

# Berks County Emergency Operations Plan



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## Basic Plan

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## **FORWARD**

The County Emergency Operations Plan (EOP) is an operations-oriented document which outlines how the county government complies with and implements the specific aspects of the Pennsylvania Emergency Management Services Code (Pa C.S. Title 35 Sections 7101-7707) and incorporates the provisions of the Counterterrorism 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 County has an obligation to ensure the safety of its citizens. Safety and security depend on the continuation of government services, during and following an emergency or disaster. The Berks County Department of Emergency Services (DES) is mandated by federal, state, and local laws to ensure that mitigation efforts are enhanced; preparedness is encouraged; responsiveness is assured; and recovery is achieved, efficiently and effectively, before, during and after man-made and/or natural disasters in the county.

One of the primary responsibilities of the Department of Emergency Services is to develop a county emergency operations plan. This plan addresses, as much as possible, all emergency response functions of county government departments and agencies, public officials, and other public, as well as, private organizations, during emergency situations. The Department of Emergency Services has achieved that objective by developing this plan, the County Emergency Operations Plan. This plan is designed to ensure that the County can effectively prepare for, respond to, and recover from man-made and natural disasters.

The County Plan is organized as follows:

- ☑ **Basic Plan:** The Basic Plan presents: Purpose and Scope; Policies; Situation and Assumptions; Concept of Operations; Organization and Assignment of Responsibilities; Administration and Logistics of the Response; Authorities and References; Training and Exercises; and Plan Requirements, Maintenance and Distribution. The Basic Plan guides how the county will respond to natural or man-made disasters employing an all-hazards approach to emergency management. The plan also summarizes county response and recovery actions, identifies responsibilities of all agencies and personnel, as well as identifies resources mobilized by the county when responding to a disaster.
  
- ☑ **Emergency Support Function (ESFs) Annexes:** The ESFs present the county's strategy for disaster response and describe the mission, concept of operations, and responsibilities of the primary and support agencies involved in the implementation of the specific response functions. The ESFs have been categorized according to the National Incident Management System and the Berks County Incident Management System (Command, Operations, Planning, Logistics, and Finance & Administration). The annexes outline the ESF concept taken from the Commonwealth's EOP and the National Response Framework (NRF). Each ESF, at a minimum, contains a concept of operations and the responsibilities of the lead and support agencies that will respond when activated by the County Emergency Management Coordinator. Each ESF also contains a checklist which defines the specific tasks (organized by the four phases of emergency management) assigned to the ESF Coordinator.

- ☑ **Incident Annexes:** This annex includes Hazard Specific Checklists for a wide variety of incidents or hazards that may affect the county. For the most part, the intent of these checklists is to “jump start” the response phase after an emergency has occurred. Each of these checklists delineates the responsibilities of the command and general staff positions.
  
- ☑ **Incident Specific Plan and Supporting Plan Appendices:** A comprehensive emergency operations plan not only needs to address all the potential hazards which may impact a community, but also should include incident specific plans and procedures which are developed to be implemented in cooperation with the all-hazards emergency operations plan. This section summarizes the various incident specific and supporting plans which are referenced throughout the emergency operations plan.

## **EXECUTIVE SUMMARY**

The primary goal of every elected and appointed official in America is to ensure the general health, safety, and welfare of their constituents. Residents must feel confident that local leaders know what to do in case of an emergency. In support of that primary goal, the overall objective of the Berks County Department of Emergency Services is to coordinate emergency response efforts to save lives, reduce injuries, and protect property and the environment. The County Emergency Operations Plan (EOP) provides the foundation for all-hazard emergency preparedness in the county. The information, resources, and planning practices contained herein will be updated and expanded on a regular basis to include new issues and new approaches to emergency management as they come to light.

This EOP describes in general terms how the county will handle significant emergencies or disasters. The plan assigns roles and responsibilities for county elected and appointed officials and for planning and coordinating emergency response activities before, during, and after any type of emergency or disaster. Additionally, this plan clarifies the interaction of the state, county and local government agencies. The plan is intended as a comprehensive framework for countywide prevention, mitigation, preparedness, response, and recovery activities and is consistent with the Pennsylvania Comprehensive Emergency Operations Plan and the National Response Framework (NRF). While this plan establishes policy for county emergency management, it may be modified, as needed according to the emergency at hand.

The topic of disaster preparedness and response confronts elected and appointed officials with a wide range of tough questions, including:

- ☑ What is the likelihood of a man-made or natural disaster in my community?
- ☑ What will it take to protect my community?
- ☑ How can homeland security and counterterrorism efforts be incorporated into an all-hazards approach to emergency management?
- ☑ How can we make emergency management planning a priority while meeting the day-to-day needs of our community?

The County EOP establishes a blueprint for an effective emergency management program to ensure that the county will be adequately prepared to deal with man-made or natural disasters. The plan continues to emphasize a team approach to emergency management and unites the efforts of county officials, county departments, municipalities, PEMA, volunteer organizations, and the private sector under the Emergency Support Function (ESF) format with a designated lead and support agency for a comprehensive approach to the five phases of emergency management. The ESFs facilitate a more effective and efficient use of resources. County departments and external non-governmental organizations have not been asked to perform different tasks, but a new method for effectively accomplishing the tasks has been incorporated via the ESF format. The County Emergency Operations Plan parallels the structure of the Commonwealth's Emergency Operations Plan, as well as the National Response Framework.

The function-oriented approach will enhance the cooperative effort that is essential in emergency preparedness in the County and will enable emergency management coordinators to allocate resources and complete assignments more effectively than under previous plans. The improved organizational framework will make this plan more useful than earlier versions of the County's EOP.

### **General Emergency Response Strategies**

- This plan employs a graduated response to crises utilizing local, county/regional, state, and federal resources appropriate to the scope and severity of the incident. Local resources will be used in the initial response; county/regional resources will be utilized to support local resources when needed. State resources will not be mobilized until county/regional resources have been exhausted.
- Primary Coordinating Agencies identified in the plan are key points of contact for planning and incident response coordination and resource management. Support agencies provide resources (people, material/equipment) and planned response procedures, as well as operational capabilities.

### **Specific Emergency Strategies**

Before an Emergency:

- A local emergency planning committee has been established in the county consisting of representatives of key emergency response agencies, local government, industry, community groups, and news media to develop off-site emergency response plans for facilities that manufacture, store or process hazardous materials. These plans are intended to provide emergency responders with an understanding of facility operations and information on site-specific chemical hazards. The LEPC is also responsible for distributing chemical inventory information and off-site response plans and ensuring that emergency responders are properly trained to address hazardous materials incidents.
- Primary Coordinating Agencies will undertake detailed planning and supporting resource identification specific to their assigned ESF in order to establish functional operational capabilities. Response agencies will establish and develop detailed standard operating procedures consistent with implementing and carrying out their assigned elements of the plan.
- Training of municipal emergency management coordinators and supporting personnel (e.g., EOC staff and volunteers) has been implemented and is an on-going requirement of this plan. Exercises designed to test the functionality of the plan are required and will be utilized in an on-going effort to refine the plan and build familiarity with its concepts and standard operating procedures.

During an Emergency:

- Use of the Incident Management System (IMS), as outlined in the National Incident Management System and the Berks County Incident Management System (BIMS), is required to manage incident response activities and to effectively employ emergency resources at the site of an emergency. IMS is a standardized emergency management system for responding to and organizing any emergency.
- The Emergency Operations Center (EOC) will be activated and utilized to centralize the coordination of additional resources, when needed. When activated, Primary Coordinating Agency representatives will coordinate their assigned ESFs from the EOC. Support agencies will coordinate their emergency assignments and resource requests through the appropriate ESF Coordinator.

After an Emergency:

- After Action Reports from each activated ESF are to be directed to the County EMC, or designee.
- The EMC, or designee, will prepare, maintain, and distribute updates to this plan.

Clearly, no single EOP will ever prepare a community completely for disasters that lay ahead. No single government agency at the municipal, county, state, or even the federal level possesses the authority or expertise to act alone on the many complex issues connected to emergency management. However, the county will benefit from well-conceived and thorough response and recovery strategies. This EOP improves the ability of emergency management teams to protect the citizens of the county. The County Commissioners will continually seek more effective methods and approaches to emergency preparedness, but this version of the County EOP ensures more people will be better served when the next disaster does occur.



**RECORD OF CHANGES**

Changes have been made to the plan as indicated, and copies of the changes have been provided to all entities requiring updates as indicated on the plan distribution list.

CHANGE NUMBER	DATE OF CHANGE	DATE ENTERED	CHANGE MADE BY (Signature)
1	2/27/2012	4/17/2012	Donnie R. Swope
<b>SUMMARY OF CHANGE(S):</b>			
<p><b>Basic County EOP: Chapter 2 – Policies;</b> II-6: Insertion of reference to PPD-8. <b>Chapter 3 - Situation and Assumption;</b> Page III-1: III.B.1. New census figures added. Page III-2: III.B.2. Second paragraph, 2000, changed to 2010 for current census figures. Page III-2: updated Figure III-1 to reflect new census projections. Page III-3: III.B.5. Linear roadway miles updated to reflect current data. Page III-4 &amp; 5: Table III – 1, Census data updated to reflect 2000-2010 information. <i>(referenced letter from Berks County Planning Commission, Michael D. Golembiewski, Transportation Modeler, dated March 10, 2011)</i> Page III-7: Bullet 1 added: serving Caernarvon and New Morgan. Bullet 2 removed reference to Wyomissing. Bullet 3 added paragraph for PSP. Page III-9: Table III-2, Disaster History updated. <b>Annex C: Appendix E;</b> Pages 5 &amp; 6, Appendix E-3: updated Municipal EOP information, Table E-3. <b>Appendix H;</b> Page 2, Table H-1: addition of Union Early Learning. Page 3, Table H-1: addition of (7) Nursing Homes. Page 4, Table H-2: addition of St Joe’s Hospital. Appendix H-3: addition of ECTF SNS &amp; POD Plan description added. Changed all reference to MH/MR to MH/DD, Appendix H-8: ECTF Chempack description added.</p>			
CHANGE NUMBER	DATE OF CHANGE	DATE ENTERED	CHANGE MADE BY (Signature)
2	2/13/2013	3/11/2013	Donnie R. Swope
<b>SUMMARY OF CHANGE(S):</b>			
<p>Changes made: Reading Hospital and Medical Center name change is Reading Health System, and St. Joseph’s Medical Center name change is St. Joseph’s Regional Health Network.</p>			

CHANGE NUMBER	DATE OF CHANGE	DATE ENTERED	CHANGE MADE BY (Signature)
3	4/27/2015	6/23/2015	Donnie R. Swope

**SUMMARY OF CHANGE(S):**

Authorities and References: Updated

Page VII-3, Section B.2.r., Pennsylvania Emergency Management Agency, Commonwealth of Pennsylvania, State Emergency Operations Plan, as amended, February 2015

Page VII-3, Section B.2.r., Directive Pennsylvania Emergency Management Agency Emergency Management Directive D2014-02, "Hazardous Materials Response Team State Certification Criteria", March 19, 2014.

Page VIII-3, Section B.2.t., Pennsylvania Emergency Management Agency, "The Elected Officials Handbook" January 2010.

Appendix H: Updated list of Health & Medical Specific Plans in tables; H-1 Custodial Care Facilities & H-2 Health Care Facilities.

Appendix J: Updated Hazardous Materials Specific Plans Tables J-1 Off-site Emergency Response Plans.

CHANGE NUMBER	DATE OF CHANGE	DATE ENTERED	CHANGE MADE BY (Signature)
4	3/3/2016	3/10/2016	Donnie R. Swope

**SUMMARY OF CHANGE(S):**

Appendix E: Information & Planning Specifics Plans; Appendix E-3 – Berks County Municipal Emergency Operations Plans, Table E-3 updated on pages 5 & 6 to reflect current status of all municipal and regional plans.

Appendix H: Health & Medical Specific Plans; Appendix H-2 – Berks County Health Care Facilities Emergency Operations Plans, Table H-2 updated to reflect change of Penn State Health St. Joseph.

Annex A-2-C-7, Communications ESF: Addition of Knowledge Center to the ESF as Communications Available to DES and EOC staff.

Annex A-19-VI contact information 3<sup>rd</sup> Weapons of Mass Destruction Team (CST) verified and updated.

All reference to Berks County Administrator replaced with Chief Operations Officer.

CHANGE NUMBER	DATE OF CHANGE	DATE ENTERED	CHANGE MADE BY (Signature)
5	1/10/2017	2/24/2017	Donnie R. Swope
<b>SUMMARY OF CHANGE(S):</b>			
All reference to the Chief Operations Officer has been changed to read Chief Appointed Official.			
CHANGE NUMBER	DATE OF CHANGE	DATE ENTERED	CHANGE MADE BY (Signature)
6	3/14/2018	3/22/2018	Donnie R. Swope
<b>SUMMARY OF CHANGE(S):</b>			
All reference to Reading Health System has been changed to Tower Health - Reading Hospital.			
Added Appendix P-2 – Pennsylvania Department of Agriculture (PDA) High Path Avian Influenza Incident Action Plan with brief summary.			
Added Sanofi Pasteur Berks County Avian Premises with contact information to Appendix P, Animal Care and Control.			

CHANGE NUMBER	DATE OF CHANGE	DATE ENTERED	CHANGE MADE BY (Signature)
7	3/4/2019	3/4/2019	Donnie R. Swope
<b>SUMMARY OF CHANGE(S):</b>			
Annex C, Appendix E; updated Hazard Mitigation Plan, table E-2 information and Municipal EOP, table E-3 information.			
CHANGE NUMBER	DATE OF CHANGE	DATE ENTERED	CHANGE MADE BY (Signature)
8	2/25/2020	5/17/2020	<b>Donnie R. Swope</b>
<b>SUMMARY OF CHANGE(S):</b>			
Updated Appendix H-1 – Berks County Custodial Care Facilities Emergency Operations Plans Table H-1.			
All reference to Berks County Chapter of the Red Cross, changed to American Red Cross, Tri-County Chapter.			
Corrected typos and grammar/run-on sentence issues.			
Updated Annex B-24: Public Health Epidemic – Human, With CDC guidance and lessons learned from the COVID-19 Outbreak.			

CHANGE NUMBER	DATE OF CHANGE	DATE ENTERED	CHANGE MADE BY (Signature)
9	2/8/2021	3/17/2021	Donnie R. Swope
<b>SUMMARY OF CHANGE(S):</b>			
<p>Changed references to the East Central PA Task Force to Southeastern PA Regional Task Force since Berks is no longer in the ECPATF and has moved to the SEPATF.</p> <p>Updated Disaster History with the addition of the August 4, 2020, Flooding and COVID-19 in Table III-2 section Situation and Assumptions.</p>			
CHANGE NUMBER	DATE OF CHANGE	DATE ENTERED	CHANGE MADE BY (Signature)
10	3/15/2022	3/31/2022	Donnie R. Swope
<b>SUMMARY OF CHANGE(S):</b>			
<p>Changed all reference to Tri-county chapter of the American Red Cross to PA Rivers Chapter.</p> <p>Updated table III-2 Disaster History.</p>			

CHANGE NUMBER	DATE OF CHANGE	DATE ENTERED	CHANGE MADE BY (Signature)
11	3/15/2023	3/15/2023	<b>Donnie R. Swope</b>
<b>SUMMARY OF CHANGE(S):</b>			
<p>Page 8, Section IV Concept of Operations, D. Emergency Phases and Response Actions, part 3, The addition of clarification on fire departments response actions to operations level hazmat incidents involving petroleum products.</p>			
CHANGE NUMBER	DATE OF CHANGE	DATE ENTERED	CHANGE MADE BY (Signature)
<b>SUMMARY OF CHANGE(S):</b>			

**CERTIFICATION OF ANNUAL REVIEW**

This Emergency Operations Plan has been reviewed and certified by the County Emergency Management Coordinator. The review cycle is a 12-month period commencing with the date of the plan promulgation.

<b>DATE</b>	<b>SIGNATURE</b>
4/17/2012	Brian A. Gottschall, CEM
3/11/2013	Brian A. Gottschall, CEM
3/15/2014	Brian A. Gottschall, CEM
6/23/2015	Brian A. Gottschall, CEM
3/10/2016	Brian A. Gottschall, CEM
3/1/2017	Brian A. Gottschall, MPA, CEM
3/22/2018	Brian A. Gottschall, MPA, CEM
3/18/2019	Brian A. Gottschall, MPA, CEM
7/8/2020	Brian A. Gottschall, MPA, CEM
3/17/2021	Brian A. Gottschall, MPA, CEM
3/31/2022	Brian A. Gottschall, MPA, CEM
<b>3/28/2023</b>	 <b>Brian A. Gottschall, MPA, CEM</b>

## **PROMULGATION STATEMENT**

The citizens of the county face the threat of significant emergencies and disasters. Recognizing this threat, the Berks County Commissioners have a continuing responsibility to protect and preserve the health, safety, and general welfare of county residents.

Preparedness to cope with the effects of a disaster includes many diverse, but interrelated elements, which must be woven into a comprehensive emergency management program involving all departments of county and local governments, private support agencies, certain private business, and the individual citizen. Normal day-to-day procedures usually are not enough for effective disaster response as extraordinary emergency measures must be implemented quickly if loss of life and damage to property is to be kept to a minimum. Emergency procedures and actions to cope with the possibility of a disaster occurrence are addressed in this emergency operations plan.

This plan has been prepared to provide assistance for the implementation of a comprehensive emergency management response to deal with any significant emergency or disaster that may impact the county.

This plan is a statement of policy regarding emergency management of disaster operations and assigns tasks and responsibilities to local and county officials, department heads, and supporting organizations specifying their roles during emergency or disaster situations. It is developed pursuant to Section 7503(1) of the Emergency Management Services Code, (35 Pa. C.S. Section 7503(1)). Title 35 mandates all political subdivisions prepare, maintain, and keep current a disaster emergency management plan. This process was originally established by the Robert T. Stafford Disaster Relief and Emergency Assistance Act, as Amended, 42 U.S.C. 5121, et seq.

In order for this comprehensive emergency management program to reach and maintain the desired goals and to effectively manage the response to and recovery from man-made or natural disasters, it will be necessary that each local and county department and support agency with roles and responsibilities identified in this plan perform the following functions:

- Develop procedures for the protection of personnel, equipment, supplies and critical public records from the effects of disasters;
- Develop procedures to ensure the continuity of essential services that may be needed during and following disaster events;
- Establish policies and standard operating procedures or guidelines to carry out the provisions of the County Emergency Operations Plan;
- Identify subject matter experts;
- Attend/Participate in emergency management related training and exercises; and
- Carry out those assignments and tasks identified in the County Emergency Operations Plan.

The Berks County Department of Emergency Services shall be responsible for the coordination, preparation, and updating of this emergency operations plan and will ensure that this plan is consistent with similar local, county, state, and federal emergency plans.



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Berks County Emergency Operations Plan—Basic Plan	<input type="checkbox"/> CD-ROM		
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**COMMENTS:**

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**RETURN THIS DOCUMENT TO:**

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\_\_\_\_\_  
**Signature of Receipt**

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**Date/Time**

**RECORD OF DISTRIBUTION  
FOR THE  
BERKS COUNTY EMERGENCY OPERATIONS PLAN**

<b>Agency</b>	<b>Address</b>	<b>Copy Number</b>
Berks County Clerk	Chief Clerk's Office	001
Berks County DES	Emergency Management Coordinator	002
Berks County DES	Planning Manager	003
Berks County DES	Public Information Officer	004
Berks County DES	EOC Manager	005
Pennsylvania Emergency Management	PEMA Eastern Region Office	006
Berks County Law Library	Berks County Courthouse - 10th Floor	007
Berks County DES	Plans Storage Room	008
Berks County DES	EOC	009

## **LETTER OF AGREEMENT**

The County Emergency Operations Plan, herein after referred to as the County EOP, establishes the basis for response to and recovery from significant emergency and disaster events which may impact the County and which may require regional, state and possibly federal assistance.

The County EOP is in a checklist format that requires all primary coordinating and supporting agencies and organizations to develop and implement appropriate standard operating procedures or guidelines to support implementation of the EOP. The County EOP was developed under an all-hazards principle and addresses the four phases of emergency management: Preparedness, Response, Recovery, and Mitigation.

The County EOP utilizes the Federal Emergency Management Agency's Emergency Support Function (ESF) concept. The ESF construct groups similar agencies, or agencies performing a similar function into the same group. For example, all agencies with law enforcement responsibilities are grouped into the Law Enforcement ESF. In addition, each ESF has an agency assigned as the primary coordinating agency, which is responsible for the implementation of the ESF and, other agencies designated to provide support.

The departments and agencies identified in this plan agree to support the County EOP and to carry out their assigned functional responsibilities. Each agency also agrees to implement planning efforts to carry out and enhance the full provisions and tasks of their assigned ESF and to participate in training and exercise activities to maintain the overall response capability envisioned by the EOP.

A matrix showing the assignment of Primary Coordinating Agencies and Support Agencies appears in the Emergency Support Function Annex.

## **INSTRUCTIONS FOR USE**

In order to execute this plan effectively and to mobilize the appropriate and available resources, all implementing and responsible personnel must have knowledge of the concepts and procedures set forth in this plan. This is accomplished through plan orientation training, training on specific procedures developed to support the plan, and exercising of this plan. All response personnel must be fully apprised of all known potential hazard effects, understand how these effects may impact local emergency response and recovery operations and be familiar with their task assignments and specific operational procedures.

The Emergency Operations Plan (EOP) is a relatively broad conceptual framework and describes the approach to a comprehensive emergency management program for the County. This plan does not contain detailed or specific procedures but establishes relationships between local, state, federal, and private emergency management organizations, identifies specific roles and responsibilities and provides a general listing of tasks that need to be accomplished in appropriate disaster-phase time frames that will successfully deal with emergency and disaster situations that may affect the county. It is the responsibility of those departments, agencies, and organizations with task assignments identified in this plan to develop the specific operational capabilities and standard operating procedures or guidelines to ensure the effective support for an execution of this plan.

The County EOP is published in multiple volumes. The Basic Plan presents the overall organization and operating conditions of the county emergency management system. This document presents the general roles and responsibilities of the County EOC staff and is a public document which may be distributed using a receipt system.

The Emergency Operations Plan Supporting Annexes & Appendices present the functional annexes that are intended to parallel the contents of the basic plan since specific sections therein can be developed to expand on the information already contained in the basic plan. The annexes focus on the functional areas of the plan—what the function is, how it is carried out, and so on. ***The Emergency Operations Plan Annexes & Appendices contain vital records and are not for public distribution.***

Consistent with the Commonwealth Emergency Operations Plan and the National Response Framework (NRF), the County EOP employs a multi-agency operational structure that uses an Incident Management System (IMS) based upon the National Incident Management System (NIMS) and the Berks County Incident Management System (BIMS). An IMS organization is led by a Command Group and is typically supported by four sections—Planning; Operations; Logistics; and Finance and Administration.

Emergency response by the County will follow a pre-defined IMS structure as defined in the BIMS. When called upon for assistance/coordination, the County will interface with the local/municipal emergency management agencies and first responders.

The County EOP also utilizes the Emergency Support Function (ESF) concept established by FEMA in the National Response Framework and adopted by PEMA. This system recognizes that in any disaster, there are common functions that are needed to support the people, departments, and governments affected by or responding to disaster events. Each ESF is assigned to a responsible department or agency, the Primary Coordinating Agency, with established authority in the general functional area and capable of administering the development and implementation of the required function. The Primary Coordinating Agency is assigned departments, agencies and organizations that serve as resources or Support Agencies for carrying out the tasks assigned to the function. Each ESF contains the

standard operating procedures and tasking checklists that are arranged according to the phases of emergency management—preparedness, response, recovery, and mitigation. Tasks to be performed are assigned to appropriate support agencies for completion. A matrix showing the assignment of Primary Coordinating Agencies and Support Agencies appears in the Emergency Support Function Annexes.

All persons who have decision-making or functional responsibilities for emergency response or recovery operations under this plan should read the Comprehensive EOP. This plan serves as a guide to the development of required standard operating procedures or guidelines and for the decision-making and policy decisions, which accompany any emergency.

It remains the responsibility of all end users of this plan, especially those with task assignments under this plan, to develop appropriate standard operating procedures or guidelines for their specific areas of responsibilities or functions to ensure their capabilities to carryout the tasks assigned in this plan. All end users of this plan shall provide regular training for their personnel in the concepts, execution and specific task procedures developed to support this plan.

**I. PURPOSE & SCOPE**

**A. Introduction**

Subsection 7503(1) of the Emergency Management Services Code, (*35 Pa. C.S. Section 7503(1), 1989 Ed. §101*), requires that each political subdivision shall, either individually or pursuant to the provisions of the Act of December 19, 1996, No. 177, P.L. 1158, 53 Pa. C.S.A. § 2301 et seq., referred to as the Intergovernmental Cooperation Law, adopt an Intergovernmental Cooperation agreement with other political subdivisions to:

1. Prepare, maintain, and keep current a disaster emergency management plan for the prevention and minimization of injury and damage caused by disaster, prompt and effective response to disaster and disaster emergency relief and recovery of consonance with the Pennsylvania Emergency Management Plan.
2. Establish, equip, and staff an emergency operations center, consolidated with warning and communications systems to support government operations in emergencies and provide other essential facilities and equipment for agencies and activities assigned emergency functions.
3. Provide individual and organizational training programs to insure prompt, efficient, and effective disaster emergency services.
4. Organize, prepare, and coordinate all locally available manpower, materials, supplies, equipment, facilities and services necessary for disaster emergency readiness, response, and recovery.
5. Adopt and implement precautionary measures to mitigate the anticipated effects of disaster.
6. Execute and enforce such rules and orders as the agency shall adopt and promulgate under the authority of this part.
7. Cooperate and coordinate with any public and private agency or entity in achieving any purpose of this part.
8. Have available for inspection at its emergency operations center all emergency management plans, rules, and orders of the Governor and the agency.
9. Provide prompt and accurate information regarding local disaster emergencies to appropriate Commonwealth and local officials and agencies and the general public.
10. Participate in all tests, drills and exercises, including remedial drills and exercises, scheduled by the agency or by the Federal Government.
11. Participate in the program of integrated flood warning systems under section 7313(6) (relating to powers and duties).

The County Emergency Operations Plan must be integrated into and coordinated with emergency management plans and programs of the state and federal governments. The County EOP also establishes a framework through which the county and its municipalities may prepare for, respond to, recover from, and mitigate the impacts of a wide variety of disasters that could adversely affect the health, safety and /or general welfare of the citizens of and visitors to the county.

The County EOP is the basic strategy for countywide emergency preparedness. This plan will assist county and municipal emergency management personnel to mobilize resources and conduct appropriate action to guide and support emergency management efforts through the five phases of emergency management, namely: prevention, preparedness, response, recovery, and mitigation. The County EOP utilizes an all-hazard, functional approach that groups the type of assistance to be provided under emergency support functions (ESFs) which then address functional needs at the county and municipal level. The all-hazards principle facilitates effective intergovernmental cooperation. The ESFs used in this plan are modeled from the guidelines provided by PEMA and the National Response Framework (NRF). Each ESF is headed by a primary coordinating agency, which has been selected based on its expertise, authorities, resources, and capabilities in the functional area.

The County EOP is action-oriented and addresses pre-disaster mitigation operations, deployment of resources, communications and warning, coordinated response to a myriad of disasters and crises, post-disaster recovery, annual exercises, clearly defined roles and responsibilities, and continuity of government.

**B. Purpose**

1. The County EOP establishes uniform policies and procedures for the effective coordination of response to a wide variety of disasters caused by acts of nature or man-made disasters, and provides coordination of activities, provides 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 of the County. Emergencies may differ in size, scope, and severity and affect the health, safety, and welfare of the citizens of the County in different ways. This plan satisfies 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.
2. The County EOP is intended to accomplish the following:
  - a. Reduce the vulnerability of people and communities of the county to damage, injury, and loss of life and property resulting from natural or man-made disasters.
  - b. Prepare for prompt and efficient response and recovery to protect lives and property affected by emergencies.
  - c. Respond to emergencies using all available resources necessary to preserve the health, safety, and welfare of the citizens and visitors to the County.

- d. Recover from emergencies by providing for the rapid and orderly start of restoration and rehabilitation of persons and property affected by emergencies.
- e. Provide an emergency management program that demonstrates all aspects of pre-emergency preparedness and post-emergency response, recovery, and mitigation.
- f. Minimize damage to property, material shortages, and disruptions of essential services that would have an adverse impact on the residents, the economy, and the overall well being of the county; and
- g. Manage emergency operations within the county by coordinating the use of resources available from municipal governments, private industry, civic and volunteer organizations, and state and federal agencies.

**C. Scope**

The Basic Plan describes the various types of emergencies that are likely to occur in the county. The Basic Plan further provides procedures for disseminating warnings, coordinating response, ordering evacuations, opening shelters, and for determining, assessing, and reporting the severity and magnitude of such emergencies. The Basic Plan establishes the concept under which the County will operate in response to natural or man-made disasters by:

- 1. Establishing fundamental policies, program strategies and assumptions.
- 2. Establishing a concept of operations spanning the direction and control of an emergency from initial monitoring through post-disaster response and recovery.
- 3. Defining the responsibilities of elected and appointed local government officials.
- 4. Defining the emergency roles and functions of County departments, volunteer and civic organizations and non-governmental agencies; and
- 5. Creating a framework through the ESF concept for effective and coordinated utilization of county and municipal government resources.

**D. Plan Organization**

- 1. The County EOP includes the Basic Plan, which is divided into nine supporting sections; and the Emergency Operations Plan Supporting Annexes & Appendices which include three supporting sections.
- 2. The Basic Plan provides a relatively broad conceptual framework and describes the approach to a comprehensive emergency management program emphasizing an "all-hazards" approach to emergency



management. It relates information relevant to the whole plan and all of its sections.

3. The nine sections of the Basic Plan are organized according to PEMA standards and describe general functions. These include:
  - a. Purpose and Scope.
  - b. Policies.
  - c. Situation and Assumptions.
  - d. Concept of Operations.
  - e. Organization and Assignment of Responsibilities.
  - f. Administration and Logistics of the Response.
  - g. Authorities and References.
  - h. Training and Exercises; and
  - i. Plan Requirements, Maintenance and Distribution.
4. The Emergency Operations Plan Supporting Annexes & Appendices address emergency operations and vital information. The Annexes & Appendices contain the operational tools for an all-hazards approach to emergency management. There are three Emergency Operations Plan Annexes, including:
  - a. Emergency Support Function Annexes.
  - b. Incident Annexes; and
  - c. Incident Specific Plan and Supporting Plan Appendices.

**E. Authorities and References**

1. Ultimate responsibility for the protection of life and property and the preservation of public health, safety, and welfare lies with local governments in the Commonwealth of Pennsylvania. The authority for local governments to respond to situations, declare emergencies, respond to situations, and take actions necessary to safeguard the life and property of its citizens is set forth in the Pennsylvania Emergency Management Services Code, (35 Pa. C.S.), Section 7101 et seq., as amended.
2. For further information on Authorities and References, see Section VII of the Basic Plan.

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**II. POLICIES**

**A. References**

For further information on references utilized in this section, see Section VII of the Basic Plan.

**B. Pennsylvania Emergency Management Services Code**

1. In 1978, the Emergency Management Services Code (Title 35) replaced the State Council of Civil Defense with the Pennsylvania Emergency Management Council. In doing so, the law created the Pennsylvania Emergency Management Agency (PEMA) and expanded the mandate of the agency to include comprehensive emergency management for all hazards. This included natural and technological as well as war-related disasters. In PEMA, it created a single agency to coordinate all emergency response programs provided by state government. In 1979, a presidential directive from President Jimmy Carter established a similar organization (the Federal Emergency Management Agency – FEMA) at the federal level. Additionally, in 1981, the federal Civil Defense Act was amended to formally acknowledge that “Civil Defense funded” response resources could be used for non-attack emergencies.

2. The Emergency Management Services Code is divided into four chapters. Chapter 71 (Preliminary Provisions) deals with titles, definitions, and purpose. Important in this chapter is a definition of “emergency management” as “the judicious planning, assignment and coordination of all available resources in an integrated program of prevention, mitigation, response, and recovery for emergencies of any kind, whether from attack, man-made or natural causes.”

Chapter 73 of the Code deals with “Commonwealth Services.” It specifies emergency powers granted to the Governor, such as activation of the National Guard and the ability to commandeer private or public property. This chapter also includes the description of PEMA, and its powers and duties. In addition to providing training and other capability-building resources to municipalities, PEMA maintains the state emergency operations center (EOC) and keeps current the Commonwealth of Pennsylvania Emergency Operations Plan (EOP). The law directs that the PEMA director be the State Coordinating Officer (SCO), and that PEMA draft the Governor’s disaster declaration.

3. The chapter that applies most to local elected officials is Chapter 75, “Local Organizations and Services.” It specifies the need for the emergency management coordinator (EMC), and the certification process and training (Section 7502). In Section 7503, the powers and duties of political subdivisions are listed. These include preparing the EOP, establishing and staffing an EOC, adopting precautionary measures, and participating in drills and exercises. It also discusses agreements among political subdivisions and handling gifts, appropriations and grants. Section 7501 authorizes the governing body of a political subdivision to declare a local disaster emergency

when it finds that a local disaster has occurred or is imminent. The governing body may delegate to the mayor or other chief executive officer authority to declare a local disaster emergency. The declaration may not exceed a period of seven days but may be renewed with the consent of the governing body. The effect of a declaration of a local disaster emergency is to activate the response and recovery aspects of the municipality's emergency management plan and to authorize the furnishing of aid and assistance. The declaration must be filed with PEMA. In Section 7504, the responsibility for direction and coordination is stated as such. "Direction of disaster emergency management services is the responsibility of the lowest level of government affected. 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."

4. A gubernatorial disaster declaration is based on damage assessment, the request from local government, and the recommendation of the director of PEMA. Considering the important role played by damage assessment in this process, it is always important that each municipality have a trained team prepared to function. The Berks County Department of Emergency Services regularly provides training for damage assessment team members.

**C. Evacuation Orders**

Under the current PEMA Circular "Evacuation Authority", all county commissioners, mayors, and township supervisors have the statutory authority under the Emergency Management Services Code to order an evacuation during an emergency within their jurisdictions. In addition, when necessary, those officials can also seek the additional support of the Governor to "direct and compel" the evacuation of all persons from their jurisdictions when the circumstances of the emergency require such action.

Additional information on the evacuation authority can be found in the current PEMA Circular which is in the Appendices of this Plan.

**D. Movement of Authorized Persons on Commonwealth Highways During a Disaster**

Under the current PEMA Circular, "Movement of Authorized Persons on Commonwealth Highways during a Disaster", in the event of a declared National, State or local emergency, the Governor has the power to close or modify the travel provisions on any or all highways in the Commonwealth. The Governor's action is effective at any or all hours of the day or night with respect to any or all types or classes or vehicles.

Additional information on the movement of authorized persons on Commonwealth highways during a disaster can be found in the current PEMA circular which is in the Appendices of this Plan.

**E. Compensation for Accidental Injury**

As outlined in the current PEMA Directive, "Compensation for Accidental Injury", Section 7706 of the Emergency Management Services Code provides for the payment of benefits to duly enrolled emergency management volunteers accidentally injured or killed while performing emergency management services or activities.

Additional information on the compensation for accidental injury can be found in the current PEMA directive which is in the Appendices of this Plan.

**F. Official Enrollment of Emergency Management Volunteers**

As outlined in the current PEMA Directive, "Official Enrollment of Emergency Management Volunteers", Section 7706 of the Emergency Management Services Code (35 Pa. C.S. 7101 et seq.), entitles "duly enrolled" emergency management volunteers who are not eligible to receive benefits under the Workmen's Compensation Laws, except during a state of war or period of armed conflict within the Continental United States, to receive compensation benefits for accidental injuries or death sustained while engaged in emergency management activities and services or in or enroute to and from emergency management tests, drills, exercises or operations authorized by the Pennsylvania Emergency Management Agency.

All volunteers who are actively involved in emergency management training, testing or other emergency management activities with any county or local emergency management organization, established in accordance with the provisions of the Emergency Management Services Code, are "volunteer members" of that organization.

However, in order to be eligible for the accidental injury and death benefits described in Paragraph 2 above, all persons who now serve, or subsequently desire to serve, as volunteer members of a recognized emergency management organization, must be officially enrolled as emergency management volunteers in accordance with either this Directive or a similar enrollment process established by a county.

Additional information on the official enrollment of emergency management volunteers can be found in the current PEMA directive which is in the Appendices of this Plan.

**G. County Comprehensive Plan**

The Pennsylvania Municipalities Planning Code (MPC), Act 247 of 1968, as reenacted and amended, empowers counties, as well as other political jurisdictions as defined therein, to protect and promote the health and safety of its citizens by establishing general land use and growth management goals and criteria for municipalities to use in preparation of their comprehensive plan and land use regulation.

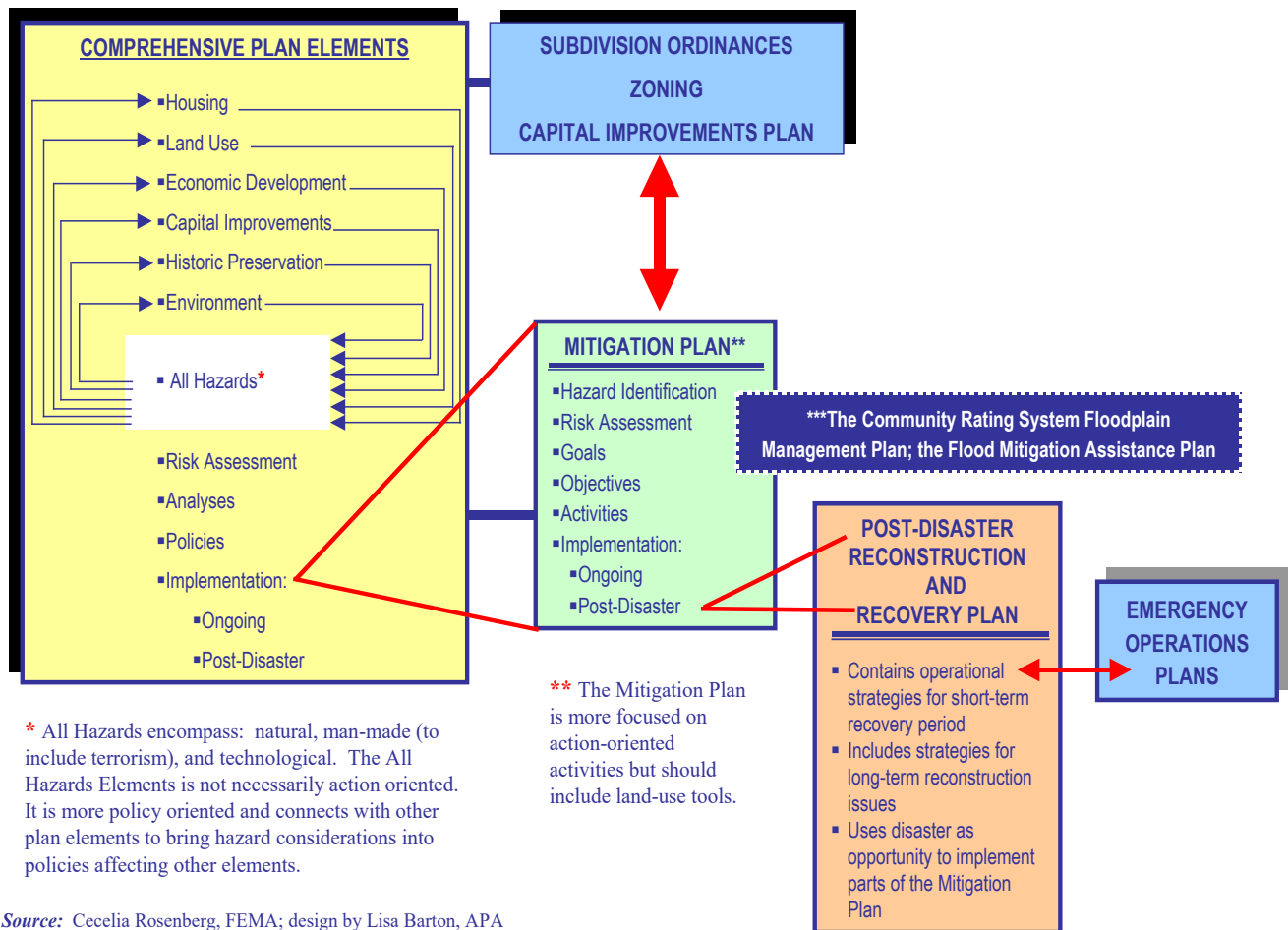
The County Comprehensive Plan is the official statement of public policy by the County Board of Commissioners pertaining to land use and growth management in the county. The comprehensive plan is intended as a guide for the effective governance of the county and as a reference for needed

policy changes. The comprehensive plan also serves as the basis for planning improvements and should be consistent with other planning services where the county is responsible, including the hazard mitigation function of emergency management. Figure II-1 illustrates the relationship between comprehensive and emergency management planning.

**Figure II-1  
Framework for the Linkage Between Comprehensive and Emergency  
Management Planning**

Source: Planning for Post-Disaster Recovery and Reconstruction. Jim Schwab, et. al. American Planning Association, Planning Advisory Service Report No. 483/484. 1998.

**FRAMEWORK FOR THE LINKAGE BETWEEN COMPREHENSIVE AND EMERGENCY  
MANAGEMENT PLANNING**



Source: Cecelia Rosenberg, FEMA; design by Lisa Barton, APA

**H. County MH/DD Disaster Mental Health Plan**

The Mental Health Response Plan is a requirement for the Crisis Counseling Program grant (CCP). Requirements state that grant applications must be Service Provider Area specific. The County Mental Health Response Plan facilitates development of CCP grant applications for federal disaster funds for mental health services.

The plan is a requirement of the Office of Mental Health and Substance Abuse Services. The plan is necessary to provide a statewide system of mental health response and is a prerequisite for receiving disaster/emergency assistance from the Office of Mental Health and Substance Abuse Services.

**I. Disaster Mitigation Act of 2000**

With the passage of the Disaster Mitigation Act of 2000 (DMA 2000) (Public Law 106-390) on October 10, 2000, the Federal Emergency Management Agency (FEMA) established new criteria for the development of multi-Hazard Mitigation Plans at the state and local level on a pre-disaster basis. Specifically, Section 322, Mitigation Planning, of the Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. 5121-5206), enacted by Section 104 of DMA 2000, provided new and revitalized approaches to hazard mitigation planning. This section also emphasized the importance of coordinating state and local hazard mitigation planning and implementation activities and continues the requirement for a state Hazard Mitigation Plan as a condition for receiving federal disaster assistance. In addition, Section 322 allows the amount of funding available through FEMA's Hazard Mitigation Grant Program (HMGP) to be increased for states that demonstrate an increased commitment to comprehensive hazard mitigation planning and implementation through the development of an "enhanced" Hazard Mitigation Plan. Finally, Section 322 authorized the expenditure of up to 7% of the HMGP funds available to each state to be used for the completion of Hazard Mitigation Plans on a pre-disaster basis. Also important is the fact that state and local governments were not eligible for post-disaster HMGP funds after June 3, 2005, without an approved Hazard Mitigation Plan.

In March of 2007, the Berks County Commissioners adopted by resolution, the Berks County Hazard Vulnerability Assessment and Mitigation Plan to promote the importance of hazard mitigation and to provide a resource for the Berks County municipalities to make use of for their efforts in mitigating the effects of natural hazards.

**J. National Incident Management System**

The National Incident Management System (NIMS) provides a systematic, proactive approach guiding departments and agencies at all levels of government, the private sector, and nongovernmental organizations to work seamlessly to prevent, protect against, respond to, recover from, and mitigate the effects of incidents, regardless of cause, size, location, or complexity, in order to reduce the loss of life and property, and the harm to the environment.

Presidential Policy Directive - 8 (PPD-8), *National Preparedness*, which replaces Homeland Security Presidential Directive - 8 (HSPD-8) directed the Secretary of Homeland Security to develop the National Preparedness goal through the Assistant to the President for Homeland Security and Counterterrorism. This directive is aimed at strengthening the security and resilience of the United States through systematic preparation for the threats that pose the greatest risk to the security of the nation, including acts of terrorism, cyber attacks, pandemics, and catastrophic natural disasters. Our national preparedness is the shared responsibility of all levels of government, the private and nonprofit sectors, and individual citizens. This directive is intended to galvanize action by the Federal Government; it is also aimed at facilitating an integrated, all-of-Nation, capabilities-based approach to preparedness.

Homeland Security Presidential Directive - 5 (HSPD-5), *Management of Domestic Incidents*, directed the Secretary of Homeland Security to develop and administer a National Incident Management System (NIMS). HSPD-5 requires that all Federal departments and agencies to adopt NIMS and to use it in their individual incident management programs and activities. This directive also requires that Federal departments and agencies to make adoption of NIMS by State, tribal, and local organizations a condition for Federal preparedness assistance (through grants, contracts, and other activities).

The National Incident Management System integrates existing best practices into a consistent, nationwide approach to domestic incident management that is applicable at all jurisdictional levels and across functional disciplines in an all-hazards context. Five major components make up this system approach;

1. Preparedness
2. Communications and Information Management
3. Resource Management
4. Command and Management
5. Ongoing Management & Maintenance

On June 15, 2006, the County of Berks adopted Resolution #176-06 which mandated the implementation of the National Incident Management System. With the adoption of this resolution, the Board of Commissioners has solidified their commitment to improving emergency preparedness actions for the County of Berks. Since the development of NIMS, Berks County has aggressively pursued compliancy with this standard and will continue to enhance the emergency preparedness capabilities of the County.

### **III. SITUATION AND ASSUMPTIONS**

#### **A. General**

Many hazards threaten Berks County that may result in significant emergencies or disasters. This plan is designed to provide guidance to appropriately respond to all hazard events likely to affect the County. Detailed action steps for these hazards are provided in the Emergency Operations Plan Supporting Annexes of the County EOP. For more information concerning analysis of these hazards, refer to the Berks County Hazard Vulnerability Analysis and Mitigation Plan.

#### **B. County Location and Description**

*Except as otherwise noted, the following narratives regarding Berks County's location and description are from the Berks County Comprehensive Plan (Berks Vision 2020):*

##### **1. Location and Setting**

Berks County is an urban area of 420,152 persons (2020 Census Estimate), situated in southeastern Pennsylvania. The County seat, which is the city of Reading, is 56 miles northwest of Philadelphia and the heart of the Delaware Valley region, which is one of the leading industrial and trade complexes in the nation. Schuylkill County borders the County on the north, on the west by Lebanon and Lancaster Counties, on the east by Lehigh County, and on the south by Chester and Montgomery Counties. Despite its closeness to the Philadelphia metropolitan area, it is considered part of Pennsylvania's Dutch Country. Through numerous federal and state highways and turnpikes, the County is linked to other major cities such as New York (125 miles) and Baltimore (97 miles). The County is a diamond-shaped area of 864 square miles. Sections of the Blue and South Mountains, two ridges of the Appalachian Mountain chain, form its northern and southern boundaries with elevations averaging about 640 feet above sea level. The Schuylkill River and several of its main tributaries drain almost the entire County. The mean annual temperature is 54.3 degrees Fahrenheit. The fall and winter average is 38.9 degrees; the spring and summer average is 74.8 degrees. Average annual rainfall is 41.4 inches, and average annual snowfall is 30.6 inches.

##### **2. Demographics**

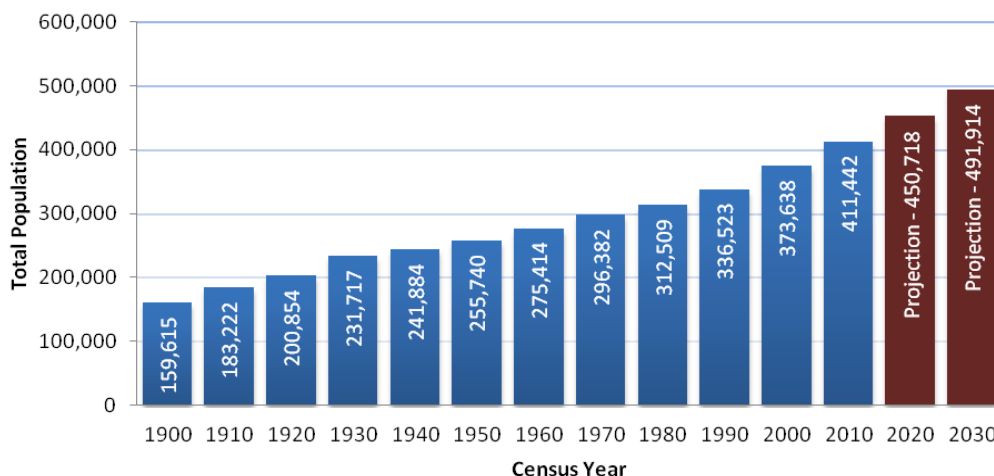
Figure III-1 presents population trends for Berks County during the 20<sup>th</sup> Century. As shown, the County has enjoyed a steady increase in its population over the last 100 years. These increases are attributable to the County's industrial strength, which caused an insurgence of immigrant labor during the early 1900s. Following this period, the post-World War II Baby Boom supported additional population increases, and increased mobility and the attractive rural



lifestyle that Berks offered has made the County a choice destination for urban dwellers seeking a suburban lifestyle.

A focused analysis of Berks County’s population and housing growth during the 1990s provides a historic insight as to where this growth has been occurring. As presented in Table III-1, much of the County’s population and housing increases during the 1990 and 2010 period were not evenly distributed among its municipalities. During this period, population and housing growth in the County’s second-class townships outpaced the growth experienced in the County’s urban communities (first generation communities). This trend is indicative of statewide trends in urban decentralization and suburban sprawl. These trends have a profound impact on the County’s ability to provide adequate emergency services as response times for fire and police increase to serve a more dispersed population, and to mitigate the land use impacts associated with the urban/rural interface.

**Figure III-1**  
**Berks County Population Trends & Projections: 1900-2030**  
Source: Berks County Comprehensive Plan: Berks Vision 2020



**3. Education Facilities**

Berks County’s citizens are supported by a wealth of education services that include 18 public school districts, three non-public schools, and five colleges.

**4. Economy**

Berks County is heavily industrialized with regional warehouse distribution firms, chemical production facilities and manufacturing firms. However, agriculture is a primary source of income for the County as nearly 50 % of the County's land area is devoted to agriculture use. Tourism is also a significant industry for the County and region.

5. Transportation

Over 3,253.8 linear roadway miles traverse Berks County. Of this total, 80 percent (2,369.3 linear miles) are classified as local roadways. Major highways include Interstates 76 and 78, which link the County to such major employment and business markets as Philadelphia, New York, and Baltimore.

In addition to highway transportation, air transportation services within the County are provided by the Reading Airport and numerous other local airports and helipads.

Norfolk Southern, Blue Mountain, and CSX Corporation provide rail-freight transportation services within Berks County. A network of north-south and east-west railroad lines throughout the County accommodates these services.

The transportation routes in Berks County transport a significant amount of hazardous materials throughout the county. For further information on the commodities transported and routes utilized, consult the Berks County Commodity Flow Study.

**Table III-1  
Municipal Population and Housing, 2010 - 2020**

Municipality	2010 Census		2020 Census		Percent Change	
	Population	Housing	Population	Housing	Population	Housing
<b>First Generation Communities</b>	<b>206,399</b>	<b>85,790</b>	<b>208,145</b>	<b>88,499</b>	<b>0.8</b>	<b>3.2</b>
Bally Borough	1,090	457	1,241	497	14.0	8.8
Bechtelsville Borough	942	372	949	372	0.7	0.0
Berville Borough	955	382	942	376	-1.4	-1.6
Birdsboro Borough	5,163	2,014	5,128	2,009	-0.6	-0.2
Boyertown Borough	4,055	2,026	4,058	2,062	0.7	1.8
Centerport Borough	387	150	367	141	-5.2	-6.0
Colebrookdale Township	5,078	2,077	5,136	2,125	1.1	2.3
Cumru Township	15,147	7,080	15,485	7,120	2.2	0.6
Fleetwood Borough	4,085	1,720	4,095	1,731	0.2	0.6
Hamburg Borough	4,289	2,019	4,445	2,053	3.6	1.7
Kenhorst Borough	2,877	1,261	2,798	1,248	-2.7	-1.0
Kutztown Borough	5,012	2,187	5,070	2,184	1.2	-0.1
Laureldale Borough	3,911	1,675	3,896	1,695	-0.4	1.2
Leesport Borough	1,918	790	1,872	781	-2.4	-1.1
Lenhartsville Borough	165	80	170	80	3.0	0.0
Lyons Borough	478	223	478	208	0.0	-6.7
Mohnton Borough	3,043	1,303	3,011	1,322	-1.1	1.5
Mount Penn Borough	3,106	1,341	3,109	1,366	0.1	1.9
Muhlenberg Township	19,628	8,126	20,331	8,637	3.6	6.3
New Morgan Borough	71	6	76	10	7.0	66.7
Reading City	88,082	34,208	88,217	35,617	0.2	4.1
Robesonia Borough	2,061	898	2,062	905	0.0	0.8
St. Lawrence Borough	1,809	763	1,832	794	1.3	4.1
Shillington Borough	5,273	2,335	5,300	2,391	0.5	2.4
Shoemakersville Borough	1,378	624	1,384	630	0.4	1.0
Sinking Spring Borough	4,008	1,733	4,095	1,817	2.2	4.8
*Strausstown Borough	342	149	0	0	0.0	0.0
Topton Borough	2,069	877	2,061	897	-0.4	2.3
Wernersville Borough	2,494	994	2,750	1,317	10.2	32.5
West Reading Borough	4,212	1,738	4,294	1,925	1.9	10.8
Womelsdorf Borough	2,810	1,246	2,888	1,271	2.8	2.0
Wyomissing Borough	10,461	4,936	10,605	4,918	1.4	-0.4

\*Strausstown Borough was incorporated into Upper Tulpehocken Township in 2019

**Table III-1 (cont'd.)  
Municipal Population and Housing, 2010 - 2020**

Municipality	2010 Census		2020 Census		Percent Change	
	Population	Housing	Population	Housing	Population	Housing
<b>Second Generation Communities</b>	<b>205,026</b>	<b>79,026</b>	<b>212,853</b>	<b>82,233</b>	<b>3.8</b>	<b>4.1</b>
Albany Township	1,724	721	1,755	727	1.8	0.8
Alsace Township	3,751	1,555	3,962	1,642	5.6	5.6
Amity Township	12,583	4,545	13,160	5,045	4.6	11.0
Bern Township	6,797	2,168	6,880	2,243	1.2	3.5
Bethel Township	4,112	1,556	4,158	1,486	1.1	-4.5
Brecknock Township	4,585	1,733	4,690	1,800	2.3	3.9
Caernarvon Township	4,006	1,512	4,186	1,579	4.5	4.4
Centre Township	4,036	1,570	4,281	1,644	6.1	4.7
District Township	1,337	565	1,419	602	6.1	6.5
Douglass Township	3,306	1,478	3,611	1,589	9.2	7.5
Earl Township	3,195	1,277	3,300	1,288	3.3	0.9
Exeter Township	25,550	10,051	25,686	9,977	0.5	-0.7
Greenwich Township	3,725	1,539	3,640	1,479	-2.3	-3.9
Heidelberg Township	1,724	641	1,752	646	1.6	0.8
Hereford Township	2,997	1,263	3,065	1,269	2.3	0.5
Jefferson Township	1,977	745	2,162	852	9.4	14.4
Longswamp Township	5,679	2,467	5,777	2,344	1.7	-5.0
Lower Alsace Township	4,475	1,965	4,813	2,055	7.6	4.6
Lower Heidelberg Township	5,513	2,079	6,191	2,196	12.3	5.6
Maidencreek Township	9,126	3,307	9,435	3,435	3.4	3.9
Marion Township	1,688	689	1,965	752	16.4	9.1
Maxatawny Township	7,906	1,567	7,202	1,675	-8.9	6.9
North Heidelberg Township	1,214	499	1,259	518	3.7	3.8
Oley Township	3,620	1,532	3,885	1,639	7.3	7.0
Ontelaunee Township	1,646	680	2,136	953	29.8	40.1
Penn Township	1,949	779	2,141	827	9.9	6.2
Perry Township	2,417	1,029	2,484	1,064	2.8	3.4
Pike Township	1,723	682	1,751	684	1.6	0.3
Richmond Township	3,397	1,458	3,620	1,590	6.6	9.1
Robeson Township	7,216	2,771	7,420	2,936	2.8	6.0
Rockland Township	3,778	1,469	3,811	1,468	0.9	-0.1
Ruscombmanor Township	4,112	1,608	4,186	1,604	1.8	-0.2
South Heidelberg Township	7,271	2,656	7,551	2,755	3.9	3.7
Spring Township	27,119	10,996	28,077	11,387	3.5	3.6
Tilden Township	3,597	1,424	3,616	1,374	0.5	-3.5
Tulpehocken Township	3,274	1,116	3,510	1,174	7.2	5.2
Union Township	3,503	1,424	3,775	1,568	7.8	10.1
Upper Bern Township	1,734	751	1,831	736	5.6	-2.0
Upper Tulpehocken Township	1,575	631	1,915	766	21.6	21.4
Washington Township	3,810	1,508	4,361	1,822	14.5	20.8
Windsor Township	2,279	1,020	2,434	1,043	6.8	2.3

Source: U.S. Census

**C. County Capabilities and Resources**

1. General

Berks County currently has the capabilities, resources and expandable potential, which, if required in the event of an emergency (*natural or man-made*), would contribute materially to the preservation of life, property, and continuity of government services. Such capabilities include, but are not limited to facilities, communications and warning, funding, personnel with diverse experience and access to resources from its municipal and county counterparts through mutual aid agreements.

2. Emergency Operations Center

The Berks County Department of Emergency Services operates an Emergency Operations Center (EOC). The County maintains a listing of emergency resources available from County assets, as well as resources available from the municipalities via the County of Berks County-wide Mutual Aid Agreement and the Total Visibility Accountability and Resource Management System. If there is a need for additional resources, the County may also activate the mutual aid agreements it maintains with contiguous counties, call upon the Southeastern Pennsylvania Task Force, or PEMA.

3. Hazardous Materials Preparedness

Pennsylvania Act 165-1990 requires each County to maintain a hazardous materials response capability. Berks County operates the Special Operations Group, which includes the Hazardous Materials Emergency Response Team. A countywide Technical Rescue Response Team is currently under development.

Hazardous materials are substances that can cause harm to people and the environment. These substances can be complex and unique to a special industry process, or common everyday commodities such as gasoline. They can be seemingly harmless substances, but when used improperly or exposed in extraordinary concentrations, the results could be disastrous. We are potentially exposed to these substances daily. A comprehensive inventory of the types of hazardous materials being stored in and transported through Berks County is presented in the County's Hazardous Commodity Flow Study, which is filed with the Berks County Department of Emergency Services.

All SARA Title III planning facilities in Berks County have current plans filed with the County. Off-site facility plans are prepared by the County Emergency Management Coordinator and approved by the County's Local Emergency Planning Committee (LEPC).

4. Local Emergency Planning Committee (LEPC)

In Pennsylvania, the Hazardous Material Emergency Planning and Response Act of 1990, P.L. 639, No. 165, supplements the federal law, Emergency Planning and Community Right-To-Know Act of 1986 (also known as SARA, Title III). Each County has established a Local Emergency Planning Committee (LEPC). These committees are faced with identifying hazardous material facilities, maintaining chemical inventory reports and planning for off-site releases of hazardous materials.

5. Communications and Warning

The Berks County Communications Center (BCCC) serves as the public safety answering point (PSAP) for all County residents. Communications personnel staff it on a 24-hour basis. Sufficient warning equipment and capabilities are available to provide the warning necessary for most emergencies. With the exceptions noted below, the Communications Center accepts calls for assistance and has the capability to communicate by radio with all fire departments, police departments, and basic life and advanced life support (BLS/ALS) services within the County. Berks County maintains a 911 Plan as required by Act 78.

Exceptions to the statement above are:

- Twin Valley Fire Department of Morgantown serving Caernarvon Township and New Morgan Borough, Berks County, is dispatched by the Chester County 911 Communications Center; and
- Police services for the City of Reading are dispatched by their respective jurisdictional municipalities. Initial 911 calls for such services, however, are received by the County and instantly relayed to the respective municipality for dispatch. This applies to police services only; and
- The Pennsylvania State Police (PSP) are dispatched by their respective dispatching Center. Initial 911 calls for such service, are received by the County and instantly relayed to the PSP Communications Center for dispatch.

6. Regional Counter Terrorism Task Force (Act 2002-227)

Berks County is a member county of the Southeastern Pennsylvania Regional Task Force. Training, education and preparedness are being addressed through that organization with representation from emergency service organizations. The Task Force's operations plan provides further information on the Regional Task Force and with this plan's Incident Annexes, addresses the County and region's standard

operating procedures for terrorism and weapons of mass destruction incidents.

**D. Hazard Vulnerability Analysis**

The county demonstrates its commitment to hazard mitigation planning by maintaining a Countywide Hazard Vulnerability Analysis (HVA). The County HVA assesses the various natural and man-made hazards facing the County. In general, a hazard vulnerability analysis serves several functions:

1. To develop an awareness among agencies, officials and the public of the major hazards for a given jurisdiction.
2. To encourage cooperative management of emergency situations based on an understanding of hazards and their impact.
3. To enhance emergency and disaster response and recovery capabilities for all hazards.
4. To encourage plans and action for preventive measures and effective responses to preserve life and property.

In addition to the County HVA, the Commonwealth has assembled a document titled *Commonwealth of Pennsylvania: Multi-Hazard Identification and Risk Assessment*. This publication documents the history of disasters in Pennsylvania (1954 through October 2012) and charts responses by all participating municipalities on the potential impact of specific hazards in their jurisdictions. The County HVA, coupled with the Commonwealth's publication, shows that the County is most vulnerable to the following hazards:

1. Severe Storms.
2. Flooding.
3. Major Vehicle Accidents; and
4. Hazardous Chemical Releases.

Table III-2 presents a history of the major disasters that have occurred in Berks County. The disasters that have a high severity and frequency of occurrence are floods and a variety of severe storms.

Table III-2  
Disaster History for Berks County: 1958-2022

Date	Type	Date	Type
Oct-2021	Tropical Storm Ida	Aug-2001	Flooding
Aug-2020	Tropical Storm Isaias	Jun-2001	Flash Flood (Tropical Storm Allison)
May-2019	Tornado - Morgantown	May-2001	Fire
Aug-2018	Flooding	Mar-2001	Fire
Mar-2017	Severe Winter Storm	Sep-1999	Hurricane Floyd
Feb-2016	Severe Winter Storm	Jul-1999	Drought and Water Shortage
Oct-2012	Hurricane Sandy	Jun-1998	Severe Storms/Tornadoes
Sep-2011	Tropical Storm Lee	Jan-1996	Severe Winter Storms
Aug-2011	Earthquake & Hurricane Irene	Jan-1996	Flooding
Aug-2009	Storms and Flooding	Sep-1995	Drought
Jan-2009	Fire	Jan-1994	Severe Winter Storms
Sep-2008	Fire	Mar-1993	Blizzard
Aug-2008	Fire	Sep-1989	Flood
Nov-2007	Fire	Sep-1987	Flood
Apr-2007	Severe Winter Storm	Nov-1980	Drought
Feb-2007	Severe Winter Storm (2)	Feb-1978	Blizzard
Sep-2006	Tropical Depression Ernesto	Jan-1978	Heavy Snow
Jun-2006	Flooding	Sep-1975	Flood (Hurricane Eloise)
Sep-2003	Hurricane Isabel/Henri	Jul-1973	Flood
Feb-2003	Severe Winter Storms	Jun-1972	Flood (Hurricane Agnes)
Feb-2002	Drought and Water Shortage	Feb-1958	Heavy Snow

Source: PEMA



Synopses of hazards or disasters that have or could possibly occur in Pennsylvania are given below.

**Civil disorder** - Civil disorder or riots have tended to be racially motivated in recent years. Riots in the mid-1960s caused extensive property losses due to vandalism and some loss of human life. School and workplace violence are also being recognized as a hazard with substantial physically and psychologically impact.

**Dam failures** - Dam failures are usually associated with intense rainfall or prolonged flood conditions where the spillway system is inadequate to accommodate peak flows. The areas most threatened by dam breaks are those immediately downstream.

**Drought** - A drought can be defined in three different ways. "Meteorological drought" is an atmospheric moisture deficiency, which can occur with few effects on crops or water supplies, depending on the water conditions before the drought. "Agricultural drought" occurs when soil moisture inhibits crop growth. When this type of drought persists for weeks or months, a more serious "hydrologic drought" can develop. Such a prolonged lack of rainfall can be devastating for agriculture and causes streams, lakes, and the groundwater table to fall below seasonal averages.

**Earthquakes** - An earthquake is a sudden motion or trembling caused by an abrupt release of accumulated strain on the tectonic plates that comprise the earth's crust. The entire state is susceptible to minor tremblers.

**Fixed nuclear facility accident** - The worst fixed nuclear facility accident in U.S. history occurred in Pennsylvania in March 1979 at the GPU facility at Three Mile Island. After this accident, comprehensive, coordinated, and exercised plans were developed for the state, counties, and municipalities to assure the safety of the population.

**Flooding** - Flooding is a frequent and expensive natural disaster that occurs throughout the Commonwealth. Between 1978 and 1995, Pennsylvania had 3,726 flood insurance claims of \$38 million. As recent history suggests, virtually all parts of the state are vulnerable to flooding damage.

**Hazardous materials** - Hazardous materials fall into several classes, including flammable liquids, solids, and gases, combustible liquids, explosives, blasting agents, radioactive materials, oxidizing materials, corrosive materials, poisons, refrigerated liquids, hazardous waste, hazardous substances, and other regulated materials. The constant increase in the production, storage, and use of hazardous materials poses one of the greatest threats to the health and safety of Pennsylvanians. The threat of release of hazardous substances from a fixed facility is less significant than that posed by transported hazardous substances. The control of hazardous materials is one of the most complex and serious problems facing Pennsylvania.

**Landslides** - A landslide is a down-slope movement of a mass of soil and/or rock. Any area with steep slopes may experience landslides as a result of heavy precipitation.

**Power failures** - Power failures can occur in the winter due to breakage of power lines on which ice and snow have accumulated. Energy emergencies may also be caused by lightning or windstorms, intense heat (i.e., high energy demand), traffic accidents, or oil embargoes. A long-term shortage of fuel, especially during the winter months, would be most detrimental to the health of elderly and disabled people.

**Subsidence** - Subsidence is the downward movement of the earth's surface material. Subsidence can be due to mining or sinkholes. Sinkholes sometimes form when an increase in storm water runoff, due to a greater area of paved surfaces, sends water rushing underground and rapidly destabilize the supporting material.

**Strikes** - Strikes have impacted Pennsylvania, as demonstrated by the truckers strike of 1974. Strikes can disrupt the operation of infrastructure or the flow of goods and services, isolating people and having significant economic impact.

**Terrorism** - The fastest growing threat to society today is terrorism, which is defined as a "violent act, or an act dangerous to human life in violation to the criminal laws of the U.S. or any state, to intimidate or coerce a government, the population, or a segment thereof in furtherance of political or social objectives." There are numerous target areas for potential attack, based upon their proximity to critical infrastructure or population centers. There appears to be an increasing threat of terrorism by biological or chemical devices.

**Tornado** - A tornado is a localized atmospheric windstorm with a whirlpool-like, funnel-shaped cloud. The winds at the center of the cloud can reach up to 300 mph. The path of a tornado is usually about 1/8-mile-wide and 10 miles long, with forward speed of about 40 mph. The entire state is vulnerable to tornadic activity, mainly during June and July. Windstorms occur more frequently, but typically cause far less damage than tornadoes.

**Transportation accidents** - Transportation accidents are the costliest of all hazards in terms of lives lost, injuries, and economic losses. Any region of the state is vulnerable to the problems caused by transportation accidents, including the areas adjacent to rail lines and airports.

**Tropical storms** - Tropical storms, which are spawned from hurricanes that move inland from the Atlantic or the Gulf of Mexico, have been infrequent, but have caused widespread damage and human suffering. A tropical storm has winds of more than 39 mph spiraling counterclockwise around a very localized low-pressure center known as the "eye;" a tropical depression has winds less than 39 mph. The flooding that results from tropical storms has caused widespread damage in the state.

**Urban fire** - Urban fire hazards are a threat in many areas of the state, particularly those with older buildings. Individuals are most vulnerable to death by fire in their own homes.

**Water contamination** - The impact of unintended or untreated releases to the waterways is being better understood scientifically. The chain reaction of their impact can be substantial. Common rural releases are manure and milk.

**Wildfires** - Wildfires burn an average of 10,000 acres of Pennsylvania's forest land each year. At least 98 percent of these fires are caused by human carelessness. Debris burning typically causes the greatest number of forest fires each year.

**Winter storms** - Although most do not cause major economic disruption or destruction, many storms slow or immobilize traffic, resulting in stranded motorists and an isolated rural population.

## **E. Critical Infrastructure Protection**

### **Introduction**

1. In October 1997, the White House issued Presidential Decision Directive 63 (PDD-63), "Protecting America's Critical Infrastructure". PDD-63 calls for a national effort to assure the security of the United States' increasingly vulnerable and interconnected infrastructure, such as telecommunications, banking and finance, energy, transportation, and essential government services. PDD-63 requires the Federal government to serve as a model to the rest of the country for how infrastructure protection is to be attained and seeks the voluntary participation of private industry to meet common goals for protecting our critical systems through public-private partnerships.
2. Homeland Security Presidential Directive 7 (HSPD-7), which supersedes PDD-63, establishes a national policy for Federal departments and agencies to identify and prioritize United States critical infrastructure and key resources and to protect them from terrorist attacks. This directive mandates that the Secretary of the Department of Homeland Security shall be responsible for coordinating the overall national effort to enhance the protection of the critical infrastructure and key resources of the United States. The Secretary shall serve as the principal Federal official to lead, integrate, and coordinate implementation of efforts among Federal departments and agencies, State and local governments, and the private sector to protect critical infrastructure and key resources.
3. Critical infrastructure protection (CIP) pertains to the proactive activities for protecting critical infrastructures: the people, physical entities, and cyber systems that are indispensably necessary for national security, economic stability, and public safety. CIP methods and resources deter or mitigate attacks against critical infrastructures caused by people (e.g., terrorists, other criminals, hackers, etc.), by nature (e.g., hurricanes, tornadoes, earthquakes, floods, etc.), and by

hazardous material accidents involving nuclear, biological, or chemical substances.

4. PDD-63 and HSPD-7 emphasize critical infrastructures whose services are so vital that their incapacity or destruction would have a debilitating impact on the defense or economic security of the United States.
5. FEMA created Community Lifelines to reframe incident information, understand and communicate incident impacts using plain language, and promote unity of effort across the whole community to prioritize efforts to stabilize the lifelines during response. These were formalized in the National Response Framework, 4<sup>th</sup> Edition. Community Lifelines are:

- a. Information and Communications

The Information and Communications (I&C) sector includes the Public Telecommunications Network (PTN), the Internet, and the many millions of computers for home, commercial, academic, and government use. The PTN includes the landline networks of the local and long-distance carriers, the cellular networks, and satellite service. The system's two billion miles of fiber and copper cable remain the backbone of the I&C sector, with the new cellular and satellite wireless technologies largely serving mobile users as extended gateways to the wired network. The PTN provides both switched telephone and data services and long term leased point-to-point services.

- b. Physical Distribution

- 1) The physical distribution infrastructure is critical to the national security, economic well-being, global competitiveness, and quality of life in the US. The vast, interconnected network of highways, railroads, ports and inland waterways, pipelines, airports, and airways facilitate the efficient movement of goods and people and provides this nation a distinct competitive advantage in the global economy.
- 2) Most of our nation's transportation infrastructure is owned by the private sector—railroads and pipelines; the vehicles and equipment operating on our roads, on the water, and in the air; and by state and local governments—our roads, airports, mass transit systems, and ports. To this end, it is imperative that a cooperative relationship exists between the public and private sectors in protecting the County's critical infrastructure.

- c. Energy

The security, economic prosperity, and social well being of the US depend on a complex system of interdependent infrastructures. The lifeblood of these interdependent infrastructures is energy, the infrastructure composed of three distinct industries that produce and distribute electric power, oil, and natural gas.

d. Banking and Finance

The US financial system is central not only to the functioning of domestic and global commerce, but to the daily lives of virtually all Americans. It represents bank holdings of about \$4.5 trillion, a capital market of \$7 trillion, investment bank underwriting of \$1 trillion, almost \$3 trillion in daily payment transactions, and about 10 million jobs.

e. Vital Human Services

The Vital Human Services (VHS) sector includes three of the critical infrastructures named in Executive Order 13010: water supply, emergency services, and government services.

1. Water Supply

There is no "typical" water supply system for the US, at least not to any significant degree of detail. But, at a general level, all systems share five common elements.

- a. A water source, either surface waters in impoundments such as lakes and reservoirs or flowing waters in rivers or ground water in aquifers.
- b. Treatment facilities in which particulates are filtered out and disinfectants are added.
- c. A system of aqueducts, tunnels, reservoirs, and/or pumping facilities to convey water from the source through the rest of the system and to provide storage and the means to balance flows.
- d. A distribution system carrying finished water to users through a system of water mains and subsidiary pipes.
- e. A wastewater collection and treatment system.
- f. The major uses of the water supply infrastructure are for agriculture, industry (including various manufacturing processes, power generation and cooling), business, fire fighting and residential purposes. In many cases, the water supplies for agriculture and industry come from outside the

public water supply system, being drawn by the users directly from surface or ground sources.

2. Emergency Services

- a. This infrastructure includes firefighting, police, rescue, and emergency medical services. Its objectives are to contain and deal with emergencies in order to save lives and preserve property.
- b. Except for certain parts of the emergency medical services element, this infrastructure is mostly government owned and operated. It is focused at the local level; state and federal services play an important but supporting role. The infrastructure as defined does not include investigative or law enforcement functions, nor does it include activities in the recovery phase.
- c. Local authorities faced with large-scale incidents turn, where necessary, first to neighboring jurisdictions with whom they have mutual aid agreements for assistance and then, if necessary, to the state. As a general rule, with few exceptions, federal authorities must be invited before they can play a role.

3. Government Services

Executive Order 13010 designated "continuity of government" as a critical infrastructure. This term has traditionally applied to the survival of our constitutional form of government in the face of a catastrophic crisis such as nuclear war. In January 1997, a memorandum to the Chairman of the President's Commission on Critical Infrastructure Protection (Commission) from the Acting Assistant to the President for National Security Affairs noted that this traditional concept is distinct from the continuation, in the face of physical and cyber threats to our infrastructures, of services provided by federal, state, and local government. The memorandum stated that it was the latter problem that the Commission was expected to address. Consequently, the Commission has considered government services as a critical infrastructure.

6. Critical Infrastructure Information (CII) Procedures

In accordance with the Homeland Security Act of 2002, Section 214, the Department of Homeland Security's Information Analysis and Infrastructure Protection Directorate has submitted its Critical Infrastructure Information (CII) procedures to the Federal Register for public notice and comment period of 60 days. These procedures, as

required in the legislation, are designed to ensure that important and sensitive information, which the private sector voluntarily submits to the federal government, assists the Nation in protecting and reducing the vulnerability of critical infrastructures to terrorist attack. As Congress recognized in providing the Department the ability to protect such information, these procedures are critical to ensuring that the Nation is able to protect critical infrastructure, 85 percent of which is owned by the private sector. The CII Procedures will establish rules for receipt, care and proper storage of the information and will ensure the Congressional mandate that such information not be shared with the general public. Subject to proper safeguards, this information will be used by the Department for the protection of critical infrastructure and reducing the vulnerability of the infrastructure in the interest of national security.

Each year, the Berks County Department of Emergency Services participates in the Department of Homeland Security's Data Call, which identifies critical infrastructure and key resources located throughout the County. This ongoing project will develop a comprehensive list of these facilities and allow the County to obtain a better understanding of the facilities which may require specialized or dedicated resources to enable them to continue operations during an emergency or disaster.

**F. Planning Assumptions**

1. Berks County and its 72 municipal governments have the primary responsibility for response in emergency/disaster situations. It is assumed they will commit all available resources to save lives and minimize injury to persons and damage to property.
2. Berks County and its 72 municipalities have appointed qualified personnel of their respective organization to act as Emergency Management Coordinators (EMC). The EMCs are responsible for coordinating their respective government emergency preparedness and response capabilities in accordance with the Pennsylvania Emergency Management Services Code (Pa C.S. Title 35 Sections 7101-7707).
3. A major disaster, emergency or terrorism event will 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.
4. The extent of casualties and damage will reflect factors such as 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.
5. The large number of casualties, heavy damage to structures and basic infrastructure, and disruption of essential services will overwhelm the

capabilities of the municipal governments along with their emergency response agencies in their response to meet the needs of the situation.

6. In the event of an evacuation, most evacuees will utilize their own transportation resources. Additionally, those with pets, companion or service animals will transport their own pets and animals. Those with livestock or other farm animals will take appropriate measures to safeguard the animals via sheltering or evacuation as appropriate.
7. In the event of an evacuation, segments of the population will need to be transported from the identified affected area(s) to safe havens.
8. Special needs risk facilities will develop, coordinate, and furnish emergency plans to the municipal emergency management agencies, county and state departments, and agencies applicable as required by codes, laws, regulations, or requirements.
9. Any regulated facility, SARA (Superfund Amendments and Reauthorization Act) site, power plant, etc. posing a specific hazard will develop, coordinate and furnish emergency plans and procedures to local, county and state departments and agencies as applicable and required by codes, laws, regulations or requirements.
10. Emergency shelters will be activated by the county using public schools or public colleges/universities (per the provisions of the Pennsylvania Emergency Management Services Code) or other designated shelters. Shelters will be operated by the Berks County Chapter of the American Red Cross in conjunction with their local partners. Shelter operators will provide basic necessities including food, clothing, lodging, basic medical care, and maintain a registration of those housed in the shelter. Assistance in accommodating domestic (house) animals will be provided by the Berks County Animal Response Team.
11. Within a short time following the occurrence of a major emergency/disaster, the County will be requested to coordinate and support the activities in accordance with the provisions of the Pennsylvania Emergency Management Services Code. The County will need to respond on short notice to provide timely and effective assistance.
12. By utilization of the tiered response system, the resources and capabilities of the Southeastern Pennsylvania Task Force may be requested by the County to provide additional coordination and support activities in accordance with the Counter-Terrorism Planning, Preparedness and Response Act (Act 2002-227).
13. Due to finite resources being available to Berks County and its municipalities, and upon the County's determination that its resource needs exceed those available, the County will request assistance from the Pennsylvania Emergency Management Agency (PEMA).



14. The occurrence of a major disaster or emergency based upon these planning assumptions will 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**

**A. References**

For further information on references utilized in this section, see Section VII of the Basic Plan.

**B. General**

1. It is the responsibility of local and county governments to reasonably protect life, property, and the environment from the effects of hazardous events. Therefore, local and county governments have the primary responsibility for emergency management activities that eliminate, or reduce hazardous events and for the preparation for, response to and recovery from significant emergency and disaster events that can and do occur.
2. Local emergency response personnel are first to respond to most disasters, emergencies, and terrorism related incidents. The county is 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. If the disaster, emergency, or terrorism incident exceeds the capabilities of the county, the county will implement existing mutual aid agreements, or the Regional Task Force will be requested to provide assistance. The Regional Task Force can also provide assistance in the form of specialized response teams. Additionally, PEMA will 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 operations. PEMA is also the point of contact for activation of the 3<sup>rd</sup> WMD Civil Support Team (WMD/CST).
3. While extensive effort and years of experience of responders have been brought into this plan in order to make it workable, appropriate to emergency and disaster emergency management, it should be recognized that this plan functions to provide guidance and should not be rigidly applied to every emergency or disaster event. Every situation will present different and unique challenges, complexities, and requirements. The specific tasks, assignments, and provisions contained in this plan may have to be modified to deal effectively with the actual situation at hand.

**C. Intergovernmental Assistance**

1. Per Subsection 7504 (c) of the Pennsylvania Emergency Management Services Code, the County EMC and elected officials shall develop mutual aid agreements with adjacent political subdivisions for reciprocal emergency assistance.
2. The agreements shall be consistent with the plans and programs of the agency. In disaster emergencies, requests for mutual aid assistance shall be referred to the organization having responsibility for

coordination as specified in Subsection 7504 (a) of the Pennsylvania Emergency Management Services Code and in time of emergency it shall be the duty of each local organization to render assistance in accordance with the provisions of the mutual aid agreements.

3. Additionally, as provided for in Act 2002-227 (The Counterterrorism Planning, Preparedness and Response Act) the county is a member of the Southeastern Pennsylvania Task Force and may obtain assistance in the form of specialized support teams, material, and equipment.
4. Adjacent counties and other governments, including local governments, will render assistance in accordance with the provisions of mutual aid agreements in place at the time of the emergency. The provisions of the Regional Counter-Terrorism Task Force Plan, the County 911 plan, and the associated mutual aid agreements will also apply.
5. The County of Berks and 72 constituent municipalities have duly executed the County-Wide Mutual Aid Agreement for Emergency Services.

**D. Direction, Control, Coordination, and Support**

1. General
  - a. The County Commissioners have appointed an Emergency Management Coordinator (EMC), or designee, who may act on their behalf.
  - b. An Emergency Operations Center (EOC) has been identified, and may be activated by the EMC, or designee, or County Commissioners during an emergency.
  - c. The county is served by a 24/7, 911 Communications Center, which is the designated Public Safety Answering Point (PSAP).
  - d. Consistent with the Pennsylvania Emergency Management Services Code, when two or more municipalities within the county are affected, the County shall exercise responsibility for coordination and support to the area of operations.
2. Incident Management
  - a. Consistent with the Commonwealth Emergency Operations Plan (CEOP) and the National Response Framework (NRF), the County EOP employs a multi-agency operational structure that uses an Incident Management System (IMS) based upon the National Incident Management System (NIMS) and the Berks County Incident Management System (BIMS). An IMS organization is led by a Command Group and is typically supported by four sections—Planning; Operations; Logistics; and Finance and Administration.

- b. Whenever possible, emergency response by the County will follow a pre-defined IMS structure as delineated in the BIMS Manual. When called upon for assistance/coordination, the County will interface with the local/municipal emergency management agencies and first responders.
  - c. An IMS will be established by the first responding emergency agency to arrive on scene of an emergency incident. Per the BIMS Manual, an IMS structure will be required in all emergency situations.
  - d. The County EMC, or designee, will coordinate a Unified Command System with centralized management of response and recovery operations. Emergency coordinators from each county agency, located at the EOC, will comprise the unified command staff and will lead personnel and deploy resources from their own organizations in support of the local IC or emergency management coordinator. The County will coordinate the overall activity and ensure effective communications among county agencies and between municipalities and county agencies.
  - e. Participation of the command staff normally will expand and contract as the first event unfolds and then its effects are controlled. The staff supporting the County EMC, or designee, will delegate missions and assignments through the County's Emergency Support Function (ESF) teams in accordance with the emergency responsibilities outlined in Section V of the Basic Plan. The ESF Coordinator will delegate appropriate personnel and resources to complete tasks that achieve the desired objectives.
3. County Emergency Operations Plan Activation
- a. When a major or catastrophic emergency has occurred or is imminent, the County Commissioners may issue a disaster emergency in accordance with this plan. Such an action will activate immediately all applicable portions of this plan. In the absence of a disaster emergency, the County EMC, or designee, may activate portions of this plan to achieve the appropriate levels of mobilization to facilitate response readiness or monitor appropriate response activities.
4. Plan Execution and Implementation
- a. The County Board of Commissioners have delegated to the County EMC, or designee, responsibility for implementation of the County EOP, or parts thereof. The EMC will implement this EOP as the situation warrants. All county departments, agencies and organizations with assigned responsibilities will provide support for plan implementation. The County EOP will automatically be activated upon any declaration of local emergency enacted by the County Commissioners or other

responsible official with emergency declaration authority as defined in this plan.

- b. This EOP encourages the use of Incident Complexity and Types to guide the county's response effort, depending on the severity and complexity of the disaster emergency (Table IV-1). Incident Types provide a shorthand method for mobilizing emergency response forces. A responder to an emergency scene estimates the level and notifies the emergency management system. Notification may be directed through the Berks County Communications Center.

Factors that may be considered in analyzing incident complexity include:

- Impacts to life, property, and the economy.
- Community and responder safety.
- Potential hazardous materials.
- Weather and other environmental influences.
- Likelihood of cascading events.
- Potential crime scene (including terrorism).
- Politically sensitivity, external influences, and media relations.
- Area involved, jurisdictional boundaries; and
- Availability of resources.

- c. The Incident Types include:

1) Type 5

This type of incident can be handled with one or two single resources with up to six personnel.

- i. Affects a specific, limited location with minimal hazard.
- ii. Incident Management System is necessary to direct and control emergency response forces at an incident site.
- iii. Incident Command Post and staging areas established.
- iv. Incident Commander able to control emergency without additional assistance or Emergency Operations Center (EOC) activation.
- v. Command and General Staff positions (other than the Incident Commander) are not activated.
- vi. No written Incident Action Plan is required.
- vii. The incident is typically contained within an hour or two after resources arrive on the scene; and

- viii. Incidents involving spills, leaks, or fires caused by small amounts of fuel, oil or other materials that can be managed using equipment available to first responders.

2) Type 4

This type of incident is handled with additional resources, possibly including Task Forces or Strike Teams.

- i. Affects a local area or involves increased/elevated hazard.
- ii. Resources that are immediately available to Incident Commander are exhausted.
- iii. EOC may be activated to manage and coordinate related, multiple, low-level emergencies in different locations; some precautionary evacuation may be necessary.
- iv. Command Staff and General Staff functions are activated only if needed.
- v. The incident is typically contained within one operational period in the control phase, usually within a few hours after resources arrive on scene.
- vi. The Agency Administrator may have briefings and ensure the complexity analysis and delegation of authority is updated.
- vii. No written Incident Action Plan is required, but a documented operational briefing will be completed for all incoming resources; and
- viii. Incidents involving hazardous chemicals requiring the use of any kind of specialized protective equipment beyond use of Self-Contained Breathing Apparatus (SCBA) and/or Structural Firefighter's Protective Clothing (SFPC), special tools or knowledge beyond the normal scope of first responders.

3) Type 3

This type of incident occurs when the capabilities exceed the initial attack. The appropriate ICS positions should be added to match the complexity of the incident.

- i. Some or all the Command and General Staff positions may be activated, as well as

Division/Group Supervisor and/or Unit Leader level positions.

- ii. A Type 3 Incident Management Team may be utilized to assist in management of the incident.
- iii. The incident typically extends into multiple operational periods.
- iv. A written Incident Action Plan is typically required for each operational period; and
- v. Incidents may include a tornado touchdown, earthquake, flood, or multi-day hostage stand-off situation.

4) Type 2

This type of incident extends beyond the capabilities for local control and is expected to go into multiple operational periods. A Type 2 incident may require the response of resources out of the area, including regional and/or national resources, to effectively manage the operations.

- i. Affects a wide area/region or involves a severe hazard.
- ii. State response and management resources may be needed to assist local and regional response.
- iii. Local area evacuation and mass care activities characterize this level.
- iv. Most or all the Command and General Staff positions are filled.
- v. A written Incident Action Plan is required for each operational period.
- vi. Many of the functional units are needed and staffed.
- vii. PEMA, Regional Task Forces, County, and local EOCs are coordinating resources; and
- viii. Incidents involve those of regional significance.

5) Type 1

This type of incident is the most complex, requiring national resources to safely and effectively manage and operate.

- i. All Command and General Staff positions are activated.
- ii. Branches will need to be established.
- iii. There is a high impact on the local jurisdiction, requiring additional staff for support functions; and
- iv. Incidents involve those of national significance.

**Table IV - 1  
Incident Complexity & Types**

Parameter	Type 5	Type 4	Type 3	Type 2	Type 1
Scope of Emergency	Specific Location	Specific Location	Local or Regional	Regional or State	State or Federal
Resources Needed	Local	Local	Local/County/Regional	County/Regional/State	Regional/State/Federal
Possible Emergency Event	Vehicle fire, injured person, police traffic stop	Major structure fire, multiple vehicle accident with multiple patients, an armed robbery, or a small hazmat spill	Tornado touchdown, earthquake, flood, multiday hostage stand-off situation	Incidents of regional significance	Incidents of national significance
Jurisdictions	One	One	One or Two	Two or more	Two or more
Evacuation	None	Limited area	Large area	Large area	Large area
Multiple Sites	No	No	Yes	Yes	Yes
Mass Care/Sheltering	No	No	Possible	Possible	Possible
County EOC Activated	No	No	Yes	Yes	Yes
Local EOC Activated	No	Possible	Yes	Yes	Yes
Local Warnings	No	Possible	Yes	Yes	Yes
Mass Warnings	No	No	Possible	Yes	Yes
PEMA EOC Involved	No	No	Yes	Yes	Yes
Federal EOC Involved	No	No	No	Possible	Yes
Written IAP	No	Possible	Yes	Yes	Yes

**7. County Emergency Operations Center Activation**

- a. The County Emergency Operations Center may function as a Multi-Agency Coordinating (MAC) system to support major planned events or emergency incidents within the county, or it may serve as an Area Command center in support of multiple or widespread incidents. The role of the EOC during a specific emergency will be determined by the County EMC, or designee.

During events in which the EOC is activated as an Area Command, Command Staff will provide overarching guidance for the incident(s) being supported in the NIMS role of Agency Administrator. It is important to note that, dependent on circumstances, the ultimate Command function may be



maintained at the incident scene(s). During these incidents, the EOC is serving as a Multi-Agency Coordinating Entity (MAC) and the responsibilities of the Command Staff may be substantially reduced. An early decision by the leadership as to what capacity the EOC will be functioning in is critical to a successful incident outcome.

Even during events in which the EOC operates as an Area Command, it will usually be necessary that an Incident Commander (and perhaps an Operations Section Chief) be established for each "sub-incident" within the jurisdiction.

- b. To ensure consistency with operations at the incident site, the EOC will also follow an incident command structure. The EMC, or designee, will assume the role of EOC Manager (Command) and, initially, all the remaining roles. As additional staff arrives at the EOC, the EMC may delegate activities to them. Availability of staff and operational needs may allow or require positions to be combined, or positions to not be filled (responsibilities held by the next highest position).
- c. Depending on the magnitude and severity of an incident, only certain ESFs may be needed. Accordingly, only those agencies responsible for those functions will report to the County EOC. Table IV-2 shows the designated levels of activation based on the severity of the emergency. The Incident Typing categories established in the NIMS Standard will be used as a guide for staffing levels of the EOC.

<b>Table IV - 2 Incident Types &amp; EOC Activation Levels</b>					
<b>Parameter</b>	<b>Type 5</b>	<b>Type 4</b>	<b>Type 3</b>	<b>Type 2</b>	<b>Type 1</b>
Event	Routine events, relatively small, localized events and minor or no damages.	Events requiring utilization of mutual aid and resources outside the scope of the responsible agency.	Threats that require situational awareness and planning. Significant effects anticipated to one municipality anticipated to exceed local resources.	Situations that require Incident Action Planning beyond 2 days from the event. Significant effects across many municipalities and may exceed local resources.	Catastrophic damage in a municipality or across several municipalities.
Examples	Vehicle fire; injured person; police traffic stop.	Major structure fire; multiple vehicle accident with multiple patients; an armed robbery; or a small hazmat spill.	Weather events with advanced notice or non notice events; minor flood; earthquake; localized straight-line winds; multiday hostage stand-off situation; declaration of Alert at Limerick Generating Station.	Severe flooding; severe winter weather; declaration of Site Area Emergency at Limerick Generating Station.	Wide spread flooding; protracted haz mat incidents; pandemic disease outbreak; declaration of a General Emergency at Limerick Generating Station.
County EOC Activation	Normal staffing of telecommunicators and shift supervisor(s).	Consideration of a dedicated incident telecommunicator and recall of off-duty communications staff if necessary.	Partial activation of EOC ESF positions with DES Staff. Anticipated recall of off-duty communications staff.	Partial activation of EOC ESF Positions with ESF Coordinators based on anticipated incident needs. Positioning of County Administration in EOC.	Full activation of all EOC ESF positions.

**8. Emergency Declaration Process**

- a. The purpose of a declaration of a local disaster emergency is to activate the response and recovery aspects of any and all applicable local emergency management plans and to authorize the furnishing of aid and assistance.
- b. The Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended (the Stafford Act) was enacted to support state and local governments and their citizens when disasters overwhelm them. This law establishes a process for requesting and obtaining a Presidential disaster declaration, defines the type and scope of assistance available under the Stafford Act, and sets the conditions for obtaining that assistance.
- c. Local disaster emergency activities and requests for assistance will be made in accordance with the Section 7501(b) of the Pennsylvania Emergency Management Services Code (Title 35) and as outlined:
  - 1) Local Declaration of a Disaster Emergency
    - i. The governing body of a political subdivision within the county may declare a local disaster emergency upon finding a disaster has occurred or is imminent (Attachment 1, Declaration of a Local Disaster

Emergency). The governing body of a political subdivision may authorize the mayor or other chief executive officer to declare a local disaster emergency subject to ratification by the governing body. The length or period of disaster emergency must be specified in the signed declaration. The declaration must be given prompt, general publicity and filed with PEMA (35 Pa. C.S.A. 7501(b)).

- ii. The County Board of Commissioners may declare a disaster emergency when a disaster has occurred or is imminent (Attachment 2 Declaration of a County Disaster Emergency). The period of declaration cannot exceed seven days without the formal renewal. The declaration must be given prompt, general publicity and filed with PEMA (35 Pa. C.S.A. 7501(b)).

2) Governor’s Proclamation of a Disaster Emergency

The Governor may declare a disaster emergency and/or a state of emergency when it is necessary to meet an existing or impending disaster (35 Pa. C.S.A. 7501(b)).

3) Presidential Declaration of a Disaster or Emergency

When the situation is of such magnitude and severity that the effective response is beyond the capability of the Commonwealth, the Governor will request federal assistance.

**E. Overall Plan Priorities**

The following operational priorities listed below are those identified as being critical to the successful mitigation of an incident. These incident priorities are to be used as a guide in developing the incident action plan and to guide the EOC staff in prioritizing resource requests from municipalities or other ESFs.

1. Save Lives

- a. Warn the public in order to avoid further casualties.
- b. Shelter persons-in-place from the effects of the emergency.
- c. Evacuate people from the effects of the emergency.
- d. Shelter and care for those evacuated.
- e. Treat the injured.
- f. Save human lives; and
- g. Save animals – livestock and domestic pets.

2. Protect Property

- a. Take action to prevent further harm/destruction.
- b. Save property from harm/destruction; and
- c. Provide security for property – especially in evacuated areas.

3. Protect the Environment
  - a. Confine hazardous chemical releases to the smallest possible area.
  - b. Contain the spill or release; and
  - c. Prevent runoff from entering streams, ponds, lakes, rivers or sewers.
4. Stabilize the Economy
  - a. Take action to prevent price gouging in essential goods, services and rent; and
  - b. Take action to keep people working.
5. Restore the Community
  - a. Restore essential services/utilities.
  - b. Restore community infrastructure, such as roads; and
  - c. Help restore the economic basis of the community.

**F. Relationship Between Normal and Emergency Functions**

1. This plan recognizes and is based upon the concept that emergency functions for departments, agencies, groups and organizations involved with or supporting emergency management activities generally parallel their normal day-to-day functions. Further, procedures and practices used in day-to-day operations serve as the foundation for the procedures and practices recommended for emergency situations, though an expanded form. To the extent possible, the same personnel, equipment and material resources, as well as procedures that are applied to day-to-day operational activities will be employed in similar roles, tasks and responsibilities when applied to significant emergency or disaster situations.
2. It is generally true, however, that a disaster is a situation in which the usual way of doing things no longer suffices. It is desirable, and always attempted, to maintain organizational continuity and to assign familiar tasks to personnel normally accustomed to performing those tasks. In large-scale disasters, however, it may become necessary to draw on people's basic capacities and use them in areas of greatest need, regardless of their previous experience or normal functions.
3. Day-to-day functions that do not contribute directly to resolving the disaster situation may be suspended, upon Executive Order or Emergency Declaration from the County Commissioners for the duration of the emergency and those people, equipment, and material resources redirected to support disaster operations.

**ATTACHMENT 1**

**DECLARATION OF A LOCAL DISASTER EMERGENCY**

**WHEREAS**, on or about \_\_\_\_\_ a (disaster) has caused or threatens to cause injury, damage, and suffering to the persons and property of (City/Township/Borough); and

**WHEREAS** the (disaster) has endangered the health, safety and welfare of a substantial number of persons residing in (City/Township/Borough), and threatens to create problems greater in scope than (City/Township/Borough), may be able to resolve; and

**WHEREAS** emergency management measures are required to reduce the severity of this disaster and to protect the health, safety and welfare of affected residents in (City/Township/Borough);

**NOW, THEREFORE**, we, the undersigned Commissioners/Supervisors/Mayor of (City/Township/Borough) pursuant to the provisions of Section 7501 of the Pennsylvania Emergency Management Services Code, (35 PA C.S., Section 7501), as amended, do hereby declare the existence of a disaster emergency in (City/Township/Borough);

**FURTHER**, we direct the (City/Township/Borough) Emergency Management Coordinator, or designee, to coordinate the activities of the emergency response, to take all appropriate action needed to alleviate the effects of this disaster, to aid in the restoration of essential public services, and to take any other emergency response action deemed necessary to respond to this emergency.

**STILL FURTHER**, we direct the employees and officials of (City/Township/Borough) to support the mission of emergency management and municipal policy by cooperating to meet the needs of the emergency in all ways including, but not limited to: the employment of temporary workers, by the rental of equipment, by the purchase of supplies and materials, and by entering into such contracts and agreements for the performance of public work as may be required to meet the emergency, all without regard to those time-consuming procedures and formalities normally prescribed by law, mandatory constitutional requirements excepted.

This Declaration shall take effect immediately.

**(SUPERVISORS/MAYOR/COUNCIL OF CITY/TOWNSHIP/BOROUGH)**

\_\_\_\_\_  
**(Chair/President/Mayor)**

\_\_\_\_\_  
**(Vice Chair/President)**

\_\_\_\_\_  
**(Supervisor/Council member)**

Attest: \_\_\_\_\_

Date: \_\_\_\_\_

**ATTACHMENT 2**

**DECLARATION OF A COUNTY DISASTER EMERGENCY**

**WHEREAS**, on or about \_\_\_\_\_ a (disaster) has caused or threatens to cause injury, damage, and suffering to the persons and property of Berks County; and

**WHEREAS** the (disaster) has endangered the health, safety and welfare of a substantial number of persons residing in Berks County, and threatens to create problems greater in scope than Berks County, may be able to resolve; and

**WHEREAS** emergency management measures are required to reduce the severity of this disaster and to protect the health, safety and welfare of affected residents in Berks County.

**NOW, THEREFORE**, we, the undersigned Commissioners of Berks County, pursuant to the provisions of Section 7501 of the Pennsylvania Emergency Management Services Code, (35 PA C.S.), as amended, do hereby declare the existence of a disaster emergency in Berks County.

**FURTHER**, we direct the Berks County Emergency Management Coordinator, or designee, to coordinate the activities of the emergency response, to take all appropriate action needed to alleviate the effects of this disaster, to aid in the restoration of essential public services, and to take any other emergency response action deemed necessary to respond to this emergency.

**STILL FURTHER**, we direct employees and officials of Berks County to support the mission of emergency management and County policy by cooperating to meet the needs of the emergency in all ways including, but not limited to: the employment of temporary workers, by the rental of equipment, by the purchase of supplies and materials, and by entering into such contracts and agreements for the performance of public work as may be required to meet the emergency, all without regard to those time-consuming procedures and formalities normally prescribed by law, mandatory constitutional requirements excepted.

This Declaration shall take effect immediately.

**COMMISSIONERS**

\_\_\_\_\_  
**Chair**

\_\_\_\_\_  
**Commissioner**

\_\_\_\_\_  
**Commissioner**

Attest: \_\_\_\_\_ Date: \_\_\_\_\_

**V. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES**

**A. References**

For further information on references utilized in this section, see Section VII of the Basic Plan.

**B. General**

1. This plan has been developed based upon the structure of emergency management within the Commonwealth of Pennsylvania. 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 based upon the 15 Federal Emergency Support Functions (ESFs). The functional areas have been grouped according to the categories of the National Incident Management System (NIMS) and the Berks County Incident Management System (BIMS). Because differences exist between the capabilities and resources at the federal level and the needs at the county/local level, the 15 Federal ESFs do not fully address all the needs. Therefore, additional ESFs, also grouped according to the NIMS/BIMS categories, have been developed and are included in the ESF Annex of this plan. To further facilitate response actions/activities of the County EOC staff, checklists have been developed and are part of each ESF.
2. The Commissioners and elected officials of the affected jurisdictions are authorized to exercise powers, as vested under Section 7501 of the Pennsylvania Emergency Management Services Code, for responding to and recovering from emergency incidents by issuing a Declaration of a Local Disaster Emergency.
3. In accordance with the Pennsylvania Emergency Management Services Code, Section 7504(c), the county and its municipalities have developed mutual aid agreements with adjacent political subdivisions for reciprocal emergency assistance. These agreements are consistent with the plans and programs of PEMA. In times of emergency or disaster situations, it shall be the duty of each local organization to render assistance in accordance with the provisions of the mutual aid agreements.

**C. Organization**

1. County Board of Commissioners

The County Board of Commissioners is the chief elected body of the county and will exercise direction and coordination of all forces through their executive organization, the Department of Emergency Services.

2. County Chief Appointed Official

The County Chief Appointed Official is tasked with the oversight of the day-to-day operations of the county and serves as the principal advisor to the County Board of Commissioners.

3. County Emergency Management Coordinator

- a. The County Emergency Management Coordinator (EMC) and staff, under the auspices of the County Board of Commissioners, have established a program for emergency management in the county in accordance with Pennsylvania Emergency Management Services Code.
- b. The County EMC, or designee, is responsible for implementing the County EOP.
- c. The County EMC, or designee, in cooperation with the County Commissioners, County Administrator and assigned EOC staff, coordinates emergency response and recovery from the County EOC and supports the on-scene incident command structure.

**D. Assignment of Responsibilities**

1. This plan assigns functional responsibilities accepted by designated county departments, agencies, and other organizations. The county's coordinated, interagency emergency response and recovery operations will be executed through the county's ESFs, which will be organized under the BIMS.
2. ESFs are established to carry out the provisions and task assignments of this EOP. Each ESF addresses preparedness, mitigation, response, and recovery activities and tasks for specific emergency management functions.
3. A single department or agency is designated as the primary agency responsible for coordinating the tasks and resources within each ESF, while other departments or agencies are assigned support roles.
4. Under the BIMS, IMS Section Chiefs may be assigned to assist the County EMC, or designee, in the activated EOC with functional management of agency coordinators and activation and implementation of ESFs assigned to their specific section. Section Chiefs will have management responsibilities in the following IMS Sections:
  - a. Planning
  - b. Operations
  - c. Logistics
  - d. Finance and Administration



**E. Emergency Support Function Primary Coordinating Agencies**

1. Each ESF has a department or organization designated as the Primary Coordinating Agency. The Primary Coordinating Agency oversees and coordinates the assigned ESF under the direction of the County EMC, or designee. The selection of the Primary Coordinating Agency is based upon its authority, resources, and capabilities in a particular functional area and its administrative and personnel abilities to perform the required work.
2. Each Primary Coordinating Agency is responsible for assigning sufficient personnel and work time to ensure effective administration and implementation of their assigned ESF. Primary and Alternate (at minimum) ESF Coordinators, who would report to and operate from the EOC, when activated, are to be designated and provide 24-hour contact information to the County EMC, or designee. Agency Coordinators shall have full authority to commit agency and ESF resources (personnel and material).
3. Primary ESF Coordinators are responsible for developing and maintaining their resource support agencies and for developing and maintaining Standard Operating Procedures or Guidelines addressing the detailed operation of their ESF. Such procedures and guidelines will be developed and maintained in a checklist format. A current copy of each ESF checklist is included as part of the ESF Annex.
4. Primary and Alternate Agency Coordinators designated by the Primary Coordinating Agency shall have the following general duties and responsibilities:
  - a. Act as the ESF Coordinator, as well as the team's representative in policy discussions, negotiations with other ESF teams, and other matters.
  - b. Review the assigned ESF and determine plan requirements.
  - c. Review the Support Agency assignments and tasks.
  - d. Meet with Support Agencies to review task assignments and existing Standard Operating Procedures/Guidelines.
  - e. Develop and maintain Standard Operating Procedures/Guidelines for operation of the ESF and ensure a current copy of the ESF is maintained with the County EOP.
  - f. Establish liaison with the Information and Planning ESF to facilitate the sharing of information and data.
  - g. Identify subject matter experts for consultation on technical aspects of the assigned ESF.

- h. Support training efforts of the Support Agencies.
  - i. Participate in emergency management training programs and exercises relevant to the assigned ESF.
  - j. When activated for actual response, report to the County EOC and implement ESF response operations according to the assigned ESF checklist.
  - k. During activation, provides situation reports, as required, to the County EMC, or designee.
  - l. Document all actions taken during activation.
  - m. Ensure team members receive shift-relief from their respective organizations at appropriate intervals, as additional personnel are available; and
  - n. Participate in after action debriefings and critiques. Complete an After-Action Report for the ESF and update the ESF Standard Operating Procedures/Guidelines accordingly.
5. Table V-1 presents a summary of the ESFs operating under the County EOP and their respective NIMS/BIMS category. Upon activation of the County EOP and/or County EOC, these ESFs would be utilized, as appropriate, depending on the nature, scope, and expected duration of the emergency.

**Table V-1  
ESF and NIMS/BIMS Categories**

<b>Emergency Support Function Number and Name</b>	<b>NIMS/BIMS Category</b>
ESF #1, Transportation	Logistics
ESF #2, Communications	Logistics
ESF #3, Public Works and Engineering	Operations
ESF #4, Firefighting	Operations
ESF #5, Information and Planning	Planning
ESF #6, Mass Care, Evacuation, and Sheltering	Operations
ESF #7, Resource Acquisition	Logistics
ESF #8, Health and Medical Services	Operations
ESF #9, Search and Rescue	Operations
ESF #10, Hazardous Materials / Radiological	Operations
ESF #11, Food and Water	Logistics
ESF #12, Energy and Utilities	Logistics
ESF #13, Law Enforcement	Operations
ESF #14, Disaster Recovery and Assessment	Finance and Administration
ESF #15, Public Information	Command
ESF #16, Animal Care and Control	Operations
ESF #17, Donations and HR Management	Logistics
ESF #18, Debris Management	Operations
ESF #19, Military Support	Logistics
ESF #20, Direction and Control	Command
ESF #21, Business and Industry	Logistics
ESF #22, Education Services	Operations

**F. Emergency Support Function Support Agencies**

1. Other agencies, departments, organizations and groups have been designated as Support Agencies for one or more of the ESFs based on their resources and capabilities to support the assigned functional area. Primary Coordinating Agencies may reassign Support Agency tasks as needed and may recruit additional support agencies for new identified tasks.
2. Support Agencies shall have the following responsibilities:
  - a. Provide assistance to the ESF Coordinator, as appropriate, and make resources of their respective organizations available to support necessary operations;
  - b. Provide supplemental staff to support the ESF Team, as necessary.

- c. Track the use of resources from their respective organizations and share that information with the ESF Coordinator.
- d. Review the Support Agency assignments and tasks.
- e. Meet with the Primary ESF Coordinator to review task assignments and existing Standard Operating Procedures/Guidelines.
- f. Participate in emergency management training programs and exercises relevant to the assigned ESF; and
- g. Participate in after action debriefings and critiques with the Primary ESF Coordinator.

**G. Volunteer and Private Organizations**

1. The Pennsylvania Emergency Management Agency (PEMA) serves as the coordinating office and monitor for the Pennsylvania Voluntary Organizations Active in Disasters (VOAD). The VOAD is an Advisory Committee to the Emergency Management Council, chaired by the Lieutenant Governor. The member organizations provide assistance to the citizens of the Commonwealth when a disaster strikes. The VOAD is not a directive organization. During a disaster, the members independently provide a variety of relief and recovery services.
2. The recovery from disasters with the assistance of volunteers, who donate selflessly of their time and effort in assisting the victims in their communities, does much to reduce their suffering, anxiety and feeling of despair and helplessness. Without this assistance, recovery time would generally also be lengthened.
3. Berks County has established a VOAD organization which provides resources which may be used during any of the five phases of emergency management. The efforts of volunteer organizations at the local level were amply demonstrated during the aftermath of Presidential Declared Major disasters such as Hurricane Floyd and Tropical Storms Dennis and Allison, to mention but a few. Hence, the provision of VOAD contacts throughout the Commonwealth, where they are available for member organizations, is a distinct asset.
4. A number of volunteer and private organizations are available to respond to emergencies and disasters in the county. The county maintains a current catalogue of these organizations in the Total Visibility Accountability and Resource Management System. These groups include, but are not limited to, the American Red Cross, Salvation Army, Radio Amateur Civil Emergency Services (RACES), and the Civil Air Patrol. These groups have support agency assignments detailed in this plan and have duties and responsibilities consistent with all other Support Agencies. Other groups and organizations may become involved in emergency management and receive task assignments through development of the various Emergency Support Functions.

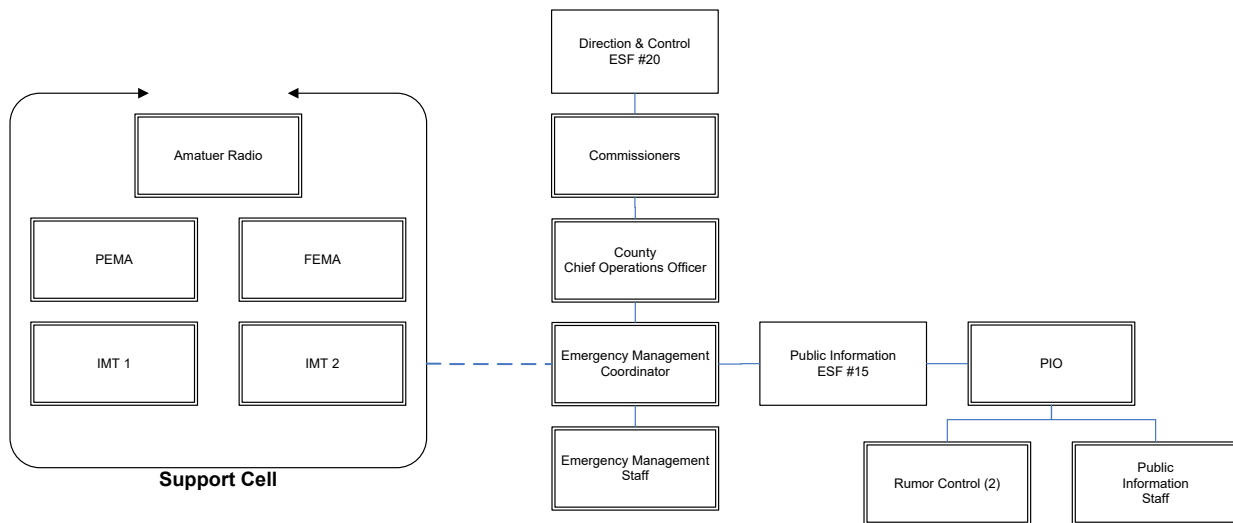
**H. General Roles and Responsibilities**

This section identifies the primary roles of the established Emergency Support Functions and describes the general duties and responsibilities of the Primary Coordinating Agencies. This section also describes some of the basic duties and responsibilities of the Primary ESF agencies according to their alignment within the BIMS structure.

**COMMAND STAFF:** As provided by law, the County Commissioners are ultimately responsible for the provision of public safety in the County of Berks. Due to the complexities of this task, it will usually be necessary for these officials to have readily available to them the advice of legal counsel. While the commissioners, with advice of counsel, will provide overall guidance regarding the needs and impact, the Emergency Management Coordinator will usually act in the capacity of Chief of Staff in times of disaster and serve as the instrument of the elected official’s authority.

***During events in which the EOC is activated as an Area Command, Command Staff will provide overarching guidance for the incident(s) being supported in the NIMS role of Agency Administrator. It is important to note that, dependent on circumstances, the ultimate Command function may be maintained at the incident scene(s). During these incidents, the EOC is serving as a Multi-Agency Coordinating Entity (MAC) and the responsibilities of the Command Staff may be substantially reduced. An early decision by the leadership as to what capacity the EOC will be functioning in is critical to a successful incident outcome.***

***Even during events in which the EOC operates as an Area Command, it will usually be necessary that an Incident Commander (and perhaps an Operations Section Chief) be established for each “sub-incident” within the jurisdiction.***



**Figure V-1 Command Staff & Support Cell Positions**

**1. Direction and Control – ESF 20**

**a. County Commissioners:**

- 1) Establish on-going National Incident Management System compliance among all County governmental agencies.
- 2) Responsible for establishing, maintaining, and providing resources for a county emergency management organization.
- 3) Provide for continuity of operations.
- 4) Establish lines of succession for key positions.
- 5) Designate departmental emergency operating centers and alternatives.
- 6) Prepare and maintain this EOP in consonance with the Commonwealth Emergency Operations Plan and the National Response Framework.
- 7) Establish, equip and staff an EOC.
- 8) Recommend an EMC for appointment by the governor who may act on their behalf, if necessary.
- 9) Issue declarations of disaster emergency if the situation warrants.
- 10) Adopt a hazard mitigation plan in consonance with the Commonwealth of Pennsylvania Enhanced All-Hazard Mitigation Plan; and
- 11) Apply for federal post-disaster funds, as available.

**b. County Chief Appointed Official**

- 1) Provide staff support and resources.
- 2) Provide guidance, direction and authority to agency / department personnel who support the EOC.
- 3) Assist in the development and maintenance of the EOP.
- 4) Manage the Continuity of Operations process within county government.
- 5) Respond to the EOC or field location as needed; and

- 6) Advise elected officials and the County EMC, or designee, about specific capabilities.

**c. 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 and Commonwealth EMA, and provides prompt information in emergencies, as available.
- 3) Identify hazards and vulnerabilities that may affect the 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 catalogues those resources through the use of the resource management aspect of the Berks County Total Visibility Accountability and Resource Management System. Requests needed resources and unmet needs from contiguous counties, the Southeastern Pennsylvania Task Force or the Pennsylvania Emergency Management Agency.
- 5) In coordination with the municipal EMAs, ensure that special risk facilities (hospitals, schools, nursing facilities, group homes, etc.) are included in the Berks County Special Risk Facility database.
- 6) Develop and maintain a trained staff and current emergency response checklists appropriate for the emergency needs and resources of the community.
- 7) Develop and maintain hazard specific incident plans and checklists as need dictates per the Berks County Hazard Vulnerability Assessment and Mitigation Plan.
- 8) Mobilize the EOC and act as the Command function within the EOC during an emergency.
- 9) Compile cost figures for the conduct of emergency operations above normal operating costs.
- 10) Attend training and workshops provided by the state and other sources to maintain proficiency and currency in emergency management and emergency response planning and procedures; and
- 11) Serve on the executive committee of the Southeastern Pennsylvania Task Force.

**d. Emergency Management Staff**

- 1) Assists the Emergency Management Coordinator and acts in his absence.

**2. Public Information – ESF 15**

**a. Public Information Officer**

- 1) Advise elected officials and the County EMC, or designee, 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) Establish an appropriate media briefing area, if necessary.
- 5) Respond to the EOC, the field, or Joint Information Center as needed.
- 6) Coordinate and release public information to the media, only after approved by the EMC.
- 7) Monitor for patterns of false information in the county and among media outlets; and
- 8) Operate within the policies dictated by an incident specific Joint Information System (JIS) if established.

**b. Rumor Control**

- 1) Activate and staff the rumor control lines.
- 2) Document all calls received on the appropriate form; and
- 3) Monitor calls received to identify potential rumors and relay this information to the PIO or designee.

**c. Public Information Staff**

- 1) Assists the Public Information Officer and rumor control staff.

**PLANNING SECTION:** The Planning Section is responsible for collecting, evaluating, and disseminating operational information pertaining to the incident. This section maintains information and intelligence on the current and forecasted situation, as well as the status of resources assigned to the

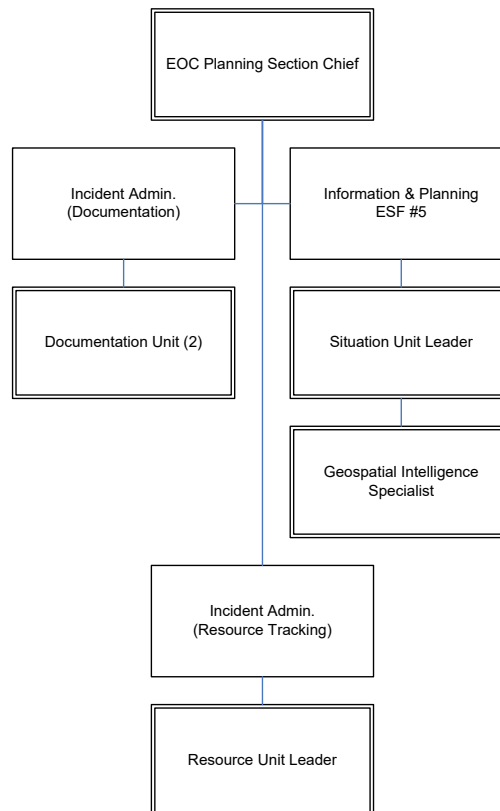


incident. The Planning Section prepares and documents IAPs and incident maps and gathers and disseminates information and intelligence critical to the incident.

One of the most important functions of the planning section is to look beyond the current and next operational period and anticipate potential problems.

***During events in which the EOC is activated as an Area Command, the EOC Planning Section will perform all planning activities for the incident(s) being supported.***

***It is important to note that, dependent on circumstances, the planning function may be executed at the incident scene. During these incidents, the EOC is serving as a Multi-Agency Coordinating Entity (MAC) and the responsibilities of the Planning Section may be substantially reduced.***



**Figure V-2 Planning Section Positions**

- 1. Planning Section Chief – Oversees all incident related data gathering and analysis regarding incident operations and assigned resources, conducts planning meetings, and prepares the IAP for each operational period.**
  - a) Serve as the coordinator of all activities categorized under the Planning Section.

- b) Function as the interface between the Planning Section and Command.
- c) Ensure that all personnel operating within the Planning Section receive up to date information regarding the situation and the event.
- d) Solicit periodic update briefings from the individual staff of the Planning function; and
- e) Provide periodic updates and briefings to the Command staff.

**2. Information and Planning - ESF 5**

- a) Develop and maintain the checklist for the Information and Planning function.
- b) Collect, evaluates and provides information about the incident.
- c) Determine status of resources.
- d) Establish information requirements and reporting schedules.
- e) Supervise preparation of an Incident Action Plan.
- f) Assemble information on alternative strategies; and
- g) Advise elected officials and the EMC, or designee, about the incident and anticipated events or consequences.

**3. Incident Administration Activities**

- a) Collects information, data, and mapping pertinent to the incident;
- b) Advises the Command and General Staff regarding incident options;
- c) Prepares and provides all incident documentation including the Incident Action Plan; and
- d) Tracks the status of all incident resources and assists in identifying anticipated shortages.

The responsibilities of the planning section will usually be further delegated due to the complexity and workload involved. Following the NIMS doctrine, when the EOC is in an Area Command role, the following individuals could be appointed to accomplish the Planning Section's work (suggested ESF assignments are indicated under each position).

**a) Situation Unit Leader (ESF 5 Information and Planning)**

- 1) Collects, evaluates and provides information about the incident.
- 2) Assembles information on alternative strategies; and
- 3) Performs other responsibilities as assigned.

**b) Resource Unit Leader**

- 1) Determines status and tracking of resources; and
- 2) Performs other responsibilities as assigned.

**c) Documentation Unit Leader**

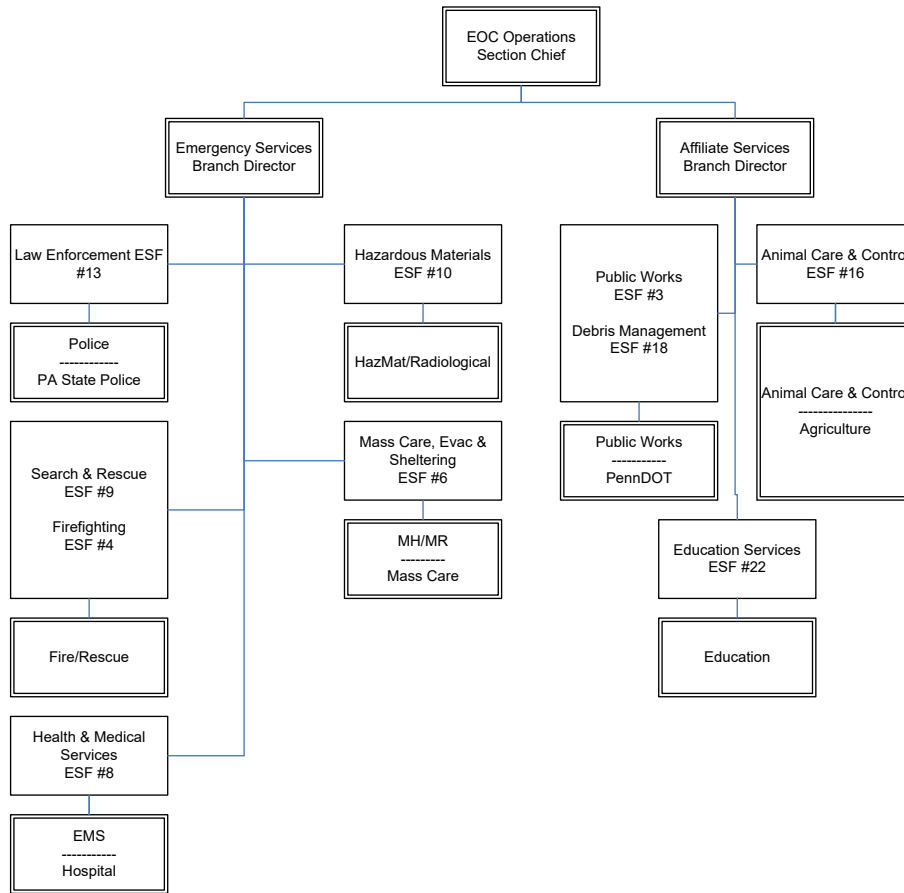
- 1) Prepares and documents the IAP and other incident documents; and
- 2) Performs other responsibilities as assigned.

**d) Geospatial Intelligence Specialist (GIS)**

- 1) Provides GIS resources for operational and planning purposes.

**OPERATIONS SECTION:** The Operations Section is responsible for managing the operations of disciplines such as fire, law enforcement, public health, public works, and emergency services.

***The responsibilities of the EOC Operations Section Chief should not be confused with those of the Incident Commander or Incident Operations Section Chief. Decisions regarding tactical implementation of the incident objectives will never take place in the EOC. This position in the EOC exists to consolidate operations related ESFs and assist in mirroring the structure of the on-scene ICS.***



**Figure V-3 Operations Section Positions**

1. **Operations Section Chief – The Operations Section Chief directly manages all incident tactical activities and implements the IAP.**
  - a) Serve as the coordinator of all activities categorized under the Operations Section.
  - b) Function as the interface between the Operations Section and Command.
  - c) Ensure that all personnel operating within the Operations Section receive up to date information regarding the situation and the event.
  - d) Solicit periodic update briefings from the individual staff of the Operations functions; and
  - e) Provide periodic updates and briefings to Command.

**2. Public Works and Engineering – ESF 3**

- a) Develop and maintain the checklist for the Public Works and Engineering function.
- b) Assist in the development, review and maintenance of the EOP.
- c) Respond to the EOC or the field as needed.
- d) Maintain a listing of Public Works and Engineering assets and resources.
- e) Serve as a liaison between municipal public works and the County.
- f) Coordinate the assignment of Public Works and Engineering resources.
- g) Provide information on water, sewerage, road construction and repair, engineering, building inspection and maintenance; and
- h) Advise elected officials and the EMC, or designee, about Public Works and Engineering activities.

**3. Firefighting - ESF 4**

- a) Develop and maintain the checklist for the Firefighting function.
- b) Assist in the development, review and maintenance of the EOP.
- c) Respond to the EOC or the field, as needed.
- d) Coordinate fire services activities.
- e) Coordinate decontamination and monitoring of affected citizens and emergency workers after exposure to chemical or radiological hazards.
- f) Coordinate route alerting of the public.
- g) Assist with evacuation of affected citizens, especially those who are institutionalized, immobilized or injured.
- h) Coordinate the emergency shutdown of light and power.
- i) Coordinate the provision of emergency lights and power generation.
- j) Coordinate salvage operations and debris clearance; and
- k) Advise elected officials and the EMC, or designee, about fire and rescue activities.

**4. Mass Care, Evacuation and Sheltering – ESF 6**

- a) Develop and maintain the checklist for the Mass Care, Evacuation and Sheltering function.
- b) Assist in the development, review and maintenance of the EOP;
- c) Respond to the EOC or the field, as needed.
- d) Maintain a listing of mass care and shelter facilities including capacities in the County.
- e) Coordinate with the American Red Cross and other appropriate agencies;
- f) Coordinate mass care and shelter provision within the County during an emergency.
- g) Coordinate with the Transportation ESF and Resource Acquisition ESF regarding evacuation issues; and
- h) Advise elected officials and the EMC, or designee, about Mass Care, Evacuation and Sheltering activities.

**5. Health and Medical Services - ESF 8**

- a) Develop and maintain the checklist for the Health and Medical Services function.
- b) Assist in the development, review and maintenance of the EOP.
- c) Respond to the EOC or the field, as needed.
- d) Review the listing of hearing impaired, handicapped, and special needs residents, utilizing the Berks County Special Needs Database.
- e) Coordinate emergency medical activities within the County.
- f) Coordinate institutional needs for transportation if evacuation or relocation becomes necessary for hospitals, nursing homes, day care and adult care facilities.
- g) Coordinate medical services as needed to support shelter operations.
- h) Assist as appropriate in search and rescue operations.
- i) Coordinate mortuary services.
- j) Coordinate provision of inoculations for the prevention of disease.

- k) Assess the disaster mental health needs of the affected population and coordinate unmet needs; and
- l) Advise elected officials and the EMC, or designee, about Health and Medical Services activities.

**6. Search and Rescue - ESF 9**

- a) Develop and maintain the checklist for the Search and Rescue function.
- b) Assist in the development, review and maintenance of the EOP.
- c) Respond to the EOC or the field, as needed.
- d) Coordinate search and rescue activities within the County.
- e) Interface with the State USAR representative.
- f) Serve as an information resource regarding SAR incidents.
- g) Assist as appropriate USAR / SAR components; and
- h) Advise elected officials and the EMC, or designee, about SAR incidents and activities.

**7. 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) Respond to the EOC or the field, as needed.
- d) Review the listing of SARA Sites within the County along with facility emergency plans utilizing the Tier II Manager program.
- e) Coordinate hazardous materials activities within the County.
- f) Interface with the State Certified County Hazardous Materials team.
- g) Coordinate with and make notifications to the Pennsylvania Department of Environmental Protection (DEP) as required.
- h) Serve as an information resource regarding hazardous materials incidents.
- i) Assist as appropriate in hazardous materials operations; and

- j) Advise elected officials and the EMC, or designee, about hazardous materials incidents and activities.

**8. Law Enforcement - ESF 13**

- a) Develop and maintain the checklist for the Law Enforcement function;
- b) Assist in the development, review, and maintenance of the EOP.
- c) Respond to the EOC or the field, as needed.
- d) Coordinate security and law enforcement services.
- e) Establish security and protection of critical facilities, including the EOC.
- f) Coordinate traffic and access control in and around affected areas.
- g) Assist as appropriate with route alerting and notification of threatened populations.
- h) Assist as appropriate with the evacuation of affected citizens, especially those who are institutionalized, immobilized, or injured.
- i) Coordinate the installation of emergency signs and other traffic movement devices.
- j) Assist as appropriate in search and rescue operations; and
- k) Advise elected officials and the EMC, or designee, about Law Enforcement activities.

**9. Animal Care and Control – ESF 16**

- a) Develop and maintain the checklist for the Animal Care and Control function.
- b) Assist in the development, review, and maintenance of the EOP.
- c) Respond to the EOC or the field, as needed.
- d) Maintain a listing of animal care and control assets and resources.
- e) Serve as a liaison between the County and animal care and control agencies.



- f) Coordinate the assignment of animal care and control resources; and
- g) Advise elected officials and the EMC, or designee, about animal care and control activities.

**10. Debris Management – ESF 18**

- a) Develop and maintain the checklist for the Debris Management function.
- b) Assist in the development, review, and maintenance of the EOP;
- c) Respond to the EOC or field, as needed.
- d) Maintain a listing of assets and resources.
- e) Serves as a liaison between the County and debris management agencies.
- f) Coordinate the assignment of debris management resources; and
- g) Advise elected officials and the EMC, or designee, about debris management activities.

**11. Education Services – ESF 22**

- a) Develop and maintain the checklist for the Education Services function;
- b) Assist in the development, review, and maintenance of the EOP;
- c) Respond to the EOC or the field as needed.
- d) Provide information and advice to schools and other educational institutions;
- e) Coordinate with school districts and institutions of higher education;
- f) Provide technical assistance to schools in completing and submitting damage assessment reports; and
- g) Advise elected officials and the EMC, or designee, about education service activities.

The responsibilities of the operations section will usually be further delegated due to the complexity and workload involved. Following the NIMS doctrine,

when the EOC is in an Area Command role, the following individuals could be appointed to accomplish the Operations Section's work (suggested ESF assignments are indicated under each position).

**1. Emergency Services Branch Director**

- a) May retain group supervisor responsibilities or delegate them depending on the situation and availability of personnel.
- b) May oversee the:
  - i. Law Enforcement Group Supervisor (ESF 13 Law Enforcement);
  - ii. Health and Medical Group Supervisor (ESF 8 Health and Medical); and
  - iii. Fire/Rescue Group Supervisor (ESF 4 Firefighting, and ESF 9 Search and Rescue).
- c) Performs other responsibilities as assigned by the Section Chief.

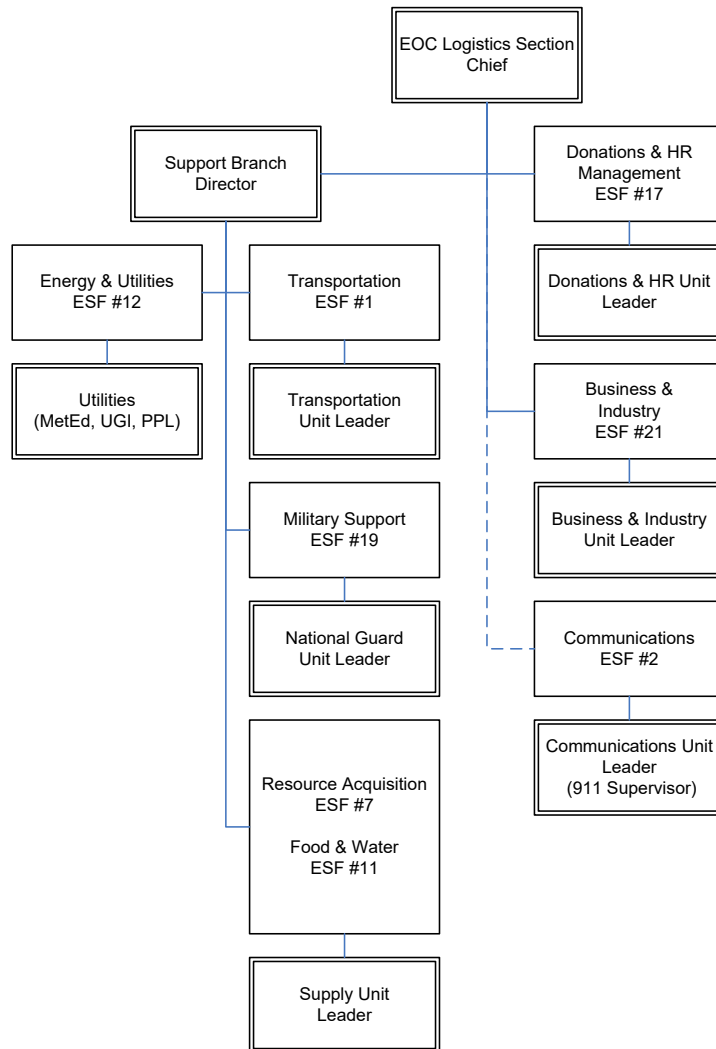
**2. Affiliate Services Branch Director**

- a) May retain group supervisor responsibilities or delegate them depending on the situation and availability of personnel.
- b) May oversee the:
  - i. Education Group Supervisor (ESF 22 Education Services);
  - ii. Mass Care Group Supervisor (ESF 6 Mass Care, Evacuation and Sheltering);
  - iii. Public Works Group Supervisor (ESF 3 Public Works, ESF 18 Debris Management); and
  - iv. Animal Care & Control Group Supervisor (ESF 16 Animal Care & Control).
- c) Performs other responsibilities as assigned by the Section Chief.

**LOGISTICS SECTION:** The Logistics Section provides all the support needs for the incident, such as ordering resources and providing facilities, transportation, supplies, equipment maintenance and fuel, food service, communications, and medical services for incident personnel.

***During events in which the EOC is activated as an Area Command, the EOC Logistics Section will perform all logistics activities for the incident(s) being supported.***

***It is important to note that, dependant on circumstances, the logistics function may be executed solely at the incident scene, or even divided between the incident scene and the EOC (e.g. locally available resources are secured directly from the scene by the IC or Operations contacting dispatch, but other resources are secured by the Logistics section in the EOC at the request of the incident scene).***



**Figure V-4 Logistics Section Positions**

1. **Logistics Section Chief – Ultimately responsible for the accomplishment of all subordinate responsibilities. The Section Chief coordinates work assignments or subordinates and reports to the Incident Commander or EMC on the progress of assigned tasks. The EOC Logistics Section Chief may retain subordinate responsibilities or delegate them depending on the situation and availability of personnel. In addition to supporting the needs of the incident scene(s), the Logistics Section also provides internal logistics support for the EOC itself.**
  - a) Serve as the coordinator of all activities categorized under the Logistics Section.

- b) Function as the interface between the Logistics Section and Command.
- c) Ensure that all personnel operating within the Logistics Section receive up to date information regarding the situation and the event.
- d) Solicit periodic update briefings from the individual staff of the logistics functions; and
- e) Provide periodic updates and briefings to Command.

**2. Transportation - ESF 1**

- a) Develop and maintain the checklist for the Transportation function.
- b) Assist in the development, review, and maintenance of the EOP.
- c) Respond to the EOC or the field, as needed.
- d) Maintain a listing of transportation resources and contact information including capacities in the County.
- e) Coordinate the supply of transportation resources within the County during an emergency; and
- f) Advise elected officials and the EMC, or designee, about Transportation activities.

**3. Communications – ESF 2**

- a) Develop and maintain the checklist for the Communications function.
- b) Assist in the development, review, and maintenance of the EOP.
- c) Train staff members on the operation of communications systems.
- d) Ensure the ability to communicate between the County EOC, field operations, and municipal EMAs.
- e) Assist with the notification of key municipal staff members.
- f) Respond to the EOC or the field, as needed; and
- g) Advise elected officials and the EMC, or designee, about Communications activities.

**4. Resource Acquisition - ESF 7**

- a) Develop and maintain the checklist for the Resource Acquisition function.
- b) Assist in the development, review, and maintenance of the EOP.
- c) Respond to the EOC or the field, as needed.
- d) Maintain a listing of resources with contact information.
- e) Coordinate the provision of materials, services and facilities in support of the emergency.
- f) Develop procedures for rapidly ordering supplies and equipment and to track their delivery and use; and
- g) Advise the elected officials and the EMC, or designee about Resource acquisition activities within the County.

**5. Food and Water - ESF 11**

- a) Develop and maintain the checklist for the Food and Water function.
- b) Assist in the development, review, and maintenance of the EOP.
- c) Respond to the EOC or the field, as needed.
- d) Maintain a listing of food assets within the County.
- e) Serve as a liaison between the County and the food community.
- f) Serve as a liaison between the County and the Extension Office.
- g) Coordinate the dissemination of information and supplies to the food community within the County.
- h) Coordinate the distribution of food to emergency workers and emergency / disaster victims; and
- i) Advise elected officials and the EMC, or designee, regarding food issues.

**6. Energy and Utilities - ESF 12**

- a) Develop and maintain the checklist for the Energy and Utilities function.
- b) Assist in the development, review and maintenance of the EOP.

- c) Respond to the EOC or the field, as needed.
- d) Maintain a listing of energy and utility assets within the County.
- e) Serve as a liaison between the County and the energy / utilities.
- f) Coordinate the dissemination of information to the energy / utilities within the County; and
- g) Advise elected officials and the EMC, or designee, regarding energy and utility issues.

**7. Donations and Human Resource Management – ESF 17**

- a) Develop and maintain the checklist for the Donations and Human Resource Management function.
- b) Assist in the development, review, and maintenance of the EOP.
- c) Respond to the EOC or the field, as needed.
- d) Maintain a listing of donations management assets and resources.
- e) Serve as a liaison between the County and donations management agencies.
- f) Coordinate the assignment of donations management resources; and
- g) Advise elected officials and the EMC, or designee, about donations management activities.

**8. Military Support – ESF 19**

- a) Assist in the development, review, and maintenance of the EOP
- b) Respond to the EOC or the field, as needed.
- c) Maintain a listing of military assets and resources.
- d) Serve as a liaison between the County and the PA National Guard.
- e) Coordinate the assignment of military resources; and
- f) Advise elected officials and the EMC, or designee, about military support activities.

**9. Business and Industry – ESF 21**

- a) Develop and maintain the checklist for the Business and Industry function.
- b) Assist in the development, review, and maintenance of the EOP.
- c) Respond to the EOC or the field, as needed.
- d) Assist county businesses and industries in disaster recovery and assessment operations, including the provision of technical advice in completing and submitting IA/SBA Damage Assessment Forms.
- e) Serve as a liaison between business and industry owners/organizations and the County; and
- f) Advise elected officials and the EMC, or designee, about business and industry activities.

The responsibilities of the logistics section will usually be further delegated due to the complexity and workload involved. Following the NIMS doctrine, the following individuals could be appointed to accomplish the Logistics Section's work (suggested ESF assignments are indicated under each position).

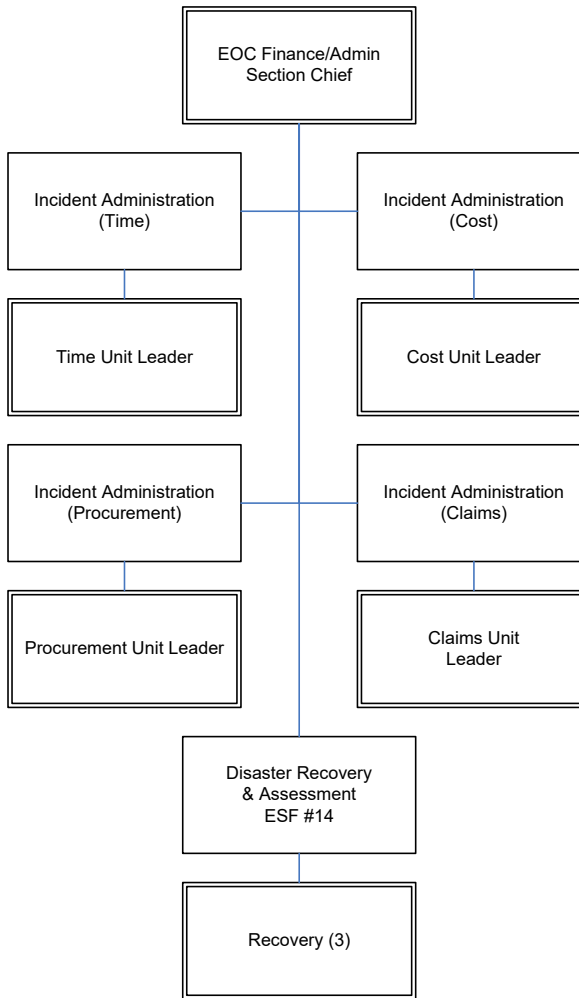
**1. Support Branch Director**

- a) May retain unit leader responsibilities, or delegate them, depending on the situation and availability of personnel.
- b) May oversee the:
  - i. Supply Unit Leader (ESF 7 Resource Acquisition, ESF 11 Food & Water).
  - ii. Transportation Unit Leader (ESF 1 Transportation).
  - iii. National Guard Unit Leader (ESF 19 Military Support); and
  - iv. Energy & Utilities Unit Leader (ESF 12 Energy & Utilities).
- c) Performs other responsibilities as assigned by the Section Chief.

**FINANCE AND ADMINISTRATION SECTION:** The Finance and Administration Section is established when there is a specific need for financial and/or administrative services to support incident management activities.

***During events in which the EOC is activated as an Area Command, the EOC Finance and Administration Section will perform all finance and administration activities for the incidents(s) being supported.***

***It is important to note that, dependent on circumstances, the finance and administration function may be executed at the incident scene. During these incidents, the EOC is serving as a Multi-Agency Coordinating Entity (MAC) and the responsibilities of the EOC Finance and Administration Section may be substantially reduced.***



**Figure V-5 Finance & Admin Section Positions**

- 1. Finance and Administration Section Chief – Ultimately responsible for tracking the cost of the incident and monitoring multiple sources of funds.**
  - a) Serve as the coordinator of all activities categorized under the Finance and Administration Section.
  - b) Function as the interface between the Finance and Administration Section and Command.



- c) Ensure that all personnel operating within the Finance and Administration Section receive up to date information regarding the situation and the event.
- d) Solicit periodic update briefings from the individual staff of the Finance and Administration functions.
- e) Provide periodic updates and briefings to Command.
- f) Develop and maintain the checklist for the Finance and Administration functions.
- g) Maintain oversight of all financial, cost and reimbursement activities associated with the emergency.
- h) Maintain oversight of all administrative activities associated with the emergency.
- i) Track costs and personnel time records.
- j) Administer the financial aspects of the emergency/ disaster according to County policies and procedures.
- k) Following the declaration of an emergency by the County Elected Officials, or the Governor, initiate emergency purchasing/acquisition procedures.
- l) Serve as an interface with the Pennsylvania Emergency Management Agency (PEMA) and the Federal Emergency Management Agency (FEMA) regarding recovery operations.
- m) Advise elected officials and the EMC, or designee, regarding the financial and administrative aspects and implications of the event.
- n) Ensure that all functional areas receive administrative support as appropriate; and
- o) Provide support to the financial element with regard to documentation, verification and related matters.

**2. Disaster Recovery and Assessment – ESF 14**

- a) Develop and maintain the checklist for the Disaster Recovery and Assessment functions.
- b) Assist in the development, review, and maintenance of the EOP.
- c) Respond to the EOC or the field, as needed.
- d) Maintain a listing of assets and resources.

- e) Maintain trained damage assessment teams.
- f) Serve as a liaison between the County and the outside damage recovery and assessment agencies.
- g) Coordinate all disaster recovery and assessment activities of the county in accordance with county and state procedures; and
- h) Advise elected officials and the EMC, or designee, about disaster recovery and assessment activities.

**3. Incident Administration Activities**

- a) Document service time for all personnel and equipment in use;
- b) Execute contracts, leases and fiscal arrangements at the request of Logistics.
- c) Manage all financial matters resulting from property damage, injuries, or fatalities; and
- d) Track all costs, provide cost projections, make cost saving recommendations.

The responsibilities of this section will usually be further delegated due to the complexity and workload involved. Following the NIMS doctrine, the following individuals could be appointed to accomplish the Finance and Administration Section's work.

- a. Time Unit Leader (Incident Administration).
- b. Procurement Unit Leader (Incident Administration).
- c. Compensation/Claims Unit Leader (Incident Administration).
- d. Cost Unit Leader (Incident Administration); and
- e. Recovery Unit Leader (ESF 14 Disaster Recovery & Assessment).

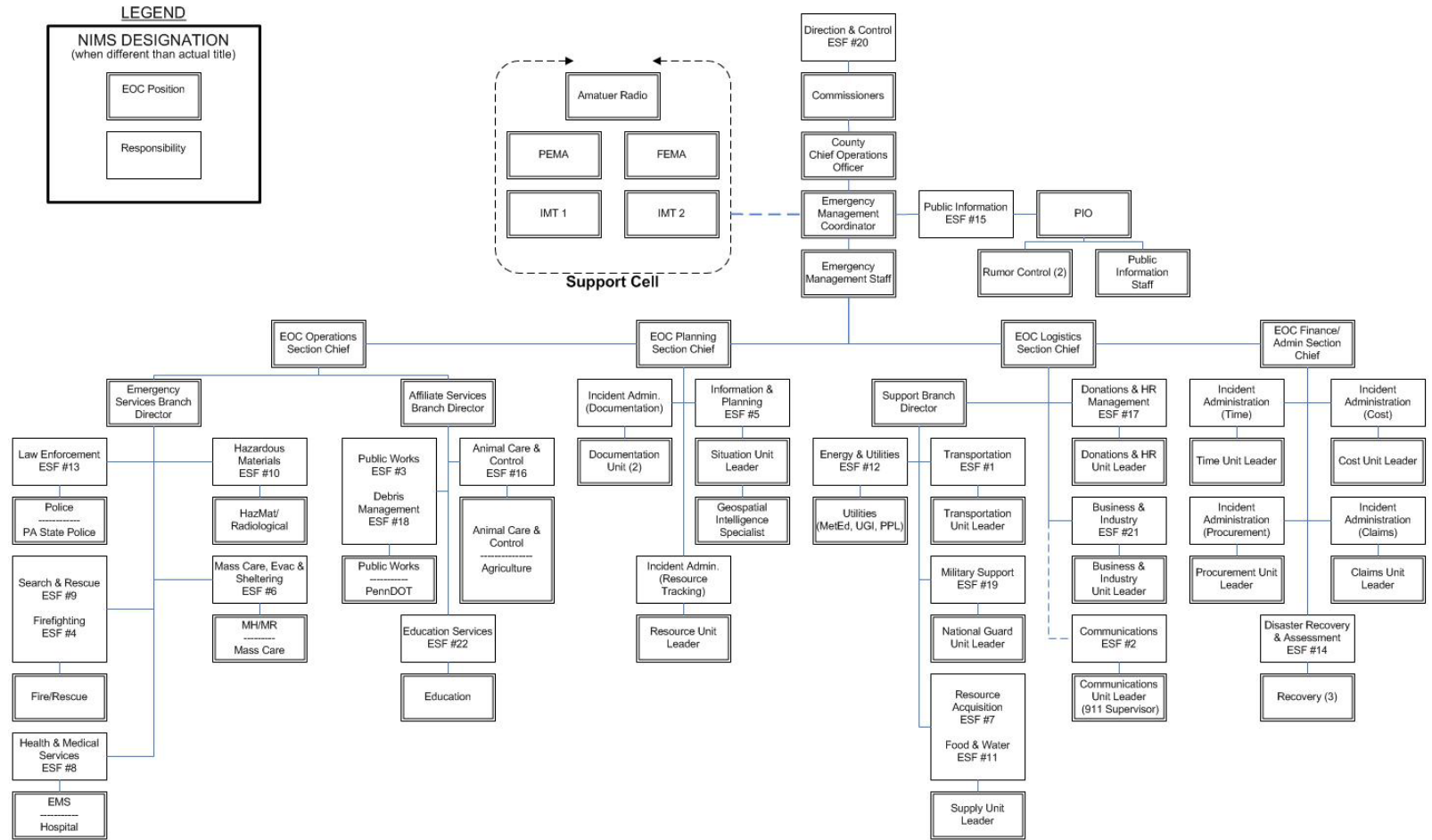
**SUPPORT STAFF:** Depending on the nature of the incident, it may be necessary to implement staffing of the support positions in the EOC. These positions would most likely be utilized during a Type III activation of the EOC, however individual staffing of these positions could be implemented during any one of the five incident types. The support staff (or cell) is comprised of the following representation:

1. ARES/RACES Communication
2. Pennsylvania Emergency Management Agency (PEMA)
3. Federal Emergency Management Agency (FEMA)
4. Incident Management Team

**BERKS COUNTY  
EMERGENCY OPERATIONS PLAN**

**ORGANIZATION AND ASSIGNMENT  
OF RESPONSIBILITIES**

**Berks County Department of Emergency Services – Emergency Operations Center Organization Chart**



Version 2.0 June 2009

**VI. ADMINISTRATION AND LOGISTICS OF THE RESPONSE**

**A. References**

For further information on references utilized in this section, see Section VII of the Basic Plan.

**B. Administration**

1. County and Municipal Reports and Records

Local governments will submit situation reports, requests for assistance, and damage assessment reports to the Berks County Department of Emergency Services in a timely manner.

2. County Reports

The Berks County Department of Emergency Services will forward reports and requests for assistance as soon as practical to the Pennsylvania Emergency Management Agency.

3. Expenditures and Obligations

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

4. Logs and Records

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 as well as document actions required for cost recovery.

5. Other Organization Reports

The County will request reports from other agencies, relief organizations and nongovernmental organizations when deemed appropriate.

6. Reports to PEMA

The County will make reports to PEMA by the most practical means in accordance with PEMA requirements. Written logs will be maintained by the County to assure an accurate, factual basis for status reports to PEMA as well as other after-action reports.

7. Format

All written records, reports and other documents will utilize standardized NIMS forms, or a local form that matches the NIMS form in layout and content, when such a form exists. Documentation for which there is no established standard will be maintained in a neat and professional manner.

**C. Nondiscrimination**

There will be no discrimination on grounds of race, color, religion, nationality, sex or age, in the execution of disaster preparedness or disaster relief and assistance functions. This policy applies equally to all public and private sectors. Section 2.2 of the County of Berks Human Resources Policy and Procedures Manual is also germane.

**D. Logistics**

1. Coordination of Unmet Needs

When a municipality's resources, including normal mutual aid, are exhausted or prudent incident planning projects that resources will become exhausted, as dictated by Title 35, the county shall coordinate assistance and attempt to satisfy unmet needs.

- a. Assistance may come from:
  - i) Surrounding counties
  - ii) Southeastern PA Task Force
  - iii) The Commonwealth
  - iv) Federal agencies
  - v) Private partners

**E. Intergovernmental Cooperation Agreements**

1. Authority

Article 9, Section 5 of the Pennsylvania Constitution provides that any municipality may cooperate or agree in the exercise of any function, power, or responsibility with other governmental units.

2. Intergovernmental Cooperation Agreements

Pursuant to the provisions of the Act of December 19, 1996, No. 177, P.L. 1158, 53 Pa. C.S.A. 2301-2315, relating to Intergovernmental Cooperation, municipalities may jointly cooperate in the exercise or performance of emergency management responsibilities listed in this plan.

3. PEMA Assistance

PEMA will provide assistance to those municipalities desiring an example of an intergovernmental cooperation agreement and adopting

ordinance to satisfy all or a portion of their emergency management responsibilities.

4. Mutual Aid Agreements

The county also maintains the County of Berks County-wide Mutual Aid Agreement between the county, its municipalities, and other signatories.

**VII. AUTHORITIES AND REFERENCES:**

**A. Authorities**

1. Authority for the County EOP and specific actions are contained in the Pennsylvania Emergency Management Services Code 35 Pa CS Sections 7101-7707 and the Counterterrorism Planning, Preparedness and Response Act (Act 2002-227).
2. 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.
3. 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.
4. 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.
5. Through the authority of the Pennsylvania Emergency Management Services Code (35 Pa C.S.), as amended, this plan assigns functions necessary to support a comprehensive emergency management program.

**B. References**

1. Federal:
  - a. Basic Incident Command System (ICS) Independent Study, FEMA Emergency Management Institute, January 1998
  - b. "Critical Infrastructure Protection Process Job Aid," FEMA, United States Fire Academy. Edition 1, May 2002
  - c. Federal Civil Defense Act of 1950, 50 U.S.C. 2251 et seq., as amended
  - d. Hazardous Materials Emergency Planning and Response Act
  - e. Homeland Security Exercise and Evaluation Program (HSEEP), Volume III, "Exercise Evaluation & Improvement Planning", February 2007
  - f. Homeland Security Presidential Directive – 5 (HSPD-5)
  - g. Homeland Security Presidential Directive – 7 (HSPD-7)

- h. Managing the Emergency Consequences of Terrorist Incidents: Interim Planning Guide for State and Local Governments, FEMA, July 2002
  - i. National Flood Insurance Act of 1968
  - j. National Infrastructure Protection Plan, Department of Homeland Security, 2006
  - k. National Incident Management System, Department of Homeland Security, December 2008
  - l. National Response Framework, Federal Emergency Management Agency, Fourth Edition, October 2021
  - m. National Strategy for Homeland Security, Washington, DC, July 2002
  - n. Planning for Post-Disaster Recovery and Reconstruction, Schwab, Jim, et. al., Planning Advisory Service Report No. 483/484. American Planning Association, December 1998
  - o. Presidential Decision Directive 63: Protecting America's Critical Infrastructure. Washington, May 22, 1998
  - p. Public Law 93-234: Flood Disaster Protection Act of 1973
  - q. Public Law 95-510: Comprehensive Environmental Response, Compensation, and Liability Act of 1980 (CERCLA)
  - r. Public Law 99-499: Title III, Act of 1986. Superfund Amendments and Reauthorization Act (SARA), October 17, 1986, Section 301-305, 311 and 312.
  - s. Public Law 101-615: Hazardous Materials Transportation Uniform Safety Act (HMTUSA)
  - t. Public Law 103-337: The Robert T. Stafford Disaster Relief and Emergency Assistance Act
  - u. SARA Title III: The Emergency Planning and Community Right-to-Know Act
  - v. Tool Kit for Managing the Emergency Consequences of Terrorist Incidents, FEMA, Washington, DC, July 2002
2. Commonwealth of Pennsylvania:
- a. 42 Pa. C.S.A. 8332: Pennsylvania Good Samaritan Act
  - b. Public Law 1375: Dam Safety and Encroachments Act of 1978
  - c. 25 Pa. Code, Chapter 105 Dam Safety and Waterways Management, Sections 105.63 and 105.134.



- d. 53 Pa. C.S. Sections 1122, 1123, 1134 & 1135
- e. Counterterrorism Planning, Preparedness, and Response Act (Act 2002-227), December 16, 2002
- f. Radiation Protection Act (Act 147), July 10, 1984
- g. Pennsylvania Emergency Management Agency, Commonwealth of Pennsylvania, State Emergency Operations Plan, June 2019
- h. Pennsylvania Emergency Management Agency, "Commonwealth of Pennsylvania Multi-Hazard Identification and Risk Assessment," July 2000
- i. Pennsylvania Emergency Management Agency, Continuity of Government Planning Guidance, May 2003
- j. Pennsylvania Emergency Management Agency Emergency Management Directive D2003-2, "Pennsylvania Emergency Incident Reporting System (PEIRS)" February 23, 2003
- k. Pennsylvania Emergency Management Agency Emergency Management Guidance and Information Circular C2001-7, "Release of Sensitive Documents or Information to the General Public in Light of the Terrorist Threat" December 3, 2007
- l. Pennsylvania Emergency Management Agency Emergency Management Guidance and Information Circular C2000-10, "Evacuation Authority" December 4, 2000
- m. Pennsylvania Emergency Management Agency Emergency Management Guidance and Information Circular C2008-1, "Movement of Authorized Persons on Commonwealth Highways During a Disaster" August 18, 2008
- n. Pennsylvania Emergency Management Agency Emergency Management Directive D2000-1, "Official Enrollment of Emergency Management Volunteers" January 18, 2000
- o. Pennsylvania Emergency Management Agency Emergency Management Directive D2000-3, "Compensation for Accidental Injury" January 18, 2000
- p. Pennsylvania Emergency Management Agency Emergency Management Directive D2003-1, "Training and Test Authorization Requests" February 23, 2003
- q. Pennsylvania Emergency Management Agency Emergency Management Directive D2003-4, "Comprehensive Exercise Program" July 3, 2003
- r. Pennsylvania Emergency Management Agency Emergency Management Directive D2019-04, "Hazardous Materials Response Team State Certification Criteria", September 20, 2019

- s. Pennsylvania Emergency Management Services Code 35 Pa. C.S. Section 7101-7707, as amended
  - t. Pennsylvania Emergency Management Agency, "The Elected Officials Handbook" January 2010
  - u. Pennsylvania State Constitution:
    - i. Article 3 - Section 16: National Guard to be Organized and Maintained.
    - ii. Article 3 - Section 25: Emergency Seats of Government.
    - iii. Article 4 - Section 7: Military Power; and
    - iv. Article 9 - Section 5: Intergovernmental Cooperation
  - v. Public Law 805, No. 247 "Pennsylvania Municipalities Planning Code", February 2005
  - w. Public Law 323, No. 130 "The County Code", 2000 Edition
  - x. Public Law 1955, No. 569 "First Class Township Code", 2003 Edition
  - y. Public Law 350, No. 60 "Second Class Township Code", 2003 Edition
  - z. Public Law 662, No. 164 "Third Class City Code", 2004 Edition
  - aa. Public Law 1656, No. 581 "Borough Code", 2006 Edition
  - bb. Title 75, Pennsylvania Consolidated Statutes, 2004 Edition
3. Other Publications and References:
- a. Berks County Comprehensive Plan: Berks Vision 2020
  - b. Berks County Hazardous Commodity Flow Study, 2005
  - c. Berks County Incident Management System
  - d. Berks County Municipal Emergency Operations Plan Template, October 2007
  - e. Berks County County-Wide Mutual Aid Agreement
  - f. Berks County Continuity of Operations Plan, 2019
  - g. Berks County Mental Health / Developmental Disabilities (MH/DD) Disaster Mental Health Plan, January 2019
  - h. Berks County Special Event Plan Template, August 2005

**VIII. TRAINING AND EXERCISES**

**A. References:**

For further information on references utilized in this section, see Section VII of the Basic Plan.

**B. Introduction**

1. Effective approaches to planning, training, and exercises shall be developed to mitigate the effects of natural and man-made disasters. County and local personnel, with the assistance of PEMA, must prepare to prevent and respond to all hazards and threats to public safety. This must include threats from terrorism involving the use of chemical, biological, radiological, nuclear, and explosive (CBRNE) weapons. Homeland security professionals at all levels of government and in all types of communities must be equipped with the knowledge, skills, and resources needed to identify, prevent, respond to, and recover from the aftermath of any disaster.
2. The goal of the Berks County Department of Emergency Services is to coordinate a fully integrated countywide emergency response system that is adaptable and flexible enough to deal with all hazards, including terrorism, no matter how unlikely or catastrophic.

**C. Policy**

1. Because exercises are a critical component of a well-rounded emergency management program, properly conducted exercises will ensure a more effective response to an actual emergency. The Berks County Department of Emergency Services engages in a continuous, challenging, comprehensive, and progressive exercise program based on a four-year exercise cycle and is in concert with PEMA Emergency Management Directive D2003-4, "Comprehensive Exercise Program."

**D. Exercise Program**

1. The exercise program in the County shall be on a four-year cycle with at least one full-scale exercise every fourth year and at least one functional exercise in each of the other three years of the cycle.
2. The County will encourage full participation by local jurisdictions in this program. The County will also, to the maximum extent possible, participate in exercises conducted by the Regional Counter Terrorism Task Force.
3. Exercises should be conducted so that each emergency response function may be exercised periodically. Actual occurrences may be substituted for exercises. Additional exercises should be conducted to ensure the required skills and readiness is maintained by all the emergency response organizations.

4. The exercise program should be developed on a cycle starting with the testing of basic skills and increasing in complexity and coordination to culminate in the full-scale exercise every fourth year. The cycle will then be repeated to ensure the retention of proficiency of each organization in the basic skills. Types of exercises, from the most basic to the most complex, are orientation seminar; drill; tabletop exercise; functional exercise; and full-scale exercise (exercise types are defined in the HSEEP).

**E. General Characteristics of a Strong Exercise Program**

1. The two major reasons for conducting exercises are:
  - a. Capability assessment: To determine whether a system (equipment, plans, and organization) functions as anticipated under non-routine conditions, and if not, to identify actions required for improved performance; determine actual operational readiness and response capabilities as compared to expectations.
  - b. Training: To provide people/organizations with an opportunity to practice the knowledge and skills required to carry out non-routine functions and/or identify areas in which current knowledge and skills are inadequate.
2. Exercises:
  - a. Develop proficiency and competence of participants.
  - b. Test plans and procedures.
  - c. Enhance community capabilities for emergency response.
  - d. Enhance public information proficiency and increase public awareness.
  - e. Improve cooperation among County government and the private sector.
  - f. Improve public policies regarding community readiness.
  - g. Will motivate decision makers to allocate resources to emergency management by illustrating the complexity and potential impact of emergencies.
  - h. Should be part of the normal functioning of an organization and should be included in the yearly budget as a routine cost of doing business.

- i. May result in a volunteer being injured. If this does occur, the emergency volunteer may be entitled to receive benefits as discussed in the Pennsylvania Emergency Management Services Code; PEMA Directive D2000-1, "Official Enrollment of Emergency Management Volunteers"; PEMA Directive D2003-1, "Training and Test Authorization Forms"; and PEMA Directive D2000-3, "Compensation for Accidental Injury";
- j. Should focus on the emergency support functions as discussed in this plan. Each functional area should be exercised at least once each year, either separately or as part of a major exercise.
- k. Primary scenarios should be rotated between natural hazards, technological/man-made hazards, and acts of terrorism.
- l. Should be built logically one on another, progressively increasing the skill levels and stress during the four-year exercise cycle;
- m. Should be planned, developed, managed and reviewed based on the DHS Homeland Security Exercise and Evaluation Program (HSEEP).
- n. Must be continuous to ensure skills and readiness are maintained in view of changes in plans, improved resources, personnel changes and new challenges.
- o. Must be well planned to meet specific goals and objectives; and
- p. Have inherent costs in time, personnel, resources, political concerns.

**F. After Action Report/Improvement Plan (AAR/IP)**

All discussion-based and operations-based exercises result in the development of an AAR/IP, the final exercise document that provides a description of what happened, describes any best practices or strengths, identifies areas for improvement that need to be addressed, and provides recommendations for improvement.

The AAR/IP should follow the following format:

- Report Cover
- Administrative Handling Instructions
- Contents
- Executive Summary
- Section 1: Exercise Overview (include identifying information such as the exercise name, date and duration)
- Section 2: Exercise Design Summary (include the overarching exercise purpose; objectives, capabilities, activities, and tasks)

identified for validation; a summary of designed initiating event(s) / key scenario events; and exercise design issues)

- Section 3: Analysis of Capabilities
- Section 4: Conclusion
- Appendix A: Improvement Plan
- Appendix B: Lessons Learned (optional)
- Appendix C: Participant Feedback Summary (optional)
- Appendix D: Exercise Events Summary Table (optional)
- Appendix E: Performance Ratings (optional)
- Appendix F: Acronyms

**IX. PLAN REQUIREMENTS, MAINTENANCE, AND DISTRIBUTION**

**A. References**

For further information on references utilized in this section, see Section VII of the Basic Plan.

**B. Requirements**

1. State Law: The Pennsylvania Emergency Management Services Code, 35 PA C.S Sections 7701-7707, 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, procedures 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.

**C. Development and Maintenance Responsibilities**

1. EMC Responsibility: The County EMC, or designee, will coordinate development and maintenance of the plan. Plan components will be reviewed and updated consistently. The EOP requires an annual review based upon legislation or regulation. Whenever portions of this plan are implemented in an emergency event or exercise, a review will be conducted to determine necessary changes.
2. Primary and Support Agencies to the Emergency Support Functions (ESFs) of this plan are responsible for the development and maintenance of their respective ESFs as well as carrying out their roles and responsibilities.
3. Enforceability: This plan is enforceable under the provisions of the Pennsylvania Emergency Management Services.
4. Execution: This plan will be executed upon order of the County Commissioners or their authorized representative, the County Emergency Management Coordinator.
5. Distribution: This plan, and its supporting material, is a controlled document. The plan, by its very nature, is not considered to be available for public consumption. Distribution is based upon regulatory or a functional "need to know" basis. Per PEMA Circular C2001-7, "Release of Sensitive Documents or Information to the General Public in Light of the Terrorist Threat," the County Emergency Operations Plan is considered a sensitive document. Copies of this plan are distributed according to an approved control list. The County EMC, or designee, maintains a record of distribution, by copy number, on file. Controlled copies of revisions will be distributed to designated plan holders. Revisions or changes are documented by means of the

"Record of Changes". A receipt system will be used to verify and control the distribution process; a detailed distribution list can be found under the "Record of Distribution" tab of this plan.

6. Promulgation: This plan is promulgated by the Board of Commissioners of the County of Berks in accordance to state and local law.
  - a. Any changes to the annexes or appendices of this plan shall not require that the plan be promulgated again. These changes shall be conducted by an administrative review process established by local policy.
  - b. Any change to the basic plan shall require that the plan be brought before the government body for promulgation.
  - c. The plan shall remain in effect until replaced by a legally approved update.