

Massachusetts Emergency Support Function 2

COMMUNICATIONS

Responsible Agencies

State Agencies

Primary State Agency

Massachusetts Emergency Management Agency

Supporting State Agencies

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

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

Supporting 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. MEMA will notify the primary agency at the time of SEOC activation to provide overall coordination of MAESF-2. The primary 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.

MAESF-2 will report directly to the SEOC Operations Section with an indirect report to the SEOC Planning Section. Depending on the size, scope, and complexity of the incident, the SEOC organizational chart may be expanded, to ensure proper Span of Control is maintained. To accommodate this, the ESFs may be aligned in appropriate Branches, with similar MAESF's grouped together. In this scenario, MAESF-2 will be organized under the Infrastructure Branch, together with MAESF's 1, 3, 12, and 17.

3.2. Organization

- All personnel and activities associated with MAESF-2 will operate under the Incident Command System.
- MEMA has been designated the primary agency for MAESF-2.
- Each agency supporting MAESF-2 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 primary 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.

3.3. 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.

3.4. 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. RESPONSIBILITIES

4.1. MAESF-2 Primary Agency Responsibilities

- Regularly meet and coordinate with MAESF-2 supporting agencies, to:
 - Maintain a list of critical contacts, noting any changes to MEMA

- Maintain a list of ESF-specific assets which could be deployed during an emergency
- Maintain the ESF-2 Toolkit
- Report any unmet needs to MEMA
- Maintain Situational Awareness, monitor weather conditions, and ensure a state of readiness for the ESF.
- As needed, pre-stage resources to support MAESF-2 requirements.
- 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.
- While Primary Agencies are designated in advance, this may be subject to change during an SEOC Activation, dependent on the specific circumstances and needs of the incident, and therefore the agency most appropriate to take the primary assignment.

a) Massachusetts Emergency Management Agency

- Provide communications support as needed to requesting agencies and authorities, to maintain interoperability.
- Support interoperability requests, for the use of radio channels, or radio equipment when requested.
- Support the deployment of MEMA Communications Staff and Equipment, ensuring effective use of assets in the field.

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, in accordance with the Emergency Management Program Administrative Policy, 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)

a. 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)
- SEOC ESF-SOP Guidance Document
- Threat Hazard Identification and Risk Assessment (THIRA)
- Hazard Identification and Risk Assessment (HIRA)
- State Hazard Mitigation Plan