STATE OF CONNECTICUT
DEPARTMENT OF EMERGENCY SERVICES & PUBLIC PROTECTION
OFFICE OF THE COMMISSIONER

March 20, 2012

Rep. Vickie Nardello, Co-Chairman
Sen. John W. Fonfara, Co-Chairman
Energy and Technology Committee
Legislative Office Building
Hartford, CT 06106

HB 5544 AN ACT CONCERNING STORM PREPARATION AND EMERGENCY RESPONSE

The Department of Emergency Services and Public Protection supports this bill.

This proposed bill will enhance emergency preparedness by, among other things, establishing performance standards for electric companies, electric distribution companies, and telephone companies to ensure the reliability of the companies' services in an emergency. DESPP/DEMHS suggests one addition to the list of standards to be established by the Public Utility Regulatory Authority as outlined in Section 1(c). Specifically, full and engaged participation by these companies in pre-disaster planning, training, and exercises is critical to enhanced emergency preparedness in Connecticut. Therefore, we recommend the addition of the following standard to Section 1(c) of the bill:

- Active participation in emergency preparedness planning, training, and exercises with municipal, state, tribal, federal and private sector partners.

Enhanced disaster preparedness can only be achieved through the participation of all parties, including the energy and telecommunications sectors, in the planning, training and exercises that help to make us better prepared for the next inevitable event.

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COMMISSIONER

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STATE OF CONNECTICUT
DEPT. OF EMERGENCY SERVICES & PUBLIC PROTECTION
DIVISION OF EMERGENCY MANAGEMENT & HOMELAND SECURITY

TO:	Governor Dannel P. Malloy
FROM:	William J. Hackett, State Emergency Management Director Division of Emergency Management and Homeland Security (DEMHS) Department of Emergency Services and Public Protection (DESPP)
RE:	Status Report on Governor's Emergency Planning and Preparedness Initiative
DATE:	February 22, 2012

SUMMARY OF ACTIVITIES:

Over the last month, DEMHS has been working with state, local, federal, and private sector partners to meet the directives of the Governor's Emergency Planning and Preparedness Initiative (EPPI), as outlined in your January 11th Initiatives release, my January 3rd Memorandum to you, and elsewhere. The purpose of this Status Report is to give you an update on the actions that have been taken and progress made with regard to the EPPI, as well as to describe the next steps. We are on target to have an All-Hazards Energy and Utilities Plan at the state and local levels available by August 1st, as well as exercises accomplished by September 1st.

The overall goal of this initiative is to enhance planning and preparedness by:

- Improving information-sharing during an emergency between state and local officials, and our utility providers;
- Increasing awareness and understanding of Connecticut emergency management systems, including the use of the National Incident Management System (NIMS), within the local, state, and utilities organizations;
- Developing a more comprehensive storm preparation and response plan that enhances existing planning by providing specific assignment of responsibilities in mitigation, preparedness, response and recovery activities that will apply to all hazards, including utility disruption events;
- Creating an All-Hazards Energy and Utilities Plan as an annex to the State Response Framework, to address response to and management of widespread utility outages by August 1st;
- Creating an Energy and Utilities Annex to the required template for Local Emergency Operations Plans (LEOPs) by August 1st;
- By September 1st, conducting a statewide real-time exercise in which each DEMHS region participates.

DEMHS has convened a number of work groups; each designed to address a particular aspect of enhancing our emergency planning and preparedness. The following is a list of the work groups:

- Commissioner-level
- Energy and Utilities
- Exercise
- Technology
- Agency and Utilities NIMS Training
- Local Officials Training
- Legal
- Planning Review
- Resource Support/Commodities/Private Sector
- Recovery
- Mass Care
- Interoperable Communications
- Child Emergency Preparedness

In addition to the groups that have met already, I have identified two additional groups that will be convened:

- Public Information/Education
- State Emergency Operations Center Review

WORK GROUP ACTIVITIES:

Commissioner-level:

- Mission: To engage in the EPPI by providing and coordinating resources, responses, and actions; review recommendations, and provide input through the DEMHS Advisory Council
- Meetings: January 27th
  Advisory Council January 12th, February 9th
- Next Meeting: Advisory Council March 8th

Energy and Utilities:

- Mission: To identify policy issues that need to be addressed in various planning and preparedness documents, including the structure for further utility participation and coordination in pre-emergency local and state planning and exercise initiatives. To review draft documents and provide feedback on improvements.

- Status: The full group has identified issues that need to be addressed. A smaller group will meet to begin drafting All-Hazards Energy and Utilities Annex to State Response Framework, as first document to be prepared.
- Meetings: February 9th, February15th
- Next Meeting: Small drafting group February 22
  Full group March 7th

Exercise:

- Mission: To meet the Governor's goal of a real time exercise by September 1st, with participation in planning and implementation by state agencies, municipalities, FEMA, and the private sector, including utilities.
- Status: The full group has identified four major measurable objectives, as follows:
  - Objective 1: Every town in the state, every utility, every state agency, and the State will activate its Emergency Operations Center (EOC) and stand up its unified command to address a series of issues that will be presented. Representatives from various partners will be embedded in EOCs, including utilities within other utilities, utility representatives at local EOCs and DEMHS Regional Offices;
  - Objective 2: Test communications flow involving municipalities, state agencies, and utilities in a number of different ways, including, but not limited to:
    - Every town logs in to Web EOC, or uses other means of communication with DEMHS Regional Office and State EOC;
    - Every town Unified Command will prepare an Incident Action Plan (IAP) for a pre-determined operational period. Unified Commands will include utility representatives;
    - Utilities will provide their own IAPs, with detailed info on where assets will be deployed during that period;
    - Towns will follow established processes and National Incident Management Systems/Incident Command System in making requests for assistance, including commodities requests.
  - Objective 3: Actual on-site coordination of "make safe" crews, including local public works, state DOT, and utilities
    - Crews will use priorities identified in IAP;
    - Crews will report back to local and state EOCs re status of work, and when work is completed
  - Objective 4: Sheltering, particularly multi-jurisdictional sheltering, addressing functional needs issues.

Recognizing that many federal, state, and local agencies are currently in the process of planning exercises to be held this summer, the Exercise Work Group is identifying

existing exercises to coordinate this activity in order to meet the Governor's directive. The Connecticut National Guard is working with the Rhode Island National Guard to conduct a full-scale exercise July 28 to August 4, following the scenario of the 1938 hurricane. The Exercise Work Group is developing a plan to coordinate with the National Guard to conduct the statewide exercise during or near that week.

- Meetings: Full Group February 6th, February 14th
- Next Meeting: Small Group held February 21, March 1. Full group March 8th

Technology:

- Mission: To review current situational awareness capabilities such as WebEOC and GIS systems and enhance information sharing by, among other things, improving communications to and from utilities
- Status: The group has convened subject matter experts from local, state, and private sector partners, and is proceeding to review WebEOC and GIS capabilities at various levels, in order to identify needed improvements.
- Meeting: Full Group February 16th
- Next Meetings: WebEOC and GIS subgroups to meet biweekly. Interoperable communications and public communications restoration subgroups will be addressed at the Interoperable Communications Committees of the DEMHS Advisory Council.

Agency and Utilities NIMS Training:

- Mission: To (1) review existing utility/public service company training programs and personnel participation levels; (2) review and/or develop Incident Command System training for utilities/public service company personnel, including training on the State Response Framework and state/local/private sector emergency management roles, participation on regional and state emergency planning teams, and participation in joint training and exercises; (3) develop training for state agency officials and staff involved in emergency management on the State Response Framework and state/local/private sector emergency management roles, as well as Incident Command System basics. The group will also work on how to present these materials.

- Status: Initial meeting scheduled for Tuesday February 21st.

Local Officials Training:

- Mission: To prepare a curriculum for local officials on disaster preparedness, including emergency management roles at the state, local, DEMHS region, and federal level, as well as legal roles and responsibilities.

- Status: Connecticut Conference of Municipalities (CCM), Connecticut Council of Small Towns (COST) and DEMHS working to create a CEO disaster preparedness primer, as well as curriculum for presentation to local CEOs and other municipal leaders.
- Meetings: February 15th
- Next Meeting: Presentation at CCM/DEMHS CEO Disaster Preparedness Workshop on March 2nd in Meriden.

Legal:

- Mission: To address legal issues raised by the other work groups, or in other venues, regarding disaster preparedness and planning. To initiate a review by state agencies of waiver/modification of laws, regulations, and policies as may be needed during times of emergency.
- Status: Draft email to state agencies, and accompanying template, is in process of review by Governor's Office.
- Meetings: As needed.

Plans Review:

- Mission: To review existing state and local plans and templates, and to make changes to, among other things: memorialize successful EOC Task Forces into the State Response Framework (SRF); convert existing plans and work groups into Emergency Support Functions; review standard operating procedures, to include, for example, embedding utility representatives into DEMHS Regional offices to enhance information flow; to assist in drafting All Hazards Energy and Utilities Annex to SRF; to assist in drafting similar annex template for Local Emergency Operations Plan.
- Status: Working with other groups to draft necessary documents, including updated template for Mass Care annex to Local Emergency Operations Plan.
- Meeting: February 22nd meeting with Energy and Utilities Work Group.

Resource Support/Commodities/Private Sector

- Mission: To memorialize changes to the Commodities Distribution Plan; to formalize the commodities request process; to increase involvement of private sector in communications flow and other emergency preparedness measures.
- Status: Meeting scheduled for March 5th.

Recovery:

- Mission: To stand up a Long Term Recovery Emergency Support Function, ESF 14, group to create a State Disaster Recovery Framework modeled on the newly released National Disaster Recovery Framework.
- Status: The Insurance Department and the Department of Economic and Community Development (George Bradner and Mike Lettieri) have been identified as leads of this group. Identifying likely partners and first steps, to begin full initiative after September 1st.
- Meeting: February 8th and ongoing.

Mass Care:

- Mission: To stand up a Mass Care Emergency Support Function, ESF 6, group, to, among other things, review and revise as necessary the Mass Care template of the Local Emergency Operations Plan.
- Status: Group is in final phase of revised draft sheltering template for municipalities.
- Next meeting: February 24th
- Next step: Group will present draft in all five DEMHS Regions for review and comment.

Interoperable Communications:

- Mission: To standardize and maximize interoperable communications throughout the state. Mission will be amended to include public communications restoration.
- Status: Ongoing
- Next meeting: February 28th.

Child Emergency Preparedness:

- Mission: To ensure that issues related to children in disasters are addressed at the state and local levels.
- Status: Active and ongoing. Local lead identified; co-leader is Commission on Children.
- Next meeting: April 18, 2012.

STATE OF CONNECTICUT
DEPT. OF EMERGENCY SERVICES & PUBLIC PROTECTION
DIVISION OF EMERGENCY MANAGEMENT & HOMELAND SECURITY

TO: Governor Dannel P. Malloy
FROM: William J. Hackett, State Emergency Management Director
Division of Emergency Management and Homeland Security (DEMHS)
Department of Emergency Services and Public Protection (DESPP)
RE: Proposed Process for Enhancement of State Preparedness Planning
DATE: January 3, 2012

EXECUTIVE SUMMARY:

In the aftermath of Tropical Storm Irene and the October Nor'Easter, the Witt Report noted that "public sector emergency response planning at the state and local levels does not adequately focus on actions needed in a significant power outage and assignment of responsibilities in mitigation, preparedness, response, and recovery in utility disruption events. State and local plans call for reports from power companies, but do not specifically address multi-agency actions or coordination needed to address energy disruption." Therefore, you directed me to outline a process for improving the State's planning and preparedness, particularly with regard to large scale power outages. **The purpose of this work is to:**

- **Improve information-sharing during an emergency between state and local officials, and our utility providers;**
- **Provide clear, specific guidance on the inter-related roles and responsibilities of state and local officials, and the private sector, including utilities, in mitigation, preparedness, response, and recovery, particularly in utility disruption events.**

This proposal includes the possible need for a consultant to assist with this effort, who will be able to apply expertise and experience in preparedness planning at the state and federal level to enhance and expand Connecticut's existing plans. The proposal also outlines goals, objectives, and implementation steps. **The three identified goals are:**

1. **To enhance the existing State Response Framework and local plans to create more comprehensive planning to identify in detail multi-agency, multi-jurisdictional response and coordination actions, roles and responsibilities;**

2. **To increase the quality of communications between local and state governments and utilities during emergencies;**

3. **To increase utilities' interface with Connecticut emergency management systems.**

Among the major implementation steps that have been identified are:

- Develop a more comprehensive storm preparation and response plan that enhances existing planning by providing specific assignment of responsibilities in mitigation, preparedness, response and recovery activities that will apply to all hazards, including utility disruption events;
- Establish and convene a multi-jurisdictional, multi-discipline Energy and Utilities Policy Working Group;
- Create an All-Hazards Energy and Utilities Plan as an annex to the State Response Framework, to address response to and management of widespread utility outages;
- Create an Energy and Utilities Annex to the required template for Local Emergency Operations Plans (LEOPs).

The proposed timeline for this initiative is as follows:

- January: Identify Working Groups, and establish process for identifying consultant;
- January/February:
    - Release Request for Proposal (RFP) for consultant;
    - Review and evaluate responses to RFP and select consultant;
    - Convene Working Groups to identify issues and establish timelines for
        - Enhanced State Response Framework;
        - All-Hazards Energy and Utility Plan, and;
        - All-Hazards Energy and Utility Annex template for Local Emergency Operations Plans;
- February/March: Working Groups and consultant develop plans described above;
- March/April/May: Working Groups and consultant produce draft products;
- June/July: Finalize drafts, and review/exercise;
- August 1, 2012: Finalized products ready.

BACKGROUND:

On August 27, 2011, Connecticut was hit by Tropical Storm Irene, the most severe tropical storm to affect the State since Hurricane Gloria in 1985. Then, on October 29, 2011, an historic October Nor'Easter dumped snow on leaf-covered trees, bringing down limbs and power lines and causing even more severe power outages and damage.

Preparedness planning for emergencies is constantly evolving: plans are always in the process of being revised, updated, and improved. DEMHS and its local, state, federal and private partners perform planning and preparedness activities, including training and exercise, throughout the year. Existing plans are reviewed and updated. New plans are put into place. As each emergency incident unfolds, we take the lessons learned to improve our planning for and response to the next inevitable event. Tropical Storm Irene and the October Nor'Easter demonstrate the importance of the planning and preparation that must take place during the times when we are not responding to an incident.

Across the state, countless local employees, officials, and volunteers assisted residents before, during, and after these storms. These tireless efforts represent the culmination of years of all-hazards planning, training, exercise, and other preparations at the local, state, tribal, private sector, and federal levels. Emergency planning is accomplished largely through the collaboration of municipalities, state agencies, and the private sector, working within 5 DEMHS Regions. In 2005, working with other state agencies and local municipalities, DEMHS established 5 Regions to encourage and enhance multi-town, regional emergency planning. A regional emergency planning team (REPT) was established in each region. Each REPT includes representation from each geographical jurisdiction within the DEMHS Region, as well as representation of each emergency management/homeland security discipline (for example, fire, police, public works, emergency medical services).

Working with DEMHS, the 5 REPTs make recommendations on the use of federal grant funds. Capabilities have been built through the judicious, carefully planned use of federal homeland security and emergency management grant funding. These capabilities were tested by Tropical Storm Irene and the October Nor'Easter, but they are also used on a weekly, if not daily, basis. At every emergency, large and small, first responders across the state apply the planning, training, and resources gained from years of preparation.

Each REPT has developed a Regional Emergency Support Plan, to help identify assets and procedures available during an emergency. Resource sharing and cost effective programming are hallmarks of this regionalization initiative, which builds on Connecticut's strong mutual aid tradition.

Over the last two years, DEMHS has also improved the procedures for coordinating responses and supporting municipalities by developing a State Response Framework (SRF), which outlines the roles, plan resources, and operating procedures for a state emergency management response during a crisis. After the record-breaking winter snowstorms of 2011, revisions were made to the SRF, and Version 2 was released in August of 2011. The State Response Framework and the

Natural Disaster Plan, as well as local emergency operations plans, provide the mechanism for response to storms that may affect the State this winter as well.

The State's emergency plans were tested during these last two storms. Although less than 60 days had passed between Irene and the October snowstorm, we were able to implement some immediate changes, including:

- Establishment of a Shelter Guidance Task Force;
- Delivery of commodities directly to towns;
- Frequent, direct communications between the utilities and municipal leaders, and;
- 24/7 staffing of the DEMHS Regional Offices, using DEMHS staff bolstered by Department of Correction staff.

In addition, Recovery and Mass Care Working Groups have been activated to address emerging issues. We intend to more fully develop and implement these changes, so that we can be better prepared for that next inevitable event. As the utilities change their procedures, we will work together to change our procedures as well. In order to accomplish this work, DEMHS anticipates the likelihood of both short-term and long-term budgetary needs, including an increase in our current staffing level.

Proposed Process for Plan Review

GOAL: To enhance the existing State Response Framework to create a more comprehensive plan identifying in detail multi-agency, multi-jurisdictional response and coordination actions, roles and responsibilities.

Objective: Review all existing plans and enhance the current State Response Framework to memorialize in detail the roles and responsibilities of the local, state, and private sectors before, during, and after emergencies, particularly those involving large or extended power outages.

Objective: Using existing plans as a foundation, build out the current State Response Framework to develop support and incident-specific annexes, in a manner similar to the National Response Framework. For example, integrate the Natural Disaster Plan as an annex to the State Response Framework.

Objective: Using the State Emergency Operations Center Task Forces as a starting point, identify state-level Emergency Support Function (ESF) groups, including primary and secondary state agency leads, and memorialize in the State Response Framework. (ESFs are defined as discipline-oriented working groups, such as fire, law enforcement, energy, communications, and public works).

Objective: Review and enhance the current template for Local Emergency Operations Plans, using, in part, the FEMA Comprehensive Preparedness Guide (CPG) 101. The result should be a functional local plan that identifies departmental responsibilities and serves as a crosswalk to the State Response Framework. Integrate with existing Regional Emergency Planning Team structure, as well as with the Regional Emergency Support Plan in each DEMHS Region.

Implementation Steps:

1. Convene multi- agency, multi- jurisdiction group to work with consultant:
    a. To review current State Strategic Plan, State Response Framework, and existing plans, and draft documents meeting Objectives 1-3;
    b. To review current local plans and templates, and draft documents meeting Objective 4, including:
        i. An Energy and Utilities Annex to the required template for Local Emergency Operations Plans (LEOPs);

2. Develop and convene Multi-Partner Energy and Utilities Policy Working Group, combining ESF 2 (Communications) and ESF 12 (Energy) leadership and subject matter experts, as well as consultant, including:
    - DEEP/PURA
    - DESPP/DEMHS
    - Local representatives from each of the 5 DEMHS regions
    - Statewide Interoperability Coordinator
    - State Consumer Counsel
    - CT Red Cross
    - United Way 211
    - CT Military Department
    - Office of State Attorney General
    - Office of Policy and Management
    - Fuel, Commodities, Communications EOC Task Force Leaders
    - DOT
    - CT Emergency Management Association (CEMA)
    - Connecticut Conference of Municipalities (CCM)

- Council of Small Towns (COST)
- Representative of 9-1-1 dispatch centers
- Utilities, including:
  - CL&P, United Illuminating, Norwich, Wallingford
  - AT&T, Verizon, etc
  - Cable companies
  - Millstone;

3. Convene DEMHS working group, to work in collaboration with consultant, as well as ESF 2 and ESF 12 working groups, to implement recommendations of Energy and Utilities Policy Working Group;
4. Write an All-Hazards Energy and Utilities Plan as an Annex to the existing State Response Framework Version 2 to address widespread utility outages;
   i. Include checklist specifically for actions to be taken in the event of utility outages. Must include glossary of terms used by utilities, such as line crews, tree crews, "Make Safe" crews, etc… Also must include more detailed information flow;
   ii. Memorialize membership, checklists, resources, and actions of Fuel Management Task Force as part of ESF 12 responsibilities during emergency;
5. Review and revise State Emergency Operations Center procedures;
6. Review and update as necessary the list of statutory authorities related to energy emergencies, including statutory and regulatory enforcement mechanisms;
7. Amend State EOC Standard Operating Procedures (SOPs) to include requirement that utilities provide, as requested, daily Incident Action Plan, or comprehensive schedule of each day's activities, including where they are going to be working, how many trucks and personnel are going to each town, etc…;
8. Review State EOC SOPs to update and enhance other action items, including enhancing state-local-utility-private sector conference call agendas, usage.

GOAL: Increase the quality of communications between local and state governments and utilities during emergencies.

Objective: Work with Emergency Support Function (ESF)12 (Energy) and ESF 2 (Communications) to enhance quality of communications to and from utilities; memorialize process and expectations related to information sharing.

Implementation Steps:

1. Designate the ESF 12 Energy Working Group, including local, state, and private sector representation, and establish as permanent committee of the DEMHS Statewide Advisory Council;
2. Amend bylaws of current ESF2 Communications Committee of the DEMHS Statewide Advisory Council to expand role of ESF 2 to include public communications restoration and related issues;
3. Convene state/local Technology Working Group to provide enhanced technical real-time interface among partners, including:
    - Review of Web EOC;
4. Working with State GIS Council and PURA, convene GIS Working Group, including utilities, to enhance GIS information flow from utilities to state and local EOCs;
5. Embed utility representatives in the DEMHS Regional Offices to enhance information flow.

GOAL : Increase utilities' understanding of Connecticut emergency management systems.

Objective : Work with utilities to ensure that every utility company representative involved in emergency planning, preparedness, response, and/or recovery is trained in the National Incident Management System (NIMS) Incident Command System (ICS), as well as the operational flow of communications within the Connecticut state/local emergency management system.

Implementation Steps:

1. Review existing utility training programs and personnel participation levels;
2. Develop ICS program designed for utilities personnel involved in Connecticut;
3. Include active utility participation in state and local exercises;
4. Determine whether there needs to be a law or regulation in place to enforce this requirement.