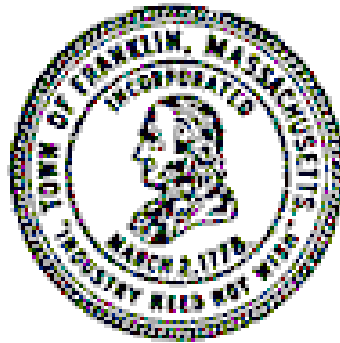


# TOWN OF FRANKLIN

## *Emergency Operations Plan*



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## PREFACE

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1. This Emergency Operations Plan is developed for use by Town officials to ensure mitigation and preparedness, appropriate response and timely recovery from hazards that may effect the Town of Franklin. Further, this plan was designed to include the National Response Plan and the National Incident Management System (NIMS)
2. This plan is predicated upon the concept that emergency operations will begin at the local government level. State assistance shall be provided upon request when emergency or disaster need exceed the capability of local governments. Federal assistance is supplemental to that of the state and local governments and is available upon approval of a request by the governor to the appropriate federal agency of the President.
3. This plan has two major parts. The BASIS PLAN outlines the policies and general procedures that provide a common basis for joint state and local government operations in a natural, technological or terrorist initiated disaster. The ANNEXES (EFS) provide guidelines and establish responsibility for the development of appropriate mechanisms to facilitate the prompt and efficient application of resources in any emergency or disaster situation. ESF 1 through 12 corresponds to the National Response Plan. All other EFSs are specific to the Town of Franklin.
4. It is intended that each participating public or private agency will use this document for preparing and mobilizing resources and providing services as appropriate in an emergency or disaster situation.
5. An annual review of this plan will be conducted at the beginning of each fiscal year.

***Our mission is to*** • *Have a positive impact in the lives of citizens and visitors of Franklin in their time of crisis by providing compassionate, contemporary, community driven services.* • *Safe guarding human life from the perils of fire, sudden illness, injury or other medical condition, natural and man-made disaster as well as preserve the environment and property from ensuing destruction.* • *Be responsible for a safe, productive and plesent work environment for our employees, and provide them with opportunities to gain new skills and advance their personal career goals.* •

## **GLOSSARY**

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**Activation** - A process by which a facility is brought up to emergency mode from a normal mode of operation. Activation is completed when the facility is ready to carry out full emergency operations.

**Aid Agreements, Mutual** - Written or unwritten understandings among jurisdictions, which cover methods and types of assistance available during an emergency.

**Alternate EOC** - A site located away from the primary EOC from which civil government officials exercise direction and control in an emergency or disaster.

**CHEMTREC** - "Chemical Transportation Emergency Center," a public service of the Chemical Manufacturers Association located in Washington, D. C. CHEMTREC provides immediate advice for emergency personnel at the scene of an accident or spill. A telephone hotline for emergencies is 1-800-424-9300.

**Civil Disturbance** - Any incident intended to disrupt community affairs and requiring law enforcement intervention and emergency management assistance to maintain public safety. These include, but are not limited to, terrorist attacks, riots, and strikes which result in violence, and demonstrations requiring police intervention and arrests.

**Conglomerate** - The combination of a risk area and associated host areas.

**Congregate Care** - Refers to the provision of temporary housing and basic necessities for evacuees.

**Continuity of Government (COG)** - All measures that may be taken to ensure the continuity of essential functions of the three branches of government-- executive, legislative and judicial--in the event of an emergency or disaster.

**Decontamination** - The reduction or removal of contaminating chemical or radioactive material from a structure, area, object or person.

**Direction and Control** - The assignment of missions, tasks and procedures to operate government during emergency operations.

**Disaster Categories:**

**Emergency** - An emergency is an actual or threatened enemy attack, sabotage, conflagration, flood, storm, epidemic, earthquake, riot, or other public calamity. The Governor may declare emergencies for all or part of the state and to utilize all available resources of state government to respond to the emergency. At the Federal level, an emergency is defined by Title V of P.L. 93-288, Section 102(1), as any occasion or instance for which, in the determination of the President, federal assistance is needed to supplement state and local efforts and capabilities to save lives and to protect property and public health and safety.

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Title V includes authority for the President to direct federal agencies to provide emergency assistance to save lives and protect property and public health and safety for emergencies other than natural disasters. Under Title V, the President may direct the provision of emergency assistance either at the request of a Governor (Section 501(a)) or upon determination by the President that an emergency exists for which the primary responsibility for response rests with the United States...(501(b)).

**Major Disaster** - As defined by P.L. 93-288, any natural catastrophe, (including any hurricane, tornado, storm, flood, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought), or, regardless of cause, any fire, flood, or explosion, in any part of the United States, which in the determination of the President causes damage of sufficient severity and magnitude to warrant major disaster assistance under this Act to supplement the efforts and available resources of States, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.

**Catastrophic Disaster** - Although there is no commonly accepted definition of a catastrophic disaster, the term implies an event or incident, which produces severe and widespread damages of such a magnitude as to result in the requirement for significant resources from outside the affected area to provide the necessary response. For example, whether a given earthquake qualifies as catastrophic depends on the combined effect of geologic parameters (e.g., magnitude, duration, type of earth movement, etc.); environmental parameters (e.g., location, time of occurrence, existing weather conditions, etc.); sociological parameters (e.g., preparedness of the population, warning, enhanced building construction, etc.); and destructive parameters (e.g., building damage and collapse, damage to infrastructure and systems, etc.). For the purpose of this plan, a catastrophic disaster is defined as an event that results in large numbers of deaths and injuries; causes extensive damage or destruction of facilities that provide and sustain human needs; produces an overwhelming demand on state and local response resources and mechanisms; causes a severe long-term effect on general economic activity; and severely affects state, local, and private sector capabilities to begin and sustain response activities.

**Disaster Field Office (DFO)** - The primary field location in or near the disaster area for the coordination of the response and recovery operations. It houses the Federal Coordinating Officer (FCO),

**Emergency Support Function (ESF) staff and other staff comprising the Emergency Response Team (ERT)**. It will operate 24 hours a day, as needed, or with a schedule sufficient to sustain the federal response operations. Except where facilities do not permit, the FCO will be co-located with the state Coordinating Officer (SCO) at the DFO. A DFO will be established in each affected State.

**Distribution** - The process of delivering a commodity from convenient points to the customers.

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Emergency Alert System (EAS) - Radio, TV and cable broadcast stations and non-governmental industry entities operating on a voluntary, organized basis during emergencies at national, state or local levels.

Emergency Communication Vehicle - An emergency management vehicle providing the capabilities to communicate and exercise direction and control over an emergency.

Emergency Information - Material designed to improve public knowledge or understanding of an emergency.

Emergency Instructions - Information provided to the general public during an emergency pertaining to recommendations for actions such as evacuation and sheltering.

Emergency Management - The organized analysis, planning, decision making, assignment and coordination of available resources to the mitigation of, preparedness for, response to and recovery from emergencies of any kind, whether from acts of aggression, technological or natural sources.

Emergency Operations Center (EOC) - The site from which civil government officials (municipal, county, state and federal) exercise direction and control in an emergency/disaster.

Emergency Operations Plan (EOP) - A brief, clear and concise document that outlines policies and general procedures that provide a common basis for joint state and local operations during an emergency. Responsibilities of organizations and individuals to support those procedures and policies are clearly detailed to facilitate prompt and efficient response during emergency operations.

Emergency Support Function (ESF) - A functional emergency management area with a corresponding annex in the State Emergency Operations Plan and Federal Response Plan which tasks state and federal agencies to provide and/or coordinate certain resources in response to emergencies or disasters.

Energy Management - The technology involving the analysis of energy use resulting in appropriate techniques and methods to ensure more efficient utilization of energy resources.

Exercise - A simulated emergency condition of natural or technological disaster operations involving planning, preparation, and execution.

Federal Disaster Assistance - Aid to disaster victims or state and local governments by federal agencies under provisions of the Robert T. Stafford Relief and Emergency Assistance Act of 1988 (PL 93-288) as amended.

## **GLOSSARY**

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Federal Energy Regulatory Commission (FERC) - The primary federal agency which regulates non-federal hydroelectric dams in Massachusetts and across the nation, and requires utilities or owners to ensure revision and distribution of Emergency Action Plans (EAPs) every five years or as needed. FERC ensures dam safety readiness through testing during regularly scheduled drills.

Hazard - A dangerous event or circumstance that may or may not lead to an emergency or disaster. Hazards may be further differentiated as:

Natural Hazards or "acts of God" such as earthquakes, tornadoes, floods, hurricanes, wildfires, landslides, or avalanches.

Technological Hazards or man-made incidents such as toxic chemical releases, nuclear power plant accidents, dam failures or bridge collapses.

Hazardous Materials (HazMat) - A substance or material in a quantity or form that may pose an unreasonable risk to health and safety or property when released to the environment.

Host Area - A specified area relatively unlikely to experience direct effects of a hazard or an area designated for evacuees following a major event.

Mitigation - Mitigation activities are those that either prevent the occurrence of an emergency or reduce the community's vulnerability in ways that minimize the adverse impact of a disaster or other emergency.

Mobile Command Post - A transportable command cell capable of exercising direction and control from a forward deployed location during an emergency. The emergency communications vehicle normally provides the necessary equipment to perform this role.

Mobilization - The process of marshaling appropriate resources.

Monitoring - The procedure of locating and measuring radioactive contamination by the use of survey instruments capable of detecting and measuring ionizing radiations.

National Warning System (NAWAS) - A nationwide, dedicated, voice warning network. Its primary purpose is to provide the American population with information of an impending attack upon the United States.

National Weather Service (NWS) - Under the National Oceanic and Atmospheric Administration (NOAA), of the Department of Commerce, the NWS is responsible for providing weather service to the nation. It is charged with responsibility for observing and reporting the weather and with issuing forecasts and warnings of weather and floods in the interest of national safety and economy.

## **GLOSSARY**

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**Nuclear Power Plant** - An electric generating facility using a nuclear reactor as its power (heat) source.

**Operating Conditions (OPCONS)** - Increasing levels of preparedness (from 5 to 1) requiring performance of predetermined actions in response to a real or perceived threat.

**Preparedness** - Those activities, programs and systems that exist prior to an emergency used to support and enhance response to an emergency or disaster.

**Recovery** - Recovery is that phase which restores systems to normal. Short-term recovery actions are taken to assess damage and return vital life-support systems to minimum operating standards; long-term recovery actions may continue for many years.

**Response** - Those activities and programs designed to address the immediate and short-term effects of the onset of an emergency or disaster.

**Re-entry** - Return to evacuated areas by resident populations which may be constrained by time or function based on the existing situation.

**Return** - Reoccupation of areas cleared for unrestricted residence or use by previously evacuated or relocated populations.

**Shelter** - Pre-identified sites in existing structures or temporary facilities used to house personnel displaced as a result of an emergency evacuation or the effects of a natural or man-made disaster.

**Shelter Management** - The internal organization, administration and operation of a shelter facility by either pre trained or emergent leadership.

**Staging Area** - Facility located in the disaster impact area at the local jurisdictional level where arriving personnel and resources are staged pending assignment to an operational site within the affected jurisdiction.

**Standard Operating Procedures (SOPs)** - A set of detailed for use by an organization or individual to fulfill responsibilities and perform tasks outlined in an EOP.

**Traffic Control** - All activities accomplished for the purpose of facilitating the evacuation of the general public in vehicles along specific routes.

**Transmission** - The process of transporting electricity in bulk from a source of generation to a distribution system or large power consumers.

**Urban Search and Rescue** - The process of locating, extricating and providing immediate medical treatment of victims trapped in collapsed structures.

## **GLOSSARY**

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Vulnerability or Risk - The degree to which people, property, environment, and social and economic activity are susceptible to injury, damage, disruption, or death.

Warning - The alerting of public officials, emergency support services, and the general public to the threat of extraordinary danger and the related effects of both technological and natural disasters.

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**Purpose**

To establish policies and procedures which will assure the maximum and most effective utilization of all resources in the Town, minimize the loss of life and/or injury to the population, and protect and conserve the resources and facilities in the Town of Franklin during emergencies resulting from natural disasters or man-induced technological hazards.

It is the policy of the Town of Franklin to be prepared for any emergency or disaster. Emergency response personnel, equipment, and facilities will be maintained in a state of readiness to save lives, prevent or minimize damage to property, and provide assistance to all people who are threatened by an emergency or who become victims of any disaster. Emergency operations will be coordinated to the maximum extent possible.

**Scope**

- This plan establishes the policies and procedures by which the Town will coordinate response to disasters impacting Franklin and its citizens.
- It describes how the Town will mobilize resources and conduct activities to guide and support local government efforts through preparedness, response, recovery, and mitigation planning.
- It utilizes the Emergency Support Function (ESF) concept to marshal and apply resources and describes the responsibilities of Town, State and Federal agencies in executing effective response and recovery operations.

**Mission**

Town government has a five-fold mission:

1. To warn of impending danger;
2. When required, support local needs with timely, effective deployment of resources;
3. Through the public information process, keep affected residents informed about the situation and how they can protect themselves;
4. Coordinate and direct restoration and recovery operations; and
5. Assess local needs and coordinate support from the Commonwealth of Massachusetts and the federal government as necessary and appropriate.

The Town of Franklin will provide for the protection within the Town in order to; minimize damage, injury, and loss of life resulting from any type disaster; provide for the continuity of government; and provide for damage assessment and survey of damage, private and public, resulting from such emergency.

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**I. Four Phases of Emergency Management**

- A. Mitigation activities are those that either prevent the occurrence of an emergency or reduce the community's vulnerability in ways that minimize the adverse impact of a disaster or emergency.
- B. Preparedness activities, programs and systems are those that exist prior to an emergency and are used to support and enhance response to an emergency or disaster. Planning, training and exercising are among the activities conducted under this phase.
- C. Response involves activities and programs designed to address the immediate and short-term effects of the onset of an emergency or disaster, it helps to reduce additional casualties and damage and to speed recovery. Response activities include warning, direction and control, evacuation, and other similar operations.
- D. Recovery involves returning systems to pre-disaster conditions. Short-term recovery actions are taken to assess the damage and return vital life-support systems to minimum operating standards; long-term recovery actions may be continued for years.

**II. Emergency Management Planning Responsibilities**

In the Town of Franklin, emergency operations will be undertaken as indicated in the following phases of readiness:

**A. Pre-Disaster Phase**

- 1. Activities in this phase are designed to develop a strong Town emergency response capability to preserve, maintain or reconstitute Town government's ability to carry out the executive, legislative, and judicial processes under the threat or occurrence of any emergency condition that could disrupt such process and services.
- 2. Other activities conducted at Town and local levels include, but are not limited to, the following:
  - i. Prepare disaster response plans and procedures to cover natural disasters or man-made technological hazards.
  - ii. Prepare annexes in support of Town plans as required and support to local government and/or other Town/state organizations.
  - iii. Conduct training, education, and exercise programs to assure a continuing capability to accomplish disaster response measures.
  - iv. Prepare and conduct public information programs on natural and mad-made disasters to educate the public on protective measures to be taken in the event of a disaster.

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- v. Develop procedure for alerting, notifying, and mobilizing key officials and emergency response personnel in the event of a disaster.
- vi. Establish mutual support agreements as required with other local and adjacent Town governments.
- vii. Prepare plans for disaster and recovery phases.
- viii. Identifying and authorizing specific emergency-related legal powers for key elected or appointed officials or their designated successors to continue government operations under emergency conditions.
- ix. Develop procedures for identifying, safeguarding and keeping available for use those records essential for continuing government functions and protecting civil rights under emergency conditions.

**B. Disaster Phase**

- 1. During the disaster phase, the operational activities of Town will be accelerated to increase the state of preparedness and for the public to meet and cope with an impending or immediate disaster if warning is sufficient.
- 2. In the event a disaster occurs with little or no warning, operational activities will be directed toward protecting life and property, administering to the health and welfare of the population, containing or limiting the damaging effects of the disaster, assessing damage, and estimating requirements for restoration and recovery from the effects of the disaster.

**C. Recovery Phase**

- 1. During the recovery phase, governmental agencies, public services, industries, and other organizations will undertake emergency operations to restore law and order, repair damage to facilities and utilities, administer to the sick and injured, resettle homeless and displaced individuals and families, and restore the economy.
- 2. Town government will be responsible for determining priorities of effort, allocating resources to priority operations, assisting the public toward recovery and restoration of Town services.

**III. Situation and Assumptions**

**A. Situation**

- 1. The Commonwealth of Massachusetts is vulnerable to a wide spectrum of natural disasters and technological hazards, including hurricanes, winter storms, flooding (flash flooding, river flooding, and salt water flooding), severe local storms (tornadoes, wind storms,

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thunderstorms, and hailstorms), forest fires, earthquakes, dam failures, and industrial incidents (including fixed nuclear facility radiological emergencies and a variety of situations involving hazardous materials). State support can be requested in a disaster that requires response support in excess of that available at the Town or local level.

2. Franklin

The Town of Franklin is subject to many potential disasters (natural or man-made), which could injure or kill many people and damage or destroy property over a wide area. Although the Town has sufficient material goods, manpower, and expertise to meet routine requirements, a catastrophic disaster could exhaust the resources and overtax its capability. All available assets must be organized under one plan to assure effective operations during an emergency or disaster.

B. Assumptions

1. Weapons of mass destruction attack and or terrorist attack against the United States.
2. Natural disasters will occur in Franklin.
3. Man-made disasters, including industrial incidents, will occur in Franklin.
4. Emergencies involving hazardous materials will occur in Franklin.
5. A radiological accident will occur at a nuclear facility in Massachusetts or an adjacent state, which could have ionizing radiation effects of varying degrees on the Town of Franklin.

C. Planning Basis

1. Disasters will occur.
2. Town government is responsible for the safety and welfare of their constituents to the extent of their capabilities and resources in times of disaster.
3. Information pertaining to an impending or existing disaster must be immediately available between the Town and State levels of government.
4. Direction of disaster operations is exercised by the lowest level of government affected to the extent in which that level of government can conduct operations.
5. A request for support or assistance can be made of a higher level of government following determination that a disaster is of such severity

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and magnitude that effective response is beyond the capabilities of the affected municipal or Town government.

6. State government responds to requests for assistance from municipal government as deemed appropriate by Town Council or its designee.
7. Military assistance to civil authorities will be provided as conditions permit and will supplement, not replace, civil participation.

**IV. Organization and Assignment of Responsibilities**

Disaster response plans are based upon the principle that local authorities bear the initial responsibilities for disaster relief. Most departments and agencies within the Town have emergency functions to perform in addition to their normal duties. Each is responsible for developing and maintaining emergency management procedures in accordance with the direction and guidance given in this plan. Responsibilities of certain organizations that are not part of Town government are also addressed in appropriate annexes. Each level of government accomplishes the functions for which it is responsible, requesting assistance from the next higher level of government only after local resources have been expended and/or are clearly inadequate to cope with the effects of the disaster.

**A. Town of Franklin**

1. The Franklin Town Council and all municipal officials shall operate in accordance with the provision for local emergency powers are found in the Massachusetts General Laws and Other state and federal laws as enumerated below.
  - b. Civil Defense Acts of 1950, (PL 81-920) as amended
  - c. Massachusetts Chapter 639 of the Acts of 1950, Chapter 33 as amended
  - d. (basic Civil Defense/Emergency Management legislation)
  - e. Interstate Civil Defense Compact of 1951 (with abutting states)
  - f. The Disaster Relief Act of 1974, (PL 93-288) as amended by Public
  - g. Law 100-707, The Robert T. Stafford Act of 1988
  - h. PL 99-499, Title III, SARA (Superfund Amendment and Reauthorization Act)
  - i. PL 4, 58<sup>th</sup> Congress (Red Cross)
  - j. PL 84-99 (Federal Insurance Administration PL 93-234 National Flood Insurance)
  - k. Massachusetts Flood Relief Board Section 4 of General Laws Chapter

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- l. 698 & 699 of Acts of 1955
- m. General Laws Chapter 131, Section 40 (Wetlands Protection Act)
- n. Executive Orders are authorized by the Massachusetts Civil Defense Act. They are permanent in nature and prescribe consequences for violation:
  - o. Executive Order #144 and #34 (Civil Defense/Emergency Management Organization)
  - p. Executive Order #27 (Emergency Command Of Resources)
  - q. Executive Order #221 and #40 (Fire Mobilization)
  - r. Executive Order #46 (Resources Mobilization Planning)
  - s. Executive Order #242, June 28, 1984 (Comprehensive All-Hazard Emergency Planning)
  - t. Administrative Orders are authorized by the Massachusetts Civil Defense Act and have the same force and effect as Executive Orders. They are generally concerned with Civil Defense/Emergency Management Organizations or State Officials:
  - u. Administrative Order #10 (Civil Defense Supplies and Equipment)
  - v. Administrative Order #14 to #23 (State Agency Responsibilities)
- 2. The Town of Franklin shall be prepared to implement the EOP when an emergency occurs, at the direction of the Director of the Franklin Emergency Management Agency, or upon a declaration of a State of Emergency by the Governor.
- 3. The Town will request for support disaster operations only after all local resources have been used and/or are inadequate to handle the situation. All resources, including the military, made available to the Town from outside agencies will be assigned tasks and functions by the Town on a mission-type basis, but will remain under the direction and control of their parent organization.
- 4. Each Town office, department, agency, service, etc., will coordinate as appropriate to assure efficient utilization of all resources made available to it. Town government will also assume responsibility for direction of combined emergency operations in areas where municipal capability has broken down or does not exist, or when the nature or magnitude of a disaster is such that Town government direction of operations is required for effective response.

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**B. State Government**

State agencies will support Town emergency operations only after all local resources have been expended and/or are clearly inadequate to cope with effects of the disaster. State support will be provided on a mission-type basis, as deemed appropriate by the Governor and as provided for in the Massachusetts Emergency Operations Plan.

**C. Federal Government**

1. The federal government will provide support upon request in accordance with the National Response Plan (NRP), as drafted in January 2003. Federal assistance provided under the NRP is to supplement state and local response efforts. Federal agency representatives will coordinate with the Federal Coordinating Officer and the affected state to identify specific federal response requirements and will provide federal response assistance based on state identified priorities.
2. Other Supporting Organizations include the American Red Cross (ARC) - Augments the Emergency Welfare Service (EWS). See ESF 6

**V. Concept of Operations**

This plan is based on three organizational levels of emergency management, namely, the local, state, and federal governments. Mitigation, Preparedness, Response, and Recovery are general responsibilities of all levels of government working together to provide a delivery system to meet the needs of the public. Emergency operations are initiated at the lowest level able to respond to the situation.

**A. Local Government**

1. The Town shall be prepared to implement the EOP when an emergency occurs, under the direction of the Emergency Management Director, or upon a declaration of a State of Emergency by the Governor.
2. The Town will use all municipal resources to protect against and respond to an emergency or threatening situation to include activating pre-established mutual aid agreements.
3. When the Town's Emergency Management Agency determines that Town resources are not adequate, assistance is requested Massachusetts Emergency Management Agency or, if activated, the Massachusetts Emergency Operations Center (MEOC).
4. The Town will establish and maintain journals, records and reporting capabilities in accordance with state and federal laws and regulations.

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To assure maximum response and efficient use of personnel and other resources, Emergency Support Functions (ESF's) are designated as indicated below. For continuity of operations these functions parallel the support functions as outlined in the National Response Plan.

<b>ESF#</b>	<b>TITLE</b>	<b>RESPONSIBLE AGENCY</b>
ESF 1	Transportation Services	Franklin School Department
ESF 2	Communications/Warning	Franklin Police Department
ESF 3	Public Works and Engineering	Franklin Department of Public Works (DPW)
ESF 4	Firefighting	Franklin Fire Department
ESF 5	Information and Planning	Franklin Emergency Management
ESF 6	Mass Care/Emergency Welfare Services	Franklin School Department
ESF 7	Resource Support/ Supply and Procurement	Purchasing/Department of Public Works
ESF 8	Health and Medical Services	Franklin Board of Health
ESF 9	Urban Search and Rescue	Franklin Fire Department
ESF 10	Hazardous Materials	Franklin Fire Department Commonwealth of Massachusetts through the
ESF 11	Food	Franklin School Department
ESF 12	Energy	Franklin DPW/Facilities Maintenance
ESF 13	Law Enforcement	Franklin Police Department

Each Town office, department, agency, service, etc., will establish specific plans, procedures and checklists to accomplish its assigned responsibility. Immediately following any activity that tests or exercises this Plan, each participating Town office, department, agency, and service will provide a detailed critique of all operations observed with the objective of improving upon the Town-wide response capability. Each Town office, department, agency, and service will establish procedures to continually review update and improve such plans,

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procedures and checklists. A specific priority in the review process is to address the particular needs of special populations, especially the institutionalized, the mobility impaired, the handicapped, and the elderly. These particular requirements exist in the areas of alerting and warning, evacuation, and lodging or sheltering.

**A. Town Council**

The Franklin Town Council has the overall Town wide responsibility for policy decisions affecting the pre-disaster activities, disaster operations, and recovery operations of all Town offices, departments, agencies, services, etc., and the coordination of emergency support to the municipalities and other resources made available to the Town.

**B. Town Administrator**

The Town Administrator is responsible to Town Council and functions as their representative. He represents Town Council while directing and supervising all activities of Town government during the Pre-Disaster, Disaster, and Recovery Phases of operations.

**C. Emergency Management Director**

The Emergency Management Director (EMD) is responsible to the Town Administrator for coordinating the activities of Town government and in assisting the municipalities, industry, and the public during disasters. The EMD coordinates the operations of Town government in implementing the emergency orders and decisions of the Town Council. Additional responsibilities include:

1. Development and publication of Emergency Support Functions and Annexes in conformity with this Plan so that all facilities, equipment, manpower, and other resources available to the Town are immediately used to prevent or to minimize damage to persons or property, and to provide for the protection and restoration of government services and public utilities necessary for the public's health, safety, and welfare; maintenance of the plan and for ensuring necessary changes and revisions are prepared, coordinated, published, and distributed.
2. Preparation, staffing, activation, and operations of the Emergency Operations Center (EOC). Emergency Operations Center. Develop all-hazards monitoring and reporting SOP to keep the EOC abreast of the situation.
3. Development of an effective system or procedure for communicating and disseminating warnings, official information, orders and instructions from Town government to the public in emergencies.

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4. Organizing, manning, training, and equipping an effective radiological monitoring system and developing a plan for operating the system.
5. Coordinating the establishment of a shelter system and maintaining current and correct facility survey database by timely reporting deletions and changes of address to the Massachusetts Emergency Management Agency.
6. Coordinating the recruitment and training volunteer personnel and organizations to augment the personnel and facilities of the Town for disaster preparedness purposes.
7. Maintaining liaison with State and Federal authorities and authorities of other nearby political subdivisions to assure the most effective operation of the Town Emergency Operations Plan.
8. Coordinating and maintaining working relationships with industry and volunteer groups and organizations to develop emergency plans and capabilities in support of the Town Emergency Operations Plan.

**D. Communications**

The Police Department is responsible for the development, implementation, and maintenance of the Emergency Communications System. See ESF 2 Communications. Including, maintaining warning capability and disseminating warning information pertinent to severe weather conditions, natural and man-made disasters, and warfare to the local warning points and throughout the Town. See ESF 2, Warning.

**E. Public and Emergency Information**

The Public Information Officer is responsible for the assembly, preparation, and dissemination of public and emergency information. See ESF 5

**F. Law Enforcement**

The Franklin Police Department is responsible for traffic control of routes during evacuation, maintaining law and order throughout the Town, and coordinating all law enforcement resources made available to the Town. See ESF 13, Law Enforcement.

**G. Fire Service**

The Franklin Fire Department is responsible for coordinating the utilization of all Town fire fighting resources and other fire fighting resources made available to the Town. See ESF 4, Fire.

**H. Medical Service**

The Franklin Board of Health is responsible for coordinating all non-emergent health and medical resources and facilities throughout the Town

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to provide for all health related needs of the public. In conjunction with the State Coroner, coordinates the care of mass fatalities and the maintenance of records during emergencies. See ESF 8: Medical Service.

**I. Emergency Medical Service (Ambulance)**

The Franklin Fire Department is the coordinator of ambulance missions and for the transportation and first aid of victims. See Annex 2 to ESF 8, EMS (Ambulance).

**J. Transportation Service**

The Franklin School Department Transportation Coordinator is the Chief of Transportation Service and is responsible for providing vehicles and drivers from Town resources for transporting personnel and materials required to meet the needs of the Town and for coordinating the utilization of all transportation resources made available to the Town. See ESF 1, Transportation.

**K. Engineering and Public Works**

The Franklin Director of Public Works is responsible to the Town Administrator for:

1. The removal of debris and obstacles from transportation routes, waterways, and from public and privately owned lands when determined to be in the public interest;
2. Assists, upon request, in the repair and restoration of public utilities and critical facilities;
3. Coordinates with the Massachusetts Department of Transportation in the repair and maintenance of critical highways and bridges within the Town.
4. Is prepared to upgrade protection shelters and construct expedient fallout shelters as may be required. See ESF 3, Engineering and Public Works.

**L. Supply and Procurement**

The Franklin Town Purchasing Agent is responsible for requisitioning, procuring and issuing specialized equipment, medical supplies, food, fuel, and materials necessary to relieve suffering and to make emergency repairs in disasters. See ESF 7, Resource Support

**M. Damage Assessment**

The Franklin Building Commissioner and Town Tax Assessor is responsible for organizing a Damage Assessment capability for determining the extent of damages resulting from natural and man-made disasters.

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**N. Finance Director**

The Franklin Town Finance Director is responsible for advising the Town government concerning financial matters in support of disaster operations. See ESF 7, Resource Support.

**O. Town Attorney**

The Franklin Town Attorney is responsible for advising Town government concerning legal aspects pertaining to emergency planning and operations.

**VI. Coordinating Instructions**

- A. This Plan is effective for planning upon receipt and for execution upon order.
- B. All Franklin Town offices, departments, agencies, services, etc., are responsible to the Town Administrator for directing and controlling the emergency operations of their respective agencies in the implementation of emergency orders and decisions of the Town council. In addition, they are each responsible for:
  - 1. Developing the required Emergency Operations Plan ESF, Appendix, and Checklists or S.O.P. in conformance with this Plan.
  - 2. Coordinating with other agencies before, during, and after an emergency or disaster to assure the most effective operation of personnel and resources.
  - 3. The recruiting and training of volunteer personnel and/or agencies to augment their agency for Emergency Preparedness purposes.
  - 4. Staffing and operating their agency in the Emergency Operations Center whenever activated.
  - 5. Maintaining a current agency key personnel alert notification roster.
  - 6. Maintaining a current agency resource list.
  - 7. Developing mutual aid agreements with like agencies of adjoining counties or political sub-divisions.
  - 8. Administratively and logistically supporting other agencies to the maximum extent possible.
- C. In order to make maximum use of advanced warning, a system of Operating Condition (OPCON) is hereby established. The Town will follow this system. These OPCON levels increase in level of readiness on a scale from 5 to 1. Each OPCON level is declared when a predetermined set of criteria has been met. OPCON levels will not necessarily progress sequentially from 5 to 1. The OPCON placed in effect at any given time

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will be the appropriate one for existing conditions at the time. The Emergency Management Director will assign OPCON levels. OPCON levels are designated by numbers as shown:

**OPCON LEVEL OF READINESS**

<b>Level</b>	<b>Condition</b>
<b>5</b>	Day-to-day operations to include normal training and exercises.
<b>4</b>	Possibility of an emergency or disaster situation that may require partial or full activation of the Emergency Operating Center (EOC).
<b>3</b>	Disaster or emergency situation likely or imminent. Full or partial activation of the EOC; activate the Franklin Town Emergency Operations Plan.
<b>2</b>	Disaster or emergency situation in effect; maximum preparedness level; full activation of the EOC.
<b>1</b>	Disaster or emergency situation in effect; full-fledge emergency response operations on going; highest level of emergency operations

**D. State Government**

1. State Government will supplement local efforts upon request or in accordance with the Emergency Support Function Annexes described herein.
2. The Governor or his designee may empower MEMA to support local situations when local resources are not adequate to sustain an effective response operation or when a significant state presence is required for immediate assistance.

State level emergency activities normally will be coordination and support.

**E. Federal Government**

1. Federal assistance will supplement state and local efforts and shall be provided under governing secretarial or statutory authorities.
2. To the extent that public law provides, any federal assistance made available to relieve the effects of an emergency or disaster in Franklin, will be channeled through and coordinated by the Governor or his designated authorized representative.

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3. If the President authorizes federal assistance, he will appoint a Federal Coordinating Officer (FCO). The FCO is authorized to use the full authority of the Stafford Act and to reimburse response and recovery claims.

**F. Preparedness**

1. Development and Maintenance - This plan is the principal source of documentation concerning Franklin's emergency management activities. Designated departments and agencies of Town government have the responsibility for developing and maintaining a portion of this plan. The Director of the Emergency Management Agency will provide overall coordination of this process. Following each emergency, the Director will conduct, after action, critiques to identify problems or areas requiring corrective action. Steps will be taken to address any problem identified and to ensure current policy and procedures are implemented effectively.
2. Strategic Planning - The Town of Franklin will maintain a five-year strategic plan that is based upon assessment of local capability. The strategic planning process guides the Town preparedness and enhances the ability to implement all four phases of emergency management.

**VII. Training and Exercises**

- A. For Franklin's emergency preparedness program to be successful, an effective and comprehensive training and exercise program is essential. The Massachusetts Emergency Management Agency has designed a program to enhance the training of state, local, and volunteer personnel on their roles and responsibilities in the four phases of emergency management (preparedness, response, recovery, and mitigation).
- B. Franklin responders shall test established emergency plans and procedures activated, at all levels of the emergency management system, through the design and delivery of courses, professional development seminars and workshops, and hazard specific exercises. The Town Emergency Management Agency shall plan and orchestrate a functional tabletop exercise annually and a full-scale exercise periodically.

**VIII. Emergency Operating Center**

- A. The Franklin Town Emergency Operations Center shall be maintained in operational readiness.
- B. Activation levels utilized by the Franklin Town EOC are:
  1. Full – All ESF's will be activated. Activation will occur at OPCON 1 and 2 and may occur at OPCON 3.

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2. Limited – Selected ESFs will be activated. Activation will normally occur at OPCON 3, but could occur at OPCON 4.

**IX. Response**

**A. Local State of Emergency**

As Town operations progress, the Town may declare a local state of emergency implementing local emergency authorities.

**B. Town Emergency Operations Center**

1. The Town EOC serves as the central clearinghouse for information collection and coordinating response and recovery resources within the Town.
2. The EOC will be activated and staffed at the direction of the Emergency Management Director or Deputy Director. The primary agency designated for a particular ESF has the responsibility to ensure supporting agencies are informed and their actions coordinated. The Franklin EOC will be organized into the following groups:
  - i. Executive Group: Comprised of Town Council Chairperson, Town Administrator, Director of Emergency Management, Fire Chief, Police Chief and Public Works Director (see Figure #1). Duties include:
    - a. Supports disaster tasks and operations.
    - b. Develops the overall plan of action, including deployment of personnel and equipment to implement this plan.
    - c. Directs Town support and recovery operations in the disaster area and provides emergency funding of Town operations. Coordinates requests for and utilization of state and federal support.
    - d. Collects, prepares, and disseminates emergency Information to media outlets.
  - ii. Operations Group: Comprised of the Operations Manager (EPD Assistant Director); operations staff, and ESFs (see Figure #1). Responsibilities include:
    - a. Executes the overall plan providing direction and control for the EOC including; assigns tasks to ESFs and coordinates activities throughout the operational area.
    - b. Collects and analyzes damage data
    - c. Collects, analyzes, displays, and disseminates emergency operational information.

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- d. Determines priorities for deployment of the Town Assessment Team.
- iii. Administrative/Logistics Group: Comprised of the communications officer, information resource officer, and staff (see Figure #1). Responsibilities include:
  - a. Provides administrative and logistical support to the emergency operations center staff.
  - b. Provides effective communications to support EOC operations.
  - c. Provides automation support within the EOC.

**X. Assessment Team**

- A. It is imperative that disaster impact assessments be made quickly, to determine the necessary Town response or Federal and State assistance, following any major or catastrophic disaster. To accomplish this, one or more Town assessment teams may be deployed to evaluate immediate needs and report findings to the EOC.
- B. Assessment teams, typically consisting of The American Red Cross, Assessor's Office, Building Commissioner, and other Town personnel, will evaluate immediate victim needs (food, water, medical, shelter, etc.) and impact to infrastructure (utilities, communications, transportation, etc.) An initial report will be transmitted to the EOC as soon as practical after arrival of the team followed up by a detailed report within 6-8 hours.

**XI. Logistical Staging Areas**

- A. Logistical staging areas – For emergencies requiring major mobilization of supplies, materials, equipment, and personnel prior to, during, and after the emergency.
- B. A logistical staging area may be established near the impacted area. The logistics staging area will receive, classify, and account for emergency relief, supplies and goods.

**XII. Recovery**

- A. Recovery activities are those actions that enable disaster victims to begin the process of rebuilding their homes; replacing property; resuming employment; restoring businesses; permanently repairing, rebuilding, or relocating public infrastructure; and mitigating future disaster losses.
- C. Initial planning for recovery operations begins before the disaster occurs. The EOC will have been staffed according to EOC procedures and

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necessary actions to protect the public will have been implemented. Initial recovery activities will begin after the disaster assessment has been completed.

- D. When conditions allow, rapid and thorough assessments must be conducted to identify the immediate, unmet, emergency needs of disaster victims; to assess the overall damage to homes and to businesses; to assess the overall damage to critical public facilities and services; and to determine whether those damages are sufficient to warrant supplemental State and Federal disaster assistance.
- E. The decision to deploy State damage assessment teams will be made in coordination with the Town Emergency Management Agency teams will be organized and trained in advance. Preparations will be made to deploy teams into affected areas as quickly as possible. These teams include State Assessment Teams, Initial Damage Assessment Teams, and Preliminary Damage Assessment Teams.
- F. Depending on the results of the damage assessment, the Governor may request a Presidential Disaster Declaration, which will make the State eligible for a variety of federal assistance programs. To assist in coordinating these programs, the Governor will appoint a State Coordinating Officer (SCO), a Governor's Authorized Representative (GAR), and a State Hazard Mitigation Officer (SHMO).
- G. Upon activation of a Disaster Field Office (DFO), State EOC operations may be terminated and state operations integrated into the DFO.

**XIII. Mitigation (State Procedures)**

- A. Following a Presidential Disaster Declaration, the State Hazard Mitigation Office will execute the mitigation plan and implement the Hazard Mitigation Grant Program (HMGP) according to the procedures outlined in the Hazard Mitigation Grant Program Administrative Plan.
- B. The State Hazard Mitigation Office will review and revise the Hazard Mitigation Grant Program Administrative Plan as necessary.
- C. The State Hazard Mitigation Office will review and revise the State Hazard Mitigation Plan as necessary.
- D. The State Hazard Mitigation Office will work with FEMA and appropriate State and Town agencies to develop a disaster specific mitigation and Implementation Strategy. The Implementation Strategy will include an overview of the disaster geographical and mitigation measure priorities, and a Disaster Field Office Action Plan.

**XIV. Warning**

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Warning includes information and reports; surveillance of threatening conditions; 24-hour radio, special telephoning (NAWAS) capability; and operations of the Emergency Alert System (EAS). Town Assistance under this function consists of the utilization of equipment and personnel essential to coordinate and disseminate information before and during an impending or actual disaster situation.

**XV. Evacuation**

- A. Evacuation is the controlled movement and relocation of persons and property necessitated by the threat of natural, technological, or man-made disaster. In most situations in local resources can handle the evacuation. The evacuation of large numbers of people from vulnerable areas will stress the limited capabilities of the Town's road network. Therefore, a major evacuation of personnel must be initiated as soon as feasible with direction and control and coordination with all appropriate departments.
- B. The Franklin Emergency Management Agency will coordinate for evacuation routing to shelters, provision of transportation, shelter and congregate care, and provide public information to deal effectively with the situation.
- C. Emergency Conditions and affected areas that may require evacuation include:
  - 1. Dam Failures and Flooding: Inundation area below dams and low-lying areas around rivers, streams, etc.
  - 2. Hazardous Materials Incidents: Fixed facility and or transportation could affect densely populated areas.
  - 3. Weapons of Mass Destruction Incidents: Densely Populated Areas.

**XVI. Public Information**

- A. Providing emergency information to the public from all levels of government is essential to avoid or minimize loss of life and property if a disaster is imminent or has occurred. Before, during, and after emergency operations, the public will be apprized through reports to the news media and Emergency Alert Systems.
- B. The information provided before, during, and after a disaster/emergency shall provide clear, concise, and accurate information on the existing situation in the disaster area, actions being taken by the authorities, and those to be taken by the population. Every effort shall be made to prevent and counter rumors, hearsay, and inaccurate information.
- C. Coordination with all appropriate departments, agencies, and organizations will be performed to ensure proper emergency public information coverage.

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- D. The Emergency Management Director is responsible for informing the public of emergency and disaster operations within the Town.

**XVII. Administration and Logistics**

**A. Administration**

**1. Initial Situation Report**

This report will be submitted by the most expedient means to the Massachusetts Emergency Management Agency. This report will include, but not be limited to, the following

- i. Type of disaster.
- ii. Date and time of disaster.
- iii. Status of mobilization of Town resources.
- iv. Initial damage.
- v. Immediate support required of state government.

**2. Initial Damage Assessment Report (Part I)**

This is the initial Damage Assessment Report submitted to the Massachusetts Emergency Management Agency, Emergency Operations Center (EOC).

**3. Damage Assessment Report (Part II)**

This is the second Damage Assessment Report submitted to the Massachusetts Emergency Management Agency, Emergency Operations Center (EOC).

**4. Daily Situation Report**

This report is submitted as of 1600 hours daily to the Massachusetts Emergency Management Agency, Emergency Operations Center. This report will be supplemented by flash reports submitted when a significant change has occurred, which should be reported immediately. Significant changes in status are to include dead, injured, homeless, confirmed missing, and major corrections to estimated damage assessment.

**5. Damage Assessment Report (Part III)**

This report is a compiled data record showing the expenditures and obligations of local government and state agencies as required supporting requests for Federal disaster assistance.

**6. After Action Report**

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As soon as practical after termination of an emergency the Emergency Management Director will submit to the Massachusetts Emergency Management Agency a narrative report summarizing and evaluating capabilities of the overall combined efforts of the Federal, State, and Local government agencies, and the weaknesses observed and recommended actions that should be taken to improve effectiveness.

**B. Logistics**

Individual government agencies and augmentation forces will utilize supplies, operational aids, and transportation organic to their organizations. Additional supplies, transportation, and manpower required will be requested through the Emergency Operations Center.

**XVII. Continuity of Government**

Continuity of Government (COG) is an essential function of emergency management and is vital during an emergency/disaster situation. All levels of government (federal, state, and local) share a constitutional responsibility to preserve the life and property of their citizens. Local continuity of government is defined as the preservation, maintenance, or reconstitution of the civil government's ability to carry out its constitutional responsibilities.

**A. Emergency Actions**

Immediate emergency action response to ensure continuity of government direction and control, human services, economic affairs, communications, energy, transportation, and law and public safety may require the following:

1. Relocation of the seat of government from current location;
2. Replacing primary officials with alternates if they are unable to fulfill their responsibilities;
3. Relocation of vital records to sites less vulnerable to ensure greater safety and survival.

**B. Preservation of Records**

1. Each department or agency must protect essential records (i.e., vital statistics, deeds, corporation papers, operational plans, resource data, authorities, personnel and payroll rosters, succession lists, supplies and equipment lists, laws, charters and financial records), in order to provide normal government operations following an emergency or disaster.
2. Plans should account for the identification and protection of vital records, systems, and data management software and equipment, to include classified or sensitive data as applicable, necessary to perform

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essential functions and activities, and to reconstitute normal agency operations after the emergency.

**C. Emergency Operations Center**

1. Primary Town Emergency Operating Center: The Franklin Emergency Operating Center is the facility from which Town response to emergencies is directed and controlled. Representatives of Town agencies and other personnel as required staff the EOC, when in operation. The coordination of a Town response will come from the EOC, under the direction of the Emergency Preparedness Director.
2. Alternate Town Emergency Operations Center: All agencies shall prepare for the possibility of unannounced relocation of essential functions and/or continuity of government contingency staffs to alternate facilities. Facilities shall be capable of supporting operations in a threat-free environment, as determined by the geographical location of the facility, a favorable assessment of the local threat, and/or the collective protection characteristics of the facility.

**XVIII. Direction and Control**

- A. Direction and control of emergency operations will be coordinated from the Emergency Operations Center (EOC) located in the Franklin Town Judicial Center. The Alternate EOC is located in the Franklin Town Communications Center.
- B. Line of Succession
  1. Franklin Town Administrator.
  2. Emergency Management Director.
  3. Fire Chief/Police Chief.

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Franklin Town Administrator

Date

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Franklin Emergency Management Director

Date

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**Attachment 1 – Franklin Town Emergency Operations Plan  
Emergency Operations Center  
Organization Responsibility List**

**EOC Participants**

Chief of Police  
Department of Public Works Primary Director  
Emergency Management Director  
Fire Chief  
Superintendent of Schools  
Town Administrator  
Town Attorney  
Town Council Chair

**EFS 1 Transportation**

**Lead Agency** - School Department

**EFS 2 Communications/Warning**

**Lead Agency** - Police Department

**EFS 3 Public Works and Engineering**

**Lead Agency** - Department of Public Works

**EFS 4 Firefighting**

**Lead Agency** - Fire Department

**EFS 5 Information and Planning**

**Lead Agency** - Emergency Management

**EFS 6 Mass Care and Welfare**

**Lead Agency** - School Department

**EFS 7 Resource Support/Supply and Procurement**

**Lead Agency** - Comptroller's Office

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**EFS 8 Health and Medical Services**

**Lead Agency** - Board of Health

**EFS 9 Urban Search and Rescue & EFS 10 Hazardous Materials**

**Lead Agency** - Fire Department

**EFS 11 Food**

**Lead Agency** - School Department - Massachusetts Bay American Red Cross

**EFS 12 Energy**

**Reserved**

**EFS 13 Law Enforcement**

**Lead Agency** - Police Department

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**Attachment 2 – Franklin Town Emergency Operations Plan  
Incident Command System**

# Emergency Operations ICS Chart

