

STATE OF CONNECTICUT  
DEPARTMENT OF PUBLIC HEALTH



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Commissioner

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Governor  
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Drinking Water Section

DWS Circular Letter #2012-03

To: Community Public Water Systems

From: Lori Mathieu, Public Health Section Chief  
Drinking Water Section

Tom Chaplik, Chairperson  
CtWARN Steering Committee

Date: June 26, 2012

Subject: Governor Malloy's Emergency Planning and Preparedness Initiative (EPPI) – Statewide Exercise – Community Public Water System Invitation

Governor Malloy's Emergency Planning and Preparedness Initiative (EPPI) lead by the Department of Emergency Services and Public Protection (DESPP) through the Division of Emergency Management and Homeland Security (DEMHS) maintains the overall goal to enhance emergency planning and preparedness in the State of Connecticut. One specific objective is the development of an All-Hazards Energy and Utilities Plan as an annex to the State Response Framework. Drinking water and wastewater utilities are integral parts of this plan. The EPPI culminates with the EPPI – Statewide Exercise in July 2012.

The Department of Public Health – Drinking Water Section together with CtWARN invite all Community Public Water Systems to participate in the EPPI – Statewide Exercise. Please reach out to the local municipal officials in the towns in which you operate and let them know whether your water utility will be participating in the EPPI – Statewide Exercise. The EPPI – Statewide Exercise is scheduled for July 28<sup>th</sup> - 31<sup>st</sup>. These dates were deliberately chosen over both a weekend and weekdays so that towns with largely volunteer staff can participate on the weekend, and towns with paid staff can participate on weekdays. Participation during all four days is not necessary. The attached documents provide more detail about the exercise. One key point is that you can decide the level of involvement for your system consistent with the availability of your resources and your capabilities.



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Water utilities, public and private, should be working with local municipalities routinely. During an emergency your primary access to local, state and federal agency resources and assistance is through your local municipal, government and local Emergency Management Directors (EMDs) and your Division of Emergency Management and Homeland Security (DEMHS) Regional Coordinators. You may need their help and they will need to know the status of public water supplies in their jurisdictions for public health and safety concerns. Before any future storms strike, now is the time to build these partnerships and enhance communications with our response and recovery stakeholders.

With limited exceptions, the drinking water industry was very resilient through Tropical Storm Irene and Winter Storm Alfred, two storms that otherwise had a tremendous impact on most Connecticut residents. The most vulnerable public water systems proved to be the smallest Community Public Water Systems in the state, serving less than 1,000 people. Although the drinking water industry, as a whole, is applauded for its resiliency during these recent storms, we are reminded that the vulnerabilities will continue to exist.

To highlight the vulnerability issue, it has been estimated that the two storms of 2011 caused about five percent (5%) of the trees in Connecticut to fall or be severely damaged. If a category 3 hurricane made landfall within our State, it is projected that eighty percent (80%) of trees would suffer that same fate with substantially greater consequences impacting the continuity of operations (including supply chain issues), emergency response, and recovery efforts.

All of our emergency planning, preparedness and response training tells us that communication and partnerships are absolutely critical in an emergency. The coordinated efforts with other sectors, local, state and federal agencies; mutual aid and assistance networks (CtWARN), and continuity of operations planning will help facilitate the response and recovery from an emergency of this severity.

To that end and in response to the two storms of 2011, the Department of Public Health – Drinking Water Section, in conjunction with the Drinking Water Emergency and Security Advisory Committee (DWESAC), have focused several initiatives in the following areas:

- Enhanced communications between Community Public Water Systems and local authorities, specifically EMDs.
- Heightened awareness of the importance and priority listing of Community Public Water Systems amongst other sectors.
- Provide an enhanced mechanism for Community Public Water Systems to provide operational status updates in preparation, response and recovery to emergency incidents.

If your water system chooses to take advantage of this opportunity, please forward the following information to Robert Baran ([robert.baran@ct.gov](mailto:robert.baran@ct.gov)) at the Drinking Water Section:

- Name of your water system(s) and the dates in which you will participate:
  - Saturday July 28 and Sunday July 29, or
  - Saturday July 28 and Tuesday July 31, or
  - Monday July 30 and Tuesday July 31

This information will be shared with exercise controllers at DEMHS and their Regional Coordinators for use in their coordination of the exercise.

June 8, 2012

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Thank you in advance for your participation and commitment to further enhance the drinking water industry's and the state's emergency response capabilities.

attach: DEMHS Statewide EPPI Memorandum  
Statewide Exercise Objectives

cc: Ellen Blaschinski, Branch Chief, DPH  
Leonard Guercia, Branch Chief, DPH  
Local Health Directors  
Local Emergency Management Directors  
Municipal Chief Elected Officials  
CTDEMHS Regional Coordinators





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



## MEMORANDUM

**TO:** Municipal Chief Elected Officials/Executive Officers, Service Chiefs, Emergency Management Directors  
**FROM:** William J. Hackett, State Emergency Management Director  
**DATE:** May 15, 2012  
**RE:** Statewide Emergency Planning and Preparedness Initiative (EPPI)  
**Update:** **Your Input is Needed**

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I am writing to update you on the preparedness and planning activities that local, state, federal and private sector partners have been working on, and to give you more details about the upcoming Statewide Exercise, to be held at the end of July.

If you have any questions about the exercise, please send them to [demhs.eppi.questions@ct.gov](mailto:demhs.eppi.questions@ct.gov). Your Regional Coordinator will answer you promptly.

### **The Statewide Exercise**

First and foremost, this exercise is an opportunity for all of us to prepare for the next inevitable emergency event. Every town, state agency, and private sector entity that participates in the exercise objectives will have succeeded, because we will all be better prepared, not only for a widespread disaster but for the everyday emergencies as well. The more that we invest and engage in the exercise, the more that we will learn from it.

The exercise is designed with the expectation that every town in the state will participate.

The exercise, which is based on the 1938 hurricane scenario, is scheduled for July 28, 29, 30, and 31. The dates were deliberately chosen over both a weekend and weekdays so that towns with largely volunteer staff can participate on the weekend, and towns with paid staff can participate on weekdays.

The first day of the exercise (either July 28 or July 30) will involve hurricane pre-landfall planning and preparation, and will run from 8:00 am to 12 noon.

The second day of the exercise (either July 29 or July 31) will involve hurricane response and recovery, and will run from 8:00 am to 2 p.m.

Topics will be provided at least two weeks in advance of the exercise, so that towns can review and update plans and procedures, in order to use them at their Unified Command meetings.

A full description of the Exercise Objectives is attached, but in general, each town will:

- **Activate its Emergency Operations Center (EOC) on each of the two days.** It does not matter how large or small the EOC is—the important thing is to identify a location, and meet there as a team;
- **Convene a municipal Unified Command meeting on each of the two days.** The Unified Command is made up of the subject matter experts and town leaders and officials that the town Chief Executive Officer/Elected Official (CEO) needs around him or her to make critical decisions. In a hurricane scenario, the Unified Command should include: the Emergency Management Director; Service Chiefs (Fire, Police, EMS); Public Health Director; Human Resources; Public Works; School Superintendent; volunteer resources leaders; electric utility representative; and possibly a private business sector representative;
- **Working together, the municipal Unified Command will prepare an Incident Action Plan each day.** We will provide you with guidance on the Incident Action Plan. Some are more complex than others, but the purpose is the same—to set out a series of actions over a specified period of time. In other words, what needs to be done and by whom?
- **Exercise communications flow** in other ways as well, including use of Web EOC.
- **Exercise coordination with utilities.** Some towns will participate in actual on-site coordination of “make safe” crews with utility and local public works. Every town will set priorities

and report them following a procedure that we will provide to you in advance. The goal is for you to receive a timely response back to your request.

- **Every town will address sheltering issues.** See attached Objectives for more details, but some towns will open shelters, others will review and update their plans, and others will participate in multi-town shelter operations. Towns will use the new Mass Care Annex, see below, as a tool for this portion of the exercise.

Materials related to the exercise can be found at the "EPPI Tool Box" on the DEMHS website, at

<http://ct.gov/demhs/cwp/view.asp?a=4236&Q=499532&demhsNav=|>

### **Planning Update**

We will provide you with many of the tools to help make this exercise a success. We have been working with many teams of local, state and other partners to enhance and update a variety of plans and procedures, which you will have before the exercise. **For example, the new Mass Care Annex, Version 1.0, is attached to this email.** The Annex was drafted and presented across the state, in order to capture best practices and lessons learned, particularly with regard to Sheltering and Feeding.

Other upcoming tools include a Commodities Request Form, and all-hazards Energy and Utilities Annexes for both state and local use, including restoration procedures and enhanced communications flow.

### **WHAT WE NEED FROM YOU:**

Please provide your DEMHS Regional Coordinator with the answers to the following three questions as soon as possible, so that we can work together to plan this exercise:

1. My town will participate on these dates:
  - Saturday July 28 and Sunday July 29, or
  - Saturday July 28 and Tuesday July 31, or

- Monday July 30 and Tuesday July 31
2. My town would like to:
    - Participate in the opening of a multi-town shelter, or
    - Open a town shelter
  3. My town would like to participate in an actual "make safe" drill, including town public works personnel, during the exercise. (NOTE: the number of towns that will be able to participate is limited.)

Effective response to any disaster depends on unified command and coordinated teamwork. Thank you for your commitment to further enhance our state's emergency response capabilities.



William J. Hackett, State Emergency Management Director

## **STATEWIDE EXERCISE OBJECTIVES**

*July 28 or July 30= Pre landfall Preparation*

*July 29 or July 31=Post landfall Response and Recovery*

Towns pick the two days they want to play—there are 3 choices: July 28-29 or July 28-31 or July 30-31. The first day is devoted to pre-landfall play, from 8:00 am to 12 pm. The topics for Day 1 will be provided at least two weeks in advance of the exercise, so that you can review and update your plans and procedures, in order to use them in your Unified Command meeting on the first exercise day. The focus of play on the second day is post-landfall, from 8 am to 2pm. There is no way to “fail” this preparedness exercise if your town participates as described below. This is not a test—the purpose of this exercise is to help the towns and the state be better prepared to aid our residents during any type of a serious disaster, including a hurricane.

### **Objective 1: Town Emergency Operations Center/Unified Command**

Objective: During the exercise, municipalities will take appropriate steps to activate their Emergency Operations Centers (EOCs), convene their Unified Commands, and review/update pre-established disaster procedures contained in their Local Emergency Operations Plans (LEOP).

#### Expected Actions:

##### Day 1 Pre-landfall Preparation:

- a. EOC activated as per local Standard Operating Procedures (SOP). Town’s EOC must be a pre-identified central meeting place. Town will provide EOC location and methods of communication to local partners, and to DEMHS Regional Coordinator;
- b. Implement local Unified Command structure to include: CEO, Emergency Management Director, Fire, Police, Emergency Medical Services, Public Health, Social Services, Public Works, School Superintendent, Human Resources, legal advisor, public information officer, utility liaisons, private sector (if one person wears multiple hats, it might make sense to have his or her deputy/assistant present as well, if possible);
- c. Through the Unified Command, create an Incident Action Plan, or set of objectives and action items, for the pre-landfall operational period, including identifying who is responsible for what, and submit on Web EOC;
- d. With your Unified Command, review all of your plans related to a disaster, including the Local Emergency Operations Plans, vendor and volunteer agency

- agreements, local union contracts, etc... Suggest changes and updates and identify gaps that can be filled with additional agreements;
- e. Implement local Emergency Operation Procedure for hurricane, including, for example:
- Determine if and when to declare a state of emergency;
  - Review EOC/town functions staffing plan, and determine availability of staff or volunteers to perform necessary functions (review and update call-down list);
  - Test different methods of communication;
  - Determine generator capacities of critical infrastructure in town, including private sector such as gas stations, as well as town facilities that may be used as shelters or for other critical purposes;
  - If a SLOSH town, review and establishment of evacuation procedures—where and when to evacuate, how to communicate;
  - Risk Communications—notify tourists, prepare towns people for storm
  - Review of sheltering plan, and availability, verification of locations, staffing, generator capacity, availability of resources to address functional needs, etc... per the local Mass Care Shelter Annex. Communicate with possible staffing partners, review agreements re same;
  - Review or make agreements with local vendors for possible resources;
  - Prepare for possible use of volunteer civil preparedness forces;
  - Assuming summer school or local camps are in session, determine who will make the decision on closure;
  - Make contact with Regional Coordinator to identify possible shortfalls in local capabilities, to alert for possible need of mutual aid resources.
- e. Report preparedness activities through Web EOC or other communications method to DEMHS Regional Office;
- f. Address other issues that are presented.

Day 2 Post-Landfall, Response and Recovery:

- a. EOC activated as per local Standard Operating Procedures (SOP). Town's EOC must be a pre-identified central meeting place. Town will provide EOC location and methods of communication to local partners, and to DEMHS Regional Office;
- b. Implement local Unified Command structure to include: CEO, Emergency Management Director, Fire, Police, Emergency Medical Services, Public Health, Social Services, Public Works, School Superintendent, Human Resources, public information officer, legal advisor, utility liaisons, private sector (if one person

- wears multiple hats, it might make sense to have his or her deputy/assistant present as well, if possible);
- c. Through the Unified Command, create an Incident Action Plan, or set of objectives and action items, for the post-landfall operational period, including identifying who is responsible for what, and submit on Web EOC;
  - d. Work with Utility liaison to review pre-identified restoration priorities: communicate priorities to decision-maker at utilities, and get feedback on restoration activities (see Objective 2, below);
  - d. Implement local Emergency Operation Procedure for hurricane, including, for example:
    - Review and implement damage assessment procedure;
    - Review staffing plan for town facilities for 24/7 shifts;
    - Review longer term sheltering capabilities, and how to handle additional evacuees
  - e. Make requests for needed resources through DEMHS Regional Office (see Objective 2, below);
  - f. Report response and recovery activities through Web EOC or other communications method to DEMHS Regional Office;
  - g. Address other issues that are presented.

## **Objective 2: Practice Local/State Communications Processes/Procedures**

Objective: During both the pre-landfall and post-landfall days of the exercise, communications within the municipality and with utilities will be practiced, as well as communications between municipalities, utilities, and the State, through the use of Web EOC, and interaction with the DEMHS Regional Offices. Municipal EOCs will implement or establish pre-determined procedures for the completion of required documentation and communications.

### **General Expected Actions (over the two days):**

- a. Log in to WebEOC and verify the ability to download information and submit reports;
- b. Submit a commodities request for food, water, tarps, to the Regional Office, following established procedures and form (to be supplied in advance);
- c. Submit another resource request in accordance with established regional/state protocols and track it to completion;
- d. Test redundant communications assets;
- e. Maintain a communications flow among the members of the municipal Unified Command, by providing situational awareness to all members, and discussing issues and possible solutions together;

- f. Work with utilities liaison(s) to create a work plan for restoration, present it to the DEMHS Regional Office, and ensure a response back;
- g. Work with utilities liaison(s) to perform a damage assessment;
- h. Establish communications with your Division of Emergency Management and Homeland Security (DEMHS) Regional Offices, Regional Emergency Planning Team (REPT), Regional Emergency Support Plan (RESP) (if applicable), and State Emergency Operations Center (SEOC) via WebEOC, radio (voice) and e-mail;
- i. Develop Incident Action Plans (ICS 202/Incident Objectives as a minimum) and submit via WebEOC to the State EOC (templates and guide document to be provided);
- j. Communicate status and activities to Regional Coordinator, through Web EOC or Regional Office;
- k. Participate in one or more State-wide teleconferences;
- l. Submit situation report(s) as requested.

### **Objective 3: "Make Safe" Scenario**

Objective: The DEMHS Regional Coordinators will work with towns and the utilities to pre-identify at least three towns in each region that will participate in a full scale Make Safe exercise on each of two days, July 29<sup>th</sup> and July 31<sup>st</sup>. Local/utility crews at pre-established "Make Safe" sites will be working, in the field, on assorted scenarios that pertain to both power outages and debris removal. Other towns will participate in the restoration scenario as described below:

#### Expected Actions:

- a. Crews will use priorities identified in the town's Unified Command Incident Action Plan;
- b. The crews will report back to local and state EOCs re status of work, and when work is completed;
- c. Towns that do not actually perform the Make Safe exercise will work with their Unified Command and utility liaison to review and update identified priorities, submit to the Regional Office, and receive a response back.

## Objective 4: Sheltering

Objective: All towns will participate in the sheltering portion of the exercise. Every town shall review local shelter operations procedures and, at a minimum, conduct a sheltering table-top exercise/facilitated discussion, involving appropriate local Unified Command and EOC staff. Each DEMHS Region will establish at least one multi-jurisdiction shelter and will conduct an overnight shelter operation.

### Expected Actions:

- a. There are three different levels of participation: (1) Using the updated Mass Care sheltering guidance, complete the attached summary tool by reviewing current municipal sheltering plans, agreements and assets. Identify gaps. Submit summary to DEMHS Regional Office or through Web EOC;  
  
(2) In addition to completing the review described in (1), use established guidelines to open a town shelter and maintain it long enough to simulate/operate an overnight operation scenario; or  
  
(3) In addition to completing the review described in (1), work collaboratively with other towns to open a multi-town shelter, and maintain it long enough to simulate or conduct an overnight operation.
- b. Address other issues that are presented.
- c. Communicate status and activities to Regional Coordinator, through established procedures.
- d. Submit situation report(s) as requested.

### Upcoming Dates:

- Jurisdictions indicate the dates they will participate to their DEMHS Regional Coordinator as soon as possible.
- The DEMHS Regional Coordinators are working with towns and the utilities to identify at least three towns in each region that will participate in the Make Safe exercise on each of two days, July 29<sup>th</sup> and July 31<sup>st</sup>. Six towns in each DEMHS region will be identified.
- Jurisdictions indicate their extent of play in the sheltering exercise (Options 1, 2, or 3) as soon as possible, but no later than May 31.
- DEMHS Regions submit the location(s) and dates of multi-jurisdiction shelters as soon as possible, but no later than May 31.

