, resources and services. These priorities include the following:

- Restoration of Critical Infrastructure
- Debris Removal in Support of Lifesafety Missions and Restoration of Critical Infrastructure
- Implementation and Maintenance of Site Security
- Debris Removal Not Required for Immediate Life Safety, and Evacuation Missions
- Health and Welfare
- Shelter, Food and Medical Assistance
- Providing Temporary/Interim Housing
- Permanent Debris Removal and Relocation
- Preserving and Securing of Crime Scene Evidence or Localized Areas of Interest
- Delivery of Critical Incident Stress Debriefing to Responders and Citizens

### **3.3. Long-Term Recovery**

MAESF 14 may support activities to implement the goals of long-term recovery: restoration of essential services, critical functions, vital resources, critical facilities, programs and infrastructure to pre-disaster condition. To support these goals, the following long-term recovery priorities are as follows:

- Restoring Critical Infrastructure
- Permanent Housing
- Repairing or Replacing Private Property
- Providing Human Services
- Repairing or Replacing Public Property
- Permanent Debris Removal/Management
- Economic Recovery
- Hazard Mitigation
- Community Planning and Redevelopment

Voluntary Agencies are a key factor in initial and long-term recovery efforts as they provide immediate emergency assistance and assist individuals and families in meeting unmet essential living needs once Federal funding options are exhausted. Assistance to those who need additional recovery assistance will be accomplished through the Massachusetts Long-term Recovery Committee. The Massachusetts Long-term Recovery Committee consists of members of the MA Voluntary Agencies Active in Disaster (MAVOAD) with support from MEMA and FEMA.

In the event the Commonwealth undergoes long-term community recovery, the Governor may request assistance under the National Disaster Recovery Response Framework and the federal Recovery Support Functions. The Recovery Support Functions coordinate the resources of federal departments and agencies to support the long-term recovery of states and communities, and to reduce or eliminate risk from future incidents. Federal Recovery Support Functions provide coordination mechanisms to assess the social and economic consequences in the impacted areas, advise on the long-term community recovery implications, identify appropriate federal programs and agencies to support implementation of the long-term community plan, ensure coordination and identify gaps in resources available, and provides a vehicle to maintain continuity of program delivery among federal, state and local governments.

### **3.4. Notification**

MEMA will notify the MAESF 14 Recovery points of contact for each activated agency or organization to report to the State Emergency Operations Center for coordination and implementation of recovery-related requests for assistance, and provide situational awareness on the status and capacity of recovery-related issues. Each recovery organization and agency is responsible for securing sufficient staff on a continuous and on-going basis to support and carryout the activities tasked to their agency.

### **3.5. Activities**

Agencies responsible for recovery actions under this annex should conduct the following activities as appropriate:

#### **3.1. Prevention Actions**

- Communicate and share information across agencies with recovery responsibilities. Ensure procedures and program/contact information are up to date, discuss lessons identified from incidents and exercises, and explore creative ways to leverage resources.
- Collaborate and coordinate on recovery-related prevention initiatives.
- Identify recovery issues and collaborate to develop or recommend protocols, procedures, and policies to prevent or mitigate their effects.

#### **3.2. Preparedness Actions**

- Convene regular meetings of recovery stakeholders to review and update this annex and standard operating procedures.
- Develop and maintain internal agency operational plans and procedures, resource directories, and emergency contact lists to support recovery activities.
- Ensure procedures are in place to access directory information and quickly notify personnel in support of this plan.
- Complete appropriate training.
- Ensure all support agencies have pre-designated staff available to support this annex and SEOc operations.

- Participate in exercises and training in order to test, validate, and provide working experience for recovery liaisons on this annex and related procedures.
- Develop coordination mechanisms and requirements for post-incident assessments, plans, and activities that can be scaled to incidents of varying types and magnitudes.
- Conduct impact evaluation of prior recovery efforts and other studies as needed to improve future operations.
- Coordinate development of long-term recovery strategies and plans in coordination with other relevant departments and agencies with independent authorities and responsibilities for addressing key recovery issues regarding catastrophic incidents. These may include accessible housing (incident and permanent), large displacements of individuals including those with special needs, contaminated debris management, decontamination and environmental restoration, restoration of public facilities and infrastructure, and restoration of the agricultural sector.
- Develop plans, procedures, and guidance delineating appropriate agency participation and available resources, taking into account the differing technical needs and statutory responsibilities.
- Coordinate identification of appropriate programs to support implementation of long-term community recovery plans under current authorities and funding. This process identifies programs, waivers, funding levels, requests for additional authorities, and possible new legislation needed to address identified program gaps.
- Coordinate with MAESF #8 Public Health and Medical Services agencies to identify long-term recovery needs of functional needs populations, incorporating these into recovery strategies.
- Coordinate with animal welfare and agricultural stakeholders and service providers in long-term community recovery efforts.
- Increase awareness of communities' existing hazard mitigation plans.

### **3.3. Response Actions**

#### **Pre-Impact**

Upon receiving notification to report to the SEOC in preparation of an incident, recovery 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 recovery pre-incident planning activities.
- Maintain communications with the SEOC, obtain 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.
- Ensure agency decision makers are kept informed of the situation.

- Coordinate information to verify recovery capabilities and report this information on a regular basis to the SEOC Operations Section.
- Coordinate with other functional areas in anticipation of projected recovery-related needs and coordinate appropriate response efforts.

### **Initial Response**

- If agency has not already done so, provide appropriate representative(s) to the SEOC to support recovery.
- Use information provided by the SEOC Planning Section to plan effective response actions, and provide impact information to MEMA damage assessment teams.
- Monitor and maintain situational awareness.
- Identify and coordinate resources.
- Work with transportation to re-position recovery resources at the nearest staging area(s), as needed.
- Provide public messaging to transportation for message boards.
- Coordinate with federal Recovery Support Functions as needed.

### **Ongoing Response**

- Conduct ongoing re-assessment of priorities and strategies to meet the most critical of needs.
- Coordinate support for recovery activities as needed.
- Provide support in developing emergency and disaster declaration request letters.
- Ascertain the need to conduct recovery-related damage assessment.
- Provide recovery-related guidance on debris clearance and removal activities.
- Coordinate with other MAESFs as appropriate to anticipate projected recovery needs and/or coordinate appropriate response efforts.
- Provide information to the Planning Section as needed to update Situation Reports and Incident Action Plans.
- Continue to coordinate with federal Recovery Support Functions as needed.

### **3.4. Recovery Actions**

- If directed by the SEOC Manager, SCO or MEMA Director, conduct initial damage assessments with impacted communities.
- If directed by the SEOC Manager, SCO or MEMA Director, coordinate with FEMA to conduct preliminary damage assessments with impacted communities.
- If warranted, support the development of the request for a presidential disaster declaration.

- If a presidential declaration for public assistance is declared, support the implementation of the Public Assistance Program.
- If a presidential declaration for individual assistance is declared, support the implementation of the Individual Assistance Program.
- Make recommendations to the SOC and/or Deputy SCO on appointing personnel to staff the Joint Field Office in support of the following state-level disaster recovery programs (as needed): Individual Assistance, Public Assistance, Hazard Mitigation, Public Information, and Congressional and Legislative Affairs.
- Make recommendations to the SCO and/or Deputy SCO regarding the need to establish a long-term recovery committee/group to coordinate activities to meet the needs of individuals and families. The long-term recovery committee/group will be made up of MA VOAD agencies (i.e. the American Red Cross, etc.), state social service agencies, and local community agencies.
- Make recommendations to the SCO and/or Deputy SCO regarding the need for long-term case management. Coordinate with MAESF 14 agencies to identify a potential agency to contract case management services through.
- Continue to coordinate with federal Recovery Support Functions as needed.
- The Disaster Recovery Department, in coordination with the MEMA Region Office(s), will schedule an Applicants' Briefing for each disaster-impacted area of the Commonwealth to advise potential eligible applicants of the availability and requirements of Federal public assistance. The application process for each eligible State and local government entity and private non-profit organization begins with the briefing.
- Following the completion of all work described on an applicant's PW's, State and Federal inspectors will survey larger projects to verify the scope of work described on the PW's was adhered to, and costs incurred were as described or of a reasonable nature. Project closeout follows the successful completion of all eligible work.
- Participate in after-action reviews and draft recommendations for after-action reports and other reports as appropriate.

### **3.5. Mitigation Actions**

- Support the implementation of post-disaster mitigation grant programs.
- Convene interagency meetings to develop an incident-specific action planning delineating specific agency participation to support community recovery and mitigation activities and to avoid duplication of assistance to recipients.

## **5.0. ROLES AND RESPONSIBILITIES**

### **5.1. Lead Coordination Agency Responsibilities**

- Report to the SEOC, as directed, to staff the MAESF-14 work station.
- In coordination with the Operations Section Chief, identify and coordinate MAESF 14 staffing requirements at the SEOC and MEMA Regional Offices.
- Direct, coordinate, and integrate the overall state effort to provide resources needed to support recovery.
- Communicate and coordinate with local, state, federal, and non-governmental agencies and organizations in coordinating overall recovery efforts.
- Coordinate with other MAESFs to supplement local and state recovery resources and obtain information related to vendors, volunteer groups, and other organizations that may be able to supplement local and state recovery resources..
- Ensure that necessary cost accounting measures are being used by all support agencies and that summary reports are generated, as needed, and shared with the SEOC Command Staff.
- Provide regular updates on ongoing MAESF 14 operations to the SEOC Planning Section to aide in situational awareness reports and development of a common operation picture for the SEOC Command Staff.
- Coordinate with other responsible agencies to commit recovery resources and prioritize needs based on the protection of life and property and restoration of critical infrastructure.
- As necessary develop written procedures to implement MAESF 14 responsibilities.

## **5.2. Responsibilities of Responsible Agencies**

### **State Agencies**

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

- Ensure appropriate agencies with roles in supporting recovery activities report to the SEOC as needed.
- Identify and coordinate recovery staffing requirements at the SEOC.
- Coordinate overall state recovery assistance to impacted communities.
- Coordinate state resources regarding recovery.
- Coordinate with local, state, federal, and non-governmental organizations to obtain recovery related information and to identify resource needs.
- Provide regular updates on the overall recovery effort to the SEOC Planning Unit and Command Staff to develop and maintain situational awareness and a common operating picture.
- Coordinate state and federal disaster recovery programs across the Commonwealth.
- Incorporate recovery related information into AAR's.

## **b. Department of Transportation**

- Provide technical assistance, personnel, and resources to support recovery and restoration of transportation infrastructure.
- Assist local communities in assessing the structural integrity of transportation infrastructure.
- Provide or coordinate, as necessary, ground transportation services for recovery.
- Coordinate MassDOT agencies' participation in the FEMA Public Assistance Program, as appropriate.

## **c. Department of Housing and Community Development**

- Provide assistance for housing, community redevelopment, and economic recovery.
- Provide assistance for mortgage financing and public housing repair and reconstruction.

## **d. Department of Conservation and Recreation**

- Coordinate resources to support building inspection activities to assess structural integrity of buildings and structures post-incident.
- Coordinate resources to support recovery related civil and structural engineering activities.
- Coordinate resources to support dam safety inspection activities.
- Coordinate resources to support emergency debris removal activities and debris removal estimations.
- Coordinate resources and provide expertise to support water resource/flood control engineering activities.
- Coordinate resources to support water quality/water treatment estimation related damage and impacts.
- Coordinate DCR's participation in the FEMA Public Assistance Program, as appropriate.

## **e. Department of Public Health**

- Develop strategies for supporting recovery operations in impacted areas.
- Assist with the assessment of public health, mental health, and medical recovery needs within the impacted areas.
- Provide public health related assistance and technical expertise to damage assessment teams and impacted local communities.
- Coordinate restoration of vital health and medical support systems and facilities to operational status.
- Compile health and medical reports and other data for state officials and the SEOC.

- Coordinate DPH participation in the Public Assistance Program.
- Support implementation of the Individual Assistance Program.
- Coordinate DPH's participation in the FEMA Public Assistance Program, as appropriate.

**f. Department of Environmental Protection**

- Provide hazardous materials guidance and support during the recovery phase as needed.
- Coordinate coastal damage assessments and assemble and analyze data for SEOC.
- Coordinate agency permitting as necessary to facilitate recovery.
- Ensure hazardous materials spills or releases are secured, removed, and disposed of appropriately during all phases of recovery.
- Coordinate respective agencies participation in recovery as needed.
- Coordinate DEP's participation in the FEMA Public Assistance Program, as appropriate.

**g. Massachusetts State Police**

- Provide leadership in directing, coordinating, and integrating the overall state effort to provide law enforcement and security assistance to affected regions of the Commonwealth during recovery.
- Maintain routine law enforcement functions, including protection of life and property, enforcement of laws, conducting criminal investigations, and related tasks throughout the duration of recovery.
- Acquire and assess information related to the recovery situation. Identify the nature and extent of law enforcement and security problems, establish appropriate monitoring and surveillance to obtain valid ongoing information.
- Coordinate agency participation in recovery as needed.
- Coordinate MSP's participation in the FEMA Public Assistance Program, as appropriate.

**h. Massachusetts National Guard**

- Support assessment teams during the rapid and initial assessment phases of recovery as described in the Damage Assessment Annex.
- Provide and support law enforcement and security activities in affected regions of the Commonwealth during recovery.
- Coordinate MANG's participation in the FEMA Public Assistance Program, as appropriate

**i. Division of Employment and Training**

- Provide assistance and information to disaster victims concerning unemployment compensation, disaster unemployment assistance, and job service referrals.
- Provide sign language interpreters as needed to Disaster Recovery Centers.

**j. Department of Mental Health**

- Provide Crisis counselors to help relieve disaster related stress and prevent more serious mental health problems.
- Coordinate DMH's participation in the FEMA Public Assistance Program, as appropriate.

**k. Division of Insurance**

- Coordinate the provision of assistance and information to disaster victims concerning insurance claims, adjustments, and other insurance related problems during recovery.

**l. Department of Transitional Assistance**

- Coordinate the provision of information and assistance on available food aid programs through the food stamp program (SNAP) to assist disaster victims and low income individuals and families in meeting basic needs.

**m. Executive Office of Elder Affairs**

- Coordinate the provision of information concerning services available to assist elderly disaster victims during recovery.

**n. Department of Revenue**

- Coordinate the provision of assistance on tax matters to individuals, families, and businesses in impacted areas.

**o. Massachusetts Office on Disability**

- Coordinate resources to ensure access to recovery related services for individuals with access and functional needs.

**p. Division of Banks**

- Coordinate resources to ensure sound, competitive, and accessible financial services throughout the Commonwealth during recovery.

**q. Department of Veteran's Services**

- Coordinate resources to ensure access to recovery related services for veterans, to include emergency housing, and related VA benefits and medical care.

**r. Other MAESFs and State Agencies/Departments**

- Additional MAESFs and agencies/departments of the Commonwealth will provide personnel, technical assistance, resources, and funding to support recovery operations as specified in the Concept of Operations.

## **Federal Agencies**

### **s. Federal Emergency Management Agency**

- Participate in joint recovery operations, as necessary, to determine magnitude and impact of the events damage.
- Coordinate the establishment and operation of a joint field office in or near affected communities. The field office will serve to coordinate with the state and local jurisdictions types of assistance to be offered.
- As necessary, establish Disaster Recovery Centers to provide federal disaster assistance to impacted individuals.
- Facilitate federal disaster recovery programs (IA and PA).

### **t. Army Corps of Engineers**

- Supports the development of strategies and plans related to permanent and accessible housing, debris management, and the restoration of public facilities and infrastructure.

### **u. Department of Housing and Urban Development**

- Provide building technology technical assistance, and assistance for housing, community redevelopment and economic recovery, public services, infrastructure, mortgage financing, and public housing repair and reconstruction.

### **v. Internal Revenue Service**

- Provide assistance on federal tax matters to individuals, families, and businesses in impacted areas.

### **w. Small Business Administration**

- Provide long-term disaster loan assistance to eligible homeowners, renters, businesses of all sizes, and non-profit organizations for repair, replacement, mitigation, relocation, or code-required upgrades of incident-damaged property.
- Provide loan assistance to small businesses to address adverse economic impact due to the incident.

### **x. Social Security Administration**

- Provide information and assistance regarding social security benefits to eligible disaster victims during the recovery.

### **y. Department of Agriculture**

- Provide emergency loans and grants for the agricultural sector; economic and technical assistance for recovery of rural community facilities, businesses, utilities, and housing; technical assistance for agricultural market recovery, community planning, and community development; and resource conservation assistance.

### **z. Department of Labor**

- Conducts incident unemployment programs.
- Provides job training and retraining assistance, and expertise in economic assessment.

**aa. Department of Commerce**

- Perform economic impact assessment.
- Provides economic recovery and growth assistance, technical assistance in community planning, and economic assessment expertise.

**bb. National Oceanic and Atmospheric Administration**

- Provides natural hazard vulnerability analysis, provides assistance on coastal zone management and building community resilience, supplies geospatial technology (e.g., Geographic Information System, or GIS) assistance and coastal inundation information, performs ecosystem and damage assessments, and provides technical assistance in recovering fisheries, restoring habitat, and rebuilding coastal communities.

**cc. Department of Energy**

- Assists in the economic assessment of an incident based on degradation to energy infrastructure.
- Provides the appropriate support and resources to assist in energy infrastructure restoration.
- Provides technical advice in radioactive debris management.
- Provides technical support for energy efficiency and sustainability practices and technology.

**dd. Department of Health and Human Services**

- Collaborate with state, tribal, and local officials on prioritizing restoration of the public health and private medical and healthcare service delivery infrastructures to accelerate overall community recovery.
- Provide technical consultation and expertise on necessary services to meet the long-term physical and behavioral health needs of affected populations, as well as encouraging short- and long-term public financing to meet these needs.
- Coordinate the linkage of HHS benefit programs to affected populations.
- Provide technical assistance in the form of impact analyses and recovery planning support of public health and private medical and other healthcare service delivery infrastructure, where appropriate.
- Coordination of all potential HHS sources of recovery funding.

**ee. Department of the Interior**

- Provides technical assistance in community planning, and natural and cultural resources and historic properties expertise and assistance; community liaison for federally owned lands and facilities; and natural-hazards vulnerability analysis expertise.
- Coordinates with ESF #11 – Animals, Agriculture and Natural Resources regarding long-term recovery of natural and cultural resources and historic properties.

## **Business and Non-Profit Organizations**

### **ff. American Red Cross**

- Provides long-term individual and family services, case management, assistance with unmet needs, and health and human services both directly and through other agencies.

### **gg. Massachusetts Voluntary Organizations Active in Disaster**

- Member organizations share knowledge and resources throughout the disaster cycle, including recovery for individuals, families, and communities.
- Provide needs assessment and information distribution.
- Provide assistance with locating housing resources as well as assistance for repairing and rebuilding homes.
- Provide assistance with unmet needs related to obtaining/completing permanent housing.
- Coordinate volunteer resources to assist with debris clearance for homeowners and local government.
- Develop, train, and operate community long-term recovery committees to help meet individual and community needs as identified.
- Provide long-term individual and family services, case management, assistance with unmet needs for individuals and families, and health and human services.
- Provide financial assistance to affected individuals and families for unmet needs.

### **hh. Other Agencies**

- Other agencies not explicitly named in this annex may have authorities, resources, capabilities, or expertise required to support recovery activities. These agencies may be requested to support recovery activities on an *ad hoc* basis.

## **5.0. ADMINISTRATION**

### **5.1. Staffing**

All agencies with recovery 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 Basic Plan.

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

This annex will be reviewed yearly by participating agencies and organizations in a manner conforming to the review and maintenance guidelines contained in the State CEMP Basic Plan.

# **6.0. AUTHORITIES AND REFERENCES**

## **STATE AUTHORITY**

- Chapter 639 Acts of 1950

## **FEDERAL AUTHORITY**

- Public Law 93-288, as amended by Public Law 100-700 and Public Law 106-390
- FEMA Regulation, 44 CFR Part 206
- FEMA Regulations, 44 CFR, Part 14
- FEMA Regulations, 44 CFR, Part 13
- Administrative Plan for Public Assistance
- Administrative Plan for Hazard Mitigation
- Administrative Plan for Fire Management Assistance

## **REFERENCES**

- National Disaster Recovery Framework (NDRF)
- Administrative Plan for Public Assistance
- Administrative Plan for Hazard Mitigation Grant Program
- Administrative Plan for Fire Management Assistance
- Emergency Relief Manual for Federal Aid Highways

# **6.1. RESOURCES AND TOOLS**

- Code of Federal Regulations (CFR)
- FEMA Disaster Assistance – A Guide to Recovery Programs
- FEMA Public Assistance Policy Digest

- FEMA Public Assistance Guide
- FEMA Public Assistance Applicant Handbook
- 9500 Policy Series and Other Policies
- FEMA Public Assistance Debris Management Guide
- EMMIE and NEMIS – State Functions

## **Massachusetts Emergency Support Function 15**

### ***PUBLIC INFORMATION AND EXTERNAL AFFAIRS***

#### **Responsible Agencies**

##### **State Agencies**

Massachusetts Emergency Management Agency

Governor's Press Office

Executive Office of Public Safety and Security

Mass 2-1-1

##### **Federal Agencies**

Federal Emergency Management Agency

# 1.0. INTRODUCTION

## 1.1. Purpose

The Massachusetts Emergency Support Function 15 (MAESF-15) *Public Information and External Affairs Annex* provides a framework for coordination and collaboration across state agencies regarding public information needs, issues, and activities before, during, and after a disaster or emergency in the Commonwealth to ensure the delivery of timely, accurate, and accessible public messages and warnings. In addition, this annex details how the Commonwealth will provide public information in the event of a disaster and describes the authorities, policies, and procedures to prepare and deliver coordinated, timely, accurate, and accessible messages to the general public in response to emergency incidents requiring state support.

## 1.2 Scope

This annex is applicable to agencies and departments in the Commonwealth, as well as affiliated public information partners, with a role in supporting public information and external affairs related activities in response to incidents requiring state support.

In a disaster or emergency, multifaceted coordination is needed to ensure that the state is responsive to the informational needs of its residents and accurate, accessible, and timely information is disseminated.

MAESF-15 encompasses public information and external affairs and includes the following objectives:

- Public Information: provide incident-related information through a variety of media and other sources to individuals, families, businesses, and industries directly or indirectly affected by the incident.
- External Affairs: Coordinate with the liaison officer in providing information to members of local and state government on the incident and the status of state supported activities.

## 1.3 Policies

This annex supports and does not supplant local public information plans or policies.

This annex does not limit the authority of tribal and local authorities to release information regarding an incident under their jurisdiction, particularly if it involves immediate health and safety issues. Tribal and local authorities retain the primary responsibility for communicating health and safety instructions for their population.

General guidance on the authority to release information is in accordance with existing plans, designated coordinating and responsible agency assignments.

## 2.0 SITUATION AND ASSUMPTIONS

### 2.1. Situation

Information is a basic need during an emergency. Providing clear, accurate, accessible, and timely information to the general public before, during or in the aftermath of a disaster or emergency is critical. A significant disaster or emergency may be of such magnitude that dissemination of information to the impacted area may be severely hampered. In addition, both within and outside the impacted area, the demand for information concerning the disaster or emergency may be overwhelming.

### 2.2. Planning Assumptions

- There will be a strong need for the general public to get disaster assistance information. The timely dissemination of accurate, accessible, well-coordinated emergency public information will reduce the impact to life and property as well as help to maintain public trust and confidence.
- The Massachusetts Emergency Management Agency's (MEMA) Public Information Officer (PIO) understands the relevant plans and procedures specific to the emergency public information function.
- MEMA's communication methods and systems relied upon to notify/inform the public are operational and tested on a regular basis.
- Effective communication methods to assist with notifying and disseminating information to the general public have been established by MEMA. These communication methods include TV, radio, and print media, Massachusetts Alerts (a public safety alerting app), the Integrated Public Alert and Warning System (IPAWS) which includes the Emergency Alert System (EAS) and Wireless Emergency Alerts (WEAs), MEMA's website and social media accounts, Mass 2-1-1 and other alert and notification tools.
- Many disasters or emergencies occur rapidly, hampering the ability of response organizations, local and state government to provide comprehensive information to everyone impacted at the onset.
- A disaster or emergency may create a significant demand for information from a wide variety of sources which may exceed capabilities. Some situations may require the provision of enhanced or supplemental public information resources.
- The interest generated by a disaster or emergency may lead to requests for information or visits from a variety of public officials, dignitaries, or VIPs. Such requests will require coordination and resources.
- A disaster or emergency may impact individuals' ability to receive public information due to displacement, or limited access to television, phone, newspaper, the internet, social networks, etc.

- Some individuals depend on visual methods of communication to receive emergency messages.
- Regarding personal preparedness and protective action, some individuals will require advanced warning and/or emergency directives.
- Some individuals may require information through different methods and may need more time to process emergency messages before they decide to take protective action.
- Audience factors (i.e., personal perception, language, cultural beliefs, age, etc.) will impact what an individual hears, how they will interpret the emergency information, and how they will act on that emergency information.
- Public information efforts will rely heavily upon the cooperation of commercial media organizations.
- Extensive destruction of media communications facilities and loss of electrical power may severely disrupt the normal flow and dissemination of information in the disaster area.
- In the aftermath of a disaster, information is often erroneous, outdated, vague, difficult to confirm, and contradictory.
- Rumors or misinformation may be spread before, during, and after a disaster. This can cause unnecessary distress among the public, provoke counter-productive public actions, and impede response and recovery efforts.

## 3.0 CONCEPT OF OPERATIONS

### 3.1. General

This annex will be activated at the direction of the MEMA Director or State Emergency Operations Center (SEOC) Manager when there is potential for or an actual disaster situation impacting the Commonwealth. Depending on the incident type, the SEOC Manager will designate a lead coordinating agency at the time of the SEOC activation to provide overall coordination of MAESF-15. All other agencies with responsibilities under MAESF-15 will serve as support agencies. The lead coordinating agency will provide direction to and work in conjunction with the support agencies to cohesively coordinate the activities of MAESF-15. In instances where MEMA serves as the lead coordinating agency, MEMA's PIO, or designee, will provide direction to, and work in conjunction with, the support agencies to coordinate activities associated with this annex.

MAESF-15 will act as the central coordinating entity for receiving and disseminating public information during state disaster operations. Information flow to the SEOC will occur directly from news media reports, social media, and from Mass 2-1-1. Information will also flow from WebEOC inputs, the SEOC Planning Section, MAESF-15 representatives in the SEOC, the MEMA Regional Emergency Operations Centers (REOCs) coordinating with local EOCs, local officials, and Joint Information Centers (JIC)/Joint Information System (JIS) to the SEOC.

Information will flow from the SEOC in the form of media briefings, press releases, social media messages, WebEOC, and Situational Awareness Statements.

Each MAESF-15 agency shall designate a minimum of two persons who can serve as a representative for their agency at the SEOC to support MAESF-15 activities. The designated agency representative should have the capability and authority to reach back to his/her own agency/department to request public information resources and obtain necessary information to support the response to the incident.

MAESF-15 reports to the SEOC Public Information Officer.

## **Joint Information Center/Joint Information System**

Depending upon the scope of the event, a 'virtual' Joint Information Center (JIC), also referred to as the Joint Information System (JIS) may be stood up to coordinate the collection, verification and dissemination of information. PIOs from impacted agencies and organizations will coordinate messaging with physically co-locating to a JIC.

At the request of MEMA's SEOC Manager, a Joint Information Center (JIC) may be activated. The JIC will serve as a single point to collect, verify, and disseminate information to the general public and may be located at the SEOC facility itself or another location.

In the event that the JIC is activated, all emergency public information activities, including media inquiries, will be coordinated through the JIC. The JIC will become the central coordination point for all emergency public information and external communications activities. To the extent possible, the JIC will be staffed with PIOs from all agencies and organizations involved in the event.

In the event that a Presidential disaster declaration is issued under the Stafford Act and a Joint Field Office (JFO) is activated, the state JIC may co-locate at the JFO in order to facilitate coordination with Federal officials.

### **3.2. Notification**

MEMA will notify MAESF-15 points of contact for each activated agency to report to the SEOC to coordinate SEOC public information, support public information related request, and provide situational awareness from various related sources (i.e., news outlets and social media). Each MAESF-15 agency is responsible for securing sufficient staff on a continuous basis to support and to carry out the activities tasked to their agency.

### **3.3 Activities**

#### **a. Prevention Actions**

Responsible agencies for MAESF-15 should conduct the following prevention actions:

- Communicate and share information across agencies with public information responsibilities.
- Collaborate and coordinate on public information related prevention initiatives.
- Identify potential emergency public information related issues and collaborate to develop recommended protocols, procedures, and policies to prevent or mitigate their effects.
- Regularly provide emergency preparedness information to the public/media throughout the year through news releases, website, social media accounts, public outreach events and other methods.

#### **b. Preparedness Actions**

Preparedness for incident communications actions includes those measures taken before an incident to prepare for or mitigate the effects. Responsible agencies for MAESF-15 should conduct the following preparedness actions:

- MEMA will convene regular meetings of MAESF-15 stakeholders and/or Emergency Support Function Team to review and update the MAESF-15 annex and standard operating procedures.
- Develop and maintain internal agency operational plans and procedures, resource directories, and emergency contact lists to support MAESF-15 activities (including, but not limited to; support agency/ department contact lists, resource lists, and SOPs).
- Ensure policies and procedures are in place to access directory information and quickly notify personnel in support of this annex.
- Continually evaluate the capabilities required to accomplish the MAESF-15 mission, identify any gaps, and leverage resources to address them.
- Manage the resolution of MAESF-15 after-action issues.
- Ensure that MAESF-15 stakeholders notify MEMA of staff changes.
- Participate in exercises and training in order to test, validate, and provide working experience for MAESF-15 liaisons on this annex and related procedures.
- Ensure representatives from the coordinating agencies/ departments are fully trained and prepared to respond to the SEOC as MAESF-15 support in a disaster or emergency.

- Coordinate with media outlets, including multilingual media outlets, and access and functional needs stakeholders, to prepare emergency information for the general public.
- Coordinate with the media to ensure that news conferences from the SEOC include closed captioning as well as American Sign Language (ASL) interpreters to ensure that the Deaf and Hard of Hearing community are serviced.
- As necessary, coordinate with the SEOC communication unit to periodically test emergency broadcast and alerting systems.
- Implement a comprehensive public information program to include news conferences, news releases, fact sheets for media and local organizations, updates for websites and social media accounts, and outreach to those with access and functional needs.

### **c. Response Actions**

Response actions mitigate the effects of unanticipated problems and facilitate orderly management of an incident. Upon receiving notification to report to the SEOC in preparation of an incident, MAESF-15 agencies will complete the following actions commensurate with emergency priorities within the state and based on the availability of resources.

#### **Pre-Impact**

- Provide appropriate representative(s) to the SEOC to support MAESF-15 pre-impact activities if needed.
- Review existing plans and procedures.
- Test communications systems.
- Notify the appropriate point of contact at each respective agency/department to pre-position resources.
- Provide emergency information to the general public to ensure public safety and health thru a wide variety of methods.
- As needed, coordinate with MAESF-1 *Transportation*, to provide preparedness information to the public that can be posted on variable message boards and other transportation-related information portals.

#### **Initial Response**

- If an agency/department has not already done so, provide appropriate representatives to the SEOC to support MAESF-15 activities.
- Gather incident related information through direct communications links with operational units (on-scene personnel, local Emergency Management Directors and PIOs, local government officials, MEMA REOCs, and other local and state agencies/organizations) in the field and/or their appropriate coordinating entities.
- Assess priorities and strategies to meet the most critical public information needs.
- Coordinate with media outlets, including multilingual media outlets, to prepare and disseminate emergency information for the general public.

- Provide emergency information to the general public to ensure public safety and health thru a wide variety of methods.
- Monitor social media activity and media coverage of the incident and verify accuracy and consistency of information by consulting SEOc sources.
- Maintain communications with the SEOc Manager and the Operations Sections Chief. Obtain status reports, and keep the SEOc informed of progress of assigned tasks.
- Ensure full coordination of activities with other groups within the SEOc to assist in the development and maintenance of a common operating picture.
- Collect and analyze information relevant to MAESF-15. Provide situational awareness information for reports and/or statements to the SEOc Planning Section as needed. In addition, use information provided by the SEOc Planning Section to plan effective support actions.
- Coordinate initial news conferences.
- Coordinate with Mass 2-1-1 to manage requests from the general public for disaster related information.
- As needed, coordinate with MAESF-1 *Transportation*, on public messaging that can be posted on variable message boards and other transportation-related information portals.
- Implement predetermined cost accounting measures for tracking MAESF-15 resources, and other costs incurred during emergency response actions.

### **Continuing Response**

- Conduct ongoing re-assessment of priorities and strategies to meet the most critical public information needs.
- Continue to gather information from operational units in the field and/or their appropriate coordinating entities.
- As needed, continue to coordinate with MAESF-1 *Transportation*, on public messaging that can be posted on variable message boards and other transportation-related information portals.
- Continue to coordinate with other MAESFs as appropriate to anticipate projected public information needs.
- Continue to maintain communications with the SEOc Manager and the Operations Sections Chief on progress of assigned tasks.
- Continue to provide information to the Planning Section as needed to update Situational Awareness Statements.

- Assess ongoing staffing needs, based on operational developments and level of interest from the media and general public.
- Provide updates concerning disaster conditions and state actions taken in support of the incident. Ensure that information is going out in an accessible, timely and accurate manner.
- Continue to monitor social media activity and media coverage of the emergency incident through a variety of methods.
- Monitor media, social media and Mass 2-1-1 for rumors and respond accordingly with corrective information.

#### **d. Recovery Actions**

- Coordinate the MAESF-15 support of recovery activities.
- 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 the SEOC.
- Coordinate with the Federal Emergency Management Agency (FEMA) regarding the status of disaster declarations, types of assistance available to disaster victims, and recovery center locations.
- Provide information to the appropriate agencies/ organizations, the media, and the general public regarding the status of disaster declarations, types of assistance available to disaster survivors and recovery center locations.
- Ensure MAESF-15 agencies/departments and other support agencies provide appropriate records of costs incurred.
- When requested, participate in the Joint Field Office.
- Conduct an MAESF-15 after action review.
- Draft recommendations for after-action reports and other reports as appropriate.

#### **e. Mitigation Actions**

- Identify potential emergency public information issues and collaborate to develop or recommend plans, protocols, procedures, and policies to prevent or mitigate their effects.
- As needed, conduct assessments of MAESF-15 capabilities to identify potential resource shortfalls.
- As needed, develop plans to mitigate identified shortfalls of resources.

## 4.0 ROLES AND RESPONSIBILITIES

### 4.1. MAESF-15 Lead Coordination Agency Responsibilities

Upon activation of this annex, the lead coordinating agency, or designee will have the following responsibilities:

- Staff the MAESF-15 work station at the SEOC.
- Identify and coordinate MAESF-15 staffing requirements at the SEOC.
- Coordinate with responsible agencies/departments to prioritize and strategize the most critical public information needs.
- Maintain fact sheets, instructions and procedures, and other readily available pre-scripted information on a wide range of all- hazards topics to support the rapid dissemination of public information. Pre-scripted information is verified on a regular basis to ensure that it is current and accurate.
- Maintain a contact list and a resource list for MAESF-15 support agencies and partners.
- The MEMA PIO serves as MEMA's official spokesperson and primary news media point of contact for inquiries relating to emergency preparedness and support operations.
- Coordinate with MAESF-15 responsible agencies to develop and disseminate timely, accurate, and accessible emergency information to the general public, and the media. Information related to the incident may include but is not limited to; warnings, instructions for protective actions, transportation, and sheltering locations, availability of local, state, and federal recovery programs, and emergency information telephone numbers and websites. In addition, when appropriate, information may also include disaster associated threats, incident facts, health risk concerns, anticipated and on-going emergency response efforts, and pre-incident and post-incident recommendations.
- Monitor social media activity and media coverage of the incident and address any inaccuracies immediately.
- Collect, and analyze information associated with the emergency. Verify the source of information and the creditability of the source.
- Maintain communications with the SEOC Manager, the SEOC Operations Sections Chief, and MEMA Communications Center. Obtain status reports, and keep the SEOC informed of progress of assigned tasks.
- Collect and analyze information relevant to MAESF-15. Provide situational awareness information for reports and/or statements to the SEOC Planning Section as needed.

## **4.2. MAESF-15 Supporting Agency Responsibilities**

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

- Support the Lead Coordinating Agency as needed.
- Receive and disseminate public information relating to emergency preparedness, response and recovery activities.
- The MEMA Public Information Officer serves as MEMA's official point of contact for media inquiries.

### **b. Governor's Public Press Office**

- Coordinate with MAESF-15 agencies/departments to provide resources to support public information needs.

### **c. Executive Office of Public Safety and Security**

- Provide support staff for augmenting MAESF-15 staffing needs as needed.

### **d. Mass 2-1-1**

- Serves as the Commonwealth's primary telephone information call center during times of emergency. Mass 2-1-1 will respond immediately to field calls regarding the emergency and direct callers to services most appropriate for their needs.
- Provide situational awareness to the SEOC to include number of calls, nature of assistance requested, rumors, etc.

### **e. Other Agencies**

- The Federal Emergency Management Agency and other agencies not explicitly covered in this annex may have authorities, resources, capabilities, or expertise required to support MAESF-15 activities. These agencies may be requested to support MAESF-15 activities as needed.

## **4.3. Other Agencies**

Other agencies not explicitly named in this annex may have authorities, resources, capabilities, or expertise required to support MAESF-15 activities. These agencies may be requested to support MAESF-15 activities as needed.

## **5.0. ADMINISTRATION AND LOGISTICS**

### **5.1. Staffing**

As required by Massachusetts Executive Order 144, all MAESF-15 responsible agencies/departments must designate at least two personnel to act as SEOC liaisons. These liaisons 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.

The PIO maintains a list of MEMA personnel who have completed the appropriate training to serve in the PIO role. These personnel may serve as MAESF-15 lead in the event that the PIO is unavailable, or may be used to augment MAESF-15 staffing for larger incidents.

If Mass 2-1-1 is being utilized, personnel from Mass 2-1-1 may be asked to report to the SEOC as a liaison between the two facilities.

### **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 annex will be updated every two years at a minimum, and will ensure that appropriate stakeholder input is incorporated into updates. Additionally, the annex will be reviewed following any exercise or activation of the plan that identifies potential improvements.

Revisions to this annex will supersede all previous editions and will be effective immediately.

## **6.0. AUTHORITIES, RESOURCES, AND REFERENCES**

### **6.1. Authorities**

Massachusetts Executive Order 144

See Authorities section of the State CEMP Base Plan

### **6.2. Resources**

See Resources section of the State CEMP Base Plan

### **6.3. References**

- Massachusetts Comprehensive Emergency Management Plan
- Massachusetts Radiological Emergency Response Plan
- MEMA Continuity of Operations Plan
- Regional Catastrophic Coordination Plan
- Emergency Alert System Plan

# Massachusetts Emergency Support Function 16

## ***MILITARY SUPPORT***

### **Responsible Agencies**

#### **State Agencies**

Massachusetts National Guard

# 1.0. INTRODUCTION

## 1.1. Purpose

Massachusetts Emergency Support Function 16 (MAESF-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 National Guard has assets and capabilities that may be brought to bear to respond to domestic emergencies and provide assistance to civil authorities to save lives, prevent human suffering, protect critical infrastructure or 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 Massachusetts Army and Air National Guard (MANG). MAESF-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 operations. The personnel performing the LNO function under MAESF-16 are part of the Joint Task Force – Massachusetts (JTF-MA) staff. Activities under MAESF-16 are implemented by these LNOs and other JTF-MA staff as well as the units that comprise this JTF. 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 SEOc staff.

The objectives of MAESF-16 include the following military-support related 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 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 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.
- Coordinate resources to support MAESF-1 *Transportation* such as surface and air movement of personnel and equipment.
- Coordinate resources to support MAESF-2 *Communications* temporary interoperable communications support for agencies conducting tactical operations at an incident site.

- Coordinate resources to support MAESF-3 *Public Works and Engineering* for initial damage assessments, emergency debris clearing operations and other non-technical assistance.
- Coordinate resources to support MAESF-4 *Fire Fighting* with personnel and aviation support operations including CBRN and hazmat operations.
- Coordinate resources to support MAESF-6 *Mass Care, Emergency Housing, Human Services* with personnel and equipment for emergency shelter security and support operations.
- Coordinate resources to support MAESF-8 *Public Health and Medical Services* with medical personnel and equipment for mass casualty operations.
- Coordinate resources to support MAESF-9 *Search and Rescue* with search and extraction, decontamination and medical triage capabilities.
- Coordinate resources to support MAESF-12 *Energy* with emergency power, fuel and operator support.
- Coordinate resources to support MAESF-13 *Public Safety and Security* with personnel and equipment to assist in law enforcement and public safety security operations.

### **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 MAESF-16 to coordinate planning and military resources in support of civil authorities.
- MAESF-16 will operate from the SEOC or in an alternate facility as determined by the MEMA Director. The MEMA SEOC will provide overall direction and coordination for state and local support during an emergency or disaster.
- All agencies assigned responsibilities within MAESF-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 Massachusetts National Guard military personnel, equipment and resources to respond 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. Such assistance occurs under a Governor's declaration of a state of emergency or verbal orders from the Undersecretary of Homeland Security to whom the Governor has delegated the authority to authorize the National Guard to activate and respond in support of civil authorities. In these instances, 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 organized under the Massachusetts National Guard. The Adjutant General-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 Adjutant General designates a specific JTF commander and deputy commander for every military operation. Large scale incidents or events that require 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 the orders received from the Commander-in-Chief.
- A military response begins with a responsible local or state official (e.g. senior state agency official or local emergency manager) requesting state assistance through the State Emergency Operations Center (SEOC). All requests for Massachusetts National Guard assets will be reviewed by the SEOC LNOs and if appropriate forwarded to JTF-MA 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 military forces entering the Commonwealth arriving via an EMAC agreement will be placed under the command and control of JTF-MA 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 are capable of dealing 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 JTF-MA procedures and processes. All units providing MAESF-16 services will maintain records in accordance with JTF-MA 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 will 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 will require additional assistance, including a significant federal response. Response capabilities unique to the military will be required (i.e., the rapid, self-contained, self-sufficient deployment of skilled personnel equipped as needed to accomplish specific emergency response missions). In order to fully determine the magnitude of the effect of the disaster on the population and provide an immediate and effective response; an impact/needs assessment will be conducted at the earliest possible time following an emergency or major disaster. Local governments will depend on mutual aid and other forms of assistance in order to respond to and recover from the effects of a disaster.

MAESF-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, MAESF-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 MAESFs needed to support response are activated.
- Coordination with local government and other MAESFs may be required to successfully meet emergency needs.
- The MEMA Director under authority of EO 144 will identify MAESFs, 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 will order elements of the Massachusetts National Guard to State Active Duty (SAD) when their assistance is deemed necessary to support emergency disaster operations.
- All available MANG units can be tasked to perform 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 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.
- 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.
- National Guard units from throughout the State will be available for emergency response missions. Once activated, requested National Guard units will be available within 48 hours. 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 for state tasking.

## **3.0. CONCEPT OF OPERATIONS**

### **3.1. General**

The Secretary of Public Safety, Director of the Massachusetts Emergency Management Agency (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 Adjutant General-Massachusetts deploys National Guard personnel and equipment, through appropriate commanders, to assist civil authorities. The National Guard will provide military support to civil authorities in accordance with the Massachusetts National Guard All Hazards Concept Plan and specific operations orders developed for each mission. As a potential disaster develops, or upon occurrence of an emergency or major disaster, the MAESF-16 LNO and team will report to the SEOC. The purpose of this team will be to advise the SEOC Manager regarding Massachusetts National Guard 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 JTF-MA for tasking and action.

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

- Aviation/Airlift (*fixed and 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.

MAESF-16 staff will utilize the resource request process established by MEMA for SEOC operations. The MAESF-16 staff in conjunction with the JTF-MA 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 MAESF-16 staff will track mission status and update the SEOC manager per established SEOC procedures.

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 through the use of EMAC. Out of state National Guard elements will report to the State staging area and will go through designated Joint reception, staging, onward movement and integration (JRSOI) processes in order to ensure they understand the military chain of command, reporting requirements and sustainment procedures. The JRSOI process will be staffed by Massachusetts National Guard personnel and will ideally occur in/around the State staging area for efficiencies gained through that colocation of activities. 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.

### **3.2. Notification**

- MEMA will notify the Massachusetts National Guard in the event of an emergency or disaster.
- MAESF-16 will be activated upon notification by MEMA that the emergency condition is imminent or exists and that the resources and personnel of the Massachusetts National Guard are required.
- Upon notification of imminent or existing emergency conditions, the Massachusetts National Guard Director of Military Support will notify the Adjutant General. The Adjutant General, with Governor's approval, will then order the activation of personnel and equipment as necessary to provide 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 Massachusetts National Guard units are activated, the Adjutant General will appoint a Joint Task Force Commander. The Joint Task Force Commander will approve all mission assignment taskings for the MANG.
- Massachusetts National Guard units will utilize existing unit alert procedures to assemble troops at their home station. Orders for deployment will be forwarded through military channels to the commanding officer of the unit or units to be mobilized.

### **3.3. Activities**

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

- MEMA will convene regular meetings of MAESF-16 stakeholders and/or Emergency Support Function Team.
- The Adjutant General for Massachusetts will designate a senior officer to lead the MAESF-16 liaison team. This will usually be the Director, Military Support (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 in order to ensure a comprehensive and flexible response capability.

- The 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.
- The 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 MAESF-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, MAESF-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 MAESF-16.
- Notify units of impending disaster in order for them to prepare to respond.
- 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.
- Receive, confirm, evaluate and prioritize requests for assistance through the SEOC from local governments.
- Allocate appropriate resources, prepare mission assignments, and submit them to the JTF-MA staff to address needs as determined with existing information.
- Develop strategies for the initial response including a general description of the situation as it pertains to MAESF-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.
- If required, establish communications with and assign liaisons to MEMA Regional Emergency Operation Centers (REOCs) to coordinate response efforts.
- Gather and provide situational awareness to JTF-MA 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 JTF-MA staff.

## **Continuing Response**

- The MAESF-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 MAESF-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 are tasked federal military units for execution, these assets may be integrated into JTF-MA if a dual status commander has been authorized. If this is not the case, MAESF-16 will assist the JTF-MA 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.
- Track financial expenditures and keep financial records.
- Provide information for the SEOC Roster and situational awareness statement for the next operational period.
- While deployed, the field commanders will maintain routine operational reporting to JTF-MA.
- The LNO team will work with the JTF-MA 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 MAESF-16 LNO will work with the JTF-MA 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 MAESF-16 LNO will continue to monitor information in order 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.

- 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.
- MAESF-16 LNOs will participate in JTF-MA 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 with the SEOC.
- Submit detailed documentation in order to obtain reimbursement from MEMA and FEMA.

#### **d. Mitigation Actions**

- Provide MAESF-16 agency representatives to planning meetings.
- Conduct assessments of MAESF-16 capabilities to identify potential shortfalls.
- Develop plans to mitigate identified shortfalls of resources.

## **4.0. ROLES AND RESPONSIBILITIES**

### **4.1. MAESF-16 Lead Coordination Agency Responsibilities**

- The Massachusetts National Guard will always serve as the lead agency for MAESF-16.
- The MAESF-16 LNO will locate at the SEOC, as needed, after notification of MAESF-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.
- Support civil authorities on a mission request basis, within the Massachusetts National Guard's 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 MAESF-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 MAESFs.

- Utilize WebEOC and provide a military process 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 MAESF-16.
- Receive mission requests for MAESF-16 to support other ESFs and coordinate those requests with JTF-MA 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 JTF-MA.
- Work closely with civil authorities and units in an effort 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 as a result 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.

## **4.2. MAESF-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 State CEM Plan
- 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 in order to address the most critical needs.
- Resources that are committed to response operations will be tracked and redeployed as necessary.
- Resources will be re-staged as needed.

## **b. Massachusetts National Guard**

- The organizational structure of MAESF-16 is led by the Massachusetts National Guard with support from other state agencies and volunteer organizations. The staffing pattern and level will be dependent upon the severity of the emergency.
- The Adjutant General-Massachusetts and his designated coordinator have primary responsibility for initiating, organizing and coordinating all aspects of civil support operations conducted under MAESF-16.
- The following groups are part of the Massachusetts National Guard 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 JTF-MA as needed for domestic operations.
  - 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.

- Joint Task Force – Massachusetts (JTF-MA)

Drawn from Army and Air National Guard commanders and staff, this task force serves as the military command and control headquarters for civil support operations conducted in the Commonwealth. The capabilities and task organization of this task force are structured according to the actual or anticipated requirements of each mission. Capabilities are defined in pre-planned mission support packages or based on general support mission assignments that generally require manpower for basic skills tasks.

### **4.3. Other Agencies**

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

## **5.0. ADMINISTRATION AND LOGISTICS**

### **5.1. Staffing**

As required by Executive Order 144, all MAESF-16 stakeholders must designate at least two personnel to act as SEOC liaisons. These liaisons 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.

The Adjutant General-Massachusetts is ultimately responsible for all National Guard forces in the State. The designated JTF-MA 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 State CEMP Base Plan.

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

This annex will be updated every two years at a minimum, and will ensure that appropriate stakeholder input is incorporated into updates. Additionally, the annex will be reviewed following any exercise or activation of the plan that identifies potential improvements. Revisions to this annex will supersede all previous editions and will be effective immediately.

## **6.0. AUTHORITIES, RESOURCES, 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
- The National Response Framework and National Incident Management System

### **6.2. Resources**

See Resources section of the State CEMP Base Plan.

### **6.3. References**

- National Guard Regulation, 500-1, National Guard Domestic Operations
- MANG All Hazards Concept Plan 2014-01
- Massachusetts Comprehensive Emergency Management Plan