



Franklin County Emergency Operations Plan Vol I – Basic Plan

Sept 2021



- Table of Contents -

VOLUME I - BASIC PLAN

Forewordiv
Executive Summary v
Summary of Changes..... vii
Certification of Biennial Review viii
Promulgationix

OVERVIEW 1
I. PURPOSE AND SCOPE..... 2
 A. Purpose 2
 B. Scope..... 2
II. SITUATION AND ASSUMPTIONS..... 2
 A. Situation 2
 Figure 1: The Geography of Franklin County 3
 B. Assumptions 8
III. CONCEPT OF OPERATIONS 9
 A. General 9
 B. Intergovernmental Assistance..... 10
 C. Direction, Control, Coordination and Support 11
 D. Continuity of Operations Planning 16
 E. Political Subdivisions adopting the County Plan as their own 17
IV. RESPONSIBILITIES 17
 A. ESF Responsibilities 18
 B. Command Staff 18
 C. Operations Section 19
 D. Planning Section..... 21
 E. Logistics Section 21
 F. Finance and Administration Section..... 21
V. EOC ADMINISTRATION AND LOGISTICS 22
 A. Administration 22
 B. Logistics 23
VI. TRAINING AND EXERCISES 23
 A. Policy 23
 B. Exercise Requirements..... 23
 C. Training Requirements 24
 D. After Action Reports..... 24

VII. PLAN DEVELOPMENT, MAINTENANCE AND DISTRIBUTION..... 24
A. Development and Maintenance 24
B. Distribution..... 25

APPENDICES:

Appendix 1 – Authority and ReferencesA1-1
Appendix 2 – Terms and DefinitionsA2-1
Appendix 3 – Plan DistributionA3-1
Enclosure 1 – EOP Distribution ListA3-2
Enclosure 2 – Receipt Form.....A3-3
Appendix 4 – Map of the CountyA4-1
Appendix 5 – Political Subdivisions Adopting Their Own PlansA5-1
Appendix 6 – Emergency Responsibilities by OrganizationA6-1

VOLUME II - EMERGENCY SUPPORT FUNCTION ANNEXES

- ESF # 1 – Transportation
- ESF # 2 – Communications
- ESF # 3 – Public Works and Engineering
- ESF # 4 – Firefighting
- ESF # 5 – Emergency Management, Information and Planning
- ESF # 6 – Mass Care, Emergency Assistance, Temporary Housing and Human Services
- ESF # 7 – Logistics Management and Resource Support
- ESF # 8 – Public Health and Medical Services
- ESF # 9 – Search and Rescue
- ESF # 10 – Oil and Hazardous Materials Response
- ESF # 11 – Agriculture and Natural Resources
- ESF # 12 – Energy
- ESF # 13 – Public Safety and Security
- ESF # 14 – Long Term Community Recovery and Mitigation
- ESF # 15 – External Affairs

VOLUME III – FUNCTIONAL CHECKLISTS and BLANK FORMS

- CHECKLISTS (EOC Standard Operating Guideline)
- BLANK FORMS (Standard ICS Forms, 2016 and 2019)

VOLUME IV – NOTIFICATION AND RESOURCE MANUAL (NARM)

Notification and Resource Manual

RELATED ANNEXES AND SUPPORTING PLANS (Published Separately)

ANNEXES:

- Annex A. Franklin County Government Offices Emergency Procedures
- Annex B. Early Warning and Alert Notification Plan
- Annex C. Mass Evacuation Plan
- Annex D. <<Reserved For>> Mass Casualty/Mass Fatality Plan
- Annex E. Nuclear/Radiological Emergency Response Plans
- Annex F. Pandemic/Infectious Disease Plan
- Annex G. Debris Management Plan
- Annex H. Dam Failure Plan
- Annex I. Damage Assessment and Reporting Plan
- Annex J. Volunteer/Donations Management Plan
- Annex K. <<Reserved For>> Animal Care and Control Plan
- Annex L. <<Reserved For>> Vital Records Management Plan
- Annex M. <<Reserved For>> Invasive Species Response Plan
- Annex N. <<Reserved For>> Mass Food/Animal Feed Contamination Plan
- Annex O. Railroad Incident Response Plan
- Annex P. <<Reserved For>> Aircraft Crash Plan
- Annex Q. <<Reserved For>> Terrorism Response Plan
- Annex R. <<Reserved For>> Franklin County Mass Distribution of Medical Countermeasures (MDMC) Plan
Mass Vaccination Plan
- Annex S. <<Reserved For>> Public Information Communications Plan
- Annex T. Distribution Management Plan

SUPPORTING PLANS

- Hazardous Materials – SARA Plans
- High Hazard Dam Plans
- Franklin County Continuity of Government Plan (COG)
- Franklin County Department of Emergency Services Continuity of Operations Plan (COOP)
- Franklin County Hazard Mitigation Plan, Nov 2018, updated Dec 2021
- Franklin County Pre-Disaster Recovery Plan (Draft)
- Franklin County School Plans
- Franklin County Day Care Plans
- Franklin County Assisted Living Facility Plans
- Strategic National Stockpile Plan

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, PL1007, 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/terrorism stricken municipalities, public facilities, and agencies. The Basic Plan also summarizes county planning assumptions, response, and recovery actions as well as personnel 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. This configuration allows the flexibility to expand this plan to incorporate site specific plans as required by federal or state regulations, or the County Hazard Vulnerability Analysis (HVA).

EXECUTIVE SUMMARY

General: This plan prescribes emergency response procedures for Franklin County, while it reflects the structure of emergency management throughout the Commonwealth of Pennsylvania and the nation. This plan serves as an emergency management link between local municipalities and state government while incorporating the federal organizational concepts of the National Response Framework (NRF).

All emergency response activities within the County will utilize the National Incident Management System (NIMS). This includes prescribed incident command structures that will be used by local emergency responders at the scene of emergencies, and at the County Emergency Operations Center (EOC).

This plan employs a functional all-hazards approach that manages the assistance that the county is likely to need or provide by defining fifteen (15) Emergency Support Functions (ESFs). These functions are basically the same as those at the state and federal levels.

Organization: The plan is divided into four volumes, all published separately. This allows users to separate those portions that may contain personal information (the items in Volumes III and IV) or information that may need to be kept confidential.

Volume I contains:

- The Basic Plan which describes procedures and principles for organizing emergency response throughout the County. It contains overarching structures and assigns responsibilities to various organizations in the County.
- A listing of Related Supporting Annexes that:
 - Depend on this plan for assignment of responsibilities and operational principles and may supplement this plan during specific emergencies.
 - Because of regulatory requirements or the specific nature of the hazards they address, should stand alone.
 - Are published separately and incorporated into this plan by reference.
 - In some cases, contain personal or sensitive information and are exempted from the provision of the Right-to-Know Law and from release to the general public.
- Appendices that provide additional information (definitions, explanation of terms, maps, etc.) that will be helpful during emergency response.

Volume II contains: ESF Annexes that describe the fifteen (15) ESFs and how they will be accomplished.

Volume III contains:

- Functional Checklists that provide suggested tasks for each of the principal positions in the County EOC. (Franklin County EOC Standard Operating Guideline)
- Blank Forms that will be needed for the operation of the County EOC, and for reporting damages and other operational data to state government. (Standard ICS Forms, 2016 and 2019)

Volume IV contains: Notification and Resource Manual (NARM) that contains a listing of those resources, facilities, personnel, equipment, and supplies that are available to the County, along with contact information that will be needed to procure that resource for use during an emergency. It also contains the names of persons and facilities that require special notifications.

SUMMARY OF CHANGES

CHANGE NUMBER	DATE OF CHANGE	DATE ENTERED	CHANGE MADE BY (SIGNATURE)
1 – Updated dates on reference plans	9/8/2021	9/8/2021	<i>Maryk Jiu</i>
2 – Updated names of ESF 5 & 6	9/15/2021	9/15/2021	<i>Maryk Jiu</i>
3 – Added sub-plan under Annex R, and added Annex T	9/15/2021	9/15/2021	<i>Maryk Jiu</i>
4 – Updated population information	9/21/2021	9/21/2021	<i>Maryk Jiu</i>
5 – Updated Hazard Threat Priorities	9/28/2021	9/28/2021	<i>Maryk Jiu</i>

CERTIFICATION OF BIENNIAL REVIEW

This Emergency Operations Plan has been reviewed by the Franklin County Department of Emergency Services.

Date	Signature
12/17/2021	
12/18/2021	Jacob M. Crider

Promulgation:

This plan is promulgated as the Franklin County Emergency Operations Plan (EOP). This plan is designed to comply with all applicable State and County laws and regulations and provides the policies and procedures to be followed in dealing with natural or human caused events or disasters.

This plan supersedes all previous Franklin County EOP plans.

Promulgated this 18 day of December, 2021.

Signature: Jacob M. Crider Date: 12/18/2021

Jacob M. Crider
 Director, Department of Emergency Services
 Franklin County, Pennsylvania

PROMULGATION

THIS PLAN IS PROMULGATED AS THE FRANKLIN COUNTY EMERGENCY OPERATIONS PLAN (EOP). THIS PLAN IS DESIGNED TO COMPLY WITH ALL APPLICABLE STATE AND COUNTY LAWS AND REGULATIONS AND PROVIDES THE POLICIES AND PROCEDURES TO BE FOLLOWED IN DEALING WITH NATURAL OR HUMAN CAUSED EVENTS OR DISASTERS.

THIS PLAN SUPERSEDES ALL PREVIOUS PLANS.

PROMULGATED THIS _____ DAY OF Oct 3, 2019, 2019.



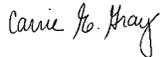
COMMISSION CHAIRPERSON
David S. Keller



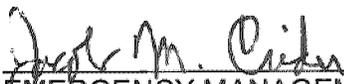
COMMISSIONER
Robert L. Thomas



COMMISSIONER
Robert G. Ziobrowski



CHIEF CLERK/ADMINISTRATOR
Carrie E. Gray



EMERGENCY MANAGEMENT COORDINATOR
Jacob M. Crider

OVERVIEW

The goals of the Franklin County Department of Emergency Services (FCDES), in relation to emergency management are:

To reduce the vulnerability of the populace and property of the County to injury and loss resulting from natural or man-made disasters or major emergency;

To coordinate efforts aimed at rescuing and treating persons threatened or victimized by disasters/emergencies;

Provide for rapid and orderly restoration and recovery following disasters/emergencies;

To effectively educate the public regarding their responsibilities in responding to disasters/emergencies affecting the county.

FCDES promotes teamwork and planning to prevent emergency/disaster incidents as well as the coordination of disaster mitigation, preparedness, response, and recovery to natural or manmade incidents that threaten lives and properties before, during, and after a major emergency or disaster.

During an incident, FCDES coordinates private and public sector resources to support disaster response and recovery from the Franklin County Emergency Operations Center (EOC), or other appropriate locations. In the event that the incident exceeds local municipal capacities, FCDES will request specific resource assistance from the South Central Task Force (SCTF), the Pennsylvania Emergency Management Agency (PEMA), or the Federal Emergency Management Agency (FEMA) through appropriate processes and channels.

After a major disaster, FCDES will seek state and federal disaster declarations to aid disaster victims and public sector response and recovery efforts.

Within Franklin County, major emergencies or disasters derived from natural causes typically include major snow/ice storms, floods, tornados, and severe weather. Manmade causes include hazardous materials incidents, transportation incidents, radiological emergencies, utility interruption, and terrorism incidents. A more detailed discussion of threats and risks to the County is contained in the *Franklin County Hazard Mitigation Plan, Nov 2018, updated Dec 2020.*

The EOP describes the organizational and general operations 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 both natural and man-made incidents.

I. PURPOSE and SCOPE

A. Purpose: The purpose of this plain is to prescribe those activities to be taken by County government and officials to coordinate activities, provide support to the municipalities, and interface with PEMA for the purpose of protecting the lives and property of the citizens in the event of a natural, manmade, technological emergency, terrorism event, or other unforeseen disasters. This plan serves to satisfy the requirements of the Pennsylvania Emergency Management Services Code, (35 Pa. C. S.), Section 7101, as amended.

B. Scope: The plan will apply to all emergencies that require county-level response and occur within the geographic boundaries of the County, and to the use of county emergency response assets for response to emergencies in other counties and jurisdictions. The plan is applicable to all assets of County government and supporting emergency response organizations within the County.

II. SITUATION AND ASSUMPTIONS

A. Situation

1. County Location and Description: Franklin County is in the south-central region of the Commonwealth in the southern Pennsylvania portion of the Cumberland Valley and covers a land area of 772 square miles. A section of the Mason-Dixon Line makes up the southern boundary of Franklin County while its most northerly point stretches jaggedly one-fourth of the way across the Commonwealth to an even latitude with Harrisburg (see **Figure 1** below). The County is considered the dividing line between floral growth of the north and south.

Franklin County Emergency Operations Plan, Volume I, Basic Plan



Figure 1: The Geography of Franklin County

Franklin County is bordered by Fulton, Huntingdon, Juniata, Perry, Cumberland, and Adams Counties in Pennsylvania. On our southern border, we are bounded by Washington and Frederick Counties in Maryland.

The County is supported by 4 watersheds: Conococheague-Opequon, Lower Juniata, Lower Susquehanna-Swatara, and the Monocacy. **Figure 2** below illustrates where these watersheds are located in the County.

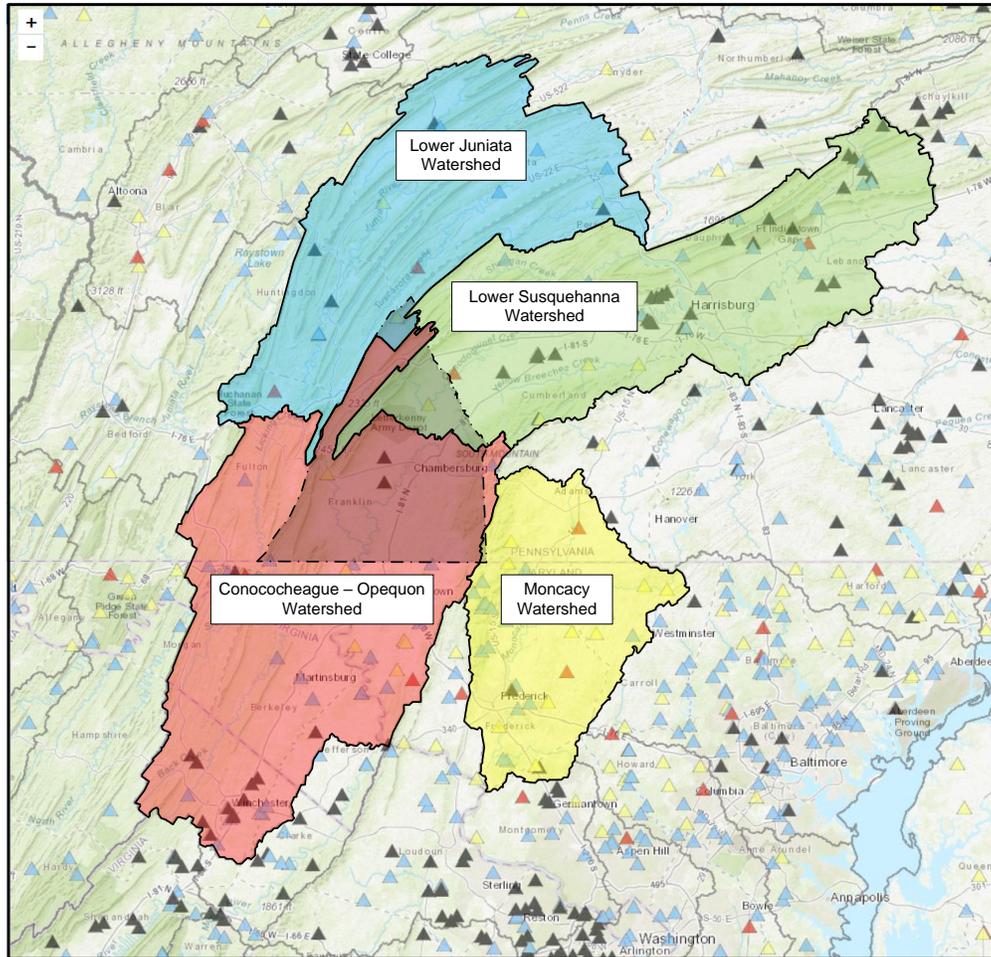


Figure 2: Franklin County Watersheds

Franklin County is made up of 7 boroughs and 15 townships. **Figure 3** below shows the layout of the County and location of the municipalities. Chambersburg, the County seat, is located near the geographic center of the County.

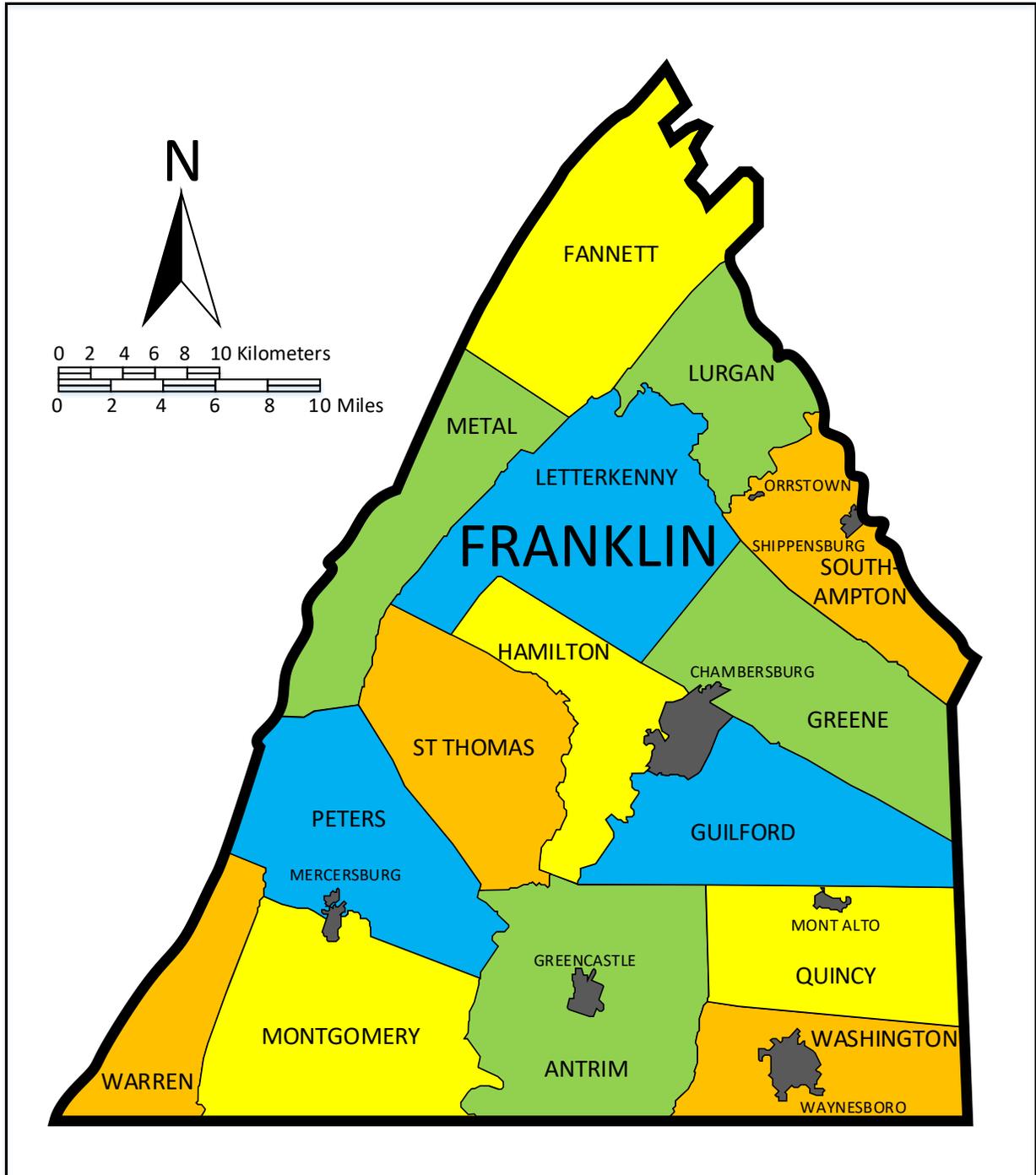


Figure 3: Franklin County Municipal Map

Population within the County grew 20.64% from 2000 to 2020 (see **Figure 4** below).

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Municipality	Population 1970	Population 1980	Population 1990	Population 2000	Population 2010	Population 2020
Antrim Township	7,378	9,326	10,107	12,504	14,893	15,778
Chambersburg Borough	17,315	16,174	16,647	17,862	20,268	21,903
Fannett Township	1,640	2,016	2,309	2,309	2,548	2,483
Greencastle Borough	3,293	3,679	3,600	3,722	3,996	4,251
Greene Township	9,504	11,470	11,930	12,284	16,700	18,436
Guilford Township	9,291	10,567	11,893	13,100	14,531	14,627
Hamilton Township	4,921	6,504	7,745	8,949	10,788	11,374
Letterkenny Township	1,419	1,960	2,251	2,074	2,318	2,462
Lurgan Township	1,649	1,986	2,026	2,014	2,151	2,207
Mercersburg Borough	1,727	1,617	1,640	1,540	1,561	1,507
Metal Township	1,205	1,576	1,612	1,721	1,866	1,768
Mont Alto Borough	1,532	1,592	1,395	1,357	1,705	1,580
Montgomery Township	3,221	4,252	4,558	4,949	6,116	5,740
Orrstown Borough	262	247	220	231	262	214
Peters Township	3,838	4,060	4,090	4,251	4,430	4,462
Quincy Township	5,264	5,792	5,704	5,846	5,541	5,318
St. Thomas Township	3,931	5,711	5,861	5,775	5,935	5,917
Shippensburg Borough	1,364	885	1,003	1,119	1,076	1,163
Southampton Township	3,292	4,604	5,484	6,138	7,987	8,566
Warren Township	262	269	310	334	369	328
Washington Township	8,514	9,616	11,119	11,559	14,009	14,897
Waynesboro Borough	10,011	9,726	9,578	9,617	10,568	10,951
County Totals	100,833	113,629	121,082	129,255	149,618	155,932

Figure 4: Population Statistics for Franklin County and Incorporated Communities

Approximately 332 square miles (43%) of the County is forest, 340 square miles (44% percent) is agriculture, 548 square miles (71%) is considered rural and 224 square miles (29%) is considered urban. There are 726 miles of state and federal highways and 980 miles of secondary and municipal roads in the County. The County is comprised of 22 local municipalities and has 6 School Districts (see **Figure 5** below).

School District	Total Schools	Number of Students
Chambersburg Area School District	17	9,030
Waynesboro Area School District	6	4,180
Greencastle-Antrim School District	4	2,999
* Shippensburg Area School District	6	3,314
Tuscarora School District	6	2,294
Fannett-Metal School District	3	409
Totals	42	22,226

Figure 5: Franklin County School Districts (as of Oct. 1, 2020)
 (* Some of Shippensburg Area School District is in Cumberland County)

2. County Capabilities and Resources:
 - a. The Franklin County 911 Communications and Dispatch and Emergency Operations Centers are co-located and serve as an emergency communications hub for the entire County.
 - b. This plan contains a Notification and Resource Manual (NARM) (**Volume IV**) which lists resources available from County, municipal, and private assets.
 - c. Mutual Aid and Support: The County is a member of the South Central Task Force (SCTF). The County also has numerous mutual aid agreements with surrounding counties.

3. County Hazard Vulnerability: The County is subject to a variety of hazards. According to the Franklin County Hazard Vulnerability Analysis (HVA), revised in 2021 and the associated Franklin County Hazard Mitigation Plan (HMP) 2018, revised in 2021, the most likely and damaging of these listed in priority order in **Figure 6** below.

County Ranking	Hazard Threat
1	Winter Storm
2	Hurricane/Tropical Storm/Nor'easter
3	Tornado/Windstorm
4	Utility Interruption
5	Drought
6	Extreme Temperatures
7	Transportation Accident
8	Lightning Strike
9	Dam Failure
10	Pandemic and Infectious Disease
11	Hailstorm
12	Environmental Hazards (HAZMAT)
13	Flood, Flash Flood, Ice Jam
14	Invasive Species
15	Earthquake
16	Terrorism
17	Subsidence/Sinkhole
18	Urban Fire/Explosion
19	Wildfire
20	Nuclear Incident
21	Radon Exposure
22	Civil Disturbance
23	Mass Food/Animal Feed Contamination
24	Landslide

Figure 6: 2021 Franklin County Hazard Threat Priorities

B. Assumptions:

1. A major disaster, emergency, or terrorism event may cause numerous fatalities/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 depend on factors such as the time of occurrence, severity of impact, weather conditions, population density, building construction, and the possibility of cascading events such

as fires, explosions, structural collapse, contamination issues, loss of critical infrastructure, and floods.

3. A major disaster or emergency will overwhelm the capabilities of the local municipal governments along with their emergency response agencies.
4. The County will coordinate and support the activities of multiple political subdivisions in accordance with the provisions of the Pennsylvania Emergency Management Services Code. FCDES may need to respond on short notice to provide timely and effective assistance.
5. Using the tiered response system, the resources and capabilities of the regional task force (SCTF) may be requested by the County to provide additional coordination and support, in accordance with The Counterterrorism Planning, Preparedness, and Response Act of 2002.
6. Upon a determination that resource requests exceed or may exceed locally available resources, the County will request assistance from the SCTF and/or PEMA.
7. The occurrence of a major disaster or emergency may result in the declaration of a disaster emergency by the Governor. Depending upon the severity of the event, the Governor may request a Declaration of Emergency or Major Disaster from the President, or a declaration of Economic Emergency from the Small Business Administration.
8. The ability to return the impacted community to pre-disaster functionality is critical to the health of the community and may take weeks to months with a coordinated and staged approach. This degree of short, medium, and long-term planning will cross jurisdictional boundaries and requires input from all stakeholders.
9. The Pennsylvania Intrastate Mutual Aid System (PIMAS) will make aid available to the County and all of its political subdivisions that have not opted out of the system. PIMAS will be utilized in response to emergencies and disasters that require actions beyond the capacity of the local municipality or the county in which the incident occurs.

III. CONCEPT OF OPERATIONS

A. General:

1. NIMS: All emergency response within the County will follow the National Incident Management System (NIMS) that has been specified by the U.S. Department of Homeland Security. This includes:

- a. The designation of an Incident Commander, and, if necessary, an Incident Management structure;
 - b. The use of resource definitions specified by NIMS; and
 - c. Communication and planning protocols used in NIMS.
2. Phasing: All disasters start at the local level. Response will start there as well, and will escalate with the scope of the incident.
- a. Initial response to disasters, emergencies, and terrorism related incidents is normally handled by local responders, dispatched by the Franklin County 911 Communications and Dispatch Center.
 - b. If the Local Emergency Management Coordinator (Local EMC) or the Incident Commander (IC) determines that the incident will grow beyond the capabilities of the locality, or if more than one local municipality will be involved in response, FCDES will assist with coordination of the efforts.
 - c. If the Franklin County EMC determines that County resources are insufficient, FCDES will turn to other counties, the SCTF and/or PEMA for assistance.

B. Intergovernmental Assistance: The Franklin County EMC and elected officials will develop agreements with nearby counties as well as incorporate support from PEMA. Non-routine requests for out-of-county support will be processed through the Franklin County EOC.

1. The SCTF will provide materials and equipment as well as assistance in the form of specialized incident support or incident management teams (ISTs/IMTs) as available.
2. Adjacent counties and other governments will render assistance in accordance with the provisions of mutual aid or intergovernmental support agreements in place. These Mutual Aid Agreements can be found at the following link:

G:\EMA_Shares\Emergency Operation Plans\Mutual Aid Agreements\Current

3. All provisions of SCTF Plans, the Franklin County 911 plan, and the associated mutual aid agreements will apply.
4. FCDES, Franklin County EOC, and other agencies will establish regular communication with state agency offices supporting the County (e.g. Pennsylvania Departments of Agriculture and Transportation, State Police, etc.)

5. Requests for unmet needs will be forwarded to the Commonwealth Response Coordination Center (CRCC) through the PEMA Central Area Office (717-651-7060).

C. Direction, Control, Coordination and Support

1. County Elected Officials are responsible for the protection of the lives and property of the citizens and they exercise ultimate control of emergency activities within the County.
2. The Franklin County EOC will be used for decision-makers to exercise direction and control of County operations, to gather information, and to coordinate activities of the responders during emergency situations.
 - a. The Franklin County EOC is not normally activated, but will be activated as needed (see **Section III.C.12** below for activation procedures).
 - b. The Franklin County EOC's primary location is at the FCDES building (390 New York Ave., Chambersburg, PA 17201). Alternate locations of the Franklin County EOC are discussed in the *Franklin County Department of Emergency Service's Continuity of Operations Plan (COOP), 2021.*
3. The Franklin County EMC has been granted the authority to act on behalf of the County Elected Officials.
4. The Franklin County EOC will use an operational structure that is based on the Incident Command System (ICS) defined in NIMS. This mirrors the structure outlined in the National Response Framework (NRF) (see **Figure 7** below).

Franklin County Emergency Operations Plan, Volume I, Basic Plan

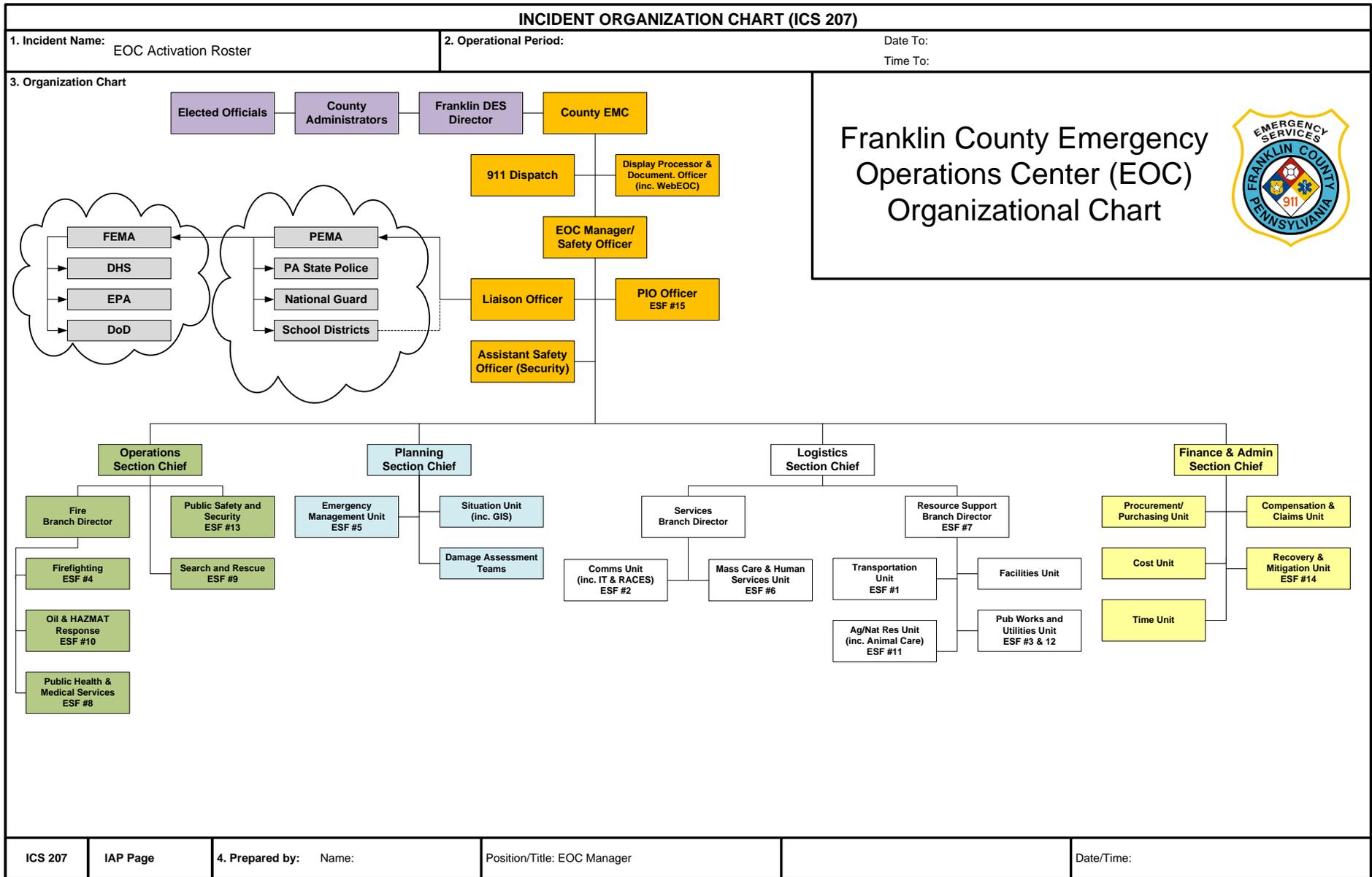


Figure 7: Franklin County EOC Incident Management Structure

5. The initial Incident Commander/Unified Commander (IC/UC) at an incident site will be from the response service having primary jurisdiction (fire, police, emergency medical services, etc). As an incident progresses, the primary jurisdiction may change. If the line of jurisdiction becomes unclear, a unified command should be formed.
 - a. The on-site IC will coordinate with the respective municipal emergency management coordinator (Local EMC) as much as possible.
 - b. If the Franklin County EOC is operational, it will coordinate with the scene through the Local EMC. If the Local EMC is unavailable, the IC/UC at the incident site will coordinate directly with the Franklin County EOC.
 - c. Neither the Franklin County EMC nor the Franklin County EOC Manager will assume command of those resources on-scene. The Franklin County EOC will support the efforts of the on-site IC/UC.
6. Emergency Response will be managed through the 15 Emergency Support Functions outlined in **Figure 8** below. The actual functions of the ESFs are detailed in **Volumes II** and **III** of this plan.

Franklin County Emergency Operations Plan, Volume I, Basic Plan

ESF	Function	Principle Duty
1	Transportation	Provide/control transportation resources and infrastructure.
2	Communications	Provide/maintain telecommunications and Information Technology (IT) resources.
3	Public Works & Engineering	Provide engineering and heavy equipment support.
4	Firefighting	Suppress fires and assist local firefighting efforts.
5	Emergency Management, Information & Planning	Coordinate countywide emergency response functions; collect/share/analyze/disseminate information; track resources; arrange for the reception and distribution of goods; coordinate debris management
6	Mass Care, Emergency Assistance, Temporary Housing & Human Services	Coordinate shelter and feeding operations.
7	Logistics Management & Resource Support	Provide equipment and supplies.
8	Public Health & Medical Services	Coordinate medical care, public and crisis counseling and mortuary services.
9	Search & Rescue	Coordinate search and rescue missions including: urban, wilderness, and underground.
10	Oil & Hazardous Materials Response	Respond/assist in incidents involving release of petroleum or other hazardous materials that may harm humans or the environment.
11	Agriculture & Natural Resources	Provide bulk food supplies; monitor animal feed and food production facilities and the health of livestock and food crops; coordinate animal safety/sheltering; protect natural, cultural, and historic resources.
12	Energy	Maintain and restore the supply of energy.
13	Public Safety & Security	Provide physical security for citizens and their property; suppress criminal activity.
14	Long Term Community Recovery and Mitigation	Protect and restore human services, infrastructure, and business environment in the disaster areas.
15	External Affairs	Provide information to the public through direct means and through the public media. Manage Public Inquiry and community outreach.

Figure 8: Emergency Support Functions (ESFs)

7. Within the EOC, the ESFs are assigned to positions in both the Command and General Staff Sections of the incident command structure (**Figure 7** above). This provides for better coordination and control. As situations require, direct collaboration between ESFs will be conducted.
8. In those cases where an ESF is not staffed, ICS doctrine dictates that responsibilities and activities of that ESF revert to the Section Chief overseeing those missions. If the Section Chief position is not filled, the responsibilities revert to the EOC Manager.
9. The Franklin County EMC will monitor local events through media outlets, internet sites, the County 911 Communications and Dispatch Center, reports from PEMA, the National Weather Service, or other sources. Based on impending events, the Franklin County EMC will make a recommendation for EOC activation in accordance with the *Franklin County Emergency Operation Center Standard Operating Guideline (EOC SOG)*.

10. Other Emergency Plans may be applicable and provide detail to supplement this plan:

- a. An incident involving hazardous substances, weapons of mass destruction, or a nuclear power plant incident may involve response prescribed by other (incident specific) plans (e.g. SCTF Response Plan, SARA Plan, Nuclear/Radiological Emergency Response Plan, High Hazard Dam Plan, etc.). These plans provide additional information or details, but do not supersede or replace this County EOP.
- b. If the incident involves concurrent implementation of multiple response plans at various levels, the SCTF Multi-Agency Coordination Center (MACC) and PEMA may serve to coordinate to the maximum extent practical to ensure effective actions.

11. 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.

12. Activation of the Franklin County EOC:

- a. Franklin County has an established EOC Activation Policy. This policy establishes the thresholds for automatic activation and identifies the personnel authorized to activate the EOC. This policy is incorporated into the Franklin County EOC SOG.
- b. The Franklin County EMC and EOC Manager will determine which ESFs are needed in the Franklin County EOC. The EOC Manager will contact the required ESFs via alert/activation recall.
- c. Activation of the Franklin County EOC will be done in accordance to the Franklin County EOC SOG and may be phased in three levels, with Level III being normal operations, and Level I involving a maximum effort on the part of Franklin County Department of Emergency Services, Franklin County Staff, and paid/volunteer staff (see **Figure 9** below).

Franklin County Emergency Operations Plan, Volume I, Basic Plan

Phase	Event	Scope	Examples
LEVEL III	Threats that require situational awareness, planning, or possible county-level response	Minimum staffing. County staff reports to the EOC or incident site to monitor needs for county or out-of-county resources.	Localized flooding, major HAZMAT, winter storm warning
LEVEL II	Threats that require increased situational awareness, coordination, or damage assessment	Functional (ESF) Position staffing. Partial mobilization of EOC Staff and support as required.	Significant flooding, winter storm, Point of Dispensing (POD) Activation, major incident involving multiple jurisdictions
LEVEL I	Catastrophic damage involving the entire County or neighboring counties	Full mobilization of the EOC Staff with all available ESFs	Severe winter storm, major flooding, major evacuation, declaration of state of emergency

Figure 9: Levels of Franklin County EOC Activation

D. Continuity of Operations Planning (COOP): Every governmental office of Franklin County is mandated to maintain/update a Continuity of Operations Plan (COOP). These plans are published separately from the Franklin County EOP and are to be updated annually, after a significant disaster/event, or when threats/circumstances dictate. These COOP plans contain site-specific procedures to ensure that County government continues to provide services to the citizens during disasters and emergencies. These COOP plans contain specific requirements to be addressed as outlined below.

1. Lines of succession: COOP Plans must specify replacements for principal elected officials/department heads should the incumbents be unable to perform the responsibilities of their office. The line of succession should be at least 3-levels deep, i.e. it should specify at least two (2) replacements for principal officials/department heads.
2. Emergency Authority: The County Commissioners (County Administrator) have authority, under emergency conditions, to:
 - a. Declare a state of emergency;
 - b. Proclaim and enforce curfews;
 - c. Shut down nonessential government operations;
 - d. Issue emergency executive orders, proclamations, and regulations that have the full force and effect of law in coordination with State authorities.
3. An Alternate EOC (AEOC): The Franklin County Department of Emergency Services COOP plan identifies AEOC sites that have the basic minimum capabilities of the EOC, if it is no longer operational.
4. Vital Records Safeguarding: Each County department/agency is responsible for identifying, selecting, and protecting vital records, both paper and automated, that are essential for continued public well-being.

The identification of Vital Records and Procedures to safeguard them must be captured in the Franklin County Government Office COOP plans.

5. Local Municipalities: Each political subdivision has been advised to develop a COOP Plan that specifies the Line of Succession, critical functions, and vital records (including the procedures for safeguarding them).

E. Political Subdivisions Emergency Operation Plans (EOPs): To satisfy the requirements of the Emergency Management Services Code (35 Pa C.S., §7101-7707), each political subdivision must have an EOP.

1. Within Franklin County, the political subdivisions listed in **Appendix 5** have all passed resolutions that adopt their own EOP.
2. Accordingly, those municipalities:
 - a. Are required to appoint a Local Emergency Management Coordinator (EMC) to be adjudicated and approved in accordance with PA Title 35. The Local EMC will coordinate preparedness, especially logistical preparedness in the municipality. During times of emergency, the Local EMC will have primary responsibility for damage reporting and assessment in his/her area. In the case of emergencies in political subdivisions other than her/his own, the Local EMC can be called upon to assist with damage reporting and assessment in those affected parts of the County.
 - b. If there is an emergency in the affected township/borough, there may no longer be a Local EOC. In that case, incident coordination could reside at the Franklin County EOC. The Franklin County EMC will determine whether to activate the County EOC in support of the local incident.
 - c. The political subdivision will maintain:
 - 1) A Notification and Resource Manual (see **Volume IV** of their plan) and will ensure that a current copy of the manual is available to the County EOC.
 - 2) Functional checklists or standard operating procedures (SOPs) for local reaction to emergencies.
 - d. The Local EMC will also coordinate public disaster awareness and individual preparedness for the citizens of his/her municipality.

IV. RESPONSIBILITIES: ESF responsibilities in this plan mirror those in the National Response Framework and Commonwealth Emergency Operations Plan (CEOP). Franklin County has developed the Franklin County EOC SOG and supporting EOC Position Checklists to codify the roles and responsibilities of personnel/positions that can be activated in the Franklin County EOC in

response to emergencies/disasters. The *Franklin County EOC SOG* can be found at the following link:

G:\EMA_Shares\Emergency Operation Plans\EOC SOG and Position Checklists\Current EOC SOG

The supporting EOC Position Checklists can be found at the following link:

G:\EMA_Shares\Emergency Operation Plans\EOC SOG and Position Checklists\Current Position Checklists

Those positions that do not currently have a checklist developed are included below. Those with a checklist will be referenced to a hyperlink to the EOC Position Checklist covering that area.

A. ESF Responsibilities: Each ESF has been assigned a “Lead” agency and at least one “Support” agency. In cases where more than one agency has primary jurisdiction over functions within an ESF, a “Lead” agency is designated from among them.

1. Lead Agencies: The “Lead Agency” provides expertise and management for the designated function.
2. Support Agencies: “Support Agencies” provide support for the mission by providing resources and accomplishing tasks assigned by the Lead Agency.

B. Command Staff:

1. Elected Officials
 - a. Responsible for establishing a County emergency management organization;
 - b. Provide for continuity of operations;
 - c. Establish lines of succession for key positions;
 - d. Prepare and maintain this EOP in compliance with the Commonwealth Emergency Operations Plan;
 - e. Establish, equip, and staff an EOC;
 - f. Recommend for appointment, by the Governor, an EMC who may act on their behalf;
 - g. Issue Protective Action Recommendations (PARs) (to evacuate or to shelter in place) as needed (See the Pennsylvania Emergency Preparedness Guide <https://www.ready.pa.gov/BeInformed/EmergencyPreparednessGuide/Pages/default.aspx>);
 - h. Issue declarations of disaster emergency if the situation warrants; and

- i. Apply for federal post-disaster funds, as available.
2. Emergency Management Coordinator (see [EOC Position Checklist](#))
3. EOC Manager (see [EOC Position Checklist](#))
4. Public Information Officer (PIO)(**ESF #15**) (see [EOC Position Checklist](#))
5. County Department Heads/County Agency Directors
 - a. Provide staff support and resources to the EOC during times of emergency and during training/exercises;
 - b. When appropriate, serve as the lead for an assigned component within the EOC and perform in accordance with the assigned section within the EOC Plan;
 - c. Assist in the development and maintenance of the EOP;
 - d. Develop, review, and approve the EOC checklists specific to their agency/department/function;
 - e. Advise elected officials and the County EMC about specific capabilities of the department/agency and assigned personnel;
 - f. Respond to the EOC or field location as needed;
 - g. Provide guidance, direction, and authority to agency/department personnel who support the EOC; and
 - h. Actively participate in the after action review and improvement planning process.
6. Liaison Officers (see [EOC Position Checklist](#))
7. Agency Representative (from PEMA, PSP, PennDOT, National Guard, school, local municipality, etc.) (see [EOC Position Checklist](#))
8. Safety Officer (see [EOC Position Checklist](#))
9. Documentation Unit (see [EOC Position Checklist](#))

C. Operations Section:

1. EOC Operations Section Chief (see [EOC Position Checklist](#))
2. Communications (**ESF #2**) (see [EOC Position Checklist](#))
3. Firefighting (**ESF #4**) (see [EOC Position Checklist](#))
4. Public Health and Medical Services (**ESF #8**) (see [EOC Position Checklist](#))

5. Search and Rescue (SAR) (**ESF #9**):
 - a. Develop and maintain the checklist for the Search and Rescue (SAR) function;
 - b. Assist in the development, review, and maintenance of the EOP;
 - c. Maintain a list of all SAR/Urban Search and Rescue (US&R) teams and resources available to the County;
 - d. Respond to the EOC or the field, as needed;
 - e. Coordinate search and rescue activities within the County;
 - f. Interface with the State/Regional US&R representative;
 - g. Refer to PEMA to contact state Department of Environmental Protection (DEP) Bureau of Deep Mine Safety for assistance with Underground Search and Rescue;
 - h. Refer to PEMA/SCTF for assistance in identifying available swift-water rescue teams;
 - i. Serve as an information resource regarding SAR incidents;
 - j. Assist, as appropriate, SAR/US&R components; and
 - k. Advise the EOC chain of command about SAR incidents and activities.

6. Oil and Hazardous Materials (**ESF #10**):
 - a. Develop and maintain the checklist for the Hazardous Materials function;
 - b. Assist in the development, review, and maintenance of the EOP;
 - c. Maintain a listing of SARA Sites within the County along with facility emergency plans based upon input received from the facilities and Local EMCs;
 - d. Respond to the EOC or the field, as needed;
 - e. Coordinate hazardous materials activities within the County;
 - f. Interface with the State Certified - County Hazardous Materials team;
 - g. Notify and Coordinate with the DEP as required;
 - h. Serve as an information resource regarding hazardous materials incidents;
 - i. Coordinate decontamination and monitoring of affected citizens and emergency workers after exposure to chemical or radiological hazard;
 - j. Assist as appropriate with hazardous materials operations; and
 - k. Advise the EOC chain of command about Hazardous Materials incidents and activities.

7. Public Safety and Security: (**ESF #13**) (see [EOC Position Checklist](#))

8. Staging Unit (see [EOC Position Checklist](#))

9. Coroner (see [EOC Position Checklist](#))

D. Planning Section:

1. EOC Planning Section Chief (see [EOC Position Checklist](#))
2. Emergency Management, Information & Planning (**ESF #5**) (see [EOC Position Checklist](#))
3. Situation Unit (see [EOC Position Checklist](#))
4. Damage Assessment Teams (see [EOC Position Checklist](#))
5. Information/Intelligence Unit (see [EOC Position Checklist](#))
6. Demobilization Unit (see [EOC Position Checklist](#))

E. Logistics Section:

1. EOC Logistics Section Chief (see [EOC Position Checklist](#))
2. Transportation (**ESF #1**) (see [EOC Position Checklist](#))
3. Public Works and Engineering/Utilities (**ESF #3 & #12**) (see [EOC Position Checklist](#))
4. Mass Care, Emergency Assistance, Temporary Housing and Human Services (**ESF #6**) (see [EOC Position Checklist](#))
5. Logistics Management and Resource Support (**ESF # 7**) (see [EOC Position Checklist](#))
6. Agriculture and Natural Resources (**ESF #11**) (see [EOC Position Checklist](#))
7. Services Branch (see [EOC Position Checklist](#))
8. Facilities Unit (see [EOC Position Description](#))

F. Finance and Administration Section:

1. EOC Finance and Administration Section Chief (see [EOC Position Checklist](#))
2. Compensation and Claims Unit (see [EOC Position Checklist](#))
3. Cost Unit (see [EOC Position Checklist](#))

4. Time Unit (see [EOC Position Checklist](#))
5. Procurement and Purchasing Unit (see [EOC Position Checklist](#))
6. Long Term Community Recovery and Mitigation (**ESF #14**)
 - a. Develop and maintain the checklist for the recovery function;
 - b. Identify the membership of the Long Term Recovery Committee;
 - c. Assist in the development, review, and maintenance of the EOP;
 - d. Respond to the EOC or the field, as needed;
 - e. Collect, compile, and report information and data, as appropriate;
 - f. Coordinate with Damage Assessment Teams;
 - g. Compile Initial Damage Assessment Report utilizing the information from the County Damage Assessment Teams;
 - h. Support the State/Federal Joint Preliminary Damage Assessment teams, if needed;
 - i. Coordinate the activation of and meetings of the County Long Term Recovery Committee;
 - j. Activate a County Recovery Task Force, if needed;
 - k. Designate and assist with operation of Disaster Recovery Centers;
 - l. Serve as a liaison with state disaster recovery personnel;
 - m. Coordinate with ESF #15 (PIO) to disseminate recovery information to disaster victims and the general public; and
 - n. Advise the EOC chain of command regarding recovery programs and needs.

V. EOC ADMINISTRATION AND LOGISTICS

A. Administration: County and Municipal Reports:

1. Local municipal governments/Local EMCs will submit situation reports, requests for assistance, and damage assessment reports to the County EMC.
2. The County EMC will compile and forward reports and requests for assistance to the PEMA Central Area Office.
3. Local and County governments will utilize pre-established bookkeeping and accounting methods to track and maintain records of expenditures and obligations.
4. 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.

5. The County EMC will request reports from other agencies, relief organizations, and nongovernmental organizations when deemed appropriate.
6. The Franklin County EMC will make reports to PEMA by the most practical means, generally within 1 hour of EOC activation. Reports will be constructed in accordance with PEMA requirements.

B. Logistics: Coordination of unmet needs:

1. When local municipal resources are committed, FCDES will coordinate assistance to satisfy unmet needs.
2. If the County requires additional assistance, it will call on mutual aid from adjacent counties, SCTF, and/or from PEMA.
3. PEMA will turn to FEMA for assistance in dealing with a major disaster or emergency that threatens to exceed the capabilities and resources of the Commonwealth.

VI. TRAINING AND EXERCISES

A. Policy: The Franklin County EMC is responsible for the overall preparedness of all persons and agencies involved in the County's response to emergencies. As such, the Franklin County EMC will conduct or administer training and activate this plan as required to evaluate and maintain the readiness posture of County resources.

B. Exercise Requirements: Exercises will be conducted following the Homeland Security Exercise & Evaluation program (HSEEP). As a minimum:

1. The Franklin County EMC will activate this plan at least annually in the form of a drill;
2. An all-hazards functional exercise that involves the entire EOC staff, including volunteers and private sector representatives, will be conducted every 2 years;
3. The Franklin County EMC and FCDES Staff will participate annually in a PEMA-directed weather exercise, at least as a Tabletop Exercise;
4. The County will prepare a 5-year Training and Exercise Plan (TEP) and submit it to the PEMA Central Area Office; and
5. An After Action Report (AAR) will be prepared and an Improvement Plan (IP) administered for every exercise (see **Section VI.D** below.)

C. Training Requirements: Elected and appointed officials and all emergency management and response personnel will be trained to meet the minimum requirements specified in applicable legislation (Title 35, Pa C.S.A.), federal NIMS requirements, and PEMA training/exercise directives.

1. FCDES will keep records and ensure that needed training is available through on-line sources, community colleges, or scheduled training sessions in the County.
2. FCDES will conduct quarterly trainings for local coordinators and County staff to provide program updates and coordinate county-wide response and emergency management.
3. Exercises, as indicated above, will be used as a training vehicle for public officials, County emergency staff, and emergency services personnel who are assigned emergency responsibilities in this plan.
4. FCDES staff officers responsible for functional annexes are charged with ensuring that personnel who implement the respective annexes are competent.
5. Other state and federal training: FCDES staff will participate in state and federal training programs as prescribed internally and by PEMA.

D. After Action Reports

1. An After Action Report (AAR) that incorporates comments from all participants will be prepared:
 - a. After every activation of the EOC; and
 - b. After every exercise of the EOC.
2. All AARs must include an Improvement Plan (IP) Matrix and the corrective actions are to be incorporated into this plan as well as other plans and implementing instructions.

VII. PLAN DEVELOPMENT, MAINTENANCE AND DISTRIBUTION

A. Development and Maintenance Responsibilities

1. The FCDES Planning Coordinator will coordinate development and maintenance of the plan. Writing, review, and update of specific portions of the plan will be accomplished by those staff members/agencies with the best knowledge of the subject matter.

Franklin County Emergency Operations Plan, Volume I, Basic Plan

2. Based upon legislation, regulation, or PEMA directive, incident-specific annexes require an annual review. All other plan components will be reviewed and updated at least every two years.
3. Whenever portions of this plan are implemented in an emergency event or exercise, a review will be conducted to determine necessary changes in the form of an After Action Review/Improvement Plan (AAR/IP).
4. Whether or not used in an actual event, a review of each section of the plan will be conducted at least every two years (biennially), and a written report will be provided to the Franklin County EMC indicating concurrence or recommended changes.
5. At the conclusion of each biennial review, the Franklin County EMC will:
 - a. If the biennial review indicates a need to change the plan, page changes will be published, approved by the County Administrator or County Commissioners, and distributed as below.
 - b. If the biennial review indicates so many changes that a revised plan should be published, it should be approved by the County Administrator and County Commissioners, and distributed as below.
 - c. If the biennial review indicates that no changes are necessary, document the review on the "Certificate of Biennial Review" (page ix of this Volume) and forward a copy of the certificate to the PEMA Central Area Office. The original of the certificate will be maintained with the "master" copy of the plan.
6. This plan will be executed upon order of the County Commissioners or their authorized representative.

B. Distribution:

1. This plan and its supporting material are controlled documents. While the basic plan is open to the public, other portions of this plan are not considered to be subject to the Right-to-Know Law and are unavailable to the general public. Distribution is based upon a regulatory or functional "need to know" basis.
2. Copies of this plan are distributed according to an approved list (**Appendix 3**).
3. A "Receipt Form," including the copy number, will be used to document the fact that copies of the plan and changes reach the proper users. Forms will be maintained on file by FCDES.
4. Controlled copies of revisions will be distributed to all plan holders.
5. Revisions or changes are documented on the "Record of Changes".

APPENDICES:

1. Authority and References
2. Terms and Definitions
3. Plan Distribution
4. Map of the County
5. Political Subdivisions and EOP Adoption Dates
6. Emergency Responsibilities by Organization (Primary/Support Matrix)

**APPENDIX 1
AUTHORITY AND REFERENCES**

- A. The authority for this Plan and FCDES management programs comes from the Pennsylvania Emergency Management Services Code and the Counterterrorism Planning, Preparedness and Response Act of 2002.
- B. References
1. The Robert T. Stafford Disaster Relief and Assistance Act (42 U.S.C. § 5121)
 2. The Post-Katrina Emergency Management Reform Act of 2006 (6 U.S.C § 7101)
 3. The Pennsylvania Emergency Management Services Code (35 Pa CSA § 7101)
 4. The Pennsylvania Right-to-Know Law (65 P.S. §§ 67.101)
 5. The Pennsylvania Intrastate Mutual Aid Program (PIMAS) (Act 93 of 2008)
 6. Pets Evacuation and Transportation Standards Act of 2006 (PL 109-308)
 7. US Small Business Administration (13 CFR Part 123)
 8. Homeland Security Presidential Directive – 5 (HSPD-5)
 9. Homeland Security Presidential Directive – 8 (HSPD-8)
 10. Homeland Security Exercise Evaluation Program
 11. Pennsylvania Emergency Management Agency, 2018 State Hazard Mitigation Plan, updated October 2019.
 12. Commonwealth of Pennsylvania, State Emergency Operations Plan, September 2021.
 13. Pennsylvania Emergency Management Agency, Pennsylvania Emergency Preparedness Guide, March 2020.
 14. Title III, Superfund Amendments and Reauthorization Act (SARA), October 17, 1986, Section 301-305, 311 and 312.
 15. Franklin County Hazard Vulnerability Analysis (HVA), December 2020.
 16. Franklin County Resolution dated 26 February 1982. (Created the Franklin County Department of Emergency Services).
 17. Franklin County Hazard Mitigation Plan (HMP), November 2018, updated December 2021.
 18. Franklin County Department of Emergency Services Continuity of Operations Plan, updated February 2021.
 19. Franklin County Emergency Operations Center Standard Operating Guidelines (EOC SOG), dated March 2017.
 20. Franklin County EOC Position Checklists, dated March 2017.

APPENDIX 2 TERMS AND DEFINITIONS

Activate – To start or place into action an activity or system.

Agency Representative – An individual assigned to an incident from an assisting or cooperating agency who has been delegated authority to make decisions on matters affecting the agency's participation in the incident. Agency representatives will report to the liaison officer or to the incident commander/EOC Manager in the absence of a liaison officer.

All-Hazards – The spectrum of all types of hazards including accidents; technological events; natural disasters; terrorist attacks; warfare, including chemical/biological; pandemic or other biological emergencies; nuclear; or explosive events.

Continuity of Operations Planning (COOP) – Planning to ensure that essential services continue during, or as soon as possible, after a disaster or emergency event. In the public sector, COOP includes activities referred to as COG (Continuity of Government.)

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

County Damage Assessment – (Also called Initial Damage Assessment) A damage assessment, conducted by the County Damage Assessment Team(s), that uses PEMA-developed procedures.

County Recovery Task Force – A type of Local Recovery Task Force (LTRC) formed from local volunteer assets to coordinate and administer voluntary contributions to short-term and long-term recovery.

Critical Incident Stress Management (CISM) – A system developed and published by the International Critical Incident Stress Foundation to head off the psychological effects of certain types of particularly traumatic incidents on emergency responders. The system involves trained teams of practitioners who conduct peer debriefings for affected responders. Teams in Pennsylvania are independent, and are managed and dispatched locally, or through the Department of Health, Bureau of Emergency Medical Services.

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

Disaster Emergency – Those conditions which upon investigation may be found, actually or likely to affect seriously the safety, health, or welfare of a substantial number of citizens of the county or preclude the operation or use of essential public facilities. A

disaster should be of such magnitude or severity as to render essential state supplementation of county efforts or resources.

Emergency Alert System (EAS) Announcements - Official announcements made at the county or state level for the specific purpose of providing information, instructions, or directions to the residents of the county. Announcements are made over the legally designated EAS network. An EAS announcement 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 prevention, mitigation, preparedness, response, and recovery for emergencies of all kinds, whether from enemy attack, human-made, or natural sources.

Emergency Services – The preparation for and the 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 and carrying out of those functions. The functions include, without limitation, firefighting services, police services, medical and health services, rescue, engineering, disaster warning services, communications, radiological, shelter, chemical/other special weapons defense, evacuation of persons from stricken areas, emergency welfare services, emergency transportation, emergency resources management, existing/properly assigned functions of plant protection, temporary restoration of public utility services, and other functions related to civilian protection.

Governor's Proclamation of "Disaster Emergency" – A proclamation by the Governor upon finding that a disaster has occurred or that the occurrence or the threat of a disaster is imminent. This proclamation authorizes municipalities (including counties) to exercise certain powers without regard to time-consuming procedures and formalities prescribed by law (excepting mandatory constitutional requirements).

Hazardous Materials (HAZMAT) – Any substance or material in a quantity or form that may be harmful or injurious to humans, domestic animals, wildlife, economic crops, or property when released into the environment. Hazardous materials may be chemical, biological, radiological, or explosive.

Hazard Vulnerability Analysis (HVA) – A compilation of natural and man-made hazards and their predictability, frequency, duration, intensity, and risk to population and property.

Initial Damage Assessment – (Also called County Damage Assessment) A damage assessment, conducted by the County Damage Assessment Team(s) that uses PEMA-developed procedures.

Initial Damage Report (IDR) – Reports compiled during the response phase of an emergency that list numbers of damaged facilities and other essential information. The IDR information is originated at the local level, compiled at the county and forwarded on to PEMA. IDR data should be submitted as soon as possible since it is used to determine operational needs and to identify the location and scope of damages for more formal damage assessments that come in the recovery phase of the emergency.

Joint Preliminary Damage Assessment – A damage assessment conducted by county, state, and federal personnel to verify that sufficient damage has occurred to justify a Presidential Declaration of Major Disaster or Emergency.

Liaison Officer – The Liaison Officer is the IC/UC point of contact for representatives of other governmental agencies, non-governmental organizations, and/or the private sector (with no jurisdiction or legal authority) to gain input on the agency's policies, resource availability, and other incident-related matters.

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/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.

Local Recovery Task Force (County Recovery Task Force) – A group established to oversee the recovery and reconstruction process and serve as an advisory committee to local government officials responsible for recovery activities. The Local/County Recovery Task Force should have representatives from all facets of the community (school, faith-based, business, volunteer, etc.)

Long Term Recovery Committee (LTRC) – A group of volunteer organizations established to provide recovery assistance to victims of a disaster or emergency beyond those services available from government sources. The LTRC should work in coordination with county and local government in order to ensure maximum utility from all available resources.

Man-Made Disaster – Any industrial, nuclear or transportation accident, explosion, conflagration, power failure, natural resource shortage, or other condition, including enemy action, weapons of mass destruction, overt paramilitary actions, or other acts such as sabotage resulting from human-made causes. This includes oil spills and other injurious environmental contamination which threatens or causes substantial damage to property, human suffering, hardship, or loss of life.

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

Municipality – As defined in the Pennsylvania Constitution, "...a county, city, borough, incorporated town, township, or similar unit of government..." (Article IX, Section 14, The Constitution of Pennsylvania).

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.

Notification – The act of making known or informing. For use in the context of this document: to transmit emergency information and instructions: (1) to Emergency Management Agencies, staff, and associated organizations; (2) over the Emergency Alert System or by other means to the general public.

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

Pennsylvania Intrastate Mutual Aid System (PIMAS) – A system between participating political subdivisions that have agreed to share physical resources under protocols developed by the Intrastate Mutual Aid Committee. The system was established by Act 93 of 2008.

Political Subdivision – Any county, city, borough, township, or incorporated town within the Commonwealth, as well as school districts and water/sewer/other authorities that have governmental or taxing authority.

Point of Dispensing (Pharmaceutical POD or SNS POD) – A facility established for the mass dispensing of pharmaceuticals. Operation of SNS PODs is described in the Strategic National Stockpile (SNS) plan.

Point of Distribution (Commodities POD) – A facility where disaster victims can come to receive emergency food, water, ice, tarps, and cleaning supplies. These are normally located in an open parking lot providing drive-through service and a very limited variety of essential goods.

Presidential Declaration of "Emergency" – "Emergency" means any occasion or 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, affected county, and local governments and that federal assistance is necessary.

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.

Preliminary Damage Assessment – See Joint Preliminary Damage Assessment (above)

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.

Public Inquiry – (Formerly known as Rumor Control) A place where the general public can call for information during an emergency. The public inquiry center is normally only activated during an emergency. Operators track calls, locate previously unknown pockets of damage, and identify misperceptions that the PIO should try to dispel.

RACES – (Radio Amateur Civil Emergency Service) A part of the amateur radio service established under Federal Communication Commission rules and regulations to establish and maintain leadership and organizational infrastructure necessary to provide amateur radio communications in support of emergency management entities throughout the United States or its territories. RACES can be used during any disaster or emergency when normal governmental communications have sustained damage, or when additional communication is desired.

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 alert notification systems accomplished by pre-designated teams traveling in vehicles along pre-assigned routes delivering an alert/warning message.

Special Needs Population – Populations whose members may have additional needs before, during, and after an incident in functional areas, including but not limited to, maintaining independence, communication, transportation, supervision, and medical care. Individuals in need of additional response assistance may include those who have disabilities; who live in institutionalized settings; who are elderly; who are children;

who are from diverse cultures; who have limited English proficiency/are non-English speaking; or who are transportation disadvantaged.

Standby – To be ready to perform but waiting at home or other location for further instructions.

Strategic National Stockpile (SNS) – A program headed by the federal Centers for Disease Control that maintains large stocks of medications for distribution to the public during emergencies. The SNS relies on the state and county governments to have plans and play a major part in the distribution of the medications. This is done through a series of Pharmaceutical PODs (Points of Dispensing) that are located throughout the county.

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 under stress. (For use in context to this document: providing "unmet" needs, unforeseen requirements for supplies, equipment, services, training, etc.)

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

Urban Search and Rescue (US&R) – A specific type of search and rescue that deal with urban settings, especially with collapsed building rescue. Pennsylvania has one team (PA Task Force-1) that is sponsored and certified by FEMA and managed by PEMA. Additionally, there are a series of US&R components in the nine Regional Task Forces.

Volunteer Emergency Communications – Any or all of those volunteer organizations such as RACES, ARES, CAP, and Coast Guard Auxiliary which may provide emergency telecommunications services to responders or victims within the county.

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 3
PLAN DISTRIBUTION**

- A. Numbered copies of this plan will be distributed to the following agencies. A “master distribution list” (**Enclosure 1**) with the numbers of each copy, and the format (printed or electronic) is maintained by FCDES.
- Office of the Commissioners
 - Franklin County EOC
 - Franklin County EOC
 - Franklin County Communications Van
 - Franklin County Mobile Command Center
 - PEMA Central Area Office
 - PEMA Headquarters Planning Division
 - Franklin County Alternate EOC
 - South Central Task Force Multi-Agency Coordination Center (SCTF MACC)
 - Adjoining Counties
 - Local Municipal Governments/EMAs (Townships, Boroughs, Cities, etc.)
- C. Each recipient will sign a receipt form (**Enclosure 2**), and the signed receipt will be maintained by the county EMA, along with the distribution list.

RECEIPT FORM

TO: Franklin County Department of Emergency Services
390 New York Ave.
Chambersburg, PA 17201

SUBJECT: Franklin County Emergency Operations Plan

1. This will certify that I have received the following document(s):

The Franklin County Emergency Operations Plan, dated _____

Or: (Line through the line that does not apply)

CHANGE # _____ to the Franklin County Emergency Operations Plan, Dated _____

Date Received: _____

Number of Copies: _____

Copy Number(s): _____

Hard Copy or Thumb Drive (Circle one)

Received by: _____

Title: _____

Organization: _____

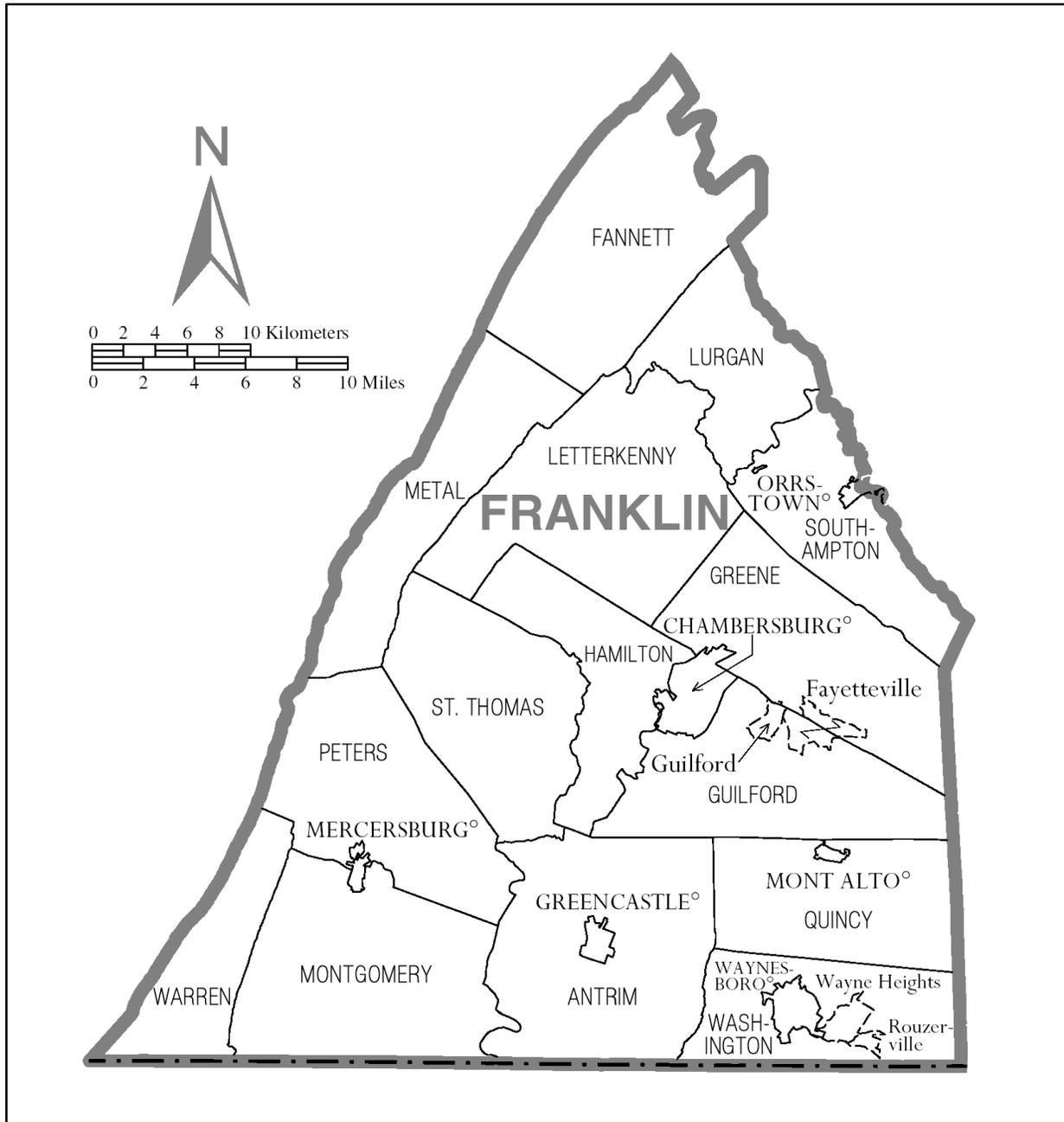
Phone Number: _____

2. I understand that these documents might contain information that is personal or sensitive in nature, and I will not release any parts of the plan to persons or agencies who do not need it to perform emergency response functions outlined in the plan.

Signature

Enclosure 2 to Appendix 3 to Franklin County Emergency Operations Plan

**APPENDIX 4
MAP OF THE COUNTY**



**APPENDIX 5
POLITICAL SUBDIVISIONS AND EOP ADOPTION DATES**

All of the Franklin County Municipalities have passed resolutions adopting their own Emergency Operations Plan (EOP). Copies of these Municipal EOPs are kept in the following folder on the Franklin County records management system.

G:\EMA_Shares\Emergency Operation Plans\Municipal Plans

Municipality	Date of Adoption
Antrim Township	13 Jan 2009
Chambersburg Borough	10 Sep 2012
Fannett Township	28 Feb 2003
Greencastle Borough	3 Feb 2003
Greene Township	22 Jan 2019
Guilford Township	16 Dec 2014
Hamilton Township	28 Feb 2003
Letterkenny Township	1 Jun 2003
Lurgan Township	18 Aug 2003
Mercersburg Borough	1 Feb 2003
Metal Township	2 Apr 2003
Mont Alto Borough	1 Feb 2010
Montgomery Township	5 May 2003
Orrstown Borough	2 Jun 2003
Peters Township	10 Apr 2003
Quincy Township	3 Jun 2003
Shippensburg Borough	4 Apr 2017
Southampton Township	10 Jan 2018
St Thomas Township	29 Mar 2018
Warren Township	27 Sep 2003
Washington Township	8 Feb 2017
Waynesboro Borough	1 Sep 2003

Franklin County Emergency Operations Plan, Volume I, Basic Plan

**APPENDIX 6
EMERGENCY RESPONSIBILITIES BY ORGANIZATION**

ESF	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	
Agency	Transportation	Communications	Public Works/Engineering/Utilities	Firefighting	Emergency Management	Mass Care/Shelter/Human Services	Resource Support	Public Health/Medical Services	Search and Rescue	Hazardous Materials	Agriculture/Natural Resources	Energy	Public Safety and Security	Long-Term Community Recovery	Public Information	
US Army Corps of Engineers			S												S	
Pennsylvania Emergency Management Agency (PEMA)	S	S			S	S	S		S	S	S	S	S	S	S	S
PA Dept of Conservation and Natural Resources (DCNR)				S					S		S					S
Pennsylvania Dept. of Health (PA DoH)						S		S							S	S
Pennsylvania Department of Transportation (PennDOT)	S		S				S									
Pennsylvania State Police	S	S			S	S			P	S		S	S			S
Penn State University Agriculture Extension Office			S	S							P				S	
South Central Task Force (SCTF)	S	S			S	S	S	S	S	S		S				S
Regional Urban Search & Rescue (USAR) Strike Team									S							
Franklin County Commissioners					S										S	S
Franklin County District Attorney														S		S
Franklin County Dept of Emergency Services (FCDES)	S	S	S	S	P	S	P	S	S	P	S	S	S	S	S	S
Franklin County 911 Center		S		S	S	S			S	S				S		
Local Emergency Planning Committee (LEPC)										S						
Franklin County Plans Department	S		S				S				S	S			S	S
Franklin County Communications Director					S											P
Franklin County Coroner					S	S		S						S		
Franklin County Information Services		P														
Franklin County Human Services						P					S					
Franklin County Risk Management															P	
Franklin County Property Management			S			S										
Franklin County Sheriff	S	S				S			S	S		S	P	S	S	S
Franklin County Jail														S		
Franklin County Agency on Aging						S										
Franklin/Fulton MH/ID/EI								P							S	
Franklin Critical Incident Stress Management (CISM) Team						S		S								
County HAZMAT Team										S						
Community Animal Response Team (CART)						S					S					
Civil Air Patrol (CAP)	S	S							S							
Local Government	S		P		S							P		S	S	
Municipal Police Services	S	S			S	S			S	S		S	S			S
Franklin County Fire Chiefs		S		P	S	S			S	S						S
Municipal Fire Departments		S		S	S	S			S	S						S
Emergency Medical Services (EMS) Agencies/Hospitals		S			S	S		S	S							S
School Districts	S					S	S									
American Red Cross (ARC)						S	S	S			S				S	S
Salvation Army							S								S	
Volunteer Organizations Active in Disaster (VOADs)						S	S								S	
Radio Amateur Civil Emergency Service (RACES)		S			S	S		S		S						
Rabbit Transit	P															
Utility and Energy Companies												S				S
Franklin County News Media Outlets																S