Foreword

The Franklin County Emergency Operations Plan (EOP) outlines how the County Government complies with and implements the specific aspects of the Pennsylvania Emergency Management Services Code (Pa CS Title 35 Sections 7107-7707) and it incorporates the provisions of the Counter-terrorism Preparedness, Planning and Response Act (Act 2002, PL 1967, No. 227). The county EOP serves as a bridge between the municipal emergency management agencies and the Commonwealth of Pennsylvania Emergency Management Agency (PEMA).

The Franklin County Plan is organized as follows:

The **Basic Plan** presents the policies and the concepts of operations that guide how the county will assist disaster, emergency and terrorism stricken municipalities, public facilities and agencies. The plan also summarizes county planning assumptions, response and recovery actions as well as responsibilities.

Appendices cover other information such as terms and definitions, acronyms, abbreviations, plan changes, revisions, etc.

The **Support Annexes** describe the mission, concept of operations and responsibilities of the primary and support agencies involved in the implementation of the specific response functions.

Incident, Hazard or Event Specific Annexes outline the response to specific events or situations. This category includes planning considerations for the specific hazard. The configuration allows the flexibility to expand this plan to incorporate site specific plans as required by federal or state regulations, or the county hazards vulnerability analysis.

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Executive Summary

The goals of the Franklin County Emergency Management Agency are: To reduce the vulnerability of the populace and property of the county to injury and loss resulting from natural or man-made disasters; to provide coordination of coordinate efforts aimed at rescuing and treating persons threatened or victimized by disaster; provide for rapid and orderly restoration and recovery following disasters; and to effectively educate the public regarding their responsibilities in responding to disasters affecting the county.

The Emergency Management Agency promotes teamwork, planning, and coordination of disaster mitigation, preparedness, response and recovery against natural or manmade incidents that threaten lives and properties before, during and after a major emergency or disaster. During a major emergency or disaster, EMA coordinates private and public sector resources to support disaster response and recovery from the County Emergency Operations Center. In the event that the incident exceeds local municipal capacities, Franklin County EMA will request specific resource assistance from the State or Federal Emergency Management Agency. After a major disaster, EMA will seek a state and federal disaster declaration to aid disaster victims and public sector response and recovery efforts.

Within Franklin County, major emergencies or disasters derived from the natural causes include major snow or ice storms, floods, tornados and severe weather. Manmade causes include hazardous materials at fixed facilities or along transportation modes, radiological hazards, and terrorism or public utility disruptions.

This plan describes the organizational and general operational concepts and procedures to be implemented in Franklin County to maximize the effectiveness of emergency assistance, to minimize the loss of life and property, and to expedite recovery from disasters. It is an all-hazards plan and is applicable to any natural or man-made disaster.

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Record of Changes

(Refer to Appendix 4)

Change #	Date of Change	Date Entered	Change Made by (Signature)

Certification of Review

This Emergency Operations Plan has been reviewed by the Franklin County Emergency Management Agency. The County Emergency Management Coordinator hereby certifies the review.

Date	Signature

Promulgation

THIS PLAN IS PROMULGATED AS THE FRANKLIN COUNTY EMERGENCY OPERATIONS PLAN. THIS PLAN IS DESIGNED TO COMPLY WITH ALL APPLICABLE STATE AND COUNTY REGULATIONS AND PROVIDES THE POLICIES AND PROCEDURES TO BE FOLLOWED IN DEALING WITH EMERGENCIES, DISASTERS AND TERRORISM EVENTS.

THIS PLAN SUPERSEDES ALL PREVIOUS PLANS.

PROMULGATED THIS 28 DAY OF June 2012

David S. Keller
COMMISSION CHAIRMAN

Robert L. Thomas
COMMISSIONER

Robert G. Ziobrowski
COMMISSIONER

John A. Hart
CHIEF CLERK/ADMINISTRATOR

David K. Donohue
EMERGENCY MANAGEMENT COORDINATOR

Franklin County Emergency Operations Plan

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I. PURPOSE:

The purpose of this plan is to prescribe those activities to be taken by county government and officials to coordinate activities, provide support to the municipalities, and interface with the Pennsylvania Emergency Management Agency (PEMA) for the purpose of protecting the lives and property of the citizens in the event of a natural, technological emergency, terrorism event or disaster. This plan serves to satisfy the requirements of the Pennsylvania Emergency management Services Code, (35 Pa. C.S.), Section 7101 et seq., as amended. This plan is designated as an "All-Hazards" plan in scope.

II. POLICIES:

Reserved

III. SITUATION AND ASSUMPTIONS:

County Location and Description

Franklin County is located in the south central portion of Pennsylvania and encompasses a land area of seven hundred fifty four (754) square miles. According to an estimate by the U.S. Census Bureau, the population in Franklin County in 2007 was approximately 141,700[1]. Chambersburg, the county seat, is located in the central portion of the county. The county is comprised of twenty-one municipalities and six school districts.

Approximately 315 square miles (41%) of the county is forest, 380 square miles 50% agriculture, 71% is considered rural and 29% is considered urban. There are 726 miles of state and federal highways and 980 miles of secondary and municipal roads in the county.

County Capabilities and Resources

Franklin County operates a 911 Center and an Emergency Operations Center (EOC). The 911 Center and the EOC have listings of resources available from county assets as well as resources available from the municipalities via mutual aid agreements.

County Hazard Vulnerability

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[1] Retrieved from http://quickfacts.census.gov/qfd/states/42/42055.html

Franklin County is subject to a variety of hazards. According to the county hazard vulnerability analysis (HVA), the most likely and damaging of these are:

1. Flooding
2. Hazardous Materials (unplanned release)
3. Winter storms
4. Dam failure
5. Infrastructure damage or failure

Therefore, training and response checklists and other accompanying documents are based primarily upon this assessment.

Planning Assumptions

1. A major disaster, emergency or terrorism event may cause numerous fatalities and injuries, property loss, and disruption of normal life-support systems, and will have an impact on the regional economic, physical, and social infrastructures.
2. The extent of casualties and damage will be affected by the time of occurrence, severity of impact, weather conditions, population density, building construction, and the possibility of secondary events such as fires, explosions, structural collapse, contamination issues, loss of critical infrastructure and floods.
3. Number of casualties, heavy damage to structures and basic infrastructure, and disruption of essential services may overwhelm the capabilities of the local (municipal) governments and their emergency response agencies capabilities to meet the needs of the situation.
4. Following the occurrence of a major emergency/disaster, the county may be requested to coordinate and support the activities in accordance with the provisions of the Pennsylvania Emergency Management Code (Pa C.S. Title 35 Sections 7101-7707). The County Emergency Management Agency will need to respond on short notice to provide timely and effective assistance.
5. A tiered response approach, the resources and capabilities of the South Central Task Force may be requested by the county to provide additional coordination and support activities in accordance with The Counterterrorism Planning, Preparedness and Response Act (Act 2002-227).

6. Upon a determination that resource requests exceed available resources within the county, the county will request assistance from the Pennsylvania Emergency Management Agency (PEMA).

7. The occurrence of a major disaster or emergency based upon these planning assumptions may result in the declaration of an emergency by the Governor. Such a declaration, dependent upon the severity, may result in the declaration of an emergency by the President.

IV. CONCEPT OF OPERATIONS

General

Most disasters, emergencies, and terrorism related incidents would be handled by local responders. The county may be called upon to provide supplemental assistance and coordination whenever the consequences of a disaster or emergency exceed local capabilities, and as identified within the Pennsylvania Emergency Management Code (Pa. C.S. 35 Sections 7101-7701). If the disaster, emergency, or terrorism incident exceeds the capabilities of the county, the South Central Task Force will be requested to provide assistance. The South Central Task Force can provide assistance in the form of specialized response teams. Additionally, the State (PEMA) may be requested to provide assistance. If needed, the state can mobilize an array of resources including specialized response teams, support personnel, and specialized equipment to support disaster or emergency affairs.

Intergovernmental Assistance

The Franklin County Emergency Management Coordinator (EMC) and elected officials will develop mutual aid agreements with adjacent counties for reciprocal emergency assistance as needed. Additionally, as provided for in Act 2002-227 (The Counterterrorism Planning, Preparedness and Response Act) the county is a member of the South Central Task Force and may obtain assistance in the form of specialized support teams, materials, and equipment. Adjacent counties and other governments will render assistance in accordance with the provisions of the intergovernmental support agreements in place at the time of the emergency. The provisions of the South Central Task Force Regional Counterterrorism Operations Plan, the county 911 plan, and the associated mutual aid agreements will also apply.

Direction, Control, Coordination and Support

1. Incident Management – The County Emergency Operations Plan, like the Pennsylvania State Emergency Operations Plan (SEOP) and the National Response Framework (NRF), employs a multi-agency operational structure that

uses the Incident Command System model from the National Incident Management System (NIMS).

2. County Elected Officials – are responsible for the protection of the lives and property of the citizens and they exercise ultimate control of the phases of emergency management as well as emergency activities within the county.

3. Emergency Management Coordinator (EMC) – has been designated and may act on behalf of the county elected officials. An Emergency Operations Center (EOC) has been identified, and may be activated by the EMC or the elected officials during an emergency. The county is served by a 24/7 911 center and the Public Safety Communications Center.

4. This plan embraces an "all-hazards" principle; that is, that most emergency response functions are similar, regardless of the hazard. The county EMC will mobilize functions and personnel as required by the emergency situation.

5. Whenever possible, emergency response by the county government will follow the Incident Command System (ICS) illustrated in Figure 1 below. When called upon for assistance/coordination, the county emergency management agency will interface with the local/municipal emergency management agency(ies). Consistent with the Pennsylvania Emergency Management Services Code, when two or more political subdivisions within a county are affected, the county organization shall exercise responsibility for coordination and support to the area of operations. When two or more counties are involved, coordination shall be by PEMA or by the appropriate PEMA regional organization.

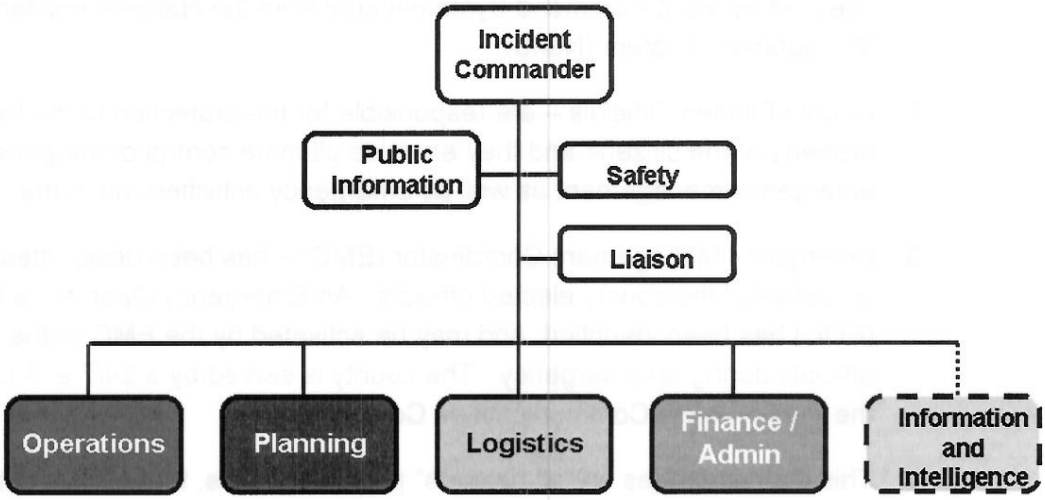


Figure 1 - NIMS-ICS Organizational Chart

a. The Incident Commander (IC) at an incident site will be from the agency most appropriate to lead the response at that time. The lead agency may change as an event evolves. The local IC will coordinate with the respective municipal emergency management coordinator. When local conditions are such that the emergency/disaster event exceeds the local capabilities and/or local resources, the municipal emergency management coordinator (EMC) or others may contact the county emergency management agency to request assistance.

b. The National Incident Management System (NIMS) ICS structure includes the functions of Command, Operations, Planning, Logistics, Finance/Administration and, dependent upon circumstances, Information and Intelligence. NIMS/ICS includes a variety of other positions including the command staff positions of Public Information, Safety, and Liaison. The ICS structure delineated herein is consistent with the NIMS-ICS and with U.S. Department of Homeland Security and Pennsylvania State Fire Academy training programs.

c. A suggested County EOC configuration is presented as illustration 2, below.

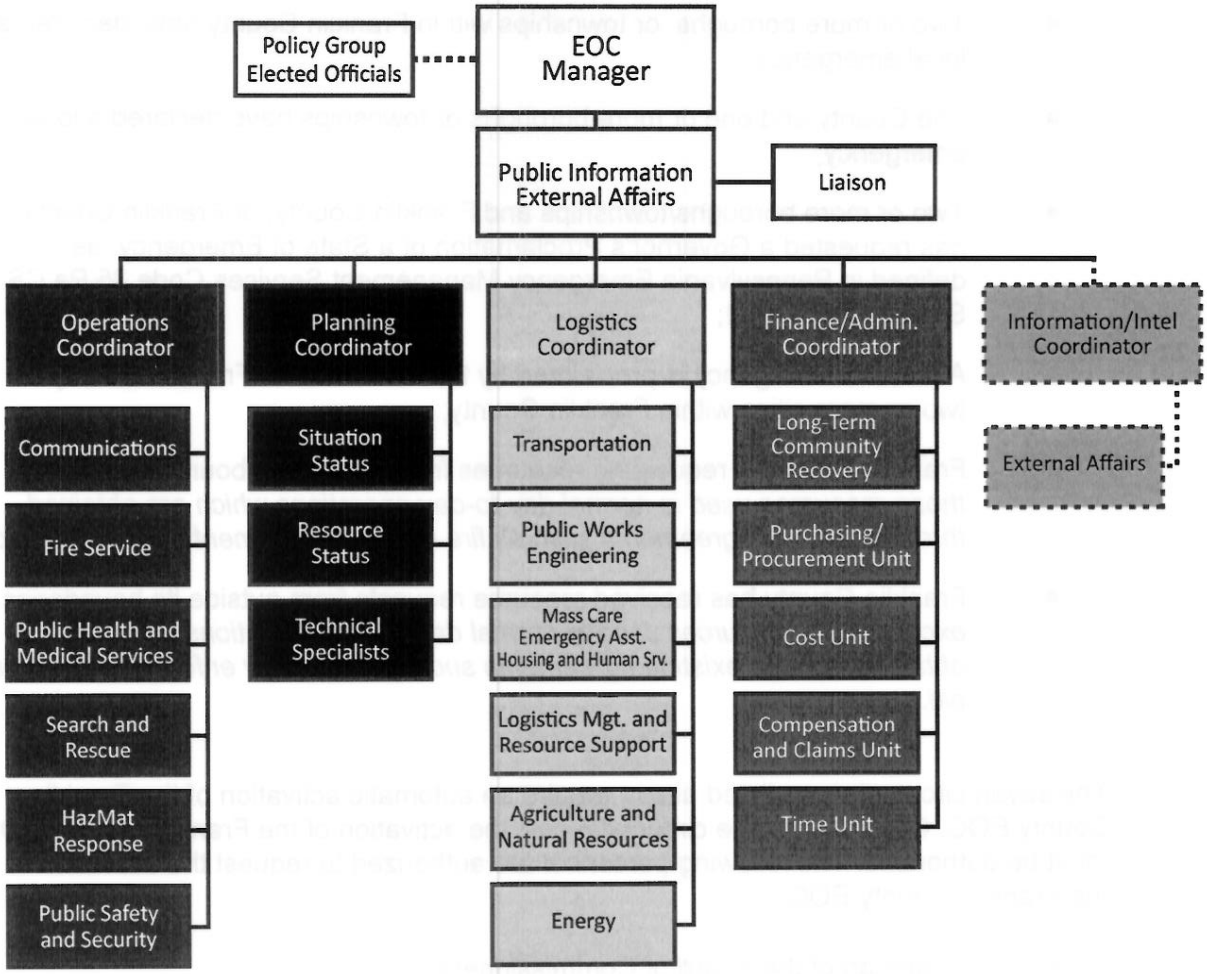


Figure 2 - Franklin County EOC Organization

6. The Franklin County EOC is activated when field response agencies need support. Activation may involve partial or full staffing, depending on the support required. The following list depicts the circumstances when the Franklin County EOC must be activated:

- A local government within Franklin County has activated its EOC and requested activation of the Franklin County EOC to support its emergency operations;

- Two or more boroughs, or townships within Franklin County have declared a local emergency;
- The County and one or more boroughs or townships have declared a local emergency;
- Two or more boroughs/townships and Franklin County, or Franklin County has requested a Governor's Proclamation of a State of Emergency, as defined in Pennsylvania Emergency Management Services Code 35 Pa CS Section 7101-7701;
- A state of emergency is proclaimed by the Governor for Franklin County or two or more cities within Franklin County;
- Franklin County is requesting resources from outside its boundaries, e*xcept those resources used in normal day-to-day operations which are obtained through existing agreements such as fire or law enforcement mutual aid*; and
- Franklin County has received resource requests from outside its boundaries, *except those resources used in normal day-to-day operations that are obtained through existing agreements such as fire or law enforcement mutual aid.*

The seven circumstances listed above require an automatic activation of the Franklin County EOC. Other than these circumstances, the activation of the Franklin County EOC must be authorized. The following personnel are authorized to request the activation of the Franklin County EOC:

- Chairman of the Board of Commissioners;
- Director of Emergency Services or designee;
- Franklin County Sheriff

7. Concurrent Implementation of Other Emergency Plans

   a. An incident involving hazardous substances, weapons of mass destruction or other lethal agents, a nuclear power plant incident or high hazard dam emergency may involve "Incident Specific" response activity. Incident Specific Annexes are found in this Emergency Operations Plan. These annexes include the following incident specific plans

      i. Radiological Emergency Response Plan

ii. Hazardous Materials Response Plan

iii. High Hazard Dams

iv. Terrorism Incidents – County Plan

v. Regional Counterterrorism Operations Plan – South Central Task Force

vi. Terrorism Incidents – State Plan

vii. South Central Task Force Strategic National Stockpile (SNS) Plan

viii. South Central Task Force Mass Casualty Incident/Mass Fatality Incident Plan

ix. Franklin County Continuity of Government Plan

x. Spontaneous Volunteers Plan

b. If the incident involves concurrent implementation of multiple response plans at various levels, the South Central Task Force Multi-Agency Coordination Center (MACC) and the Pennsylvania Emergency Management Agency (PEMA) may serve to coordinate to the maximum extent practical to ensure effective actions.

8. Integration of Response, Recovery and Mitigation Actions

a. Following a disaster, immediate response operations to save lives, protect property, and meet basic human needs have precedence over recovery and mitigation. Recovery actions will be coordinated and based upon availability of resources.

b. Mitigation opportunities will be considered throughout disaster operations.

Continuity of Government

Continuity of Government procedures are specified in the Franklin County Continuity of Government (COG) Plan found in the Incident Specific Annexes to this plan. The COG addresses the line of succession (elected officials, emergency management and county offices), alternate location s and preservation of records.

V. ORGANIZATION, RESPONSIBILITIES AND EMERGENCY SUPPORT

Organization

This plan has been developed based upon the structure of emergency management within the Commonwealth of Pennsylvania (state). This plan serves as an emergency management link between the municipalities and the state; it also coincides with the concepts of the National Response Framework. This plan employs a functional approach that groups the types of assistance that the county and/or its municipalities are likely to need. To further facilitate response actions/activities of the Emergency Operations Center staff, Operational Checklists have been developed. A Notification and Resource Manual is provided. Training and exercises are discussed in Section 9 of the Basic Plan.

Responsibilities

1. Lead Agencies

   Each emergency function has been listed according to the appropriate incident management category and the appropriate agency has been identified as the "Primary Agency" for each function. The primary agency provides expertise and management for the designated function.

2. Supporting Agencies

   Each emergency function typically has at least one "Support Agency" identified. These agencies serve to provide support for the mission assigned to the primary agency.

Emergency Sections and Divisions

1. POLICY and COMMAND

   a. Elected Officials

      (1) Responsible for establishing a county emergency management organization;

      (2) Provide for continuity of operations;

      (3) Establish lines of succession for key positions;

(4) Designate departmental emergency operating centers and alternatives;

(5) Review and approve this EOP in consonance with the Pennsylvania State Emergency Operations Plan;

(6) Support an EOC;

(7) Recommends an Emergency Management Coordinator for appointment by the governor who may act on their behalf, if necessary;

(8) Issue declarations of disaster emergency if the situation warrants;

(9) Provide policy direction to the Emergency Management Coordinator; and,

(10) Apply for federal post-disaster funds, as available.

b. Emergency Management Coordinator

(1) Prepare and maintain an EOP for the County subject to the direction of the elected officials; reviews and updates as required;

(2) Maintain coordination with the local municipal EMAs, the South Central Task Force Multi-Agency Coordination Center (MACC), and the Pennsylvania Emergency Management Agency (PEMA). (3) Identify hazards and vulnerabilities that may affect the county and its municipalities in coordination with the municipal EMAs;

(4) Identify resources within the County that can be used to respond to a major emergency or disaster situation and requests needed resources from the Commonwealth;

(5) Develop and maintain a trained staff and emergency management practices appropriate for the emergency management needs and resources of the community;

(6) Activate the EOC and act as the EOC Manager during an emergency;

(7) Compile cost figures for the conduct of emergency operations above normal operating costs;

(8) Attend training and workshops provided by the county and other sources to maintain proficiency and currency in emergency management and emergency response planning and procedures; and

(9) Serve on the executive committee of the South Central Task Force.

c. EOC Manager

(1) Manage the EOC;

(2) Provide timely situation reports to the County Commissioners;

(3) Ensure that staffing is provided for those EOC positions that are pertinent to the current situation;

(4) Provide overall direction for the operation of the EOC;

d. Public Information

(1) Advise elected officials and the County EMC about Public Information activities;

(2) Develop and maintain the checklist for the Public Information function;

(3) Assist in the development, review and maintenance of the EOP;

(4) Respond to the EOC, the field, or the Joint Information Center as needed;

(5) Assist with establishment of the Joint Information Center, when appropriate;

(6) Coordinate and release public information to the media.

e. County Department Heads/County Agency Directors

(1) Provide staff support and resource;

(2) Provide guidance, direction and authority to agency/department personnel who support the EOC;

(3) When capable and, where appropriate, serve as the lead for a component within the EOC and in such capacity, perform in accordance with the assigned section within the EOC Plan;

(4) Assist in the development and maintenance of the EOP;

(5) Develop, review, and approve the EOC checklists specific to their agency/department/function;

(6) Respond to the EOC or field location as needed; and

(7) Advise elected officials and the County EMC about specific capabilities.

f. Liaison Officers

(1) Respond to the EOC or the field, as needed;

(2) Serve as the liaison between their respective agency and the county EOC;

(3) Interface with their respective agency to request/coordinate resources; and,

(4) Advise elected officials and the County EMS about issues related to their specific agency.

2. OPERATIONS

a. Operations Coordinator

(1) Ensure that the Operations Branch function is carried out including coordination of response for all operational functions assigned to Franklin County and Franklin County EOC.

(2) Ensure that operational objectives and assignments identified in the Action Plan are carried out effectively.

(3) Establish the appropriate level of branch, section, and unit organizations within the Operations Branch, continuously monitoring its effectiveness and modifying accordingly.

(4) Exercise overall responsibility for the coordination of Branch, section, and unit activities within the Operations Branch.

(5) Ensure that the Planning Branch is provided with Branch Status Reports and Major Incident Reports utilizing PEIRS, if operating.

(6) Conduct periodic Operations briefings for the Emergency Management Coordinator, as required or requested.

b. Communications Section Supervisor

(1) Ensure radio, telephone, and Information Technology (IT) resources and services are provided to EOC staff as required.

(2) Oversee the installation of communications resources within the Franklin County EOC. Ensure that a communications link is established with Pennsylvania Emergency Management Agency (PEMA).

(3) Determine specific IT requirements for all EOC positions.

(4) Implement internal information management, to include message and e-mail systems.

(5) Ensure that the Franklin County Public Safety Answering Point (PSAP) is staffed and that adequate communications operators are available for 24-hour coverage.

(6) Develop and distribute a Communications Plan that identifies all systems in use and lists specific frequencies allotted for the event or disaster.

(7) Supervise the Communications Section.

c. Fire Services Section Supervisor

(1) Coordinate fire services in Franklin County.

(2) Assist in acquiring mutual aid resources, as necessary.

(3) Evaluate and process requests for fire resources through the Franklin County EOC.

(4) Establish and maintain communication with Fire Branch Directors in the field or at the Department Operations Center (DOC) if activated, for incidents occurring in the county.

(5) Respond to requests for fire resources from the field in a timely manner, following established priorities (life safety, protection of the environment, and protection of property).

(6) Monitor and track fire resources utilized during the event.

(7) Provide general support to field personnel, as required.

(8) Coordinate the mobilization and transportation of all resources through the Logistics Branch.

(9) Complete and maintain section status reports (PEIRS) for major incidents requiring or potentially requiring response, and maintain status of unassigned fire resources.

(10) Implement the objectives of the Action Plan assigned to the Fire Services Section.

d. Public Health and Medical Services Section Supervisor

(1) Act as liaison to Public Health and EMS providers.

(2) Coordinate and manage the allocation of available disaster medical and health resources to support disaster medical and health operations in the affected area.

(3) Determine the medical and health impact of the event on the affected population and medical and health infrastructure, and ensure information is provided to the Operations Branch Coordinator.

(4) Evaluate and prioritize medical and health requests from local responders based on criteria established by the Operations Branch Coordinator, and determine appropriate response recommendations.

(5) Obtain medical and health personnel, supplies and equipment through established mutual aid procedures.

(6) Coordinate the mobilization and transportation of all resources through the Logistics Branch.

(7) Maintain the status of all unassigned medical and health resources.

(8) Complete and maintain section status reports utilizing PEIRS, for major incidents.

(9) Implement the appropriate Action Plan objectives for the Public Health & Medical Section.

e. Search and Rescue Section Supervisor

(1) Determine the scope of the search and rescue mission.

(2) Assist in mobilizing Search and Rescue Teams.

(3) Provide search and rescue support as required to Franklin County emergency response agencies consistent with established priorities and objectives.

(4) Ensure that deployed teams are provided with adequate support.

(5) Supervise the Search & Rescue Section.

f. Oil and Hazardous Materials Section Supervisor

(1) Determine the scope of hazardous materials incidents throughout Franklin County.

(2) Assist in mobilizing hazardous materials teams at the request of Field Incident Commanders.

(3) Provide hazardous materials support as required to Franklin County Emergency Response Agencies consistent with established priorities and objectives.

(4) Ensure that deployed teams are provided with adequate support.

(5) Supervise the HAZMAT Response Section.

g. Public Safety and Security Section Supervisor

(1) Coordinate law enforcement operations during a disaster in Franklin County.

(2) Coordinate site security at incidents.

(3) Coordinate Law Enforcement Mutual Aid requests from emergency response agencies within Franklin County.

(4) Coordinate the coroner's response for Franklin County.

(5) Supervise the Law Enforcement Section.

3. PLANNING

a. Planning Branch Coordinator

(1) Ensure that the responsibilities of the Planning Branch are carried out, to include:

- Collecting, analyzing, and displaying situation information;
- Preparing periodic Situation Reports;
- Preparing and distributing the Action Plan and facilitating the action planning meeting;
- Conducting advance planning activities and report;
- Providing technical support services to the various EOC branches and sections, and
- Documenting and maintaining files on all EOC activities.

(2) Establish the appropriate level of organization for the Planning Branch.

(3) Exercise overall responsibility for the coordination of branch, section, and unit activities.

(4) Keep the Emergency Management Coordinator informed of significant issues affecting the Planning Branch.

(5) In coordination with the other Section Coordinators, ensure that the PEIRS is used to maintain Branch Status Reports, complete Situation Status Reports, and to develop the Action Plan.

(6) Supervise the Planning Branch.

4. LOGISTICS

a. Logistics Branch Coordinator

(1) Ensure the logistics function is carried out in support of the Franklin County EOC. This function includes acquiring equipment, supplies, personnel, facilities, and transportation services; as well as arranging for food, lodging, and other support services as required.

(2) Establish the appropriate level of branch, section and unit staffing within the Logistics Branch, continuously monitoring the effectiveness of the organization and modifying as required.

(3) Ensure branch objectives, as stated in the Action Plan are accomplished within the operational period or within the estimated time frame.

(4) Coordinate closely with the Operations Branch Coordinator to establish priorities for resource allocation.

(5) Keep the Emergency Management Coordinator informed of all significant issues relating to the Logistics Branch.

(6) Supervise the Logistics Branch.

b. Leader –Transportation Section Supervisor

(1) In coordination with the Public Works & Engineering Branch Coordinator, and the Situation Analysis Unit, determine and document the status of transportation routes into and within the affected areas and develop a Transportation Plan to support EOC operations.

(2) Arrange for the acquisition or use of required transportation resources.

(3) Supervise the Transportation Section.

c. Leader –Public Works and Engineering Section Supervisor

(1) Survey all utility systems and restore systems that have been disrupted, including coordinating with utility service providers in the restoration of disrupted services.

(2) Survey all public and private facilities, and dams, assessing the damage to such facilities and coordinating the repairs of damage to public facilities.

(3) Assist other branches, sections, and units as needed.

(4) Supervise the Public Works & Engineering Section.

d. Leader –Mass Care, Emergency Assistance, Housing and Human Services Section Supervisor

(1) Coordinate with the American Red Cross and other volunteer agencies to ensure food, potable water, clothing, shelter and other basic necessities are provided for the citizens of Franklin County affected by a disaster/event.

(2) Assist the American Red Cross with inquiries and registration services to reunite families or respond to inquiries from relatives or friends.

(3) Assist the American Red Cross with the transition from mass care to separate family/individual living.

(4) Supervise the Care & Shelter Section.

e. Leader –Agriculture and Natural Resources Section Supervisor

(1) Provide bulk food supplies.

(2) Monitor animal feed and food production facilities and the health of livestock and food crops.

(3) Coordinate companion animal, livestock, and wildlife rescue, safety, and sheltering.

(4) Protect natural, cultural, and historic resources.

f. Leader – Energy Section supervisor

(1) Maintain and restore the supply of energy including electricity, natural gas, heating oil, gasoline, and diesel fuels.

5. FINANCE AND ADMINISTRATION

a. Finance and Administration Branch Coordinator

(1) Ensure that all financial records are maintained throughout the event or disaster.

(2) Ensure that all on-duty time is recorded for each person staffing the Franklin County EOC.

(3) Ensure that all on-duty time sheets are collected from Field Level Supervisors or Incident Commanders and their staff, who are assigned in Franklin County.

(4) Ensure that there is a continuum of the payroll process for all county employees responding to the event or disaster.

(5) Determine purchase order limits for the Purchasing/Procurement Unit.

(6) Ensure that workers' compensation claims, resulting from the response to the event or disaster by county employees, are processed within a reasonable time, given the nature of the situation.

(7) Ensure that all travel and expense claims are processed within a reasonable time, given the nature of the situation.

(8) Provide administrative support to the EOC Branches as required, in coordination with the Resources Unit.

(9) Activate units within the Finance/Administration Branch as required; monitor section activities continuously and modify the organization as needed.

(10) Ensure that all recovery documentation is accurately maintained during the response and submitted on the appropriate forms to the Pennsylvania Emergency Management Agency (PEMA) and/or the Federal Emergency Management Agency (FEMA).

(11) Supervise the Finance/Administration Branch.

d. Leader – Long-Term Community Recovery Section Supervisor

(1) Evaluate countywide community recovery needs and act as a coordinator between the affected communities and various state and county departments, agencies and offices. Expedite and support community recovery activities and mitigate hazards.

(2) Collect and maintain documentation of all disaster information for reimbursement from the Federal Emergency Management Agency (FEMA) and/or the Pennsylvania Emergency Management Agency.

(3) Coordinate all fiscal recovery with disaster assistance agencies.

(4) Prepare and maintain a cumulative cost report for the event or disaster.

(5) Supervise the Recovery Section and <u>all</u> recovery operations.

The major objectives of long-term recovery operations include:

- Coordinated delivery of social and health services;
- Coordinate improved land use planning;
- Improved Franklin County Emergency Operations and Mitigation Planning;

- Re-establishing the local economy to pre-disaster levels;
- Recovery of disaster response costs; and
- Effective integration of hazard mitigation strategies into recovery planning and operations.

VI. INFORMATION COLLECTION PLAN

County and Municipal Reports:

a. Municipal governments will submit situation reports, requests for assistance and damage assessment report to the County EMA.

b. The County EMA will forward reports and requests for assistance to the appropriate PEMA regional office.

c. Municipal and County governments will utilize pre-established bookkeeping and accounting methods to track and maintain records of expenditures and obligations.

d. Narrative and written log-type records of response actions will be kept by county and municipal emergency management agencies. The logs and records will form the basis for status reports to PEMA.

e. The County EMA will request reports from the SCTF MACC, other agencies, relief organizations and nongovernmental organizations when deemed appropriate.

f. The County EMA will make reports to PEMA by the most practical means, generally within one hour. Reports will be constructed in accordance with PEMA requirements.

FLOW OF REQUESTS AND RESOURCES

1. Coordination of unmet needs

   When municipal resources are overwhelmed, the County Emergency Management Agency (EMA) is available to coordinate assistance and satisfy unmet needs. Similarly, if the County requires additional assistance, it will call on mutual aid from adjacent counties, the South Central Task Force, or from the Pennsylvania Emergency Management Agency (PEMA). Ultimately, PEMA will turn to the Federal Emergency Management Agency (FEMA) for assistance in dealing with a major disaster or emergency.

VII. AUTHORITY AND REFERENCES

Authority for this Plan and specific actions is the Pennsylvania Emergency Management Services Code 35 Pa CS Section 7101-7707 and the Counterterrorism Planning, Preparedness and Response Act (Act 2002-227).

Under the Stafford Act, the Governor may request the President to declare a major disaster or emergency if the event is beyond the combined response capabilities of the County(ies) involved and the State.

1. Under the Emergency Management Services Code of Pennsylvania (Title 35), the County may request assistance from the Commonwealth of Pennsylvania when all appropriate locally available forces and resources are fully committed.

2. Pennsylvania Consolidated Statutes Title 35, Section 7504(a) states that when two or more political subdivisions within a county are affected, the county organization shall exercise responsibility for coordination and support to the area of operations. Additionally, when two or more counties are involved, coordination shall be provided by the Pennsylvania Emergency Management Agency.

3. Through the authority of the Pennsylvania Emergency Management Services Code (35 Pa C.S.), as amended, and the Franklin County Resolution 2003-19, this plan assigns functions necessary to support a comprehensive emergency management program.

References

1. Homeland Security Presidential Directive - 5 (HSPD-5)

2. The Pennsylvania Emergency Management Services Code 35 Pa. C.S. Section 7101-7707, as amended.
3. Pennsylvania Emergency Management Agency, "Commonwealth of Pennsylvania Multi-Hazard Identification and Risk Assessment," July, 2000
4. Pennsylvania State Emergency Operations Plan, December 2008.
5. Title III, Superfund Amendments and Reauthorization Act (SARA), October 17, 1986, Section 301-305, 311 and 312.
6. Counterterrorism Planning, Preparedness and Response Act (Act 2002-227).
7. PEMA Emergency Management Directive D200-6, Pennsylvania Emergency Incident Reporting System (PEIRS).
8. Franklin County, Hazard Vulnerability Analysis, June 30, 2008. (Referenced in "Department of Emergency Services, Continuity of Operations (COOP) Plan".

VIII. DEFINITION OF TERMS

A complete set of definitions and terms appears within the Appendix Section of this plan. (Appendix 1).

IX. TRAINING AND EXERCISES

A. Training Authority

For training purposes and exercises, the EMC may activate this plan as required to evaluate and maintain the readiness posture of County agencies.

B. Exercise Requirements

The plan will be reviewed regularly, activated, and exercise in order to maintain currency and improve readiness within the County.

All exercise activities will be planned, conducted and evaluated in accordance with the Homeland Security Exercise and Evaluation Program (HSEEP).

C. Training Policy

The County and municipalities shall engage in a program of training to ensure effective and efficient operations during incidents and planned events.

X. PLAN REQUIREMENTS, DEVELOPMENT, MAINTENANCE AND DISTRIBUTION

Requirements

1. State Law: The Pennsylvania Emergency Management Services Code, 35 Pa. C.S. Section 7101-7707, as amended, requires each county and municipality to prepare, maintain and keep current an emergency operations plan (EOP). Further, the plan must be available for inspection in the EOC, along with applicable emergency management plans, procedure and directives of PEMA and the Commonwealth.

2. Pennsylvania Emergency Management Agency (PEMA): This plan conforms to various Federal agency requirements and the format prescribed by PEMA to facilitate review and cross reference to PEMA, FEMA and Department of Homeland Security documents.

Development and Maintenance Responsibilities

1. EMC Responsibilities: The County EMC will coordinate development and maintenance of the plan. Whenever portions of this plan are implemented in an emergency event or exercise, a review will be conducted to determine necessary changes. An HSEEP-compliant After Action Report will be generated.

2. Assigned personnel are responsible for the development and maintenance of their respective segments of this plan. Written reviews will be provided to the EMC annually indicating concurrence or comments. They will recommend changes, as necessary, and keep the EMC and Resource Manager abreast of changes in personnel, information and available resources.

3. Execution: This plan will be activated upon order of the County Commissioners or their authorized representative, the County Emergency Management Coordinator. In the absence of the County Emergency Management Coordinator, the County Deputy Emergency Management Coordinator shall execute the plan.

4. Distribution: A record of distribution, by copy number, is maintained on file by the EMC. Controlled copies of revisions will be distributed to designated plan holders. Revisions or changes are documented by means of the "Record of Changes" page 41. Appendix 4 details the Revision Policy. A receipt system will

be used to verify the process. A detailed distribution list is presented in Appendix 5.

XI. APPENDICES

1. Terms and Definitions
2. County Organizations for Emergency Management
3. Emergency Responsibilities by Organizational Entity (Primary/Support Matrix)
4. Changes and Revisions
5. Plan Distribution
6. Map of the County

Appendix 1 – Terms and Definitions

DEFINITIONS OF TERMS

Access Control Points (ACP)

Manned posts established primarily by State or municipal police and augmented as necessary by the National Guard on roads leading into a disaster area for the purpose of controlling entry during an emergency.

Activate

To start or place into action an activity or system.

Control

To exercise authority with the ability to influence actions, compel or hold in restraint. (For use in context with this document: {35 Pa. C.S.}, as amended, clarifies and strengthens the role of the Governor by granting him authority to issue executive orders and disaster proclamations which have the force and effect of law when dealing with emergency and disaster situations and controlling operations.)

Coordination

Arranging in order, activities of equal importance to harmonize in a common effort. (For use in context with this document – authorizing and/or providing for coordination of activities relating to emergency disaster prevention, preparedness, response and recovery by State, local governments and Federal agencies.)

Deploy

To move to the assigned location in order to start operations.

Direction

Providing authoritative guidance, supervision and management of activities/operations along a prescribed course to reach an attainable goal.

Disaster

A man-made, natural or war-caused catastrophe.

Man-Made Disaster – Any industrial, nuclear or transportation accident, explosion, conflagration, power failure, natural resource shortage or other condition, except enemy action, resulting from man-made causes, such as oil spills and other

injurious environmental contamination, which threatens or causes substantial damage to property, human suffering, hardship or loss of life.

Natural Disaster – Any hurricane, tornado, storm, flood, high water, wind driven water, tidal wave, earthquake, landslide, mudslide, snowstorm, drought, fire, explosion or other catastrophe which results in substantial damage to property, hardship, suffering or possible loss of life.

War-Caused Disaster – Any condition following an attack upon the United States resulting in substantial damage to property or injury to persons in the United States caused by use of bombs, missiles, shellfire or nuclear, radiological, chemical or biological means, or other weapons or overt paramilitary action, or other acts such as sabotage.

Disaster Emergency

Those conditions which upon investigation may be found, actually or likely to:

1. Affect Safety – Affect seriously the safety, health or welfare of a substantial number of citizens in Franklin County or preclude the operation or use of essential public facilities.

2. Require State Assistance – Be of such magnitude or severity as to render essential state supplementation of County and municipal efforts or resources exerted or utilized in alleviating the danger, damage, suffering or hardship faced.

3. Have Causes Not Covered By Law – Have been caused by forced beyond the control of man, by reason of civil disorder, riot or disturbance, or by factor not foreseen and not known to exit when appropriation bills were enacted.

Emergency Alert System (EAS) Announcements

Official announcements made at the county level for the specific purpose of providing information, instructions or directions from the County Commissioners, or their designated official representative, to the permanent and transient residents of the county. Announcements are made over the legally designated EAS network. Restriction on use of EAS announcements does not preclude appropriate use of newspapers, radio and television for public information statements.

Emergency Management

The judicious planning, assignment and coordination of all available resources in an integrated program of preparedness (including prevention), mitigation, response and recovery for emergencies of all kinds, whether from enemy attack, man-made or natural sources.

Emergency Services

The preparation for and carrying out of functions, other than those for which military forces are primarily responsible, to prevent, minimize and provide emergency repair of injury and damage resulting from disaster, together with all other activities necessary or incidental to the preparation for an carrying out of those functions. The functions include, without limitation, fire fighting services, police services, medical and health services, rescue, engineering, disaster warning services, communications, radiological, shelter, chemical and other special weapons defense, evacuation of persons from stricken areas, emergency welfare services, emergency transportation, emergency resources management, existing or properly assigned functions of plant protection, temporary restoration of public utility services and other functions related to civilian protection.

Explosive Ordnance Disposal (EOD)

An active U.S. Army Detachment tasked with the retrieval and disposal of military ordnance. Also available to assist civilian authorities in life-threatening situations dealing with improvised explosive devices.

Governor's Proclamation of "Disaster Emergency"

The Governor is empowered to declare a state of "Disaster Emergency" upon finding that a disaster has occurred or that the occurrences or the threat of a disaster is imminent. This proclamation by executive order authorizes counties and municipalities to exercise vested powers without regard to time-consuming procedures and formalities prescribed by law (excepting mandatory constitutional requirements) pertaining to performance of public works, employing of temporary workers, entering into contracts, incurring obligations, renting of equipment, purchasing materials and supplies, levying taxes and appropriation and expenditure of public funds. The state of disaster emergency continues until the Governor finds that the danger has passed and terminate it by executive order or proclamation, but no state of disaster emergency may continue for longer than 90 days unless renewed by the Governor.

Hazardous Materials (HAZMAT)

Any substance or material in a quantity or form which may be harmful or injurious to humans, domestic animals, wildlife, economic crops or property when released into the environment. Hazardous materials are classified as chemical, biological, radiological or explosive.

Hazard Vulnerability Analysis (HVA)

A review of the natural and man-made hazards that threaten a jurisdiction, accompanied by investigation and summary of their predictability, frequency, duration, intensity and risk to population and property.

Local Disaster Emergency (When declared by the County Commissioners)

The condition declared by the local governing body when, in their judgment, the threat or actual occurrence of a disaster requires coordinated local government action to prevent or alleviate the damage, loss, hardship or suffering threatened or caused. A local emergency arising wholly or substantially out of a resource shortage may be declared only by the Governor, upon petition of the local governing body, when he deems the threat or actual occurrence of a disaster to be of sufficient severity and magnitude to warrant coordinated local government action to prevent or alleviate the damage, loss, hardship or suffering threatened or caused hereby.

Mass Care Centers

Fixed facilities suitable for providing emergency lodging for victims of disaster left temporarily homeless and capable of providing all essential social services. Feeding may be done within a mass care center (in suitable dining facilities) or nearby.

Municipality

For the purposes of this plan, the terms "municipality" or "municipal government" are defined as referring, singularly or collectively, to cities, boroughs, townships and incorporated towns within the Commonwealth of Pennsylvania; in this plan "municipality" does not include counties.

Notification

To make known or inform. For use in context with this document: to transmit emergency information and instructions: (1) to Emergency Management Agencies, staff and associated organizations; (2) over the Emergency Alert System to the general public immediately after the sirens have been sounded.

Notify

To inform about a condition, event or situation.

Operational

Capable of accepting mission assignments at an indicated location with partial staff and resources.

Political Subdivision

Any county, city, borough, township or incorporated town within the Commonwealth.

Presidential Declaration of "Emergency"

"Emergency" means any occasion of instance for which, in the determination of the President, Federal assistance is needed to supplement State and local efforts and capabilities to save lives and to protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States.

IMPORTANT NOTE – Before federal assistance can be rendered, the Governor must first determine that the situation is of such severity and magnitude that effective response is beyond the capabilities of the State and affected county and municipal governments and that Federal assistance is necessary. As a prerequisite to Federal assistance, the Governor shall take appropriate actions under law and direct execution of the Commonwealth Emergency Operations Plan. The Governor's request for declaration of a major disaster by the President may be accepted, downgraded to emergency or denied.

Presidential Declaration of "Major Disaster"

"Major Disaster" means any natural catastrophe (including any hurricane, tornado, storm, high water, wind driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought) or, regardless of cause, any fire, flood or explosion, in any part of the United States, which in the determination of the President causes damage of sufficient severity and magnitude to warrant major disaster assistance to supplement the efforts and available resources of States, local governments, and disaster relief organizations in alleviating the damage, loss, hardship or suffering caused thereby.

Protective Action

Any action taken to eliminate or avoid a hazard or eliminate, avoid or reduce its risks.

Public Information Statements

Public announcements made by PEMA or county official spokespersons via newspapers, radio or television to explain government actions being taken to protect the public in the event of any public emergency. The purpose of the announcement is to provide accurate information, prevent panic and counteract misinformation and rumors. Reference to the emergency situation itself will be made only in the context of the reasons for governmental actions, and not to provide detailed information about it.

Reception Center

A designated site outside the disaster area through which evacuees needing mass care support will pass to obtain information and directions to mass care centers.

Reentry

The return to the normal community dwelling and operating sites by families, individuals, governments, and businesses once the evacuated area has been declared safe for occupancy.

Route Alerting

Route alerting is a supplement to siren systems accomplished by the designated teams traveling in vehicles along assigned routes delivering an alert/warning message.

Standby

To be ready to perform but awaiting further instructions.

Support

To act in a secondary or subordinate role to a primary activity by providing a means of maintenance or subsistence to keep the activity from failing. (For use in context to this document: providing "unmet" needs, unforeseen requirements for supplies, equipment, services, training, etc.)

Support Area

The area outside the high-risk area (blast overpressures equal to or greater than 2 p.s.i.), which, through prior agreement, will provide support to high-risk area in the event of an imminent nuclear attack.

Temporary Suspension of Formal Requirements

Each political subdivision included in a declaration of disaster emergency declared by either the Governor or the governing body of the political subdivision affected by the disaster emergency is authorized [pursuant to section 7301(c) of (35 Pa. C.S.) as amended (relating to general

authority of Governor)] to exercise the powers vested under this section in the light of the exigencies of the emergency situation without regard to time-consuming procedures and formalities prescribed by law (excepting mandatory constitutional requirements) to evaluate and maintain the readiness posture of County agencies.

Traffic Control Points (TCP)

Manned posts established at critical road junctions for the purpose of controlling or limiting traffic. TCPs are used to control evacuation movement when an emergency situation requires it.

Unmet Needs

Capabilities and/or resources required to support emergency operations but neither available nor provided for at the respective levels of governments.

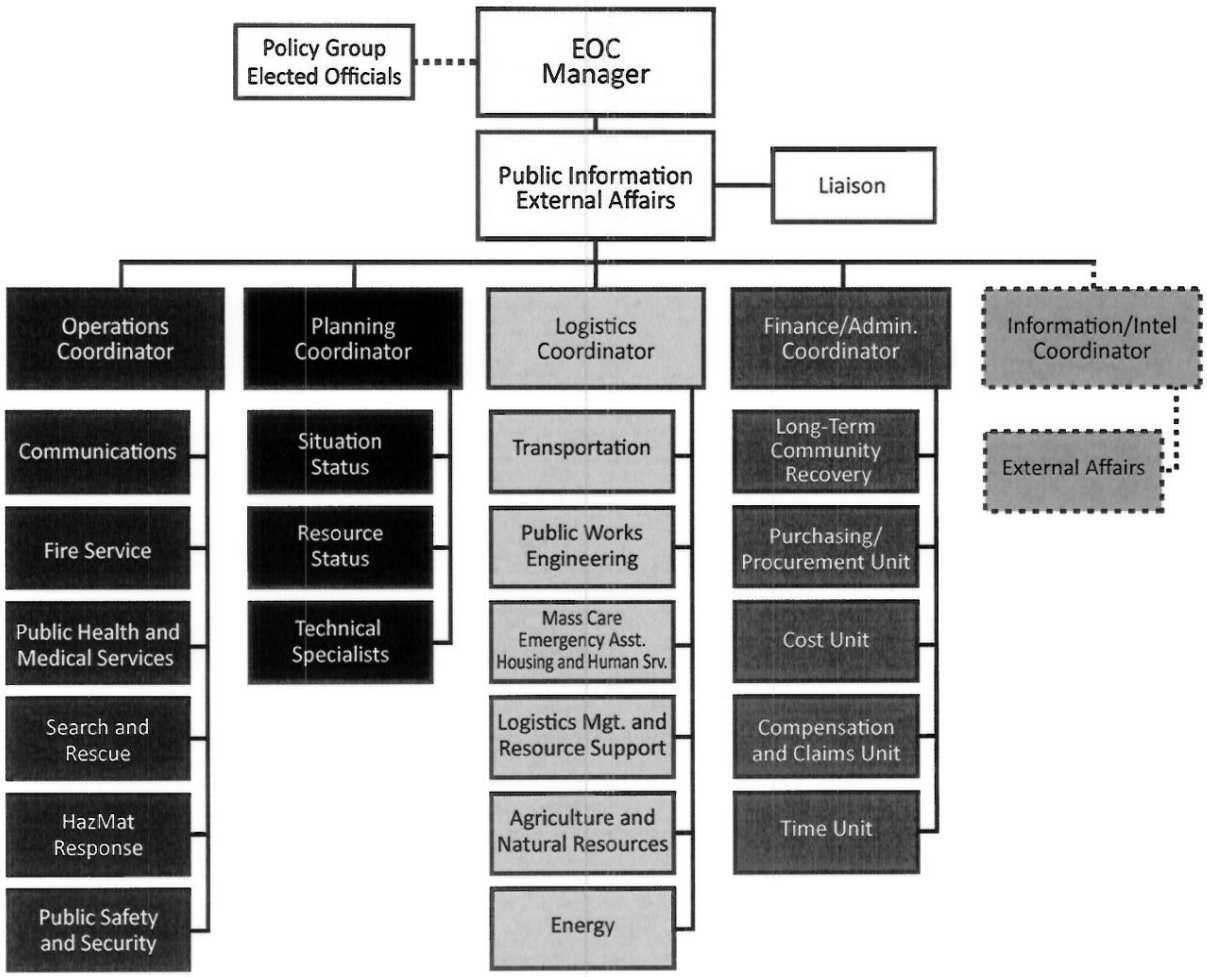
Weather Warning

Previously expected severe weather is occurring or is about to occur.

Weather Watch

Indicates that conditions and ingredients exist to trigger severe weather.

Appendix 2 – Franklin County Emergency Organization



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Appendix 3 – Emergency Responsibilities by Organizational Entity

Primary/Support Matrix

Agency	Transportation	Communications	Public Works and Engineering	Firefighting	Emergency Management	Mass Care, Emergency Assistance, Housing and	Logistics Management and Resource Support	Public Health and Medical Services	Search and Rescue	Oil and Hazardous Materials Response	Agriculture and Natural Resources	Energy	Public Safety and Security	Long-Term Community Recovery	External Affairs	Finance/ Administration
Franklin Co. Emergency Management Agency	S	S	S	S	P	S	P	S	S	S	S	S	S	P	P	S
Franklin County Commissioners					S									S	S	P
Franklin Co. Communications / 911 Center		P		S	S		S		S	S			S			
Franklin Co. Coroner					S	S		S					S			
Municipal Police Services	S	S			S	S			S	S		S	P		S	
Franklin County Sheriff	S	S			S	S			S	S		S	P	S	S	
Franklin County District Attorney													S		S	
Franklin County Jail													S			
Pennsylvania State Police	S	S			S	S			S	S		S	P		S	
Franklin County Fire Chiefs		S		P	S	S			S	S					S	

Municipal Fire Departments		S		P	S	S			S	S					S	
County/Regional Haz Mat										P						
Emergency Medical Services agencies		S				P		S	S						S	
Franklin/Fulton MH/MR								S						S		
Franklin CISM						S		S								
Community Emerg. Response Teams (CERT)		S			S		S		S					S	S	
PA DOT	P		S				S									
Cumberland Valley Amateur Radio Club (RACES)		S			S	S		S		S						
Regional Transportation Authority	P															
Local Government (Highways/Water/Sewer/EMA)	P		P		S									S	S	
Civil Air Patrol	S	S							S							
American Red Cross (Franklin Co. and Waynesboro)						P	S	S			S			S	S	
County School Districts	S					S	S									
County Agency on Aging						S										
VOADs						S	S									
PEMA	S	S			S	S	S		S	S	S	S	S	S	S	S

PA DOH						S		P						S	S	S
Regional USAR Strike Team									P							
LEPC										S						
Agriculture Extension Office			S								P			S		
County Animal Rescue Team (CART)						S					S					
Salvation Army							S							S		
Utility and Energy Companies												S			S	
South Central Task Force MACC		S			S		S								S	

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Appendix 4 – Changes and Revisions

This Appendix will be used to catalog specific information regarding changes and revisions.

Change #	Page Number	Text of Change/Description

Appendix 5 – Plan Distribution

Agency	Address	Copy #	Receipt
Franklin County Commissioners	14 N. Main Street Chambersburg, PA	1	
Franklin County EOC	390 New York Avenue Chambersburg, PA	2	
Franklin County EOC	390 New York Avenue Chambersburg, PA	3	
Franklin County Communications Van	390 New York Avenue Chambersburg, PA	4	
Franklin County Operations Vehicle	390 New York Avenue Chambersburg, PA	5	
PEMA Central Region	2605 Interstate Drive Harrisburg, PA	6	
PEMA Headquarters Planning Division	2605 Interstate Drive Harrisburg, PA	7	
Franklin County Alternate EOC	157 Lincoln Way East Chambersburg, PA	8	
South Central Task Force Multi-Agency Coordination Center (SCTF MACC)	Lancaster County Public Safety Training Center 101 Champ Boulevard, Manheim, PA	9	

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Appendix 6 – Map of Franklin County