

ESF 2

Emergency Operations Plan – Emergency Support Function 2 *Communications*

Section 1: Introduction

1.1 Lead Agency

Department of Defense, Veterans, and Emergency Management - Maine Emergency Management Agency (MEMA)

1.2 Supporting Agencies

- Public Utilities Commission (PUC)
- Department of Agriculture, Conservation, and Forestry - Maine Forest Service
- Department of Transportation (DOT)
- Department of Administrative and Financial Services - Office of Information Technology (OIT)
- Department of Defense, Veterans, and Emergency Management - Maine National Guard (MENG)

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Section 2: Purpose, Scope, Situation, and Assumptions

2.1 Purpose

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

2.2 Scope

- County, local, and tribal communications assets will remain in the control of the respective jurisdiction.
- State assistance provided to cities and towns may consist of personnel, equipment, materials and supplies, and/or subject matter expertise.
- ESF-2 support is tailored based on the type, extent, and duration of the incident, determined long-term recovery period, and the availability of state resources.
- ESF-2 facilitates the identification, coordination, and use of communications resources to support long-term recovery.

2.3 Situation

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

2.4 Assumptions

- County, local, and tribal governments have emergency management communications resources, plans, and procedures already in place.
- Existing county, local, and tribal emergency communications infrastructure will be leveraged to the greatest extent possible.
- During an incident, a significant loss of fixed commercial and public safety communications infrastructure is anticipated.
- Most incidents that require communications assets are local in scope and can be addressed by county or local agencies, as part of normal day-to-day operations using resources already available to them.
- Local communications facilities, resources, and assets may be damaged or destroyed as a result of the disaster. Coordinated assistance from the county and state may be needed to restore ESF-2 capability.
- State agencies with ESF-2 related responsibilities have developed internal plans and procedures for implementing their respective agencies.

Section 3: Concept of Operations

3.1 General

This annex will be activated at the direction of Maine Emergency Management Agency (MEMA) when there is the potential for a disaster or an existing disaster requiring statewide coordination of resources. The lead agency will designate the Statewide Interoperability Coordinator (SWIC) to report to the State Emergency Operations Center (SEOC) for coordination and implementation of communication-related requests for assistance.

The SWIC, or designee, will staff the MEMA Communications Center (MECC) at the time of SEOC activation to provide overall coordination of ESF-2 activities. All other agencies with responsibilities under ESF-2 will serve as support agencies. The SWIC will provide direction to and work in conjunction with the support agencies to coordinate the activities of ESF-2.

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

The designated lead agency for ESF-2 will provide direction for all missions assigned to this activity.

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

ESF-2 will report directly to the SEOC Operations Section with an indirect report to the SEOC Planning Section for situational awareness.

The objectives of ESF-2 include the following:

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

3.2 Activities

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

a. Prevention

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

b. Preparedness

- Notify MEMA of any changes that may impact the operation of this ESF.
- Participate in meetings of ESF stakeholders if coordinated by MEMA to review and update the ESF annex.
- Develop and maintain internal agency operational plans and procedures, resource directories, and emergency contact lists to support ESF-2 activities via the MEMA Radio Call Chart.
- Ensure procedures are in place to access information and quickly notify personnel in support of this plan.
- Complete appropriate training.
- Ensure all support agencies have pre-designated staff available to support this annex and SEOC operations for communications in the MECC.
- Participate in exercises and training in order to test, validate, and provide practical experience for ESF-2 personnel on this annex and related procedures.
- Develop coordination mechanisms, strategies, and requirements for post-incident assessments, plans, and activities that are scalable to incidents of varying types and magnitudes.
- Conduct after action discussions of prior ESF-2 efforts and other studies to improve future operations.
- Coordinate development of long-term ESF-2 strategies and plans in coordination with other relevant departments and agencies to address key ESF-2 issues regarding catastrophic incidents.
- Develop plans, procedures, and guidance delineating appropriate agency participation and available resources, taking into account the differing technical needs and statutory responsibilities.

c. Response

i. Pre-Impact

- ☐ Provide at least two representatives to the SEOC to support ESF-2. A total of four personnel must be trained to support the lead agency.
- ☐ Maintain ESF-2 with the SEOC, obtain status reports, and keep the SEOC informed of progress of assigned tasks.
- ☐ Notify the appropriate points of contact at each respective agency and organization to pre-position resources and response personnel as needed.
- ☐ Pre-position state ESF-2 resources at the county level when requested.
- ☐ Review existing plans and procedures.

- ☐ Verify communications inventories and provide a summary listing to the SEOC Operations and Planning Sections.
- ☐ Ensure decision makers from respective ESF-2 agencies are kept informed of the situation.
- ☐ Notify County Emergency Management Agency (EMA) Directors of current situation.
- ☐ Test ESF-2 systems. Establish ESF-2 with other ESFs and counties for coordination of response efforts. MSCOMMNET, VHF, HAM, FNARS, NAWAS, EAS, and IPAWS systems and Satellite Phones will be utilized for this purpose
- ☐ Coordinate information to verify ESF-2 capabilities and report this information on a regular basis to the Operations Section.
- ☐ Remain informed of plans and actions of commercial telecommunications companies to restore services and provide a summary to the Operations and Planning Sections.
- ☐ Implement pre-determined cost accounting measures for tracking ESF-2 personnel, equipment, materials, and other costs incurred during emergency response actions.
- ☐ Use information provided by the SEOC for planning response actions.

ii. Initial Response

- ☐ If agency has not already done so, provide a minimum of four appropriate representative(s) to the SEOC to support ESF-2. These resources may be located in the MECC.
- ☐ Use information provided by the Planning Section to plan effective response actions.
- ☐ Coordinate information and report ESF-2 capabilities on a regular basis to the Operations Section.
- ☐ Monitor and maintain situational awareness and provide such information to the planning section.
- ☐ Identify and coordinate resources.
- ☐ Position resources at the nearest staging area(s), as needed.
- ☐ Coordinate ESF-2 support to all government and volunteer agencies, as needed.
- ☐ Coordinate with federal ESF counterpart, as needed.
- ☐ Re-assess priorities and strategies in light of the most critical of communication needs.
- ☐ Track committed resources and provide updates on these resources to SEOC personnel as needed. See **Supplementary Documents, ICS-205 and ICS-205A**.
- ☐ Prepare and process reports, using established procedures, giving attention to the production of after-action reports.
- ☐ Begin to compile recommendations for after-action reports and other reports as needed.

iii. Coordination with other ESFs

- ☐ ESF-5, Information and Planning, for the acquisition of equipment and deployment of equipment, personnel, and other resources, when required.
- ☐ ESF-6, Mass Care, to ensure that appropriate response measures are enabled by the maintenance of radio at local shelters.
- ☐ ESF-7, Logistics, for the acquisition of equipment and deployment of equipment, personnel, and other resources, when required.
- ☐ ESF-8, Public Health and Medical Services, to ensure that appropriate response measures are enabled by the maintenance of radio at medical facilities.

iv. Ongoing Response

- ☐ Continue to coordinate resources to support requests.
- ☐ Conduct ongoing re-assessment of priorities and strategies to meet the most critical needs.
- ☐ Coordinate with other ESFs as appropriate to anticipate projected ESF-2 needs and/or coordinate appropriate response efforts.
- ☐ Provide information to the Planning Section, as needed, to update Situation Reports and Incident Action Plans.
- ☐ Coordinate information and report ESF-2 capabilities on a regular basis to the SEOC Operations Section.
- ☐ Draft recommendations for after-action reports and other reports, as appropriate.

d. Recovery

- Coordinate replacement and restoration of critical damaged or destroyed communication equipment and facilities in the affected areas.
- Coordinate with all support agencies to ensure adequate cost accounting measures are being used, and summary reports are generated and shared with the SEOC.
- Coordinate the communications capabilities of all ESF-2s adequately for their needs.
- Participate in after-action reports.

e. Mitigation

- Identify potential ESF-2 issues and collaborate to develop or recommend plans, protocols, procedures, and policies to prevent or mitigate their effects.
- Conduct assessments of ESF-2 capabilities to identify potential resource shortfalls.
- Develop plans to mitigate identified shortfalls of resources.
- Convene interagency meetings to develop an incident-specific action plan delineating specific agency participation to support community ESF-2 and mitigation activities.
- Facilitate ESF-2 decision making across ESFs and increases awareness of communities' existing plans.

Section 4: Responsibilities

4.1 Lead Agency

Department of Defense, Veterans, and Emergency Management - Maine Emergency Management Agency

MEMA will provide lead agency support for incidents to include communications support, links, frequency coordination, and equipment and personnel as needed. MEMA will notify ESF-2 points of contact for each activated agency or organization to report to the SEOC for communications coordination.

- Develop the Statewide Emergency Alert System (EAS) Plan.
- Staff the ESF-2 workstations as part of the SEOC.
- Coordinate with other ESFs to supplement local, county, and state ESF-2 resources.
- Coordinate replacement and restoration of critical damaged or destroyed ESF-2 equipment and facilities in affected areas.
- Coordinate with all support agencies to ensure adequate cost accounting measures are being used, and summary reports are being generated and shared with the SEOC.
- Coordinate the communications capabilities of all ESFs to adequately meet their needs.

4.2 Supporting Agencies

a. Department of Administrative and Financial Services - Office of Information and Technology

- Monitor the performance of telecommunications and cable operator restoration of services, pre-emergency mitigation activities, and capability to respond to outages.
- Maintain the state of Maine's public safety radio system, utilized by many state, county, and local agencies for primary, secondary, and interoperable communications.
- Provide backhaul for the radio system and other agencies utilizing microwave equipment and Telco circuits.
- Store and maintain a portable 90 foot radio tower that may be deployed at MEMA's request.

b. Public Utilities Commission

Maintain redundancy between PSAPs such that 911 calls can be re-routed if a PSAP, or multiple PSAPs, become unavailable.

c. Department of Transportation

- Provide two-way radio network with statewide coverage, roadway cameras monitoring highways, and fixed or mobile electronic Variable Message Signs (VMS) across the state used to view road conditions and inform motorists.
- Store and maintain a heavy duty telecommunication service and repair vehicle capable of towing a portable 90 foot radio tower that may be deployed at MEMA's request.

d. Department of Agriculture, Conservation, and Forestry - Maine Forest Service

- May provide communications assets which can be used to assist with ESF-2 in the event of an emergency.
- Store and maintain a heavy duty telecommunication service and repair vehicle (Mobile Communications Vehicle – MCV) with a portable 90 foot radio tower that may be deployed at MEMA's request.

e. Department of Defense, Veterans, and Emergency Management - Maine National Guard

Provide communications equipment (e.g., Theatre Deployable Communication [TDC]) to support communications needs if requested.

f. Other Agencies

Other agencies not explicitly named in this annex may have authorities, resources, capabilities, or expertise required to support ESF-2 activities.

Section 5: Supplementary and Procedural Documents

- State of Maine Tactical Interoperable Communications Plan
- Maine CONOPS Plan
- Aviation Emergency Operations Plans
- Maine State Emergency Alert System Plan
- Maine State Communication Interoperability Plan (SCIP)

Section 6: References

- Bangor International
- Brunswick Executive
- Portland International Jetport
- Analog Phone Lines
- Communications Exercise Checklist
- Communications Recognition and Guidance
- Communications Interoperability Plan Executive Summary
- County Communications Tour Presentation
- County Telecommunications Public Notice
- EAS Activation Request Form
- EAS Activation Request Instructions
- FCC Guidance for applicants seeking VHF & UHF Frequencies along the Canadian border
- FCC-10-36A1 Original Part 90 Change
- FY 2014 Grant Application Narrative
- FY 2014 Grant Guidance for Sub-grantees
- FY 2014 Grant MOU
- FY 2014 Local Distribution
- FY 2014 NIMS Compliance Quick Reference
- General Information on GETS and WPS
- Interoperability and CONOPS Presentation
- Maine Border Interoperability Operations Guide
- Maine Communications Interoperability Committee Members
- Maine CONOPS Frequently Asked Questions
- Maine CONOPS Quick Reference
- Maine ICS Form 205 CONOPS
- Maine ICS Form 205-A
- Maine Interoperable Communications Committee Charter (MICC)
- Maine State Communications Network Summary
- MSCommNet RegionNet ICS-217A
- MSCommNet/RegionNet Pocket Guide
- National Emergency Communications Plan
- National Interoperability Field Operations Guide (NIFOG) Version 1.2
- NIMS Compliance Training Courses
- Regional Emergency Communications Coordinated Working Group (RECCWG)
- SAFECOM Grant Guidance FY 2007
- SAFECOM Interoperability Continuum
- Sample Local CONOPS SOP
- U.S. Department of Homeland Security Interoperability Continuum