

Commonwealth of Massachusetts Comprehensive Emergency Management Plan Base Plan January 2019



PROMULGATION, APPROVAL, AND IMPLEMENTATION

Transmitted herewith is the updated Commonwealth of Massachusetts Comprehensive Emergency Management Plan (CEMP). This plan supersedes the previously issued Comprehensive Emergency Management Plan and provides a flexible framework for emergency operations in the Commonwealth of Massachusetts.

The CEMP describes the system that will be used by the Commonwealth of Massachusetts to prevent, prepare for, respond to, and recover from an emergency or disaster. It also identifies and assigns specific areas of responsibility for coordinating resources to support the Commonwealth's response to an emergency or disaster. The CEMP is an all hazards plan, developed to address the Commonwealth's unique natural and human-caused hazards.

The CEMP was developed with critical input from stakeholders involved in the Commonwealth's Comprehensive Emergency Management Program (CEMP). It was drafted in accordance with relevant federal and state laws, and conforms to federal guidance, including the *Comprehensive Preparedness Guide* (CPG-101), National Response Framework (NRF), and National Incident Management System (NIMS). The CEMP also complies with the *Emergency Management Standard* published by the Emergency Management Accreditation Program (EMAP).

All agencies and organizations assigned a responsibility under this plan shall maintain a level of preparedness to support its implementation to include the establishment of written policies and procedures, training of personnel, and participation in emergency exercises.

The CEMP is considered a living document and shall be continuously updated and revised to reflect lessons learned during incident response or exercise play. Stakeholders should direct comments, edits, and questions to the Massachusetts Emergency Management Agency.

By virtue of the authority vested in me by the Commonwealth of Massachusetts, I hereby promulgate and issue this Comprehensive Emergency Management Plan as the official guidance of all concerned.



Kurt N. Schwartz
Director
Massachusetts Emergency Management Agency

1-7-19

Date

Commonwealth of Massachusetts Comprehensive Emergency Management Plan

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RECORD OF CHANGES			
DATE	PAGES	TYPE OF REVISION	REVISED BY
12/20/2013	2-5 to 2-7	Revised number and ordering of SEOC activation levels.	B. Hiltunen
2/1/2016	v-vi	Updated list of functional and hazard-specific annexes.	B. Hiltunen
2/1/2016	1-5	Updated economy and demographics information.	B. Hiltunen
2/1/2016	1-6	Updated number of cities and towns.	B. Hiltunen
2/1/2016	1-7	Added information on the governance of the Devens Regional Enterprise Zone and on federally and state recognized tribes in Massachusetts.	B. Hiltunen
2/1/2016	3-4 to 3-11	Inserted updated SEOC organizational chart. Updated descriptions of SEOC Operations, Planning, and Logistics Sections to correspond to new org chart and to SEOC SOP/SOG documents.	B. Hiltunen
2/1/2016	4-16	Added reference to Massachusetts COOP/COG Base Plan.	B. Hiltunen
2/1/2016	5-1 to 5-4	Changed occurrences of "Ping4Alerts" to "Massachusetts Alerts".	B. Hiltunen
2/1/2016	7-1	Replaced reference to "ESF lead agencies" with "ESF responsible agencies" and clarified MEMA's role as facilitator of ESF annex update process.	B. Hiltunen
2/22/2017	4-15	Changed reference to number of nuclear EPZs impacting Massachusetts from 3 to 2 due to closure of Vermont Yankee.	B. Hiltunen
8/21/2018	Global	Update of Plans List General Admin updates Inclusion of ESF-17 Removal of Resource Management System as a Tool	R. LaTour
10/22/2018	3.3.2.1	Inclusion of ESF Branches	R. LaTour
12/2018	6 and Global	Adjusted Fiscal Information and ensured SHMCAP was properly referenced throughout CEMP	R. LaTour

1.1 Introduction

The Commonwealth of Massachusetts is vulnerable to a host of natural and man-made hazards, from nor'easters, tornados and hurricanes to pandemics, urban fires, hazardous materials releases, and acts of terrorism. Government has both a legal and a moral responsibility to safeguard the general public by planning for the occurrence of these hazards.

Planning provides three principal benefits: it allows jurisdictions to influence the course of events in an emergency by determining in advance the actions, policies, and processes that will be followed; it guides other preparedness activities; and it contributes to unity of effort by providing a common blueprint for activity.

As the coordinating agency for state-level emergency management under the Massachusetts Civil Defense Act, the Massachusetts Emergency Management Agency (MEMA) has developed this Comprehensive Emergency Management Plan (CEMP) as part of the Commonwealth's overall Comprehensive Emergency Management Program in order to provide a framework for state-level emergency management activities and to define how state government interfaces with other emergency management stakeholders, including local and tribal governments, non-governmental organizations (NGOs), other states, the Federal government, and the private sector.

The CEMP consists of a Base Plan supplemented with Massachusetts Emergency Support Function (MAESF) functional annexes and incident-specific annexes. The Base Plan forms the overall framework for emergency management in the Commonwealth. The MAESF annexes provide additional detail on essential discipline-specific functions. Incident specific annexes contain specialized information and procedures required in order to address certain specific types of events. Incident-specific annexes are maintained separately from the CEMP but are incorporated by reference.

This revision of the CEMP supersedes all previous versions.

The Massachusetts Emergency Management Agency gratefully acknowledges the contributions of local, state, Federal, NGO, and private-sector stakeholders to the content of the Comprehensive Emergency Management Plan and its associated annexes.

1.2 Commonwealth's Comprehensive Emergency Management Program

According to the Emergency Management Accreditation Program (EMAP), an emergency management program is a jurisdiction-wide system that provides for management and coordination of prevention, mitigation, preparedness, response, and recovery activities for all hazards. The system encompasses all organizations, agencies, departments, and individuals having responsibilities for these activities.

The Commonwealth provides the framework for statewide coordination and incident response management through its Comprehensive Emergency Management Program. Statewide

coordination protocols for the effective management of incident response are critical to ensuring the Commonwealth's capacity to prevent, prepare for, respond to, recover from, and mitigate all hazards threats that may affect it. Coordination must occur amongst state agencies, and federal, state, regional, local and private sector partners to implement the Commonwealth's program and protect the life-safety of all those who live in, work in or visit the state.

The comprehensive emergency management program is based on the following priorities:

- Minimize injury and loss of life
- Minimize property damage
- Minimize adverse environmental and economic impact
- Provide for the immediate needs of disaster victims
- Acquire and assess emergency information and disseminate essential intelligence
- Restore essential utilities and functions
- Establish operational area-wide resource coordination and management operations
- Provide timely and accurate information to the public regarding emergency actions
- Oversee the disaster management process throughout the impacted area in conjunction with other regional, state and federal agencies and the private sector

The program consists of the following component plans:

- **Multi-Year Emergency Management Strategic Plan:** This plan sets forth a vision for the program and defines its mission, goals, objectives, and milestones.
- **Comprehensive Emergency Management Plan (CEMP):** The CEMP assigns specific areas of responsibility for performing activities related to emergency preparedness, prevention, response, recovery and mitigation for the Commonwealth.
- **Continuity of Operations (COOP)/Continuity of Government (COG) Base Plan:** The COOP/COG Base Plan describes how the Commonwealth's essential government functions will be continued during an emergency or disaster and reconstituted after an emergency.
- **State Hazard Mitigation and Climate Adaptation Plan (SHMCAP):** The SHMCAP establishes interim and long-term strategies, goals, objectives, and actions to reduce or eliminate risks presented by the hazards that currently impact Commonwealth and those which will be influenced in the future by climate change.

1.3 Purpose

The purpose of the CEMP, together with its functional and incident-specific annexes, is to establish the overall framework for integration and coordination of the emergency management activities of all levels of government, volunteer organizations, and the private sector in the Commonwealth of Massachusetts. The CEMP is designed to provide guidance and a flexible framework through which the Commonwealth may work to prevent, prepare for, respond to, recover from and mitigate the potential hazards identified in the Massachusetts Threat Hazard Identification and Risk Assessment (THIRA). It is intended to facilitate multi-agency and multi-

jurisdictional coordination among local, regional, state, federal, and private sector organizations during emergencies.

The CEMP conforms to National Incident Management System (NIMS) requirements and integrates with local and regional emergency management plans, the National Response Framework (NRF), Emergency Management Accreditation Program standards, and the Federal Emergency Management Agency (FEMA) Region I Operations Plan. The CEMP is an all-hazards plan; the structures and concepts it describes are applicable to all emergencies and disasters occurring in Massachusetts regardless of cause, location, or magnitude.

The CEMP was developed using the planning process outlined in the Federal Emergency Management Agency (FEMA) Comprehensive Preparedness Guide (CPG-101). The CEMP including the Massachusetts emergency support function (MAESF) annexes, hazard annexes, functional annexes, appendices, procedures and policies are based upon the most recent THIRA, which addresses all hazards facing the Commonwealth, and reflects the resource support necessary to effectively prepare for, respond to, and recover from emergencies and disasters, including acts of terrorism.

The CEMP identifies state agencies and partner organizations that provide command and coordination capabilities for an emergency or disaster and describes how the multiple command and response components are organized and managed. It identifies lines of authority and organizational relationships for the management of emergency response actions, describes how people and property are protected in an emergency or disaster, and identifies legal authority.

The CEMP is intended to accomplish the following objectives:

- Assign responsibilities to agencies, organizations and individuals for carrying out specific actions during an emergency;
- Detail the methods and procedures to be used by emergency management personnel to assess emergencies and take appropriate actions to save lives and reduce injuries, prevent or minimize damage to public and private property, and protect the environment;
- Provide a process by which emergency response personnel and local government staff can efficiently and effectively prevent, mitigate, prepare for, respond to, and recover from emergencies and disasters;
- Identify the responsibilities of local, state, non-governmental, volunteer, private sector and federal agencies during emergencies or disasters;
- Identify lines of authority and coordination for the management of an emergency or disaster; and
- Coordinate mutual aid to supplement state resources.

The CEMP consists of a base plan, MAESF annexes, functional annexes, and hazard annexes.

The **Base Plan** provides an overview of the Commonwealth's comprehensive emergency management program, describes the hazards the Commonwealth faces as well as the associated risks of these hazards, and the capabilities and organization structure needed to address these hazards. It also identifies how the interaction between local, state, regional, and federal authorities is managed. The base plan describes how critical actions interface during response and short-term recovery, and how the interaction between the state, its private-sector partner

organizations, non-governmental organizations, and volunteer organizations is managed. It also reviews expected mission execution for each emergency phase and identifies the agencies that have the responsibilities for a given MAESF. The base plan then outlines the MAESFs that may be activated during an emergency.

Massachusetts Emergency Support Function Annexes identifies state agencies, non-governmental, volunteer and private sector organizations that have been assigned responsibilities each designated MAESF. These annexes describe the policies, planning assumptions, concept of operations and responsibilities for their activities.

Functional Annexes describe the framework through which MAESFs coordinate and execute activities related to a specific response strategy. Each support sets forth the concepts and procedures for critical emergency response actions.

Hazard Annexes detail special planning and response considerations and response protocols associated with specific hazards that have been identified through the HIRA process.

1.4 Scope

The Massachusetts CEMP applies to state agencies and personnel, as well as organizations and individuals operating under or in support of emergency operations managed by the Commonwealth. The plan applies to all hazards, including natural disasters, technological hazards, and human-caused threats (e.g., terrorism). The CEMP applies only to an emergency or disaster that occurs in or impacts areas within the Commonwealth of Massachusetts.

The CEMP does not replace agency established procedures used for normal agency response to smaller scale emergencies. Instead, the CEMP pertains to management of emergencies and disasters that require response from multiple agencies and organizations and pose major risks to life and property. The CEMP will be used under these conditions to coordinate the response and mobilize the resources of state agencies and partner organizations. This plan may also be used during large-scale planned events requiring effective coordination across multiple agencies, functions, and/or jurisdictions.

The CEMP is a preparedness document to be read, understood, and regularly exercised during non-emergency conditions. It is not intended as a detailed emergency checklist or "quick action" guide. It is a planning document meant to provide a framework, guidance and insight into statewide strategic thinking and decision-making as it relates to the phases of emergency management. It does not replace an organization's responsibility to develop and validate its own emergency plans and Standard Operating Procedures (SOPs).

1.5 Situation

1.5.1 Geography

Massachusetts, the sixth smallest of the 50 states, is located in southern New England and covers an area of approximately 8,257 square miles, 7,838 of which is covered by land. Massachusetts' topography varies greatly, from rocky shores, sandy beaches, and salt marshes along the east coast, to rolling hills in the interior and wooded hills and valleys in the western part of the state. Elevations range from 3,491 feet at the top of Mount Greylock in Berkshire County to sea level along the coast. There are over 4,000 miles of rivers within the Commonwealth; the largest of

these is the Connecticut River and its tributaries. Other significant rivers include the Housatonic, Merrimack, Blackstone, Mystic, and Charles. Massachusetts has over 3,000 lakes and ponds, the largest of which are the Quabbin and Wachusett Reservoirs, which provide the Boston area with most of its drinking water supply.

1.5.2 Economy

In 2017 Massachusetts had a gross state product of almost \$527 billion, the 11th highest in the country, and it had the third highest per capita income at \$53,221. The unemployment rate in Massachusetts as of June 2018 is 3.5%. Approximately 10.4% of the Massachusetts population lives below the Federal poverty line. Major economic sectors in the Commonwealth include higher education, biotech, finance, health care, and tourism.

1.5.3 Demographics

Population

Massachusetts is the 15th most populous state, with over 6,800,000 residents, and the 3rd most densely populated with an average density of over 800 people per square mile. The largest city is Boston with a population of well over 600,000 and the smallest town is Gosnold with a population of less than 100. Approximately 2 million people live along the coast of Massachusetts and over 3 million within the greater Boston area. Over 24.5 million people visited¹ Massachusetts in CY2016, and in CY2016 1.7 million people visited from outside the United States.

Age

There are approximately 1.3 million Massachusetts residents (20% of the population) under the age of 18 and 1.1 million residents (16% of the population) over the age of 65.

Access and Functional Needs

About 744,000 people (11% of the population) in Massachusetts present with a disability affecting at least one of the following areas: sensory, cognitive, ambulatory, self-care, or independent living. Other groups with function based needs that may not be captured in demographic data may include, but are not limited to, people who are morbidly obese, pregnant women, people who require prescription medication for daily well-being, and people who are transportation disadvantaged.

Education

90% of Massachusetts residents over the age of 18 have at least a high-school diploma and 41% have a bachelor's degree or higher.

Language

1.3 million Massachusetts residents, or 21% of the population, speak a language other than English at home. Of these, about 600,000, or 8% of the population, speak English at a level less than "very well". Non-English languages spoken in Massachusetts include Spanish, Portuguese, French, Chinese, Italian, French Creole, Russian, and Vietnamese.

¹ The Massachusetts Office of Travel and Tourism defines a "visitor" as anyone who travels more than 50 miles one-way or who stays overnight.

1.5.4 Political Subdivisions

1.5.4.1 State Government

Constitutional Offices

The Massachusetts Constitution provides for the election of a Governor, Lieutenant Governor, Secretary of the Commonwealth, Attorney General, Treasurer and Receiver General, and Auditor, all of whom are popularly elected and serve four-year terms.

Legislature

The Massachusetts legislature, known officially as the General Court, is a bicameral body composed of a 40-member Senate and a 160-member House of Representatives. Both Senators and Representatives are popularly elected and serve two-year terms.

Judiciary

The Massachusetts Supreme Judicial Court is made up of a Chief Justice and six associate justices, all of whom serve on the Court until the mandatory retirement age of seventy. The Governor appoints all justices with the advice and consent of the Executive Council,

1.5.4.2 County Government

Massachusetts is subdivided into fourteen counties. County government in Massachusetts, as in the rest of New England, has traditionally not been a strong entity. In recent years, a number of county governments in Massachusetts have been abolished by act of the Legislature (namely, those of Berkshire, Essex, Franklin, Hampden, Hampshire, Middlesex, Suffolk, and Worcester Counties). While the counties themselves still exist as political entities, county government functions in these counties have been assumed by state agencies and county government assets have been transferred to the Commonwealth.

Counties that have not abolished or restructured their governments are administered by bodies of popularly elected county commissioners. The coterminous town and county of Nantucket possesses a unique governmental structure for Massachusetts; local and county governments have been combined and the town's board of selectmen also serve as county commissioners. All counties, regardless of whether their county government has been abolished, have popularly elected sheriffs, district attorneys, clerks of courts, and registers of deeds.

1.5.4.3 Cities and Towns

Unlike much of the rest of the United States, all parts of Massachusetts fall under the jurisdiction of a city or town – there are no unincorporated areas in the Commonwealth. There are a total of 55 cities² and 296 towns in Massachusetts, each with its own governing body. Cities are typically governed using either a mayor-council or council-manager form of government, while towns are governed by boards of elected officials known as selectmen. The annual town meeting, an institution dating back to the colonial era, is the active legislature in most towns. Some towns, chiefly smaller ones, have retained the traditional open town meeting format, which

² Massachusetts law defines "city" and "town" according to the form of government that a community has chosen. Thirteen communities (Agawam, Amesbury, Barnstable, Braintree, Easthampton, Franklin, Greenfield, Palmer, Randolph, Southbridge, Watertown, West Springfield, Weymouth, and Winthrop) have adopted a "city" form of government, as defined in Massachusetts law, but continue to refer to themselves as towns.

allows all registered voters in town to vote directly. Others have implemented a representative town meeting structure, in which voters elect a number of “town meeting members” to represent them at town meetings and cast votes on their behalf.

1.5.4.4 Other Political Subdivisions

Devens Regional Enterprise Zone

The Devens Regional Enterprise Zone (DREZ) was created by Chapter 498 of the Acts of 1993 in order to facilitate the redevelopment of the land comprising the former Fort Devens. After the closure of Fort Devens in 1996, the land was conveyed to MassDevelopment, a quasi-public agency tasked with stimulating economic development across Massachusetts. The Devens Enterprise Commission, representing the Commonwealth as well as the three host communities of Ayer, Harvard, and Shirley, acts as the sole permitting agency for projects within the DREZ, combining the role of local planning boards, boards of health, conservation commissions and zoning boards of appeal.

Indian Tribes

Massachusetts is home to two federally recognized Indian tribes (the Aquinnah and Mashpee Wampanoags) and one state recognized tribe (Nipmuc Nation).

1.5.5 Threat and Hazard Identification and Risk Assessment

The Commonwealth recently undertook an extensive threat and hazard identification and risk assessment (THIRA) process to identify the natural and human-caused hazards that could potentially affect the Commonwealth. This THIRA process involved approximately 50 stakeholders representing local, regional, state and Federal government as well as NGOs and the private sector, and followed the five-step process outlined in CPG-201 (Threat and Hazard Identification and Risk Assessment Guide):

- Identify threats and hazards of concern
- Give threats and hazards context
- Examine the 31 core capabilities of the National Preparedness Goal using the threat and hazard context
- Set capability targets
- Apply the results

Additional information on threats and hazards of concern in Massachusetts identified during the THIRA process, as well as their impacts, is contained in the Commonwealth of Massachusetts Threat and Hazard Identification and Risk Assessment report.

1.5.6 Hazard Identification and Risk Assessment

In 2018, MEMA undertook an initiative to further define the threats and hazards posed to the Commonwealth. By conducting a Hazard Identification and Risk Assessment (HIRA), MEMA executed an in-depth analysis of the relative natural, deliberate (human caused), and technological hazards the Commonwealth faces to assess the Commonwealth’s risk and vulnerability of people, property, the environment and our own operations. Once the hazards

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were identified, a consequence analysis was done, to determine our relative risk and vulnerability to these hazards. This consequence analysis considers the impact on the following:

- Public
- Responders
- Continuity of operations, including continued delivery of services
- Property, facilities, and infrastructure
- Environment
- Economic condition of the Commonwealth, and
- Public's confidence on the jurisdiction's governance.

Additional information on the hazards faced by the Commonwealth, along with the consequence analysis conducted, can be found in the MEMA Hazard Identification and Risk Assessment report.

Table 1-1: HIRA Hazards

Natural Hazards	Deliberate Acts	Technological Hazards
Severe Winter Storm/Nor'easter	Cyber Incident	Infrastructure Failure
Inland Flooding		
Coastal Flooding	Terrorism	
Other Severe Weather		
Hurricane/Tropical Storm	Civil Unrest	Nuclear Power Plant Event
Coastal Erosion		Hazard Material Accident/Spills
Tornado		Major Air Crash
Extreme Temperatures		Dam Failure
Invasive Species		
Earthquake	Chemical, Biological, Radiological, and Nuclear (CBRN) Incident	
Wildfire		
Drought		
Landslide		
Tsunami		
Public Health Emergency		

Organized by highest frequency (estimated)

1.5.7 Access and Functional Needs Populations

The Department of Homeland Security (DHS) defines Access and Functional Needs

Accommodation (synonym for Access and Functional Needs) as circumstances that are met for providing physical, programmatic, and effective communication access to the whole community by accommodating individual requirements through universal accessibility and/or specific actions or modifications.

Individuals having access and functional needs may include, but are not limited to, people with disabilities, children, older adults, and populations having limited English proficiency, limited access to transportation, and/or limited access to financial resources to prepare for, respond to, and recover from the emergency.

Federal civil rights law and policy require nondiscrimination for certain populations, including on the bases of race, color, national origin, religion, sex, age, disability, English proficiency, and economic status. Many individuals with access and functional needs are protected by these provisions.

Considerations for individuals with disabilities and others with access and functional needs (AFN) are integrated into the CEMP; however, the CEMP is not the exclusive medium by which the needs of these populations are addressed. The Commonwealth's Access and Functional Needs Plan as well as other support and incident-specific annexes (e.g. Statewide Mass Care and Shelter Coordination Base Plan) address these populations in more detail, thereby ensuring the considerations for all populations are an integral part of the CEMP and all associated plans and annexes.

1.6 Assumptions

The following assumptions were made during the development of this CEMP:

- The proper implementation of this plan will prevent or reduce disaster-related losses.
- An incident or event can occur with little or no warning, at any time, in any area of Massachusetts, and can escalate more rapidly than the ability of any single local or state response organization to address it.
- Local governments have existing emergency management resources, plans, and procedures already in place.
- When an incident or event occurs, local governments will utilize their own resources first, augmented as needed by resources available through community-to-community mutual aid. Local governments will only request state assistance in the event that an incident exceeds or is expected to exceed local capabilities.
- Commonwealth officials, agencies and partners understand their roles and responsibilities under the CEMP and maintain appropriate procedures and a state of readiness.
- 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 until as long as 72 hours after the incident occurs.

Section 1

- Organizations tasked with responsibilities in the CEMP are familiar with the plan and have developed internal plans, policies, and procedures to carry out those responsibilities.
- The Commonwealth and its response partners will need to provide additional/enhanced assistance to individuals with functional needs, including children, elderly, individuals with disabilities and chronic conditions, and other access and functional needs populations.
- Damages to Critical Infrastructure/Key Resources (CIKR) will likely diminish emergency response capabilities.
- International and domestic terrorism pose a unique, evolving, and challenging threat to major urban areas.
- Emergency functions performed by individuals and organizations will generally parallel their normal day to day functions. To the extent possible, the same personnel and material resources will be employed in both cases.
- Day to day functions which do not contribute directly to the emergency operation may be suspended for the duration of the emergency/disaster. Resources that would normally be required for those daily functions will be redirected to perform tasks in support of the emergency response.
- A large-scale emergency or disaster will generate widespread media and public interest.
- A large-scale emergency or disaster may be a prolonged event that requires an extended commitment of resources.

Section 2

CONCEPT OF OPERATIONS

The Concept of Operations describes the sequence and scope of the planned emergency response. The Massachusetts Emergency Management Agency (MEMA) has the primary responsibility for coordinating emergency management activities in the Commonwealth. These activities support the following priorities:

- Minimize injury and loss of life
- Minimize property damage
- Minimize adverse environmental and economic impact
- Provide for the immediate need of disaster victims
- Acquire and assess emergency information and disseminate essential intelligence
- Restore essential utilities and functions
- Establish operational area wide resource coordination and management operations
- Provide timely and accurate information to the public regarding emergency actions
- Oversee the disaster management process throughout the impacted area in conjunction with other regional, state and federal agencies and private sector.

2.1 Overview

MEMA was created by the Massachusetts Civil Defense Act of 1950 to serve as the state agency with primary responsibility for ensuring the Commonwealth's resilience to disasters. The Governor exercises general direction and control over MEMA and during an emergency or disaster, may employ every agency and all members of every department and division of the government of the Commonwealth to protect the lives and property of its citizens.

The Massachusetts Civil Defense Act requires that every city and town establish a local emergency management program and to appoint an official to oversee the program (typically known as the Emergency Management Director or EMD). The EMD and other local officials will direct evacuations, open shelters, coordinate the actions of local departments and agencies, mobilize local resources, activate mutual aid agreements with other cities and towns, and request state assistance in accordance with the plans and procedures developed by the local emergency management program.

The Massachusetts Emergency Management Agency (MEMA) is responsible for coordinating and implementing the statewide emergency management program. The program is supported by local, state, federal, non-governmental and private sector organizations that have capabilities to prevent, mitigate, prepare for, respond to and recover from emergencies impacting the Commonwealth.

MEMA has developed its emergency management program to be consistent with the National Incident Management System (NIMS), Incident Command System (ICS), and the Federal Emergency Management Agency's (FEMA) Comprehensive Preparedness Guide 101. MEMA

has leveraged the flexibility of the ICS model and tailored its application to meet its emergency management organizational requirements and needs.

2.2 Emergency Management Phases

As defined in NIMS, a comprehensive emergency management program addresses all phases of emergency management for all types of incidents, including prevention, preparedness, response, recovery, and mitigation.

2.2.1 Prevention and Mitigation

Prevention and mitigation involve identifying preventative and/or corrective measures and actions to prevent or limit bodily injury, loss of life or property damage from disasters. It includes consideration of policy issues as well as structural projects within government and the private sector.

Prevention activities are underway every day in the Commonwealth through the Commonwealth Fusion Center (CFC). The CFC was established to coordinate efforts in the Commonwealth to reduce crime and prevent terrorism. The Commonwealth Fusion Center collects and analyzes information from all available sources to produce and disseminate actionable intelligence to stakeholders for strategic and tactical decision-making in order to disrupt domestic and international terrorism. The Fusion Center works with federal, state, regional and local law enforcement, as well as the public and private sector as the state repository for homeland security information and incident reporting. It serves as a point of contact for local entities seeking to receive information from federal agencies. It collects and analyzes information to produce and disseminate actionable intelligence to support decision makers and operational personnel.

The goal of mitigation is to prevent future loss by eliminating or reducing risks. Mitigation activities link the recovery and preparedness phases in the emergency management cycle, and can occur before or after an emergency. The goals of pre-emergency mitigation activities are to prevent an emergency, reduce the chance of an emergency happening, or reduce the damaging effects of unavoidable emergencies. The goal of post-emergency mitigation is to eliminate or reduce the impact of the hazards realized during the emergency. Post-emergency mitigation is part of the recovery process.

MEMA encourages cities and towns to develop local hazard mitigation plans to improve community resiliency by identifying methods to reduce the risk of hazards or reduce losses to hazards that occur. Having a local mitigation plan in place improves a community's competitiveness for federal grant programs, especially the post-disaster Hazard Mitigation Grant Program (HMGP). More than half of Massachusetts communities have current mitigation plans.

The State Hazard Mitigation and Climate Adaptation Plan (SHMCAP) is intended to help the Commonwealth of Massachusetts reduce the impact of hazards and climate change. It also helps the Commonwealth and its residents to better understand when, where, why, and how natural hazards occur; how natural hazards are expected to be affected by climate change; how to reduce the cost of recovery and rebuilding through making a more resilient Commonwealth; and how preparedness and adaptation planning can reduce health impacts. This plan outlines specific actions that should be taken by the State, local governments, and the general public to manage the risks of natural hazards and climate change, and reduce the future costs of rebuilding. To help the Commonwealth be better prepared for future events and conditions, the plan incorporates

lessons learned from recent disasters, as well as the most recently available downscaled climate projections. This is the first statewide integrated hazard mitigation and climate adaptation plan of its kind that empowers state agencies to tactically and effectively achieve multiple risk management objectives.. Additional details on these programs are available in the Massachusetts Hazard Mitigation and Climate Adaptation Plan.

2.2.2 Preparedness

Preparedness involves activities undertaken in advance of an emergency or disaster to adequately prepare for and develop capability to respond to an emergency. The preparedness program develops operational capabilities and enables an effective response to an emergency or disaster. Adequate planning pre-determines the best utilization of resources and identifies personnel training opportunities for roles and responsibilities during a disaster. This involves working with the government partners, the private sector, non-governmental and volunteer organizations to coordinate pre-disaster education and planning activities to lessen the impact of disasters.

Massachusetts implements its preparedness program through a continuous cycle of planning, training, equipping, exercising, evaluating, and taking action to correct and mitigate issues.

In addition, MEMA provides information and education to the public about various hazards identified in the HIRA. MEMA provides hazard-specific information and education when an incident is anticipated (i.e., winter weather, hurricane, extreme temperatures, etc.), during the incident, and after the emergency. This public information and education is provided to the public through multiple communications methods and platforms, including: MEMA's website, MEMA social media platforms, media interviews, alert and notification systems, brochures, calendars, presentations, fairs, press releases, message boards and billboards, and other means as appropriate.

2.2.3 Response

The response phase is the implementation of emergency response operations during an incident. Response activities include alert and notification, resource and logistical coordination and public information.

The Commonwealth responds to emergencies by activating the State Comprehensive Emergency Management Plan, incrementally increasing response and coordinating with public, private and volunteer response partners as needed, coordinating and managing resources in support of emergency response, and preparing for recovery activities. The response phase includes increased pre-impact, initial, ongoing and demobilization activities. Coordination of resources to support response activities involve activation of the State Emergency Operations Center (SEOC), a MEMA Regional EOC, and the Massachusetts Emergency Support Functions.

2.2.4 Recovery

The recovery phase involves both short- and long-term operations. The objective of short-term operations is typically to restore vital services. The objectives of long-term recovery operations are the restoration of normal activities and the restoration of the affected area to its normal or an improved condition. Long-term recovery may include planning for and implementing reconstruction of damaged facilities and infrastructure and the resumption of basic services. The recovery phase is also an opportune time to institute mitigation measures.

2.2.4.1 Individual Assistance

Individual Assistance (IA) programs are oriented to individuals, families, and small business. Individual Assistance programs include; temporary housing assistance, individual and family grants, disaster unemployment assistance, legal services, and crisis counseling.

The Disaster Housing Program (DHP) ensures those whose homes are damaged by disaster have a safe place to live until repairs can be completed. These programs are designed to provide funds for expenses that are not covered by insurance and are available to homeowners and renters who are legal residents of the United States and who were displaced by the disaster. Assistance is delivered in the form of lodging expense reimbursement, emergency minimal repair assistance, temporary rental assistance, and mortgage and/or rental assistance.

The Individual Households Program (IHP) provides funds for the necessary expenses and serious needs of disaster victims that cannot be met through insurance or other forms of disaster assistance. IHP is not designed to cover all of a victim's losses (home, personal property, household goods, etc.) that resulted from a disaster, nor is it intended to restore damaged property to its condition before the disaster. IHP also does not cover any business-related losses resulting from a disaster. By law, the IHP cannot provide funding for losses covered by insurance. IHP provides assistance for temporary housing, repairs, replacements, permanent housing construction, and other needs (including medical, dental, funeral, personal property, transportation, moving/storage, and other expenses authorized).

The Disaster Unemployment Assistance (DUA) program provides unemployment benefits and reemployment services to individuals who have become unemployed because of a major disaster and who are not eligible for disaster benefits under regular unemployment insurance programs.

2.2.4.2 Public Assistance

The Public Assistance Grant Program provides federal assistance to state and local governments and to certain private nonprofit (PNP) organizations. Funding through this program allows entities to recover from the impact of disasters and to implement mitigation measures to reduce the impacts from future disasters. This program is aimed at governments and organizations with the final goal to help a community and its citizens recover from devastating and/or major disasters. Eligible applicants include local governments and PNPs. Eligible PNP facilities include educational, utility, irrigation, emergency, medical, rehabilitation, temporary or permanent custodial care, and other PNP facilities that are open to the public and provide essential services of a governmental nature to the general public. The work must be required as the result of a disaster, be located within the designated disaster area, and be the legal responsibility of the applicant. A combined federal, state, and local team work together to design and deliver the appropriate recovery assistance for the communities.

2.3 National Incident Management System

The Commonwealth's emergency management organization is structured in accordance with National Incident Management (NIMS) and the Incident Command System (ICS). NIMS integrates existing processes and methods into a unified national framework for incident management. This framework forms the basis for interoperability and compatibility that enable a diverse set of public and private organizations to conduct effective incident management

operations. It does this through a core set of concepts, principles, procedures, organizational structures (Incident Command System, multi-agency coordination, and joint information systems), terminology, and standards requirements applicable to a broad community of NIMS users. To ensure interoperability and compatibility, NIMS is based on an appropriate balance of flexibility and standardization. It provides a consistent and flexible national framework within which government and private entities at all levels can work together to manage domestic incidents, regardless of their cause, size, location, or complexity.

2.4 Incident Command System

Emergency management in the Commonwealth is coordinated using the Incident Command System (ICS). ICS enables effective incident management by integrating a combination of facilities, equipment, personnel, procedures and communications operating within a common organizational structure. A basic premise of ICS is that it is widely applicable. It is used to organize both near-term and long-term operations for a broad spectrum of emergencies, from small to complex incidents, both natural and manmade. ICS is used by all levels of government – federal, state, regional and local – as well as by many private-sector and NGOs.

All activity undertaken under the CEMP shall be coordinated using the Incident Command System (ICS) and the National Incident Management System (NIMS) in accordance with Homeland Security Presidential Directive (HSPD) 5 and Governor's Executive Order #469, dated September 28, 2005.

2.5 Incident Coordination Locations/Facilities

2.5.1 State Emergency Operations Center

The SEOC serves as the central point of coordination for state-level emergency management and response activities. The Director of MEMA or his/her designee determines the appropriate activation level for the SEOC. The SEOC may be activated to coordinate state-level response to an emergency or in response to a large-scale planned event where state resources must be mobilized to ensure health and safety. The SEOC coordinates with the Governor's Office, FEMA Region 1, and the Regional EOCs. The SEOC is located at MEMA Headquarters, 400 Worcester Road, Framingham, Massachusetts.

2.5.2 Regional Emergency Operations Centers

MEMA has three regional emergency operations centers (REOCs) located in Tewksbury, Bridgewater, and Agawam that can be activated to support an incident. The REOCs serve as the primary point of contact for impacted communities and local emergency operations centers, and support the components of emergency response associated with their respective regions. In addition, REOCs obtain and provide situational awareness and information on local emergency operations to the SEOC. Not all REOCs will be activated for every incident, and the need to activate specific REOCs is incident-dependent. If an REOC is not activated, the SEOC becomes the primary coordination point for impacted communities.

2.5.3 Local Emergency Operations Centers

Communities in the Commonwealth operate local emergency operations centers to coordinate resources to support local response to an incident impacting their community. Local emergency operations centers typically coordinate with the REOCs and/or the SEOC to obtain and share situational awareness and make requests for state and federal resources. Not all local EOCs will be activated for every incident, and the need to activate them is incident-dependent.

2.5.4 Alternate SEOC

MEMA has identified alternate locations for the SEOC should the primary location become inoperable. These alternate locations are detailed in the MEMA Continuity of Operations Plan (COOP).

2.5.5 SEOC Activation Levels

The SEOC has designated three emergency levels that increase in intensity, ranging from modest emergency effects associated with Level 1, to catastrophic emergency effects associated with Level 3. Emergency designation levels are critical to providing a consistent understanding for incident severity and associated response actions.

Definitions for the SEOC Activation Levels are depicted in the following table (Table 2-1), as well as the specific activation staffing requirements that are to be implemented.

Table 2-1. Massachusetts Emergency Management Agency SEOC Activation Levels

SEOC Activation Level	Definition
1 STEADY STATE / MONITORING	<p>Steady State / Monitoring: MEMA is operating with normal 24/7 staffing. The Director, Response and Field Services Section Chief, Operations Duty Officer, Regional Managers, and MEMA Communications Center are monitoring conditions and events throughout the state and region, and staff is available to assist municipalities and state agencies if the need arises.</p>
2 PARTIAL	<p>Partial Activation: Additional staff is on duty in the SEOC. Some General and Command Staff positions have been filled and some Emergency Support Functions have been activated. Enhanced operations and planning activities are taking place.</p> <p>MEMA anticipates limited requests from municipalities and state agencies and that state resources and capabilities will not be exhausted. A need for federal or interstate support is not anticipated.</p>
3 FULL	<p>Full Activation: The SEOC is fully operational. All General and Command Staff positions have been filled and most or all Emergency Support Functions have been activated. A FEMA State Liaison Officer or IMAT may be present in the SEOC and the FEMA Region 1 RRCC may be activated.</p> <p>The Governor has declared or is likely to declare a state of emergency and has requested, or is likely to request, a federal emergency or major disaster declaration.</p> <p>MEMA anticipates numerous requests for support from municipalities, agencies, and organizations. Resource requests may exceed state capabilities; state-to-state mutual aid via EMAC, state to state/province mutual aid via IEMAC, and/or federal assistance is anticipated.</p>

2.6 Plan Activation

The CEMP and all associated annexes (MAESF, functional or incident-specific) will be executed upon order of the Governor, MEMA Director, or duly authorized representative in response to an existing or an impending emergency. This plan may also be activated, at the time of an actual disaster, under the following conditions:

- When a “State of Emergency” has been declared by the Governor;
- By a Presidential Declaration of an Emergency or Disaster for areas in the Commonwealth.

Section 3

ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

3.1 Massachusetts Emergency Management Organization

This section describes the organizational structure the Commonwealth employs to respond to an emergency. It articulates the roles and responsibilities that various members of that organizational structure have in any response.

3.1.1 Local

The Massachusetts Civil Defense Act requires every city and town in Massachusetts to establish an emergency management program and to appoint an official (typically known as the Emergency Management Director or EMD) to organize and administer this program. The EMD and other local officials will direct evacuations, open shelters, coordinate the actions of local departments and agencies, mobilize local resources, activate mutual aid agreements with other cities and towns, and request state assistance in accordance with plans and procedures developed by the local emergency management program.

3.1.2 State

3.1.2.1 Governor

The Governor has general direction and control over the Massachusetts Emergency Management Agency and during an emergency or disaster may, in the words of the Civil Defense Act, “employ every agency and all members of every department and division of the government of the commonwealth to protect the lives and property of its citizens”.

In the event of the absence, death, or removal of the Governor, the Massachusetts Constitution designates the following line of succession:

- Lieutenant Governor
- Secretary of the Commonwealth
- Attorney General
- Treasurer and Receiver General
- Auditor

3.1.2.2 Massachusetts Emergency Management Agency

The Massachusetts Emergency Management Agency (MEMA), created by the Civil Defense Act of 1950, is the state agency with primary responsibility for ensuring the Commonwealth’s resilience to disasters, and ensuring that every municipality develops and sustains a capacity to plan for, respond to, and recover from disasters, as well as mitigate the anticipated consequences of natural, technological and man-made hazards and threats. The Director of MEMA is responsible to the Governor and Secretary of Public Safety and Security for carrying out the full scope of emergency management activities in Massachusetts.

In the event of the absence, death, or removal of the Director, the line of succession detailed in MEMA's Continuity of Operations Plan will take effect until the appointment of an acting agency head by the Governor or Secretary of Public Safety and Security.

3.1.3 Massachusetts Emergency Support Function Team

The Massachusetts Emergency Support Function (ESF) Team is composed of trained representatives of state, Federal, local, private, and public agencies and organizations. These representatives have extensive knowledge of their agencies' and organizations' resources and capabilities as well as the authority to commit them in support of local emergency management efforts during an incident.

Members of the ESF Team have been organized into 17 Massachusetts Emergency Support Functions (MAESFs). These MAESFs represent broad categories of support and provide an overall structure for coordinating state assistance to local first responders. ESF agencies have been assigned to MAESFs based on the premise that their functions during an emergency should parallel their normal day-to-day responsibilities as closely as possible.

When the SEOC is activated, the primary coordinating agency for each activated MAESF, as identified in the Emergency Support Function Annexes, will coordinate response and recovery activities in the MAESF's area of responsibility. The lead coordinating agency, with assistance from supporting MAESF agencies, is responsible for coordinating the activities of the MAESF and for ensuring that missions assigned to the MAESF by MEMA are carried out.

3.1.3.1 Other State Agencies

All Massachusetts state agencies are required by executive order to develop internal emergency response plans and to designate liaisons for coordinating resources and operations with MEMA and other state agencies. As directed by the Director of MEMA, these liaisons will report directly to the State Emergency Operations Center (SEOC) or support SEOC operations from a remote location.

3.1.3.2 Non-Governmental Organizations (NGOs)

Non-governmental organizations, such as the American Red Cross (ARC), the Salvation Army, and Voluntary Organizations Active in Disasters (VOAD), possess valuable resources and expertise that can augment emergency response efforts.

3.1.3.3 Private Sector

The private sector possesses valuable resources and expertise to augment emergency response efforts. In addition, the vast majority of critical infrastructure assets reside in the private sector, making close cooperation between government and the private sector essential to an effective emergency response.

3.2 State Emergency Operations Center Organization

This section provides an overview of operational concepts and procedural flow for emergency management activities. It is intended to serve as a baseline picture from which SEOC personnel can align planning, response, and recovery operations.

ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

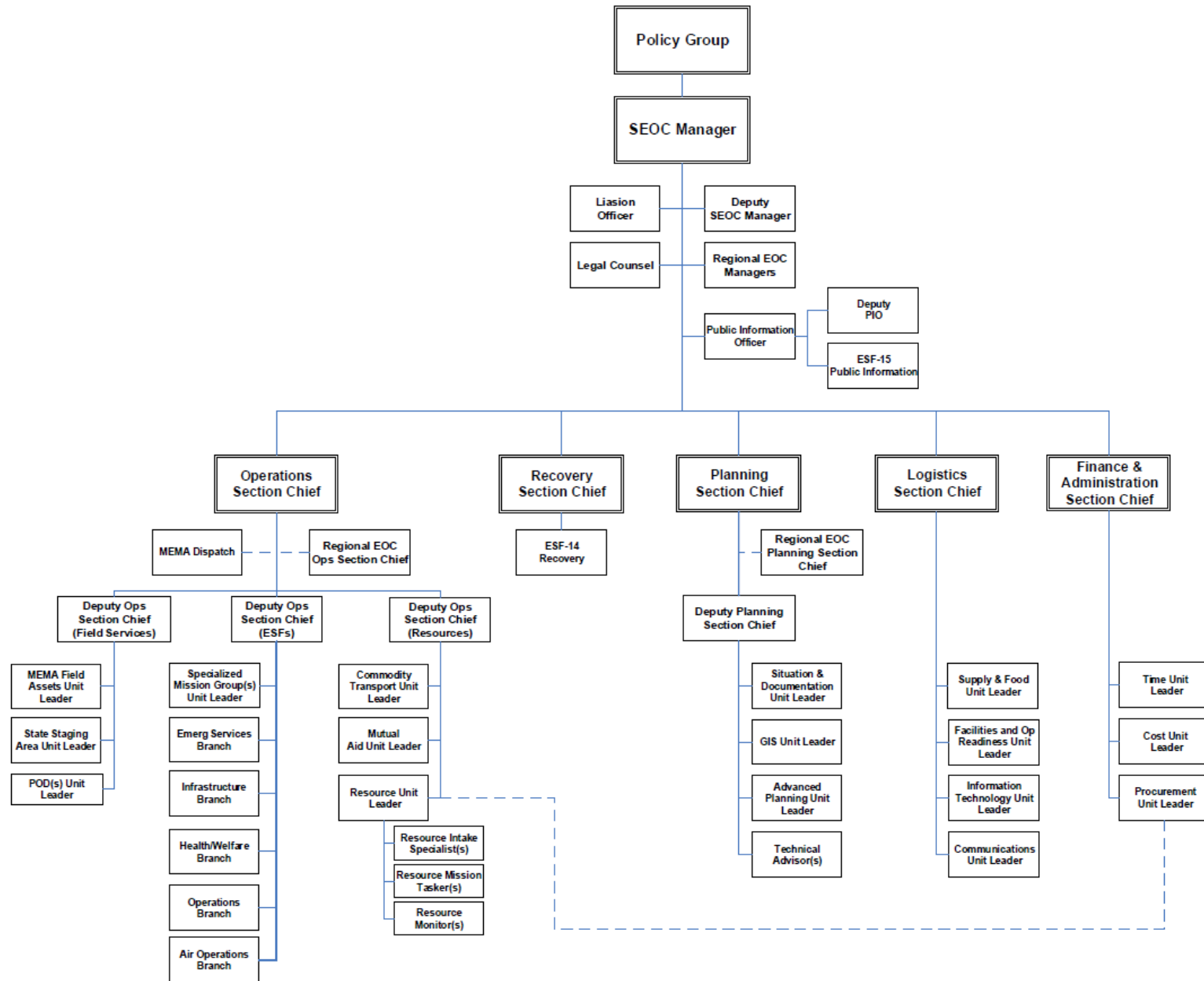
The SEOC is set up in an ICS structure with designated emergency roles to facilitate activities. The key ICS positions and sections within the SEOC are as follows:

- SEOC Manager
- Command Staff
- General Staff
 - Operations Section
 - Planning Section
 - Logistics Section
 - Finance and Administration Section

The SEOC Manager provides direction and control for the SEOC. The SEOC oversees command staff and general staff which is comprised of four sections: Operations, Planning, Logistics and Finance. In addition, the SEOC Manager provides direction to the REOC Managers, who oversee the REOCs.

Within each section are a number of positions with a role in emergency coordination and response (see figure below). The positions identified to support each section within the SEOC are ***emergency positions*** that will be designated at the time of or in preparation for an emergency. SEOC staff will be identified and trained to serve in these emergency roles.

SEOC Organization Chart 12/01/2018



3.3 SEOC Assignment of Responsibilities

3.3.1 Command Staff

The Command Staff supports the SEOC Manager. The SEOC Manager may designate additional Command Staff positions as needed to best meet the priorities for the incident.

- **SEOC Manager:** The SEOC Manager is the overarching commander for state-level coordination to support emergency response operations. The SEOC Manager establishes statewide response priorities, exercises overall direction and control of SEOC operations, and provides policy, guidance, and direction to SEOC emergency operations. The SEOC Manager has primary responsibility for coordinating across each SEOC Section and with the Governor's Office, FEMA Region 1, and the SEOC Managers from neighboring states, as appropriate.
- **Deputy SEOC Manager:** The Deputy SEOC Manager is responsible for assisting the SEOC Manager in implementing the full scope of emergency management activities in the Commonwealth.
- **Liaison Officer:** The Liaison Officer is responsible for coordinating with external agencies throughout the duration of response and recovery operations. This position will act as the primary point of contact and information conduit for local, state and federal elected officials.
- **Public Information Officer:** The Public Information Officer (PIO) is responsible for the provision of public information regarding an incident's cause, size, and current situation, in addition to the type and volume of resources committed in order to stabilize and mitigate an ongoing emergency. The PIO is also responsible for reporting on other matters of general interest to government agencies, the media, and the public and private sectors in the event of an emergency or disaster, utilizing both traditional and social media platforms.
 - **Deputy Public Information Officer:** The Deputy Public Information Officer is responsible for assisting the primary PIO in carrying out the duties of the PIO.
 - **Massachusetts Emergency Support Function 15 (Public Information and External Affairs):** MAESF 15 is responsible for developing and implementing the dissemination of information to the public in the event of an emergency or major disaster. The MEMA Public Information Officer is responsible for coordinating and directing the activities of MAESF15.
- **Area Command:** Area Command may be established as a forward operating center for prioritizing, deploying and managing response resources and response operations. Area Command reports to the SEOC Manager and serves as an in-field asset to facilitate emergency management activities in impacted areas.
- **Legal Counsel:** Legal Counsel will advise the SEOC Manager on legal matters pertaining to preparedness, response, and recovery activities, and assist in the preparation of documentation to support state declarations of emergency or requests for a presidential disaster declaration.
- **Regional EOC (REOC) Manager:** The REOC Manager is responsible for assisting the SEOC Manager in carrying out the full scope of emergency management activities associated

with MEMA's role in the Commonwealth within a defined MEMA Region. The Regional EOC Manager has primary responsibility for coordinating with impacted communities in the region. In addition, the REOC Manager is responsible for ensuring that statewide response priorities are followed, exercising direction and control of REOC operations, and providing policy, guidance, and direction to REOC emergency operations as determined and set forth by the SEOC.

3.3.2 General Staff

3.3.2.1 Operations Section

The Operations Section is responsible for coordinating activities to reduce impacts of an immediate hazard, save lives and property, establish situational control, and restore normal operations. The Operations Section is responsible for the allocation of state resources to support local first responders.

- **Operations Section Chief:** The SEOC Operations Section Chief is responsible for assisting the SEOC Manager in activating the SEOC, coordinating notifications, managing the resource request intake, assessment and distribution process, providing operational support throughout the duration of emergency response and recovery operations, and supporting situational awareness.
 - **Deputy Operations Section Chief (Field Services):** The SEOC Deputy Operations Section Chief (Field Services) is responsible for assisting the SEOC Operations Section Chief in supporting field mission assignments, including State Staging Areas, Points of Distribution, and assets deployed into the field in order to support ongoing response and recovery operations.
 - **Field Assets Unit Leader:** The Field Assets Unit Leader is responsible for managing and maintaining communication with deployed field assets and associated staff assigned to support them.
 - **State Staging Area (SSA) Unit Leader:** The SSA Unit Leader is responsible for establishing and supporting SSAs throughout the duration of response and recovery operations.
 - **Points of Distribution (POD) Unit Leader:** The POD Unit Leader is responsible for establishing and supporting PODs throughout the duration of response and recovery operations.
 - **Deputy Operations Section Chief (Resources):** The SEOC Deputy Operations Section Chief (Resources) is responsible for assisting the SEOC Operations Section Chief in managing the resource request intake, assessment, and distribution process.
 - **Commodity Transport Unit Leader:** The Commodity Transport Unit Leader is responsible for coordinating and tracking the transportation of commodities to established PODs throughout the duration of emergency response and recovery operations.
 - **Mutual Aid Unit Leader:** The Mutual Aid Unit Leader is responsible for managing and coordinating mutual aid resources obtained through interstate, federal,

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- international, and/or private entities in support of ongoing response and recovery operations.
- **Resource Unit Leader:** The Resource Unit Leader is responsible for managing the resource request intake, assessment and distribution process used within the SEOC as a means to support communities impacted by emergency events. The Resource Unit Leader also coordinates directly with the Procurement Unit when resources are required to be purchased or leased through existing state emergency procurement contracts.
 - **Resource Intake Specialist:** The Resource Intake Specialist is responsible for receiving resource requests via direct phone call, WebEOC, or an EOC Staffer, determining if requests include all required information, formally entering the resource request into WebEOC, and handing off requests to Resource Mission Taskers for further review.
 - **Resource Mission Tasker:** The Resource Mission Tasker is responsible for fulfilling resource requests and assigning requests to be fulfilled through the MAESFs, EMAC/IEMG, Federal Direct Assistance, and/or buying/renting/leasing.
 - **Resource Monitor:** The Resource Monitor is responsible for regularly tracking the status of resource requests, deployments, missions, and/or demobilization of mission tasks assigned to them.
 - **Deputy Operations Section Chief [Massachusetts Emergency Support Functions (MAESFs)]:** The SEOC Deputy Operations Section Chief (MAESFs) is responsible for assisting the SEOC Operations Section Chief in managing the various MAESFs supporting the Commonwealth's response and recovery efforts during emergency events.
 - **Specialized Mission Group(s) Unit Leader:** The Specialized Mission Group(s) Unit Leader is responsible for managing Specialized Mission Groups that may be established to work on a specific incident-related issue, such as generators, chain crews, or rapid impact assessments.
 - **Massachusetts Emergency Support Function (ESF) Team and Massachusetts Emergency Support Functions (MAESFs):** The Massachusetts Emergency Support Function (ESF) Team is composed of trained representatives of state, federal, local, private, and public agencies and organizations. These representatives have extensive knowledge of their agencies' resources and capabilities as well as the authority to commit them in support of local emergency management efforts during an incident. Members of the ESF Team have been organized into 17 Massachusetts Emergency Support Functions (MAESFs). These MAESFs represent broad categories of support and provide an overall structure for coordinating state assistance to local first responders. ESF Team agencies have been assigned to MAESFs based on the premise that their functions during an emergency should parallel their normal day-to-day responsibilities as closely as possible. When the SEOC is activated, the primary agency for each activated MAESF, as outlined in the ESF Annexes, will coordinate response and recovery activities in the MAESF's area of responsibility. The primary agency, with assistance from supporting MAESF agencies, is responsible for

coordinating the activities of the MAESF and for ensuring that missions assigned to the MAESF by MEMA are carried out. While every ESF has a designated primary agency, this assignment can be subject to change, dependent on the specific needs of the incident and therefore the agency most appropriate to take the primary responsibility during an SEOC Activation.

- **MAESF 1 Transportation:** Provides or facilitates repairs to damaged transportation systems, emergency transport of goods and resources, and assists in the coordination of emergency evacuations.
- **MAESF 2 Communications:** Provides emergency communications services to organizations involved in response and recovery operations, supports the restoration of damaged public safety communications systems, and may support the restoration of public communications services.
- **MAESF 3 Public Works and Engineering:** Removes debris, provides emergency generators, water and water treatment systems and services, and assists in the restoration of public works systems.
- **MAESF 4 Fire Fighting:** Detects and suppresses wildland, rural, and urban fires, coordinates deployment of mutual aid resources under the state's Fire Mobilization Plan, and coordinates the deployment of fire-based hazardous materials response teams.
- **MAESF 5 Business and Industry:** Coordinates the emergency activities of private sector owner/operators and organizations in support of disaster relief in the Commonwealth.
- **MAESF 6 Mass Care, Emergency Housing, Human Services:** Manages and coordinates sheltering, feeding, first aid, and human services for disaster survivors.
- **MAESF 7: Volunteers and Donations:** Manages the receipt and distribution of donated goods and services to meet requests.
- **MAESF 8 Public Health and Medical Services:** Provides trained health and medical personnel and supplies to shelters, staffs and supplies temporary medical facilities, manages medical surge operations, coordinates fatality management services, coordinates with the federal Department of Health and Human Services and the Centers for Disease Control, and implements quality disease control measures.
- **MAESF 9 Search and Rescue:** Coordinates urban and non-urban search and rescue assistance, including locating and extricating victims trapped in debris or wreckage created by a disaster and woodland, water, or other area search and rescue services.
- **MAESF 10 Hazardous Materials and Environmental Protection:** Provides inspections, containment, and cleanup of all threats to the environment following a disaster.

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- **MAESF 11 Agriculture, Animals, Natural Resources:** Coordinates with other MAESFs to meet food and water needs of disaster survivors and ensures that supplies of food and water (or vouchers to obtain food and water locally where possible) are provided. Also provides coordination for animal care needs and coordinates the response to animal-borne diseases.
- **MAESF 12 Energy:** Coordinates with the private sector and other MAESFs to provide emergency supplies of power and fuel. Assists in the restoration of power and fuel systems. Maintains current information on power outages and impacts to the energy sector and its infrastructure.
- **MAESF 13 Public Safety and Security:** Provides general public safety and armed escort for emergency workers or transport caravans as needed. Additionally, provides security for emergency facilities, and assists in general law enforcement services. Coordinates law enforcement mutual aid.
- **MAESF 14 Recovery:** Provides and manages the breadth of short and long term recovery service support required during the recovery phase of an emergency event.
- **MAESF 15 Public Information and External Affairs:** Establishes and manages the joint information center, coordinates the dissemination of all disaster-related information to the media and the general public.
- **MAESF 16 Military Support:** Serves as a liaison between the SEOC and the National Guard's Joint Operations Center. Assists in the coordination and deployment of National Guard soldiers ordered to State Active Duty by the Governor. Assists in the coordination and deployment of National Guard soldiers to assist communities and the state as directed by the SEOC. Supports Rapid Impact Assessment Teams and provides National Guard resources to assist MAESFs as needed.
- **MAESF 17 Cybersecurity:** Provides a framework for coordination and cooperation across agencies before, during, and after a cyber-related emergency or disaster affecting, or having the potential to affect, the Commonwealth in a significant manner. This coordination and cooperation is intended to enhance the ability of the public and private sector stakeholders to prevent, respond to, protect against, mitigate, and recovery from cyber related emergencies and disasters and their potential cascading impacts.
- **MAESF Span of Control:** In order to ensure that MAESFs are operationally effective and maintain an appropriate Span of Control, most MAESFs have been broken into four Branches. MAESFs in each Branch will report to a Branch Director, who will then report to the Deputy Operations Section Chief (ESFs). MAESF-14 and MAESF-15 are not included in the branches, as these have existing Command and General Staff Positions assigned to them in the MEMA SEOC Organizational Chart. Depending on the scale of the event, these Branches may or may not be used to maintain Span of Control. If only three to seven MAESFs are activated for an event, then they will report directly to the Deputy Operations Section Chief (ESF). However, during a Full Activation, these

Branches will likely be utilized. Each branch has designated a lead ESF for the Branch, and the primary agency for that ESF will serve as the Branch Director. ESF Agencies assigned as Branch Directors will ensure continuity of the Branch, coordinated delivery of essential program functions, and proper reporting to the Deputy Operations Section Chief (ESF). The four branches, the Branch Directors, and the MAESFs assigned, are:

- **Emergency Services Branch (Branch Director: MAESF 4/Department of Fire Services)**
 - MAESF 4: Fire Fighting
 - MAESF 9: Search and Rescue
 - MAESF 13: Public Safety and Security
- **Infrastructure Branch (Branch Director: MAESF 3/Department of Conservation and Recreation)**
 - MAESF 1: Transportation
 - MAESF 2: Communications
 - MAESF 3: Public Works and Engineering
 - MAESF 12: Energy
 - MAESF 17: Cybersecurity
- **Health and Welfare Branch (Branch Director: MAESF 8/Department of Public Health)**
 - MAESF 6: Mass Care, Emergency Housing, Human Services
 - MAESF 7: Volunteers and Donations
 - MAESF 8: Public Health and Medical Services
 - MAESF 11: Agriculture, Animals, Natural Resources
- **Operations Support Branch (Branch Director: MAESF 10/Department of Environmental Protection)**
 - MAESF-5: Business and Industry
 - MAESF-10: Hazardous Materials and Environmental Protection
 - MAESF-16: Military Support
- **Air Operations Branch:** The Air Operations Branch, when established, coordinates the deployment, tracking, and operation of air assets operating in support of a disaster in the Commonwealth. This branch coordinates not only fixed and rotor wing, but also UAS/Drone assets supporting a response. The Branch maintains the coordination of multiple air assets, to ensure a common platform and deployment is maintained.
- **MEMA Dispatch/ Communications Center:** The MEMA Communications Center is staffed 24 hours a day, 365 days a year and serves as the Commonwealth's central point of contact for emergency notifications, serving as the State Warning Point with the responsibility for issuing emergency alerts, warning and notifications. The

ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

Communications Center maintains constant contact with local, state, and federal agencies, and serves as a dispatching center for MEMA, the Department of Fire Services, the Department of Environmental Protection, the Department of Conservation and Recreation, the Department of Public Health, and the Department of Public Safety.

3.3.2.2 Planning Section

The Planning Section collects, evaluates, and disseminates incident situational awareness information and intelligence to the SEOC Manager, other incident management personnel, and key local, regional and state officials. The Planning Section also works with MAESF 15 in providing timely and accurate information to be disseminated to the public. It prepares status reports, including Situational Awareness Statements, displays situation information, and prepares and documents the Incident Action Plan, based on input from other General Staff and guidance from the SEOC Manager.

- **Planning Section Chief:** The SEOC Planning Section Chief is responsible for assisting the SEOC Manager in establishing situational awareness, developing situational awareness statements, and incident action plans, performing forward planning, and providing technical expertise during emergency response and recovery operations.
 - **Deputy Planning Section Chief:** The SEOC Deputy Planning Section Chief is responsible for assisting the SEOC Planning Section Chief in establishing situational awareness, developing situational awareness products and incident action plans, performing forward planning and providing technical expertise. The SEOC Deputy Planning Section Chief also manages several Unit Leader SEOC staff positions.
 - **Situation and Documentation Unit Leader:** The Situation and Documentation Unit Leader is responsible for developing situational awareness documentation (including Situational Awareness Statements and Situation Reports) and documenting all SEOC activity throughout emergency response and recovery operations.
 - **Massachusetts Emergency Support Functions (MAESFs):** MAESFs coordinate with the Situation and Documentation Unit Leader and the SEOC Deputy Planning Section Chief to relay information related to resource deployment and missions, resource status, situational awareness, and/or other information obtained from personnel operating in the field during emergency response and recovery operations. This information is in turn used to support the development of the Planning Sections various situational awareness products and IAPs.
 - **GIS Unit Leader:** The GIS Unit Leader is responsible for supporting the SEOC in the development of GIS products, maps, and/or other visuals that aid in achieving common operating picture.
 - **Advanced Planning Unit Leader:** The Advanced Planning Unit Leader is responsible for developing the Incident Action Plan (IAP) and conducting forward planning according to tasks referenced within the Daily Schedule and the EOC Planning Cycle.
 - **Technical Advisor Unit Leader:** The Technical Advisor Unit Leader is responsible for managing technical advisors and/or subject matter experts or other similar

professionals that are knowledgeable of hazards impacting the Commonwealth. Such advisors could be the National Weather Service, a utility liaison, or other specialized personnel.

3.3.2.3 Logistics Section

The Logistics Section is responsible for service support requirements needed to facilitate effective operations at the SEOC, including facilities, security, equipment and supplies, equipment maintenance, food services, and communications and information technology support.

- **Logistics Section Chief:** The SEOC Logistics Section Chief is responsible for assisting the SEOC Manager in implementing internal and external logistical support required to assist the SEOC Operations Section during emergency response and recovery operations.
 - **Supply and Food Unit Leader:** The Supply and Food Unit Leader is responsible for all aspects of ordering, procurement, receipt, storage, processing, and distribution of supplies, food, and water to support SEOC and REOC activation and operations.
 - **Facilities and Operational Readiness Unit Leader:** The Facilities and Operational Readiness Unit Leader is responsible for properly preparing all of MEMA's facilities (including bunking plans) and mobile assets prior to activation and/or deployment into the field.
 - **Information Technology Unit Leader:** The Information Technology Unit Leader is responsible for supporting Information Technology needs at the SEOC and REOCs during emergency activations.
 - **Communications Unit Leader:** The Communications Unit Leader is responsible for managing radio, telephone, and computer resources and services for SEOC and REOC staff as required, installing communication resources within the SEOC, coordinating communications links between SEOC, REOC, and field operations, and developing and distributing the Communications Plan, which identifies all systems in use and lists specific frequencies allotted for the event.

3.3.2.4 Finance Section

The Finance Section is responsible for recording personnel time, administering compensation and claims, maintaining vendor contracts, and conducting cost analyses as required.

- **Finance Section Chief:** The SEOC Finance and Administration Section Chief is responsible for managing all financial aspects occurring during response and recovery operations required to support the overall response and/or activation of MEMA facilities and personnel.
 - **Time Unit Leader:** The Time Unit Leader assists the SEOC Finance and Administration Section Chief in tracking all employee and staff time records during their period of activation throughout emergency response and recovery operations.
 - **Cost Unit Leader:** The Cost Unit Leader assists the SEOC Finance and Administration Section Chief in tracking all emergency related costs incurred as a result of conducting response and recovery operations during an emergency event.
 - **Procurement Unit Leader:** The Procurement Unit Leader is responsible for managing emergency procurement tasks if and/or when the Operations Section requires the

immediate purchase or renting/leasing of equipment, assets, or other professional service required to aid and support ongoing response and recovery operations. This position works closely with the Resource Unit Leader.

3.4 Staffing the SEOC

3.4.1 General

Prior to SEOC activation, or as soon as possible after activation in the case of a no-notice event, the SEOC Manager together with the General Staff will determine the appropriate level of staffing for the SEOC, including which ESFs will be activated. SEOC staff will be drawn from MEMA full-time employees, pre-designated ESFT liaisons, the National Guard, and personnel from other local or state agencies and organizations. The Director of MEMA may request the deployment of an EMAC or IEMAC advance team, and/or a FEMA IMAT to the SEOC in order to facilitate provision of assistance through EMAC or FEMA, respectively.

3.4.2 Staff Notification

MEMA Dispatch maintains an up-to-date contact list of MEMA personnel and ESFT liaisons and will use email, landline and cellular telephones, pagers, and radio to notify personnel to report to the SEOC or other duty location.

3.4.3 Catastrophic Events

If a catastrophic event occurs, communications facilities may be so severely damaged that notification of MEMA staff and ESF liaisons through conventional methods will not be possible. In this case, staff will self-deploy to the SEOC or a REOC provided they are able to do so without compromising their own safety.

3.4.4 Liability

The Civil Defense Act provides immunity from civil liability for property damage or personal injury for personnel and organizations engaged in emergency management activities after a gubernatorial declaration of emergency, with the exception that such personnel and organizations remain liable for negligence.

Section 4

DIRECTION, CONTROL AND COORDINATION

While most incidents are generally handled on a daily basis by a single jurisdiction at the local level, there are instances in which successful incident management operations depend on the involvement of multiple jurisdictions, functional agencies and emergency responder disciplines. These instances require effective and efficient coordination across this broad spectrum of organizations and activities.

4.1 Local

Overall responsibility for local emergency management efforts rests with local elected officials, as outlined in local emergency plans and procedures. Authority to manage local emergency management efforts is delegated to a local Emergency Management Director (EMD). The local EMD will coordinate local actions and mobilize local resources and act as the primary point of contact for coordination with other communities and between state and local agencies.

4.2 State

The Governor retains overall responsibility for state emergency management operations and services, but may appoint a State Coordinating Officer (SCO) and Governor's Authorized Representative (GAR) following a Presidential Disaster Declaration under the Stafford Act.

The SCO will have authority to make decisions and commit assets at the state level, establish response and recovery policy, and act as liaison to the Governor and elected officials. The SCO will also coordinate state-level response and recovery actions with the Federal Coordinating Officer, a senior FEMA official appointed by the President to coordinate Federal support to affected jurisdictions.

The GAR is empowered by the Governor to execute all necessary documents for disaster assistance on behalf of the state and will administer federal disaster assistance programs on behalf of state and local governments and other grant or loan recipients.

The Director of MEMA or designee may issue mission assignments to MAESF lead coordinating agencies, who in turn sub-task missions or components of missions to supporting MAESF agencies. MAESF lead coordinating agencies will work with one another in the event that carrying out an assigned mission requires resources from more than one MAESF. If Federal assistance is made available, MAESF lead coordinating agencies will interface directly with their Federal ESF counterparts. Mission assignments will be coordinated between the state and Federal ESF primary agencies.

Agencies and organizations tasked with missions in the course of emergency management operations will retain operational control of their own personnel and resources in the field.

4.3 Federal

FEMA Region 1 has designated one State Liaison Officer (SLO) for each state in its jurisdiction, including Massachusetts. The SLO may be deployed at any time at the request of the Director of

MEMA and will act as the principal conduit for information and protocol between FEMA Region 1 and the SEOC. The SLO will also act as the Regional Administrator's liaison until the arrival of a FEMA Incident Management Assistance Team (IMAT), at which point the IMAT will assume operational control of Federal resources and the SLO will either integrate into the IMAT structure or be demobilized as directed by the IMAT Operations Section Chief.

4.4 Direction and Control for Certain Radiological Incidents

In the case of radiological incidents involving a nuclear weapon, fissile quantities of special nuclear material, and/or classified components, the Federal agency with custody of the material may establish a National Defense Area (NDA) or National Security Area (NSA) in order to safeguard classified information and/or restricted data, equipment, or material and may place non-Federal lands under temporary Federal control for the duration of the incident. Coordination will occur with state and local officials to ensure appropriate public health and safety actions are taken outside the boundaries of the NDA or NSA.

4.5 Direction and Control for Terrorist Incidents

The Federal Bureau of Investigation (FBI) has lead responsibility for criminal investigations of terrorist acts or terrorist threats within the United States. Other Federal agencies with authorities, resources, capabilities, or expertise required to support terrorism-related law enforcement and investigation operations may be requested to participate. Local and state law enforcement agencies will coordinate with the FBI and provide assistance as required. The Commonwealth of Massachusetts has the lead responsibility for protection of public health and safety, restoration of essential government services, and providing emergency relief to governments, businesses, and individuals affected by a terrorist incident.

4.6 Preparedness Actions

4.6.1 Planning

Planning provides three principal benefits: it allows jurisdictions to influence the course of events in an emergency by determining in advance the actions, policies, and processes that will be followed; it guides other preparedness activities; and it contributes to unity of effort by providing a common blueprint for activity. While the CEMP, together with its functional and incident-specific annexes, constitutes the overall framework for emergency management activities in Massachusetts, other planning activities take place at local, regional, and statewide levels, as described below.

4.6.1.1 Local Comprehensive Emergency Management Plans

Every city and town in Massachusetts has developed an emergency plan as part of its overall emergency management program. Typically known as a Comprehensive Emergency Management Plan (CEMP), this document describes actions to be taken by local entities across the four phases of emergency management, assigns responsibility and defines authority, and outlines coordination mechanisms with other communities and the Commonwealth.

4.6.1.2 Nuclear Plans

MEMA has developed and maintains detailed radiological emergency response plans and implementing procedures for communities and facilities falling within the two nuclear Emergency Planning Zones in Massachusetts. All plans and procedures are reviewed annually, updated as needed, and tested through regular exercises.

4.6.1.3 Dam Emergency Action Plans

Owners of all dams classified or reclassified as having "high" or "significant" hazard potential by the Department of Conservation and Recreation's Office of Dam Safety are required by law to develop an Emergency Action Plan (EAP) for the dam and to provide this plan to the Office of Dam Safety and local and state emergency management officials.

Each EAP must include the following items: a list of equipment, manpower, and material available to implement the plan, a notification procedure for informing local emergency agencies, an inundation map showing the area which would be flooded in the event of a dam failure, and a procedure for warning local residents in the event of a dam failure, with a list of names and telephone numbers of downstream residents who may be affected by a failure of the dam.

4.6.1.4 Utility Emergency Operations Plans

By law, all investor-owned electric and gas utilities doing business in Massachusetts must develop and submit to the Department of Public Utilities (DPU) an Emergency Response Plan (ERP) including the following requirements:

- Identification of management staff responsible for company operations, including a description of specific duties
- A process for communicating with customers that extends beyond normal hours and business conditions
- For electric distribution companies, procedures for maintaining an updated list of Life Support Customers (customers with medical conditions necessitating electric service), including processes for immediate update of this list upon notification by a customer of a medical need for electric service, communicating with Life Support Customers before, during, and after an emergency, and providing information to public safety officials regarding status of electric service to Life Support Customers' homes
- Designation of staff to communicate with local officials
- Provisions to ensure safety of employees, contractors, and the general public
- Procedures for deploying company and contractor crews, as well as crews obtained via mutual aid
- Identification of additional supplies and equipment needed during a response, and means of obtaining additional supplies and equipment

4.6.1.5 Local/Regional Emergency Planning Committee Plans

Federal law requires states to establish State Emergency Response Commissions (SERCs), which in turn will establish and coordinate the activities of local or regional Emergency Planning

Committees (EPCs) for purposes of planning and training for response to hazardous materials incidents. Each EPC is required to develop a plan documenting how the jurisdiction will:

- Take action to minimize hazards to life and the environment from a hazardous materials incident
- Establish coordination mechanisms with the state and private sector during an incident, including how first responder and facility operating procedures will be integrated
- Identify emergency response organizations, equipment and other resources that can be utilized during a hazardous materials incident.

4.6.1.6 Continuity of Operations/Continuity of Government Planning

In order to ensure its continued ability to carry out its constitutional responsibilities during a catastrophic emergency or disaster, the government of Massachusetts has implemented laws and rules for an orderly succession of leadership in the event of unexpected vacancies in key elected and appointed offices in the executive, legislative, and judicial branches of government. To summarize, vacancies in the executive branch will be filled according to the line of succession laid out in the Massachusetts Constitution, those in the legislative branch by special elections, and those in the judicial branch by the next most senior judge qualified to fill the vacancy. The Massachusetts COOP/COG Base Plan provides additional details of these laws and rules.

Additionally, state agencies and local governments must be able to respond to emergencies or disasters even when government facilities, vehicles, personnel, and political decision-making authorities are affected. To this end, all state agencies within the Executive Branch have developed internal Continuity of Operations (COOP) Plans in order to ensure that essential services and functions continue during and after an emergency with a minimum of disruption. All Cabinet-level Secretariats have also developed Continuity of Government (COG) Plans, detailing appropriate resource assignments, both human and otherwise, across the Secretariat to ensure services and functions continue during emergencies.

4.6.1.7 Standard Operating Guidance Development and Maintenance

Standard operating guidance (SOG) documentation has been developed for each position in the SEOC, based on the responsibilities assigned in the CEMP and ESF annexes. These SOGs are intended to provide staff with the information and knowledge required to carry out the duties and functions of their assigned positions. MEMA has overall responsibility for maintaining and updating SEOC SOGs, and will work closely with ESFT agencies to ensure that SOGs follow existing best practices and integrate with one another and with internal agency plans, policies, and procedures.

4.6.1.8 Training and Exercises

Training

MEMA's Training and Exercise Unit offers a comprehensive schedule of training, seminars, workshops, and conferences for state and local first responders.

Exercises

The CEMP will be exercised at least once annually. The MEMA Training and Exercise Unit will be responsible for designing, carrying out, and evaluating the exercise. All exercises will

follow Homeland Security Exercise and Evaluation Program (HSEEP) standards for development and evaluation.

4.7 Response Actions

4.7.1 Goals and Priorities

4.7.1.1 Goals

- Obtain and maintain situational awareness of the incident and ensure responders have a common operating picture.
- Establish an incident planning cycle.
- Mobilize and deploy resources and assets to affected jurisdictions, guided by the response priorities below.
- Establish a seamless transition into recovery operations.

4.7.1.2 Priorities

The following priorities will guide assignment of missions, prioritization and allocation of resources, and other response actions:

- Minimize injury and loss of life
- Minimize property damage
- Minimize adverse environmental and economic impact
- Provide for the immediate needs of disaster victims
- Acquire and assess emergency information and disseminate essential intelligence
- Restore essential utilities and functions
- Establish operational area-wide resource coordination and management operations
- Provide timely and accurate information to the public regarding emergency actions
- Oversee the disaster management process throughout the impacted area in conjunction with other regional, state and federal agencies and the private sector

4.7.2 Warning and Notification

The MEMA Dispatch Center is staffed 24 hours a day, 365 days a year and serves as Massachusetts' central point of contact for emergency notifications. MEMA Dispatch maintains constant contact with local, state, and federal agencies.

4.7.3 Sequence of Events

4.7.3.1 Pre-Impact

MEMA continuously monitors for events that may pose a risk to Massachusetts or New England. If a potential threat is identified, MEMA will increase its readiness via the following actions:

- Increased monitoring of the potential threat

- Reviewing existing plans and procedures
- Briefing local, state, and Federal officials on the situation
- Preparing and disseminating public information news releases
- Testing communications and warning systems

In the event that a disaster is forecast as highly likely to occur, MEMA may also:

- Activate State and Regional Emergency Operations Centers to facilitate interagency coordination and pre-event planning activities
- Coordinate the mobilization and pre-positioning of resources in areas forecast to be affected by the disaster
- Advise the Governor on declaring a state of emergency and/or requesting a Federal Stafford Act declaration in advance of the disaster

4.7.3.2 Initial Actions

When a disaster impacts the Commonwealth, MEMA will take the following initial actions:

- Activate State and Regional Emergency Operations Centers
- Activate MAESF liaisons or place on standby as needed
- Assess the situation and develop an initial plan of action
- Brief local, state, and Federal officials on the situation
- Begin mobilizing resources to provide assistance to affected areas

4.7.3.3 Continuing Actions

As response to a disaster continues, MEMA will take the following actions:

- Maintain communications with affected areas
- Prepare and disseminate public information news releases
- Brief local, state, and Federal officials on the situation and the status of emergency response measures
- Support ongoing operations in affected areas through the MAESFs
- Coordinate the provision of additional assistance through the Federal government or through interstate mutual-aid agreements
- Begin assembly of initial damage assessment teams

4.7.3.4 Demobilization

As response phase operations wind down, MAESF personnel and other staff will be released from the SEOC when they are no longer needed to support response efforts. The SEOC Operations Section will continue to track deployed resources and ensure they are returned to their owners or otherwise accounted for.

4.7.4 States of Emergency and Disaster Declarations

4.7.4.1 States of Emergency

Local

The chief elected official of a city or town has the authority to declare a local State of Emergency. A state of emergency empowers communities to take necessary actions to protect the health and safety of persons and property and to incur financial liabilities in excess of existing appropriations.

State

The Governor of the Commonwealth has the power to declare a Gubernatorial State of Emergency upon the occurrence of a natural or manmade disaster. The State of Emergency may apply to a specific city or town, multiple communities or counties, or to the entire Commonwealth, and gives the Governor broad authority to implement emergency measures to ensure the safety and health of the residents of the Commonwealth, take appropriate steps to mobilize state assets, and conduct other emergency business for the protection of the Commonwealth. Actions such as ordering evacuations, restricting access to given areas, implementing curfews, or imposing driving bans or restrictions may be stated as part of the declaration if circumstances warrant, but a declaration itself does not automatically trigger any ban or restriction. The Governor may issue Executive Orders to meet the needs of a threat, emergency, or disaster. These orders have the force of law and supersede existing law if there is any conflict between a law and the executive order.

4.7.4.2 Disaster Declaration

The Governor may request that the President declare a major disaster or emergency. This request will be submitted to the President through the FEMA Region 1 Administrator. This request must be submitted within 30 days after the onset of the disaster and must include the following information:

- Justification for the request
- Magnitude and severity of the disaster
- Types of disaster assistance needed
- Federal, state, and local resources which have been or will be committed to respond to the incident
- Estimated Federal funds needed
- Certain required certifications. MEMA maintains a list of appropriate request criteria and needed certifications.

Upon receipt of the request, the FEMA Regional Administrator will formulate a recommendation that will be forwarded to the President for action along with the original request. FEMA will immediately notify the Governor, MEMA, appropriate members of the Massachusetts Congressional delegation, and appropriate Federal agencies when the President declares a major disaster in specific areas of Massachusetts. The State Coordinating Officer will ensure that local

government officials are notified and the State Public Information Officer will notify the news media.

Following the President's disaster declaration, the Governor and the FEMA Regional Administrator will enter into an agreement that stipulates:

- Areas eligible for Federal assistance
- Programs being made available
- Division of costs between the state and Federal government
- The time period over which assistance will be provided
- Other specific conditions for receiving Federal disaster assistance

4.7.5 Information Management

The goal of information management in the SEOC is to provide a *common operating picture* to responders both within and outside the SEOC. A common operating picture will allow all responders to have the same information about an incident, including situation status, availability and location of resources and personnel, and status of requests for assistance. This will in turn enable the SEOC Manager, Operations Section Chief, and supporting ESFT agencies and organizations to make effective, consistent, and timely decisions.

Responders may communicate with one another via face-to-face contact, telephone, radio, email, or WebEOC. Staff will keep a record of all actions taken using WebEOC or paper position logs as appropriate.

The Planning Section has overall responsibility for collecting, evaluating, processing, and disseminating incident information using WebEOC, GIS maps, status boards, and other means. The Planning Section is also responsible for facilitating development of Incident Action Plans, which set forth incident strategy and near-term objectives, and Situational Awareness Statements, which give decision makers both in and out of the SEOC an overall picture of the response to an incident.

All requests for assistance will be routed to the Operations Section. The Operations Section Chief or his/her designee will assign requests for assistance to appropriate MAESFs for follow-up. The Operations Section will be responsible for tracking the status of all requests for assistance using WebEOC. Status of resources requested or deployed as part of a response will be tracked by the Resource Unit of the Operations Section.

4.8 Recovery Actions

4.8.1 Transition to Recovery

As the response phase begins to wind down, the focus of operations will shift from saving lives and preserving infrastructure to restoring government operations and services and assisting individuals and households in returning to self-sufficiency. It is likely that response and recovery operations will overlap for some time.

4.8.2 Damage Assessment

As emergency conditions subside in affected areas, damage assessments will be conducted in two phases, in order to determine the magnitude and severity of the incident, determine unmet needs of individuals, businesses, and the public sector, and to verify the need for supplemental assistance. The initial phase of the damage assessment will be conducted by local officials in affected communities, who will furnish MEMA with a preliminary estimate of public and private damages in their communities. Following this initial pre-assessment, MEMA will assemble Preliminary Damage Assessment (PDA) teams composed of Federal, state, and local representation, and dispatch them to view areas of particularly significant damages, as determined by the information gathered through the pre-assessment.

Data gathered through the pre-assessment and PDA teams will be analyzed in order to guide future state actions and to determine whether the Governor should request a Presidential major disaster declaration. MEMA staff maintain the appropriate request criteria and needed certifications and will assist the Governor in preparing any necessary documentation for a request.

4.8.3 Joint Field Office

If a Stafford Act disaster is declared, a Joint Field Office (JFO) will be opened in or near the affected area as response phase operations wind down. The JFO will be the primary working location for Federal, state, and local staff engaged in recovery operations and managing the Individual and Public Assistance programs.

4.8.4 Individual Assistance

If a Stafford Act disaster is declared, the SCO will appoint a State Individual Assistance Officer responsible for the overall coordination of assistance to individual disaster victims and their families. The Individual Assistance Officer will coordinate with local and Federal counterparts in establishing Disaster Recovery Centers (DRCs) and tele-registration services; maximizing assistance to disaster victims; reducing duplication of effort; ensuring reasonable access to individual assistance programs for persons with disabilities or functional needs; and conducting outreach to residents of impacted areas.

Disaster Recovery Centers

Federal and State Individual Assistance Officers will coordinate with local governments to establish one or more Disaster Recovery Centers (DRCs) in or adjacent to the impacted geographic area. A State DRC manager will be appointed for each DRC and is responsible for State operations, staffing and continuity, and overall assistance rendered to victims of the disaster through the application process. DRCs will be staffed with trained representatives from appropriate Federal, State, and local agencies and organizations capable of offering coordinated disaster relief assistance.

4.8.5 Public Assistance

The FEMA Public Assistance Program is intended to provide supplemental financial assistance to state, local, and tribal governments and certain eligible non-profit organizations for response and recovery activities required as the result of a Stafford Act disaster. The SCO will appoint a

State Public Assistance Officer, who will coordinate with the Federal Public Assistance Officer to oversee the Public Assistance Program, including conducting applicant briefings, administering all public assistance grants, agreements, and contracts, providing technical assistance to eligible applicants, and maintaining and submitting all documents necessary to obligate and disburse public assistance funds.

4.8.6 Long-Term Recovery

Long-term recovery encompasses the redevelopment and revitalization of an area affected by a disaster, including rebuilding or relocating damaged and destroyed social, economic, natural, and built environments, with the goal of moving the impacted area toward self-sufficiency, sustainability, and resilience. Depending on the severity and extent of damage to the area and the availability of resources, long-term recovery activities may continue for years following the disaster.

4.9 Mitigation Actions

4.9.1 Mitigation Programs

FEMA currently administers the following Hazard Mitigation Assistance (HMA) grant programs:

- **Hazard Mitigation Grant Program (HMGP):** Assists in implementing long-term hazard mitigation measures following Presidential disaster declarations. Funding is available to implement projects in accordance with State, Tribal, and local priorities.
- **Pre-Disaster Mitigation (PDM):** Provides funds on an annual basis for hazard mitigation planning and the implementation of mitigation projects prior to a disaster. The goal of the PDM program is to reduce overall risk to the population and structures, while at the same time, also reducing reliance on Federal funding from actual disaster declarations.
- **Flood Mitigation Assistance (FMA):** Provides funds on an annual basis so that measures can be taken to reduce or eliminate risk of flood damage to buildings insured under the National Flood Insurance Program (NFIP).

4.9.2 Mitigation Planning

4.9.2.1 Local

MEMA encourages cities and towns to develop local hazard mitigation plans in order to improve community resiliency by identifying methods to reduce the risk of hazards or reduce losses to hazards that occur. Having a local mitigation plan in place also improves a community's competitiveness for federal grant programs, especially the post-disaster Hazard Mitigation Grant Program (HMGP). More than half of Massachusetts communities have current mitigation plans.

4.9.2.2 State

The State Hazard Mitigation and Climate Adaptation Plan (SHMCAP) is intended to help the Commonwealth of Massachusetts reduce the impact of hazards and climate change. It also helps the Commonwealth and its residents to better understand when, where, why, and how natural hazards occur; how natural hazards are expected to be affected by climate change; how to reduce

the cost of recovery and rebuilding through making a more resilient Commonwealth; and how preparedness and adaptation planning can reduce health impacts. This plan outlines specific actions that should be taken by the State, local governments, and the general public to manage the risks of natural hazards and climate change, and reduce the future costs of rebuilding. To help the Commonwealth be better prepared for future events and conditions, the plan incorporates lessons learned from recent disasters, as well as the most recently available downscaled climate projections. This is the first statewide integrated hazard mitigation and climate adaptation plan of its kind that empowers state agencies to tactically and effectively achieve multiple risk management objectives.

The mission statement is to reduce the statewide loss of life, and protect natural resources, property, infrastructure, public health and the economy from natural hazards and climate change impacts through the development of a comprehensive and integrated hazard mitigation and climate adaptation program. Five goals to implement the vision of the Commonwealth for mitigating risk and adapting to climate change.

1. Enhance the Commonwealth's resiliency to natural hazards and climate change by integrating programs and building institutional capacity.
2. Reduce the impacts of natural hazards and climate change with forward-looking policies, plans, and regulations.
3. Understand our vulnerabilities and risks and develop immediate and long-term risk reduction strategies for current and future conditions using the best available science.
4. Increase the resilience of State and local government, people, natural systems, the built environment, and the economy by investing in performance-based solutions.
5. Support implementation of this plan through increased education, awareness, and incentives for action for state agencies, local governments, private industry, non-profits, and the general public.

Section 5

COMMUNICATIONS

5.1 Communications

Communications are an important component for the control and coordination of response and recovery operations. The ability of emergency management/response personnel from different disciplines, jurisdictions, organizations, and agencies to work together depends greatly on their ability to communicate with each other. To effectively transmit and receive information, emergency response partners supporting the Commonwealth must have ready access to all available forms of communication. This section outlines the types of equipment/systems available for internal, external and public communication (see table 6-1). The Massachusetts Communications and Warning Annex outlines communication and coordination protocols used for response organizations during all four phases of an incident. The MAESF 15 Public Information and External Affairs outlines the programs and procedures the Commonwealth has in-place to provide the public with timely incident-related information during the preparedness, response, recovery, and mitigation phases of an emergency.

Communications between state agencies occurs through the use of several types of communications equipment including radios, cellular and landline phones, email and satellite phones. In addition, the Commonwealth uses WebEOC and the Health and Homeland Alert Network (HHAN) for internal notifications and to provide situational awareness. Public communications range from the Emergency Alert System to smartphone application notifications, the MEMA website and social media.

Table 5-1: Communications Systems Matrix

Equipment/Systems	Internal	External	Public
MEMA Statewide VHF Radio System	✓	✓	
7/800 MHz State Radio System	✓	✓	
Statewide TAC Stack System	✓	✓	
Amateur Radio (ACS)	✓	✓	
DCR Statewide VHF Radio System	✓	✓	
Cellular Communication	✓	✓	
Landline Communication	✓	✓	
Satellite Phone Communication	✓	✓	
Website	✓	✓	✓
E-mail Distribution/Contact List(s)	✓	✓	
Web EOC (Significant Events)	✓	✓	

Equipment/Systems	Internal	External	Public
Health and Homeland Alert Network (HHAN) Alerts	✓	✓	
ONPAGE	✓	✓	
EAS	✓	✓	✓
Social Media	✓	✓	✓
NAWAS (State/Federal)	✓	✓	✓
Massachusetts Alerts	✓	✓	✓
NAS (Seabrook)	✓	✓	
Public Alert Network Sirens (PANS) (Seabrook/Pilgrim)	✓	✓	✓
Wireless Emergency Alert	✓	✓	✓
NOAA Weather Radios	✓	✓	✓
Variable Message Boards	✓	✓	✓

5.2 Alert and Notification

Emergency notification of response partners is critical during times of emergency to ensure response partners have adequate time to prepare for an emergency, and can assemble to respond to an emergency. The Commonwealth has several means of notifying emergency response partners.

5.2.1 Notification of Key Officials

When an emergency requires the notification of key State officials, MEMA Communications will utilize the following means as appropriate:

- Health and Homeland Alert Network (HHAN)
- Email
- Landline telephone
- Cellular Phone
- Satellite Phone
- State 2-way radio systems (during normal business hours)
- Dispatch a vehicle for in-person notification
- Face-to-face communication

5.2.2 Notification of Emergency Response Partners

When an emergency requires the notification of emergency response partners from local, state, federal, non-profit and private sector organizations, MEMA Communications will utilize the following means as appropriate:

- Health and Homeland Alert Network (HHAN)
- Email
- Landline telephone
- Cellular Phone
- Satellite Phone
- State 2-way radio systems (during normal business hours)
- ONPAGE Alerts
- Dispatch a vehicle for in-person notification
- Face-to-face communication

5.3 Emergency Alert and Warning

Emergency alert and warning systems are designed to allow state authorities to warn the public of impending or current threats or emergencies affecting their area. Such public warning systems are essential to communicating critical emergency information to the public during times when other communications systems may not be dependable. Public warnings may be issued during severe weather, flooding, fire, hazardous material release, terrorist threat, water contamination, and any other threats to life, property, and safety. During these or any other type of emergency when the need to relay emergency public information is immediate, MAESF #2 and MAESF #15 – Public Information and External Affairs will coordinate the development of public warning messages. The MEMA Communications Center will implement the dissemination of the messages via the public warning systems.

5.3.1 Public Warning

Public warning is accomplished using the following methods as appropriate:

- Emergency Alert System (EAS)
- Wireless Emergency Alerts
- Massachusetts Alerts smartphone app
- Sirens (emergency planning zones only)
- NOAA Weather Radio
- Website notification
- Social media
- VMS Boards

5.3.2 Emergency Alert and Warning for Persons with Access and Functional Needs

Access and functional needs populations will be warned of emergencies by available methods, including the following:

- ✓ Visually impaired: EAS messages on radio, sirens, NOAA Weather Radio, reverse telephonic notification systems (locally based), route alerting (locally based), door-to-door notification (locally based)
- ✓ Hearing impaired: Captioned EAS messages on television, TTY on reverse telephonic notification systems (locally based), Massachusetts Alerts, route alerting (locally based), door-to-door notification (locally based)
- ✓ Non-English speaking: Language messages on radio and/or TV, NOAA Weather Radio, route alerting, door-to-door, other

Section 6

ADMINISTRATION, FINANCE, AND LOGISTICS

6.1 Finance and Administration

MEMA maintains and operates under an Internal Control Plan that identifies and analyzes risks to administrative and financial systems and resources. Through the plan, appropriate policies and procedures are designed, implemented and monitored to ensure risks are mitigated. Policies and procedures anticipate and take into account emergency activities so that administrative and financial transparency, integrity, and accountability are maintained before, during, and after emergency incidents.

Timely financial support for any extensive response activity could be crucial to saving lives and property. MEMA works closely with the Executive Office of Public Safety and Security, the Executive Office for Administration and Finance, and the Office of the State Comptroller to communicate budget impacts and develop plans to fund emergency needs as allowable under state finance law. State procurement laws and procedures allow for innovative and expeditious means of procurement during times of emergencies. Following these requirements ensures responsiveness and safeguards the use of public funds from the potential for fraud, waste, and abuse.

In concert with Commonwealth guidelines, the expenditure of funds for response operations will be the responsibility of officials of the primary and support agencies. Each agency is responsible for establishing effective administrative and internal controls, segregation of duties for proper internal controls, and accountability to ensure that costs incurred are consistent with the missions identified in this plan. Extreme care and attention to detail must be taken throughout the emergency response period to maintain logs, formal records, and file copies of all procurements, contracts, and expenditures, including personnel time sheets, in order to provide clear and reasonable accountability and justification.

MEMA will generally anticipate a presidential declaration for emergencies and will adhere to federal requirements when possible for ease of submission to FEMA for reimbursement. MEMA will similarly advise its state and local partners. A Presidential disaster or emergency declaration will open the way for funding the costs of uses of resources initiated at the state and local levels. The Federal Office of Management and Budget (OMB) and Congress will give rapid approval to a FEMA-prepared emergency budget at a level sufficient to sustain a federal response operation for at least three weeks with the opportunity to extend the budget if the situation warrants.

6.1.1 Records

All records relating to the allocation and disbursement of funds for activities and elements covered in this plan must be maintained, as applicable, in compliance with the Code of Federal Register, Title 44, *Emergency Management Assistance*, and all Massachusetts statutes pertaining to state financial matters and emergency management powers and responsibilities.

6.2 Resource Management and Logistics

Resource Management and Logistics responsibilities include all service support requirements needed to facilitate effective and efficient resource management and logistics, including ordering resources from off-incident locations. MEMA maintains an online resource management capability through Web EOC which can inventory resources, status, maintenance, and location across the Commonwealth. This system identifies the owner of the asset and its physical location. MEMA conducts an annual gap analysis for critical resources to determine if additional resources are necessary to support emergency operations. Under ICS, this responsibility generally falls under the Operations Section, who maintains the entire Web EOC program.

Emergency management and incident response activities require carefully managed resources (personnel, teams, facilities, equipment, and/or supplies) to meet incident needs. Utilization of the standardized resource management concepts such as typing, inventorying, organizing, and tracking will facilitate the dispatch, deployment, and recovery of resources before, during, and after an incident. Resource management should be flexible and scalable in order to support any incident and be adaptable to changes. Efficient and effective deployment of resources requires that resource management concepts and principles be utilized in all phases of emergency management and incident response.

From routine, local incidents to incidents requiring a coordinated federal response, resource management involves the coordination, oversight, and processes that provide timely and appropriate resources during an incident. Resources support on-scene and command operations, coordinated through the community, the MEMA REOC and the SEOC.

As incident priorities are established, needs are identified and resources are ordered, resource management systems are utilized to process the resource requests. In the initial stages of an incident, most of the resources requested are addressed locally and/or through mutual aid/assistance agreements. Such assistance may take the form of equipment, supplies, personnel or other available capabilities. As an incident grows in size or complexity, or if it starts on a large scale, resource needs may be met by other sources. All agreements will be entered into by duly authorized officials and will be formalized in writing whenever possible.

6.2.1 Resource Request Process

Resource requests are generated from the scene of the incident or by organizations serving as response partners for the incident. Resource requests are submitted to the REOC and/or the SEOC and assigned through the Resource Unit under the Operations Section. The Resource Unit determines if an MAESF can fulfill the request. If an MAESF cannot, the Resource Unit coordinates with the Procurement Unit (under the Administration and Finance Section) and the Mutual Aid Unit to determine the most feasible approach to obtaining the requested resource. The Procurement Unit, if tasked, utilizes a well-established procurement process to ensure efficiency while supporting the resource request. In addition, the Operations Section Chief will coordinate with the FEMA SLO to determine the availability of federal resources to meet the request.

The Resource Unit under the SEOC Operations Section has ultimate responsibility for identifying, deploying and demobilizing resources to address resource needs/requests. The

resource request process is further detailed in the Resource Request Process Concept of Operations and the accompanying Standard Operating Procedures.

6.3 Mutual Aid

Mutual aid agreements and memoranda of understanding are essential components in emergency management planning, response, and recovery activities. These agreements for reciprocal aid and assistance in case of emergencies can increase resources available to a given jurisdiction and improve response and recovery efforts.

6.3.1.1 Community-to-Community Mutual Aid

Statewide Mutual Aid Agreement

Many Massachusetts communities have developed formal and informal mutual-aid agreements with neighboring cities and towns. In addition to these pre-existing agreements, the Commonwealth has passed legislation to create a supplemental statewide mutual-aid framework available for the use of all cities, towns, governmental units, and regional transit authorities that choose to opt into it.

Public Works Mutual Aid Agreement

A public works mutual aid agreement also exists which is fundamentally similar to the statewide mutual aid agreement, with the exception that it can be used for day-to-day operations and allows for governmental units in abutting states to join as well.

6.3.1.2 State-to-Community Mutual Aid

The Massachusetts Civil Defense Act authorizes MEMA to make available any equipment, services, or facilities owned or organized by the state or its political subdivisions for use in the affected area, upon request by the duly constituted authority of the area and upon a Declaration of Emergency by the Governor. MEMA is authorized to reinforce emergency management agencies in areas stricken by emergencies or disaster.

6.3.1.3 Massachusetts Statewide Fire Mobilization Plan

The Massachusetts Statewide Fire Mobilization Plan establishes a framework for the movement of large numbers of fire and rescue resources to emergency situations in an organized and structured manner, while still assuring continued local services. Any fire department that has exhausted its own resources as well as those available via local mutual aid channels may request additional resources through the Fire Mobilization Plan.

6.3.1.4 State Law Enforcement Mobilization Plan (SLEMP)

The Massachusetts Statewide Law Enforcement Mobilization Plan provides an additional mechanism for law enforcement agencies to utilize when requesting or furnishing resources in response to emergencies, disasters, or critical incidents that exceed the capacity of such agencies to handle alone or in conjunction with traditional mutual aid providers.

6.3.1.5 Emergency Management Assistance Compact (EMAC)

EMAC is an interstate mutual aid agreement that covers all 50 states, the District of Columbia, Puerto Rico, Guam, and the U.S. Virgin Islands. The National Emergency Management Association (NEMA) provides administrative support for EMAC. EMAC acts as a complement to the Federal disaster response system and may be used either in lieu of or in conjunction with Federal assistance. A member state may request assistance via EMAC if that state's governor has declared a State of Emergency. EMAC may be used for any capability a member state has that can be shared with another state. An EMAC request may be directed to a specific state or a blanket request may be made to all states. EMAC member states are not required to provide assistance unless they are able to. Requesting states will be responsible for reimbursing assisting states for the cost of any assistance provided. At the request of an affected state, EMAC may deploy an advance team, or "A-team", to that state's EOC. This team will assist in coordinating the provision of assistance under EMAC.

6.3.1.6 International Emergency Management Assistance Compact (IEMAC)

IEMAC is a mutual aid compact which covers the six New England states as well as the Canadian provinces of Quebec, New Brunswick, Prince Edward Island, Nova Scotia, and Newfoundland. IEMAC operates under the same principles as the Emergency Management Assistance Compact, save that the governor of an affected member state does not need to declare a state of emergency before requesting resources through IEMAC.

6.3.1.7 Northeast Forest Fire Protection Compact (NEFFPC)

The NFFPC is a mutual aid compact that covers the six New England states, the state of New York, the Canadian provinces of New Brunswick, Newfoundland and Labrador, Nova Scotia, and Quebec, and the New England National Forests, composed of the White Mountain and Green Mountain/Finger Lakes National Forests. The NFFPC is charged with providing the means for its members to cope with wildfires that may be beyond the capabilities of a single member through mutual aid, information and technology sharing, and integrated planning efforts. The NFFPC is administered by a commission with representation from each member state or province as well as the U.S. Forest Service. Member jurisdictions needing assistance will contact potential providers of assistance as well as the Executive Director of the NFFPC. Requesting jurisdictions are responsible for replacing supplies consumed or equipment destroyed, as well as for wages and other maintenance costs.

6.3.1.8 North American Electric Reliability Corporation (NERC)

NERC has a program across the entire North American Continent for mutual aid in the electric utility industry. MEMA coordinates with the Commonwealth's electric utilities to assist in facilitating out-of-state and out-of-country utility crews to cross international borders.

Section 7

PLAN MAINTENANCE AND TESTING

This section discusses the overall approach to the planning process and the assignment of plan development and maintenance responsibilities. The MEMA Director is responsible for the contents of the CEMP including its annexes as well as the coordination of its maintenance. Agencies and organizations with a role in this plan should be familiar with its contents and will be responsible for contributing to the revision and maintenance of this plan.

7.1 CEMP Maintenance

MEMA's Planning Unit will facilitate the development and maintenance of the CEMP Base Plan. MAESF responsible agencies will be responsible for updating their respective ESF annexes, facilitated by MEMA. The CEMP and MAESF Annexes will be reviewed and updated every two years, in accordance with the *Emergency Management Program Administrative Policy*, taking the following elements into consideration:

- Formal updates of planning guidance or standards
- Change in elected/appointed officials
- Changes in response resources (e.g. policies, personnel, organizational structures, leadership/management processes, facilities, or equipment)
- After-action reports and improvement plans from exercises or actual events
- Enactment of new or amended laws or Executive Orders
- Changes in demographics or hazard profiles

7.2 CEMP Distribution

Electronic copies of this plan have been provided to the following agencies and organizations:

- Federal Emergency Management Agency
- Emergency management agencies in nearby states (Connecticut, Maine, New Hampshire, New York, Rhode Island, Vermont)
- Governor's Office
- All Massachusetts executive offices
- All Emergency Support Function (ESF) responsible agencies

A copy of the CEMP has been made available to the general public on the Massachusetts Emergency Management Agency website at <https://www.mass.gov/orgs/massachusetts-emergency-management-agency>, and more specifically at <https://www.mass.gov/lists/comprehensive-emergency-management-plan>.

7.3 Training

MEMA's Training and Exercise Unit offers a comprehensive schedule of training, seminars, workshops, and conferences for state and local first responders.

7.4 Exercises

The CEMP will be exercised at least once annually. The MEMA Training and Exercise Unit will be responsible for designing, carrying out, and evaluating the exercise. All exercises will follow Homeland Security Exercise and Evaluation Program (HSEEP) standards for development and evaluation.

7.5 After Action Reports

An after-action report (AAR) captures observations of the response to an event or exercise and makes suggestions for post-response improvements to plans, policies, and procedures. An improvement plan (IP) identifies specific corrective actions, assigns these actions to responsible parties, and establishes target dates for action completion. While the AAR and IP are different documents and developed through different processes, they are complementary and should be printed and distributed jointly.

The AAR will be developed under the supervision of MEMA's Training and Exercise Unit, based on information collected from response participants upon completion of an Activation, Incident or Exercise, during an After Action Conference, or through a Desktop Review. Records created in the course of the response, such as WebEOC and position logs, message forms, maps, situation reports, Incident Action Plans, news releases, or written requests for resources may also help inform an AAR.

The AAR will identify best practices and corrective actions. A draft report will be shared with pertinent stakeholders for review, and as appropriate stakeholder feedback will be incorporated into the AAR. MEMA will then assign responsibility to appropriate stakeholders for implementing corrective actions and will track and document progress on those actions.

Section 8

AUTHORITIES AND REFERENCES

8.1 Authorities

8.1.1 Federal Laws, Executive Orders, and Homeland Security Presidential Directives

- Homeland Security Presidential Directive (HSPD) 3, “Homeland Security Advisory System”, March 11, 2002
- Homeland Security Presidential Directive (HSPD) 5, “Management of Domestic Incidents”, February 28, 2003
- Homeland Security Presidential Directive (HSPD) 8, “National Preparedness”, December 17, 2003
- Public Law 81-920, the Federal Civil Defense Act of 1950, as amended, provides a system for joint building of capability at the Federal, state, and local levels to deal with all hazards.
- Public Law 84-99 (33 USC 701n), Flood Emergencies, authorizing an emergency fund for flood emergency preparation, flood fighting, and rescue operations, and repair and restoration of flood control works threatened or destroyed by flood.
- Public Law 85-256, Price-Anderson Act, which provides for a system of compensating the public for harm caused by a nuclear accident.
- Public Law 89-665 (16 USC 470 et seq), National Historic Preservation Act, relating to the preservation of historic resources damaged as a result of disasters.
- Public Law 91-671, Food Stamp Act of 1964, in conjunction with Section 412 of the Stafford Act, relating to food stamp distribution after a major disaster.
- Public Law 93-234, Flood Disaster Protection Act of 1973, as amended, provides insurance coverage for all types of buildings.
- Public Law 93-288, Disaster Relief Act of 1974, as amended, which provides authority for response assistance under the National Response Framework and which empowers the President to direct any Federal agency to use its authority and resources in support of state and local assistance efforts.
- Public Law 95-510, Comprehensive Environmental Response, Compensation, and Liability Act of 1980 (CERCLA) as amended, which requires facilities to notify authorities of accidental releases of hazardous materials.
- Public Law 99-499, Superfund Amendments and Reauthorization Act of 1986, which governs hazardous materials planning and right-to-know.

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- Public Law 100-707, Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988 (“Stafford Act”), which amends the Disaster Relief Act of 1974 and constitutes the statutory authority for most Federal disaster response activities especially as they pertain to FEMA and FEMA programs,
- Public Law 101-549, Clean Air Amendments of 1990, which provides for reductions in pollutants.
- Public Law 101-615, Hazardous Materials Transportation Uniform Safety Act (HMTUSA), which provides funding to improve capability to respond to hazardous materials incidents.
- Public Law 104-321, Granting the consent of Congress to the Emergency Management Assistance Compact.
- Public Law 106-290, Disaster Mitigation Act of 2000, which amends the Stafford Act and provides the legal basis for FEMA’s mitigation plan requirements for local, state, and tribal mitigation plans as a condition of mitigation grant assistance.
- Public Law 109-308, Pets Evacuation and Transportation Standards (PETS) Act of 2006, which amends the Stafford Act to require states seeking FEMA assistance to include provision for pets and service animals in evacuation planning.
- Stewart B. McKinney Homeless Assistance Act, 42 USC 11331-11352, Federal Emergency Management Food and Shelter Program.
- National Flood Insurance Act of 1968, 42 USC 4001 et seq.
- 44 CFR Parts 59-76, National Flood Insurance Program and related programs.
- 44 CFR Part 13 (The Common Rule), Uniform Administrative Requirements for Grants and Cooperative Agreements.
- 44 CFR Part 206, Federal Disaster Assistance for Disasters Declared after November 23, 1988.
- 44 CFR Part 10, Environmental Considerations.
- 44 CFR Part 14, Audits of State and Local Governments.
- Nuclear Regulation (NUREG) 0654/FEMA-REP-1, which provides federal guidance for development and review of Radiological Emergency Management Plans for nuclear power plants.

8.1.2 State Laws and Executive Orders

- Massachusetts Civil Defense Act, Chapter 639 of the Acts of 1950 Codified, Appendix 33
- An Act Providing for the Entry of the Commonwealth into the Interstate Emergency Management Assistance Compact, Chapter 339 of the Acts of 2000
- An Act Further Regulating Dam Safety, Repair, and Removal, Chapter 448 of the Acts of 2012

- Massachusetts General Laws, c. 21E
- Massachusetts General Laws, c. 40, §4A
- Massachusetts General Laws, c. 40, §4I
- Massachusetts General Laws, c. 40, §4J
- Massachusetts General Laws, c. 48, §59A
- Massachusetts General Laws, c. 66, §10
- Massachusetts General Laws, c. 112, §60Q
- Massachusetts General Laws, c. 164, §85B
- Massachusetts General Laws, c. 231, §85AA
- Massachusetts General Laws, c. 253, §§44-50
- Massachusetts Executive Order #144, September 27, 1978
- Massachusetts Executive Order #221, June 30, 1982
- Massachusetts Executive Order #242, June 28, 1984
- Massachusetts Executive Order #469, September 28, 2005
- Massachusetts Executive Order #569, September 16, 2016

8.1.3 Supporting Documents

8.1.3.1 Federal

- National Incident Management System (NIMS)
- National Response Framework (NRF)
- FEMA Region 1 Operations Plan
- National Infrastructure Protection Plan
- National Disaster Housing Strategy
- Homeland Security Exercise and Evaluation Program (HSEEP)

8.1.3.2 State

- EMAC Operations Manual
- Massachusetts Hazard Identification and Risk Assessment
- Massachusetts State Homeland Security Strategy
- Massachusetts Statewide Records Retention Schedule

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- Massachusetts SEOC Standard Operating Procedures
- Massachusetts Hurricane Preparation Checklist
- Massachusetts Threat and Hazard Identification and Risk Assessment

Appendix A

ACRONYMS

ALS	Advanced Life Support
ARF	Asset Request Form
BLS	Basic Life Support
CEMP	Comprehensive Emergency Management Plan
CERT	Community Emergency Response Team
COG	Continuity of Government
COOP	Continuity of Operations Plan
DMAT	Disaster Medical Assistance Team
DMORT	Disaster Mortuary Operational Response Team
DRC	Disaster Recovery Center
EAP	Emergency Action Plan
EAS	Emergency Alert System
EDS	Emergency Dispensing Site
EMD	Emergency Management Director
EMS	Emergency Medical Services
EMAC	Emergency Management Assistance Compact
EOC	Emergency Operations Center
EPZ	Emergency Planning Zone
ERT-A	Emergency Response Team, Advance Element
ESF	Emergency Support Function
FCO	Federal Coordinating Officer
GAR	Governor's Authorized Representative
HHAN	Health and Homeland Alerting Network
HIPAA	Health Insurance Portability and Accountability Act
HPAI	Highly Pathogenic Avian Influenza
HSPD	Homeland Security Presidential Directive
IA	Individual Assistance
IAP	Incident Action Plan
IC	Incident Commander

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ICS	Incident Command System
IMAT	Incident Management Assistance Team
IP	Implementing Procedure
ISCU	Influenza Specialty Care Unit
IMT	Incident Management Team
JFO	Joint Field Office
JIC	Joint Information Center
MACS	Multi-Agency Coordination System
mR	Millirem
NIAT	Nuclear Incident Advisory Team
NIMS	National Incident Management System
NPP	Nuclear Power Plant
NRF	National Response Framework
PA	Public Assistance
PIO	Public Information Officer
PSAP	Public Safety Access Point
PWR	Pressurized Water Reactor
REM	Roentgen Equivalent Man
RERP	Radiological Emergency Response Plan
RM&D	Radiological Monitoring & Decontamination Station
RMS	Resource Management System
RRCC	Regional Response Coordination Center
RTA	Regional Transit Authority
SCO	State Coordinating Officer
SEOC	State Emergency Operations Center
SHMP	State Hazard Mitigation Plan
SMART	State of Massachusetts Animal Response Team
SOG	Standard Operating Guidance
SOP	Standard Operating Procedure
TCP	Traffic Control Point
TLD	Thermoluminescent Dosimeter
UC	Unified Command
UCC	Unified Command Center

VMAT Veterinary Medical Assistance Team

Appendix B

AGENCY ACRONYMS

ACE	U.S. Army Corps of Engineers
APHIS	Animal and Plant Health Inspection Service
ARC	American Red Cross
CAP	Civil Air Patrol
CDC	Centers for Disease Control and Prevention
CIS	Citizens Information Service
CMED	Coordinated Medical Emergency Direction
CST	Civil Support Team
CZM	Coastal Zone Management
DAR	Department of Agricultural Resources
DCAMM	Department of Capital Asset Management and Maintenance
DCF	Department of Children and Families (<i>formerly Department of Social Services</i>)
DCR	Department of Conservation and Recreation
DEP	Department of Environmental Protection
DFG	Department of Fish and Game
DFS	Department of Fire Services
DHCD	Department of Housing and Community Development
DHHS	U.S. Department of Health and Human Services
DHS	U.S. Department of Homeland Security
DMH	Department of Mental Health
DOC	Department of Corrections
DOD	U.S. Department of Defense
DOEd	Department of Education
DOER	Division of Energy Resources
DOJ	U.S. Department of Justice
DOS	U.S. Department of State
DPH	Department of Public Health
DPU	Department of Public Utilities
DTA	Department of Transitional Assistance

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DTC	Department of Telecommunications and Cable
EEC	Department of Early Education and Care
ELD	Executive Office of Elder Affairs
EOEEA	Executive Office of Energy and Environmental Affairs
EOHHS	Executive Office of Health and Human Services
EOPSS	Executive Office of Public Safety and Security
FBI	Federal Bureau of Investigation
FEMA	Federal Emergency Management Agency
GSA	General Services Administration
ITD	Information Technology Division
JTTF	Joint Terrorism Task Force
MAC	Massachusetts Aeronautics Commission
MAANG	Massachusetts Air National Guard
MANG	Massachusetts National Guard
MassDOT	Massachusetts Department of Transportation (<i>merger of the former Executive Office of Transportation & Public Works, MA Highway Dept., MA Turnpike Authority, Registry of Motor Vehicles, Massachusetts Aeronautics Commission</i>)
MBA	Massachusetts Broadcasters Association
MBTA	Massachusetts Bay Transportation Authority
MCOPA	Massachusetts Chiefs of Police Association
MEMA	Massachusetts Emergency Management Agency
MEP	Massachusetts Environmental Police
MFCA	Massachusetts Fire Chiefs Association
MFDA	Massachusetts Funeral Directors Association
MASSPORT	Massachusetts Port Authority
MOD	Massachusetts Office on Disability
MRC	Medical Reserve Corps
MSP	Massachusetts State Police
MWRA	Massachusetts Water Resources Authority
NEDRIX	New England Disaster Recovery Information Exchange
NHC	National Hurricane Center
NOAA	National Oceanic and Atmospheric Administration
NRC	Nuclear Regulatory Commission

NWS	National Weather Service
OCME	Office of the Chief Medical Examiner
OEMS	Office of Emergency Medical Services
OSD	Operational Services Division
PNPS	Pilgrim Nuclear Power Station
RACES	Radio Amateur Civil Emergency Services
SBK	Seabrook Station
USSS	U.S. Secret Service
USAR	Urban Search and Rescue
USCG	U.S. Coast Guard
USDA	United States Department of Agriculture
USSS	United States Secret Service
VOAD	Voluntary Organizations Active in Disaster

Appendix C MEMA REGIONS

