

**TOWN OF
GROTON, CONNECTICUT
EMERGENCY OPERATIONS PLAN
AND ANNEXES:**

**ANNEX A - DIRECTION & CONTROL
ANNEX B - WARNING
ANNEX C - COMMUNICATIONS
ANNEX D – RADIOLOGICAL DEFENSE PLAN
ANNEX E - EVACUATION
ANNEX F – SHELTER PLAN
ANNEX G - PUBLIC INFORMATION & EDUCATION
ANNEX I – DAMAGE ASSESSMENT
ANNEX M - MASS CASUALTY
ANNEX N – HEALTH & MEDICAL
ANNEX P - EVACUEE OWNED PET MANAGEMENT
ANNEX Q - BOARD OF EDUCATION
ANNEX R - HAZARDOUS MATERIALS PLAN
ANNEX T - TERRORISM**

Approved By:

Mark R. Oefinger, Town Manager

Date

Joseph R. Sastre
Emergency Management Director

Date

INTRODUCTORY MATERIALS

A. PROMULGATION:

It is intended that this plan and annexes conform to the terms and conditions of Title 28, Chapter 517, of the General Statutes of Connecticut as amended, The State of Connecticut Emergency Operations Plan, and such Federal Acts and Regulations as may be applicable.

This Emergency Operations Plan for the Town of Groton, Connecticut will become effective upon signing by the Town Manager as the Chief Executive Officer of the Town and the Emergency Management Director. When approved, this plan will supersede all previous plans for Emergency Management.

B. PLAN DISTRIBUTION:

Upon approval of this Emergency Operations Plan by the Chief Executive Officer, the Emergency Management Director shall insure prompt distribution of the plan to the following agencies and organizations:

DISTRIBUTION LIST

- Town Manager
- Director of Administrative Services
- Town Council
- Town Clerk
- Finance Director
- Emergency Management Director
- Police Department
- Fire Departments
- Health Director
- Public Works Director
- Superintendent of Schools
- Director of Human Services
- Public Utilities serving the community
- Region IV Office of Emergency Management (Colchester)

The Emergency Management Director shall also ensure that all updates to this plan, approved by the Chief Executive Officer, are promptly distributed to the agencies and organizations listed above.

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- I. PURPOSE:** The purpose of this Emergency Operations Plan is to;
- A. Maximize survival of people, prevent and/or minimize injuries and preserve property and resources in the Town of Groton by making use of all available manpower, equipment and other resources in the event of emergency/disaster.
 - B. Provide for direction, control and the continuity of government in disaster situations.
 - C. Provide for the integration of resources and capabilities of local government and private sector agencies for hazard mitigation, survival and recovery operations when any disaster threatens or occurs.
 - D. Define the role and responsibilities of local government, quasi-government organizations and private agencies for the preparation and conduct of emergency operations prior to, during or after a disaster.
 - E. Provide a basis for the preparation of detailed emergency operating procedures and training by local government and support organizations assigned emergency responsibilities.

II. SITUATION AND ASSUMPTIONS:

A. SITUATION

The Town of Groton was incorporated May 10, 1705. The Town of Groton has a 2002 population of approximately 39,000 residents with a land area of 38.3 square miles. Within the Groton town boundaries there are a number of political subdivisions. The largest of these with its own governing structure and the City Mayor as Chief Executive Officer, is the City of Groton, occupying 3 square miles and having a population of approximately 11,100 persons.

The Town of Groton is located in southeastern Connecticut in New London County and is bounded by the town of Ledyard on the north, Long Island Sound on the south, the Mystic River and town of Stonington on the east, and the Thames River and city of New London on the west. The terrain is generally rolling and hilly. Daytime population increase is estimated to be about 20,000.

The elevation in the Town of Groton ranges from sea level to 350 feet above sea level. Two of the Town's rivers, the Mystic and the Thames, are navigable and subject the town to flood conditions. The town is also affected by high tide conditions from Long Island and Fisher's Island Sound.

There is located within town boundaries a United States Navy base with both military and civilian personnel assigned there. Residents within the base are included in the total population figure for Groton.

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Government in the Town of Groton consists of a Town Manager, Town Council and Representative Town Meeting form of government. There are 9 council members, one of whom is elected Mayor by the council. There are up to 42 elected representatives to the Representative Town Meeting. The Town Manager is the Chief Executive Officer of the Town.

The Town Manager is assisted in coordination of Disaster Emergency Operations by the Emergency Management Director, appointed by the Town Manager.

The Town of Groton has a police department under the command of the Town Chief of Police. Two political subdivisions, the City of Groton and Groton Long Point, have police departments under the command of their respective police chiefs. There are a limited number of supernumeraries and auxiliary officers attached to the three police departments.

Fire service in the town is provided by eleven (11) fire departments/districts. The City of Groton is protected by a municipal fire department served by a full-time chief, deputy chief, paid and volunteer fire fighters. The Poquonnock Bridge Fire District is served by a full-time chief, deputy chief, paid and volunteer fire fighters. The Old Mystic Fire District is served by a full-time chief, paid and volunteer firefighters. The Noank, Center Groton and Groton Long Point Fire Districts are all manned with volunteer firefighters. There are fire departments with full-time fire fighters at the U.S. Naval Submarine Base, Electric Boat Division of General Dynamics, Pfizer Inc. and at the Groton-New London Airport.

Water supply for the town is provided in the western portion of Groton by Groton Utilities, in the eastern portion by Aquarian, successor to the Connecticut American Water Company and Southeastern Connecticut Regional Water Authority. Portions of the town depend upon private wells.

Electric power is provided in the western portion of the town by Groton Utilities and in the eastern portion by the Connecticut Light and Power Company.

Sewage disposal in the town is provided by two separate sewer systems; one serving the City and the other serving the remainder of the town. Sewers are available to 85% of the population and 65% of the land area of the town, with private septic systems serving the rest of the town.

Freight transportation, local, interstate and intrastate, is provided via rail lines. The rail lines cross the town in an east-west direction with sidings at Midway and in the City. There are spur tracks that run into Pfizer and Electric Boat Company and a rail line that follows the Thames River north. There is no passenger rail service in the town. Amtrack passenger trains travel through Groton with stops in New London and Stonington.

Local bus service is provided by SEAT, however there is no terminal in Groton. SEAT busses connect with interstate bus service at the bus terminal in New London. There are numerous motor freight lines that serve the town.

The Board of Education has a contract with a private vendor to supply school busses. The contract provides for the buses to be garaged in Groton. The Board of Education will retain and make

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available to the town's emergency management director, a list of the number and type of buses available as their requirements for bus transportation changes from year to year.

The Groton/New London Airport is located within the town. The airport is state-owned and has a limited fire and security force as well as a FAA operated control tower. A mix of general and military aviation operates from this airport. The Connecticut Air National Guard operates a repair facility for Army helicopters at the airport.

There are both inter- and intra- state highways in town. Interstate 95 runs east/west, U.S. Route 1 and Connecticut Route 184 runs east/west, Connecticut Route 12 runs north/south to Route 1. The Defense Access Highway runs from the industrial area north to Interstate 95. Evacuation of the town for any purpose would be difficult because of heavy traffic and the limited means of egress.

There is no civilian hospital in the town. Residents use Lawrence and Memorial Hospital in New London (9 miles), William Backus Hospital in Norwich (20 miles), and the Westerly Hospital in Westerly, Rhode Island (19 miles). The Pequot Health Center, a branch of Lawrence & Memorial Hospital, provides emergency room service in Groton from 7:00 am to 11:00 pm daily. The submarine base has a very small, very limited medical clinic (Naval Health Care Groton) serving military personnel and dependents. On-base medical emergencies are transported off base to area hospitals by ambulance. In the case of disaster the submarine base would depend on assistance from local resources to treat sick and injured personnel on the base.

Emergency Medical Service in Groton is provided by two ambulance services, Groton Ambulance Association serving the western half of town and Mystic River Ambulance Association serving the eastern part of town. There is a Public Health Nursing Service serving the entire town including the schools. Fire departments also provided emergency medical services. The Submarine Base, Electric Boat and Pfizer Inc. fire departments also operate ambulance services.

Schools located in the town are one senior high school, three junior high schools, eight elementary schools, several day care centers, one parochial elementary school, the state-owned Mystic Educational Center, one state-owned regional technical high school, and a non-resident branch of the University of Connecticut.

There is substantial employment in industry in the town although the number of industries is not large. The Electric Boat Division of General Dynamics with 5,000 employees and Pfizer, Inc. with 5,500 employees, draw their employees from throughout southeastern Connecticut, Massachusetts and Rhode Island. These two large industries are located within the city boundaries and Electric Boat Division has some facilities located elsewhere in the town.

Traffic congestion is extreme at early morning starting time and late afternoon quitting time, due to movement of industrial employees in and out of the town and to their homes. The heaviest concentration of industry is located on the east bank of the Thames River. Traffic congestion is also a problem along the Route 1/Route 12 connecting corridor during normal business hours.

Construction of buildings in the town is mixed; wood and brick and some steel and concrete. A large percentage of the homes are of wood construction with basements. In 2002, Town records

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indicate that there were approximately 9,259 single-family dwellings, 841 multi-family units and 642 commercial units within the Town.

There are several commercial radio and television stations serving the community located outside of Groton. Commercial television service is provided by Channel 3 and 61 in Hartford, Channel 8 in New Haven, Channel 20 in Waterbury, Channel 30 in New Britain and Channels 6, 10, 12 in Providence, Rhode Island. The Public Broadcasting System operates Channel 53 in Norwich.

Comcast Cable TV and Thames Valley Communications provide cable TV for the community of Groton. There are two local newspapers that serve the town, the New London Day and the Norwich Bulletin. There is a Civil Defense radio network that is supplemented by amateur radio network, and police, fire and EMS radio systems. Telephone service is provided by AT&T.

Food requirements will depend upon supermarket stocks. Drugs would be available from local drug stores and one large manufacturer of specific drugs. There is a major fuel oil distributor located in the town and the Navy installation has its own fuel oil supply.

There are a number of shelters operated by the Town in times of emergencies. The shelters are located at neighborhood schools and the Town of Groton Senior Center. When opened, shelters are operated by the American Red Cross with supplemental support from various Town departments. None of the Town's shelters qualify as fallout shelters offering protection from radioactive materials above that level normally found in commercial construction

The Town of Groton is vulnerable to any and all types of disasters including hurricanes, tornadoes, severe windstorms, blizzards, electrical storms and flooding. Earthquakes, forest and brush fires are also a possibility. Chemical, transportation and radiological accidents as well as major structural fires, public demonstrations and civil disturbances and enemy attack all must be seriously considered as potential disaster possibilities. In a nuclear attack, even if not the recipient of a direct hit, prevailing winds would make it necessary for the population to seek and use all available protection from radioactive fallout. The location of an airport in the town suggests the further possibility of air crashes within town boundaries. Additional detail is provided in the Town of Groton Hazard/Vulnerability Analysis.

B. ASSUMPTIONS

The following assumptions with regard to disaster emergency situations may be made: (the sequence does not denote the order of importance of these assumptions.)

An emergency or disaster (natural, human caused or national security) can affect the town at any time.

A hurricane, tornado, wind storm, electrical storm, severe ice and/or snow storm, blizzard, etc. affecting the Town can cause the loss of power, telephone service, and other utilities and result in a major threat to government operations and the health and safety of people within the Town.

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Some advanced warning may be received in natural and human caused disasters however they can occur with little or no warning.

The resources normally available within the town may not be sufficient to respond to a major emergency and/or disaster. Outside assistance may be necessary but unavailable or limited in quantity. In an emergency or disaster simultaneously affecting other communities and/or the state, outside assistance may not be available. Therefore, local government will have to do the best it can with available resources to maximize the survival of people, prevent and/or minimize injuries and preserve property and resources within the town.

There may be interruptions in service of any or all utilities during a disaster emergency. Normal channels of communication may be disrupted or destroyed.

The heavy increase of daytime population would add to traffic leaving in the event of evacuation. The Gold Star Memorial Bridge (I-95, US-1) could become a bottleneck due to traffic congestion in any kind of disaster situation.

III. CONCEPT OF OPERATIONS:

A. MITIGATION:

Mitigation is the process of taking measures designed to reduce or minimize the effects of natural or human caused hazards. The local government realizes the need to carry out mitigation efforts for the following hazards; major snow fall, ice storms, blizzards, hazardous material incidents/accidents, aircraft accidents, tornadoes, hurricanes, electrical storms, major fires, forest fires, water contamination, earthquakes, and major highway accidents. Therefore, the Town of Groton has the following hazard reduction measures in place:

MITIGATION MEASURES:

1. Departments, agencies and offices shall carry out hazard mitigation activities appropriate to their respective function.
2. Restrict development in hazardous areas consistent with the degree of risk.
3. Promote fire prevention.
4. Work with commerce and industry to improve hazardous materials storage, use, transportation and disposal.
5. Encourage public safety efforts at all levels.
6. Develop and maintain "All Hazard" Shelter and Evacuation Annexes with pre-designated evacuation and shelter facilities.
7. Mutual aid agreements with neighboring communities to share assistance and resources.

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8. A Radiological Protection Annex outlining decontamination procedures and availability of radiological instruments.
9. Promote professional development for emergency management and safety personnel.

B. PREPAREDNESS PHASE:

The Preparedness Phase is that period of time from receipt of the initial notification of a potential emergency to the onset of the emergency. The length of time in an Increased Readiness Phase may vary from a few minutes to several weeks. All departments and offices of Town government and supporting agencies will be alerted to the possibility of the impending disaster.

PREPAREDNESS ACTIONS:

(The numbering sequence in the following actions is not meant to establish priority in performance as all actions are to be undertaken as soon as possible.)

1. The Town Manager (CEO) will call together such department heads and other officials and external agency representatives as deemed necessary in view of the nature of the emergency and will brief them on the situation. The CEO will activate this plan (see Attachment 1) if appropriate and necessary and/or order such steps to be taken as may be appropriate for the situation.
2. Following the briefing all department heads and other persons involved will review their responsibilities outlined in this Emergency Operations Plan and their respective annexes and/or emergency operations procedures and departmental emergency plans.
3. Department heads will brief their personnel and review with them their responsibilities assigned by this plan and their departmental annex and/or emergency operations procedures. They will then make preparations for the mobilization of their personnel as appropriate and necessary.
4. If deemed necessary, the Town's Emergency Operations Center (EOC) will be activated and maintained on a stand-by basis pending further orders. Department heads will designate their representatives to the EOC.
5. All emergency equipment, supplies and resources will be inventoried, checked and readied for emergency operations. Response vehicles will be filled with gas and oil, emergency generators will be started and tested, radiological monitoring and hazardous materials equipment, radios, flashlights, batteries, regulatory and safety signs, record forms, etc. will be inventoried and checked for operational readiness.
6. Personnel, equipment, and resources will be readied for dispersal and where necessary, moved to appropriate locations on a stand-by basis according to the particular type of emergency.

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7. The Emergency Management Director will coordinate the inspection of all communications and auxiliary generating equipment to ensure its operating capability.
8. News releases will be prepared for newspapers, radio and television to be used only when directed by the Chief Executive Officer.
9. Preparations will be made to alert, if necessary, the entire population of the Town.
10. School officials, will take all necessary steps to safeguard the school population at any time that school is in session. Institutions and agencies not represented at the briefing will be alerted by the Emergency Management Director if deemed necessary by the Chief Executive Officer.
11. In an emergency of a local nature, the State Office of Emergency Management and communities with which mutual aid agreements exist will be alerted.
12. During this phase, the overall readiness of the Emergency Operations Center for operation on a 24-hour basis will be initiated.

C. RESPONSE PHASE:

The Response Phase is that period of time during which the emergency is occurring. Action will be taken immediately to evaluate the emergency, warn the population, make use of all available personnel, equipment and resources to minimize the effects of the disaster on the community. Some of the Response Phase actions may have been performed during the Increased Readiness Phase.

RESPONSE ACTIONS:

(The order of the Response Actions are not meant to establish priorities in performance, as all actions are to be undertaken as soon as possible.)

1. Immediately alert the public affected. Provide them with whatever guidance or instruction is required to respond to the emergency.
2. Activate this Emergency Operations Plan (see Attachment 2, Plan Activation).
3. Fully activate the Emergency Operations Center on a round-the-clock basis. Take appropriate steps for water, food and sleeping facilities if the emergency requires it.
4. Declare "State of Emergency" if appropriate and necessary.
5. Establish communications with the State Emergency Management Area Office, cities and towns with which mutual aid agreements are in effect.
6. Conduct emergency operations in the most efficient and expeditious manner possible using all available manpower, equipment, fallout protection and other resources.

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7. Implement protective measures based on protective action guides and other criteria consistent with the recommendations of the Environmental Protection Agency (EPA), the Nuclear Regulatory Commission (NRC), etc.

D. RECOVERY PHASE:

This phase is that period immediately following the emergency when actions will be taken to restore the community, to the greatest extent possible, to normal conditions. The phase begins when the disaster has subsided to such a degree that recovery operations can begin. Some recovery actions may commence during the Emergency Phase. In a radiological emergency it may be necessary to precede all recovery operations with decontamination procedures, with the exception of urgent rescue operations.

RECOVERY ACTIONS: (The order of actions is not meant to establish priority in performance, as all actions are to be undertaken as soon as possible.)

1. Continue rescue operations. If a radioactive environment exists, ensure monitoring and decontamination when possible. Monitoring and decontamination should precede all other recovery operations.
2. Provide medical assistance to the sick and injured.
3. Arrange for temporary shelter, housing, food and clothing where necessary.
4. Provide transportation for people who are being relocated.
5. Make complete evaluation of the situation, including damage assessment and plan for restoration. Determine restoration priorities.
6. Certify buildings and/or areas as being safe for habitation.
7. Commence restoration of the Town following established priorities.
8. Assist public utilities with the restoration of service where necessary and when requested.
9. Provide emergency mortuary service.
10. Maintain the Emergency Operations Center in operation until such time as the emergency and recovery operations no longer requires it.
11. Provide for protection from looting and vandalism.
12. Establish and maintain a disaster inquiry center.
13. Maintain facilities for the dissemination of information to the public.

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14. Arrange for financial assistance where necessary to help residents and Town government to recover from the disaster, in cooperation with State and Federal agencies.
15. Destroy contaminated food, drugs and other material.

IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES:

It is the responsibility of each level of government authority to provide for a comprehensive emergency management program that meets the emergency needs of those who either have been or might be affected by an emergency or major disaster (whether or not higher level assistance is or might be available).

When the emergency exceeds the Town of Groton's capability to respond, assistance will be requested from the private sector and the State of Connecticut. Assistance from the State of Connecticut will be requested through the Region IV Office of Emergency Management. The federal government will provide assistance to the state, where needed.

This plan is based upon the concept that the emergency functions for the various groups involved in emergency management will generally parallel their normal day-to-day functions. To the extent possible, the same personnel and material resources will be employed in both cases.

Those day-to-day functions that do not contribute directly to the emergency operation may be suspended for the duration of the emergency. The efforts that would normally be required for those functions will be redirected to the accomplishment of emergency tasks.

CHIEF EXECUTIVE OFFICER'S EMERGENCY RESPONSIBILITIES

1. The Town Manager, or the person legally administering this office, is the Chief Executive Officer of the Town of Groton.
2. As Chief Executive, the Town Manager has the responsibility to carry out emergency management activities to protect life and property within the Town of Groton prior to and during any emergency or disaster. When the emergency or disaster exceeds local government's capability to respond, the Chief Executive will request assistance from the State of Connecticut and, if necessary, the United States government.

AUTHORITY OF THE CHIEF EXECUTIVE

1. The Town Manager has executive authority and direct control over all departments, agencies and offices. This authority shall be limited only by the Governor of the State of Connecticut in State-declared emergencies or the President of the United States of America in declared national emergencies.
2. The Chief Executive Officer has a cooperative relationship with agencies that are external to local government or are of a volunteer nature.

ROLE OF THE EMERGENCY MANAGEMENT DIRECTOR:

1. The Emergency Management Director advises the Chief Executive on all Emergency Management matters and related State & Federal laws, rules and regulations. He plans, develops, organizes, directs and coordinates the Town's Emergency Management Program with the goal of saving lives and protecting property by maintaining emergency operational capabilities that mitigate, prepare for, respond to, and recover from any emergency or disaster. The Emergency Management Director is responsible for accomplishing all of the following functions:
 - a. Emergency Organization, Planning and Management;
 - b. Direction, Control and Warning;
 - c. Population Protection;
 - d. Training and Practice.
2. As a staff person to the Chief Executive, the Emergency Management Director will coordinate the Emergency Management forces of the Town in the handling of a disaster emergency.

The Emergency Management Director of the Town of Groton is appointed by the Town Manager and serves the entire town except the City of Groton. He has a cooperative relationship with both the Chief Executive Officer of the Town and the Chief Executive Officer of the City. He may be removed by the Town Manager or the State Director of Emergency Management as provided in Title 28, Chapter 517 of the General Statutes of Connecticut.

The Emergency Management Director has a cooperative relationship with all departments and agencies of the town with the exception of volunteer civil preparedness forces, over which he has direct control.

Emergency Management Advisory Council

The Emergency Management Advisory Council advises and assists the Emergency Management Director in the mitigation and preparation phases of emergency management. During the response and recovery phase, the Advisory Council Members or their designated representatives may serve as liaison between their full-time organization and the Office of Emergency Management. The Advisory Council shall meet in January of each year and at such other time as is deemed necessary.

The Emergency Management Advisory Council, as appointed by the Town Manager, consists of the permanent members as listed below. Permanent members may designate a representative to serve in their place. The Town Manager may appoint additional members to provide representation from a broad spectrum of public concerns and to provide outside expertise and knowledge to the Advisory Council.

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PERMANENT MEMBERS

Director of Administrative Services – Chairman
Emergency Management Director
Town Council Public Safety Committee Chairman
RTM Civil Preparedness and Safety Committee Chairman
Chief of Town Police
Director of Public Works
Director of Human Services
Director of Parks and Recreation
Director of LedgeLight Health District
Superintendent of Schools
Fire Service Representative
Ambulance Service Representative
Manager of Information Technology Services
Assistant to the Town Manager

FIRE DEPARTMENTS:

1. Manages fire department resources and directs fire department operations.
2. Assists the police department with notifications of residents for evacuations.
3. Assists human services with special needs residents.

POLICE DEPARTMENT:

1. Manages law enforcement resources, directs traffic control and law enforcement operations.
2. Notifications to residents of area evacuations.

LEDGELIGHT HEALTH DISTRICT:

1. Coordinates the use of health and medical resources and personnel involved in providing medical assistance to disaster victims.
2. Meets with the heads of local public health, emergency medical services (EMS), hospital, environmental health, mental health, and mortuary services, or their designees to review and prepare emergency health and medical plans and ensure their practicality and inter-operability. When appropriate, include local representatives of professional societies and associations in these meetings to gain their members' understanding of and support for health and medical plans.
3. Meets with representatives of fire and police departments, emergency management agencies, military department (if activated by the Governor), State and Federal agencies, and the American Red Cross (ARC) to discuss coordination of disaster plans.

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PUBLIC WORKS DEPARTMENT:

1. Coordinates with police to provide support for traffic management.
2. Manages public works resources and directs public works operations (e.g., water treatment, road maintenance, trash/debris removal).
3. Coordinates with private and public sector utilities (e.g., power, water and gas) on shutdown and service restoration.
4. Coordinates with private sector utilities and contractors for use of private sector resources in public works related operations.

SUPERINTENDENT OF SCHOOLS:

1. Develops and periodically exercises student evacuation plans.
2. Coordinates with Emergency Management Director to work out arrangements to use school buses to transport school children and other evacuees.
3. Coordinates with Emergency Management Director to work out arrangements to use schools and/or their food stocks for mass care.

ALL DEPARTMENTS AND AGENCIES OF THE TOWN have common tasks as follows:

1. Provision for protection of departmental personnel.
2. Development of a system for alerting, warning and mobilizing departmental personnel.
3. Development of policies/procedures for the respective department regarding emergency duties and responsibilities of all departmental personnel.
4. Cooperation with emergency management in communication and transmission of emergency information to and from the Emergency Operations Center.
5. Provision for protection of vital departmental records.
6. Cooperation with the Emergency Management Director in pre-emergency training of departmental personnel.
7. Provision for departmental line of succession.
8. All town departments, offices and agencies not specifically assigned missions in this plan, will be expected to provide support, within their respective capabilities, to town government in the event of emergencies covered by this plan.

ALL TASKED ORGANIZATIONS:

“All tasked organizations” include those identified above, and all other government or private sector organizations that have been assigned tasking in the Emergency Operations Plan to perform response functions.

1. Maintain current internal personnel notification rosters and SOP’s to perform assigned tasks.
2. Negotiate, coordinate and prepare mutual aid agreements, as appropriate.
3. Analyze needs and determine specific communications resource requirements.
4. Work with Emergency Management Director to ensure equipment and procedures are compatible.
5. Identify potential sources of additional equipment and supplies.
6. Provide for continuity of operations.
7. Ensure that lines of succession for key management positions are established to ensure continuous leadership and authority for emergency actions and decisions in emergency conditions.
8. Protect records, facilities, and organizational equipment deemed essential for sustaining government functions and conducting emergency operations.
9. Ensure, if practical, that alternate operating locations are available should the primary location suffer damage, become inaccessible, or require evacuation. Alternative operating locations provide a means to continue organizational functions during emergency conditions.
10. Protect emergency response staff. This includes actions to:
 - Obtain, as appropriate, all necessary protective respiratory devices and clothing, detection and decontamination equipment, and antidotes for personnel assigned to perform tasks during response operations.
 - Ensure assigned personnel are trained on the use of protective gear, detection and decontamination devices, and antidotes.
 - Provide security at facilities.
 - Rotate staff or schedule time off to prevent burnout.
 - Make stress counseling available.

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9. Ensure the functioning of communications and other essential equipment. This includes actions to:
 - Test, maintain, and repair communications and warning equipment.
 - Stockpile supplies and repair equipment.

V. ADMINISTRATION AND LOGISTICS:

A. SUPPORT AND MUTUAL AID

The Town of Groton is responsible for the protection and safety of all peoples and properties within its boundaries, to the limits of town resources.

Emergency operations will be carried out principally by local emergency management forces. Mutual aid agreements (verbal and written) in effect at the time of the emergency will be made use of if necessary and feasible to do so. Mutual aid assistance from other municipalities and support and assistance (including technical information on health risks, weather conditions, etc.) from volunteer organizations, private agencies, and the State and/or Federal governments will be requested by the Chief Executive Officer and arranged and coordinated by the Emergency Management Director.

The Chief Executive may request assistance and support from: The American Red Cross; Salvation Army; amateur radio operators; Visiting Nurses Association; Civil Air Patrol; The Community Emergency Response Team (CERT); private contractors, etc. Volunteer organizations will assist in whatever manner is best suited to their respective capabilities. These organizations will be given mission-type assignments and remain unitized to the greatest extent possible in performing emergency functions under the direction of their own supervision, coordinated by the Emergency Management Director.

Support means those organizations or groups that can be called upon for assistance principally when added manpower or specialized services are needed during a disaster emergency. For instance, a snowmobile club or group, service organizations, etc. that tend to respond as a unit and have the ability to carry out mission-type assignments under their own supervision and with their own manpower and equipment are considered support groups.

1. The Emergency Medical Services:
 - a. Provide qualified medical personnel at the disaster site or on stand-by basis.
 - b. Establish and operate triage area; coordinate patient care and transportation to hospitals with mutual aid ambulances and hospitals.
 - c. Provide person to function as Operations Officer at the forward command post if needed.
 - d. Maintain proper supplies and equipment to handle mass casualties.

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- e. Provide a coordinator to maintain casualty information; update Emergency Operations Center and public information officer on a frequent basis.
- f. Assist the Director of Health and the Shelter Managers in caring for sick and injured shelters, if needed.
- g. Transport and care of individuals from the disaster site to medical facilities.
- h. Provide transportation for handicapped and elderly persons in institutions during evacuations.
- i. Provide radiological monitoring for EMS personnel and persons under their care, and report data to the Emergency Operations Center.

2. The American Red Cross:

The American Red Cross, as a voluntary independent agency, will be expected to cooperate with local government to the extent of its capabilities and execute its Disaster Assistance Plan in cooperation with the Town. It is expected that the Red Cross will function in the following areas on a "Mission" basis with its own supervision, coordinating its activities with local government.

- a. Provide food, clothing, shelter or other assistance, as needed and possible, to those in need as a result of an emergency or disaster.
- b. Assistance with rehabilitation of families.
- c. Provision of nurses and nurses' aides in coordination with the Health District.
- d. Assist with evacuation of persons from disaster areas.
- e. Assist with movement of the sick and injured to hospitals and emergency care centers.
- f. Set up and operate bloodmobiles as required.
- g. Assist with the management and operation of reception and care activities (registration, staffing, lodging, feeding, pertinent evacuee information, etc.).
- h. Assist the Health District with special needs of the handicapped and the elderly.
- i. Provide radiological monitoring for Red Cross personnel and persons under their care.

3. The Salvation Army:

TOWN OF GROTON, CONNECTICUT EMERGENCY OPERATIONS PLAN

The Salvation Army, a voluntary organization, is expected to support local government and to provide, with limitations of its resources, the following services as needed or requested:

- a. Mobile canteen services.
 - b. Emergency feeding service and shelter in Salvation Army or other facilities.
 - c. Collection and distribution of food, clothing and other supplies.
 - d. Counseling and morale building services.
 - e. Assistance in registration, identification and collateral services.
 - f. Provide personnel with specialized skills, such as language interpreters and social workers.
 - g. Work with disaster assistance teams to take aid programs to victims not able to report to assistance center.
 - h. Abide by the decisions of the Chief Executive of the Town concerning the coordination of volunteer organizations for the rendering of assistance to disaster victims.
 - i. Provide radiological monitoring for Salvation Army personnel and persons under their care.
4. The Public Utilities:
- a. Assign qualified individuals, when requested by the Chief Executive, to serve as liaison between their companies and the Town for the duration of the emergency.
 - b. Determine priorities for service restoration as established through mutual understanding between the Chief Executive and utility companies involved.
 - c. Keep the Chief Executive informed of damage assessment and progress of repairs.

B. EMERGENCY MANAGEMENT

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For purposes of clarification, Title 28, Chapter 517, Section 28-1C of the General Statutes of Connecticut states the following: (C) "Civil Preparedness Forces" means any organized personnel engaged in carrying out civil preparedness functions in accordance with the provisions of this chapter or any regulation or order thereunder. All the police and fire forces of the state or any political subdivision of the state, or any part of any political subdivision, including all the auxiliaries of these forces, shall be construed to be a part of the civil preparedness forces. Any member of the civil preparedness forces who is called upon either by civil preparedness personnel or state or municipal police personnel to assist in any emergency shall be deemed to be engaging in civil preparedness duty while assisting in such emergency or while engaging in training under the auspices of the Office of Emergency Management or the State or Municipal Police Department, for the purpose of eligibility for death, disability and injury benefits as provided in section 28-14.

C. FINANCIAL RECORDS

Each Town department, agency and office is required to keep accurate records and logs of all actions taken during disaster emergencies of any kind. All funds expended and materials or supplies obtained by purchase or otherwise must be accounted for by receipts and written records in detail.

D. CONTINUITY OF GOVERNMENT

In order to ensure continuity in operations of local government during a period of emergency resulting from disaster (natural, human caused or national security), the following line of succession shall prevail:

- a. Town Manager
- b. Director of Administrative Services
- c. Chief of Police

During any period the Chief Executive Officer (CEO) is unable to fulfill the duties outlined in this plan because of absence or disability, the person who assumes the position will have all of the powers and responsibilities (as outlined in this plan) of the Chief Executive of the Town. The successor's powers and responsibilities shall terminate upon the return of the CEO.

In order to ensure continuity in operations of municipal departments and agencies during a period of emergency resulting from disaster, a line of succession and the extent, limits and cession of the successor's powers will be specified in each department's or agency's annex or Standing Operating Procedures.

VI. PLAN DEVELOPMENT AND MAINTENANCE:

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This Emergency Operations Plan will be updated by the Emergency Management Director for the purpose of correcting deficiencies identified through actual emergency response operations, drills and exercises, changes in local government structure, technological changes, etc. Minor changes shall be accumulated and made with major changes. If no major changes occur and there are no minor changes to be made, the State Office of Emergency Management and all holders of the plan will be so notified in writing. The plan shall be reviewed annually but in no case shall updating and notification to the State Office of Emergency Management exceed a period of 4 years from the date of this plan. Revisions shall be provided by the Emergency Management Director to all holders of the plan.

Some departments, agencies and offices having "missions" assigned herein are required to develop and maintain a current annex to this Emergency Operations Plan. Departments, agencies and offices required to develop annexes to this plan shall deliver two (2) paper copies and one (1) electronic copy of the annex to the Emergency Management Director within thirty (30) working days of the request for such annex. An annex becomes official part of this plan upon signing of the annex by the Town Manager and Emergency Management Director. Annexes should be reviewed and updated annually. All changes to an annex will be provided to all departments, agencies, offices and individuals who have received copies of the particular annex.

VII. AUTHORITY AND REFERENCES:

Authority for this plan is contained in Title 28, Chapter 517 of the General Statutes of Connecticut as amended, the State of Connecticut Emergency Operations Plan and such Executive Orders, Local Ordinances, Charter Provisions or Special Acts as may be applicable. The Emergency Management Program of the town shall be developed and maintained in accordance with current Federal, State and local Emergency Management requirements.

This Emergency Operations Plan (EOP) has been developed following the guidance provided in document "SLG - 101 (Guide for All-Hazard Emergency Operations Planning)" published by the Federal Emergency Management Agency (FEMA). The EOP is a requirement of Section 28-7(a) of Title 28, Chapter 517 of the State of Connecticut General Statutes. All local government departments, agencies and offices and all local Emergency Management forces shall carry out the duties and functions assigned in this EOP.

VIII. EMERGENCY OPERATIONS CENTER STAFFING:

When an emergency strikes, the Town of Groton's Emergency Operations Center (EOC) may or may not be utilized. The decision whether or not to utilize the EOC is made by the Town Manager upon the advise of the Emergency Management Director. If the decision to utilize the EOC is made, the level of staffing to be used will depend on the type and scope of the emergency.

The Emergency Management structure is organized into four levels. Personnel comprising the first two groups will report to the Emergency Operations Center for staffing as necessary.

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POLICY GROUP: This group of senior public officials will develop emergency policies and in specific emergency situations will discuss the economic, political, legal, and social implications of both the threat and the response to determine the best general approach to the situation. All major policy decisions are made by this group.

Chief Executive Officer
Director of Administrative Services
Public Works Director

Police Chief
Emergency Management Director
Board of Education Representative

CONTROL AND COORDINATION GROUP:

This group will also determine operational objectives and priorities; assign tasks to operational sections; allocate personnel, equipment, material and other necessary resources; provide logistical support to field units; secure needed resources and relief forces, and monitor both the immediate emergency and other potential problem situations. Members of this group include:

Police Representative
Special Needs Coordinator
Shelter/Mass Care Coordinator
Public Information Officer

Fire/EMS Services Representative
Health District Representative
Communications Coordinator
Other Coordinators and Officials as needed

DIRECTION AND SUPERVISION: This group consists of the operational supervisors of the departments and agencies that have personnel deployed in the field. For most emergencies, these personnel are located at their respective facilities or field command posts. However, operational supervisors may function out of the Emergency Operations Center in certain situations. Procedures are fluid, but each department/agency is expected to coordinate as closely as possible with each other. This group is responsible for the proper use of resources assigned by the Control and Coordination Group within the policy guidelines established by the Policy Group. Constant communications must be maintained between these operational supervisors and the appropriate member of the Control and Coordination Group.

FIELD UNITS: This group consists of all personnel that would normally be in the field or at the scene of the emergency.

TOWN OF GROTON, CONNECTICUT EMERGENCY OPERATIONS PLAN

Attachment 1

SAMPLE PLAN ACTIVATION

WHEREAS, the Town Manager does find that the (Blizzard, Flood, Hurricane, Storm, etc.) emergency currently affecting the Town of Groton requires the activation of the Emergency Operations Plan;

NOW, THEREFORE, it is hereby proclaimed and ordered that the Emergency Operations Plan of the Town of Groton is now activated, and all personnel ordered to perform in accordance therewith.

IT IS FURTHER PROCLAIMED AND ORDERED that a copy of this action be forwarded to the State Office of Emergency Management.

Dated

Local Time

Town Manager

Attest: _____

Attachment 2

HOW TO DECLARE A DISASTER/STATE OF EMERGENCY

The Town Manager, in consultation with the Director of Emergency Management should, in an emergency situation, declare a State of Emergency/Disaster under the following circumstances and condition:

1. The situation has created a clear and present threat to life and/or property, and,
2. The resources available to the Town Manager locally (i.e. within the Town) have been exhausted, or the Chief Executive determines that, based on existing conditions, such resources are likely to be exhausted before the threat to life or property passes.

In the event of the above, the Chief Executive, in accordance with the powers granted to him under state law, may declare that a State of Emergency exists.

A written Declaration of Emergency, substantially in the form annexed, should be utilized.

NOTES:

1. Notice of the declaration of a state of emergency should be given to the State Office of Emergency Management immediately; and a copy of the written document forwarded as soon as possible.

Attachment 3

SAMPLE DECLARATION OF EMERGENCY

WHEREAS, the Town Manager does find:

1. That due to _____ (**cite specific conditions, example: the heavy rains and flood waters**) the Town of Groton is facing dangerous _____ (cite specific conditions, example: flooding) conditions;

2. That due to the _____ (**cite specific conditions, example: floods**) a condition of extreme peril to life and properties exists and thus necessitates the proclamation of a State of Emergency;

NOW, THEREFORE, it is hereby proclaimed that an emergency now exists throughout said Town of Groton and

IT IS FURTHER PROCLAIMED AND ORDERED that during the existence of said emergency the Town Manager shall exercise those powers, functions and duties prescribed by State law, the Town charter, and all applicable ordinances, resolutions, special acts, and the Town’s Emergency Operations Plan in order to minimize the effects of said emergency.

Dated

Local Time

Town Manager

Attest: _____

Attachment 3.A

SAMPLE PROCLAMATION

WHEREAS, on _____, 20__, the Town Manager of the Town of Groton has found that due to _____ (**cite specific conditions, example: floods**), a condition of extreme peril to life and property did exist in the Town of Groton, and

WHEREAS, it has now been found that local resources are unable to cope with the effects of said emergency;

NOW, THEREFORE, it is hereby proclaimed and ordered that a copy of this proclamation be forwarded to the Governor of the State of Connecticut with the request that he proclaim the Town of Groton to be in a State of Emergency; and

IT IS FURTHER RESOLVED that _____ is hereby designated as the authorized representative of the Town of Groton for the purpose of receipt, processing and coordination of all inquiries and requirements necessary to obtain state and federal assistance.

Dated

Local Time

Town Manager

Attest: _____

Attachment 4

INDEX OF ANNEXES

FUNCTION

DOCUMENT

1. Direction and Control	Refer to Annex A
2. Warning	Refer to Annex B
3. Communications	Refer to Annex C
4. Radiological Defense	Refer to Annex D
5. Evacuation (All Hazard)	Refer to Annex E
6. Shelter	Refer to Annex F
7. Public Information & Education	Refer to Annex G
8. Damage Assessment	Refer to Annex I
9. Mass Casualty	Refer to Annex M
10. Health & Medical	Refer to Annex N
11. Evacuee Owned Pet Management	Refer to Annex P
12. Board of Education	Refer to Annex Q
13. Hazardous Materials	Refer to Annex R
14. Terrorism	Refer to Annex T
15. Millstone Nuclear Power Plant	Refer to Town of Groton Radiological Emergency Response Procedures and Plan

TOWN OF GROTON, CONNECTICUT EMERGENCY OPERATIONS PLAN

GLOSSARY

ARC	American Red Cross
ARES	Amateur Radio Emergency Service
BLS	Basic Life Support. An ambulance service capable of delivering basic emergency interventions performed by EMS practitioners trained and credentialed to do so, e.g., splinting, bandaging, oxygen administration.
CAMEO	Computer-Aided Management of Emergency Operations. Computer system of software applications developed by US EPA and NOAA for use in planning for and responding to chemical emergencies. Includes MARPLOT and ALOHA.
CBRNE	Chemical, Biological, Radiological, Nuclear, and Explosive. Types of Weapons of Mass Destruction.
CEO	Chief Executive Officer. The official of the community who is charged with the authority to implement and administer laws, ordinances and regulations; a mayor, first selectman, town/city manager.
CERT	Community Emergency Response Team
CGS	Connecticut General Statutes
CHEM-TREC	Chemical Manufacturers' Association Chemical Transportation Emergency Center. Organization maintains a 24-HR Hotline to provide information on chemicals involved in a hazardous materials incident.
C-MED/RCC	Centralized Medical Emergency Dispatch/Regional Coordination Center. Coordinates and communicates between hospitals and pre-hospital emergency medical service providers. Also coordinates movement of medical resources to a mass casualty incident scene and the distribution of patients. There are 13 communications centers that perform the C-MED function. They are located in Bridgeport, Colchester, Groton, Litchfield, New Haven, Norwich, Prospect, Thompson, Tolland, Waterford, Westbrook and West Hartford.
COLLECT	Connecticut On-Line Law Enforcement Communications Teleprocessing. On-line system for disseminating text data among federal, state and local law enforcement agencies.
COTR	Contracting Officer Technical Representative. FEMA position title for a Logistical staff member.
CP	Command Post
CSP	Connecticut State Police
CT	Connecticut
CTNG	Connecticut National Guard
DECD	Department of Economic and Community Development (State of Connecticut)
Decon	Decontamination – The process of making people, objects, or areas safe by absorbing, destroying, neutralizing, making harmless, or removing chemical, biological, or radiological material.
DEMHS	Department of Emergency Management and Homeland Security (State of Connecticut) formerly called Office of Emergency Management – OEM.
DEP	Department of Environmental Protection (State of Connecticut)
DHS	Department of Homeland Security (U.S.)
DHS/EPR/FEMA	Department of Homeland Security/Emergency Preparedness and Response/Federal Emergency Management Agency. (FEMA)
DMAT	Disaster Medical Assistance Team. Team of public health and medical personnel who provide triage, medical and surgical stabilization, and continued monitoring and care of the ill and injured during a catastrophic disaster. Team is part of the NDMS, the National Disaster Medical System mutual aid network.
DMORT	Disaster Mortuary Team. NDMS Team who provides assistance with temporary morgue facilities, victim identification by fingerprint and forensic dental and pathology methods, and with the processing, preparation and disposition of remains.
EAS	Emergency Alert System. A statewide association of broadcast and cable media stations which assist federal, state and local officials by disseminating emergency public information related to weather and other emergencies.
EM	Emergency Management
EMHSCC	Emergency Management and Homeland Security Coordinating Council (State of Connecticut)
EMS	Emergency Medical Services

TOWN OF GROTON, CONNECTICUT EMERGENCY OPERATIONS PLAN

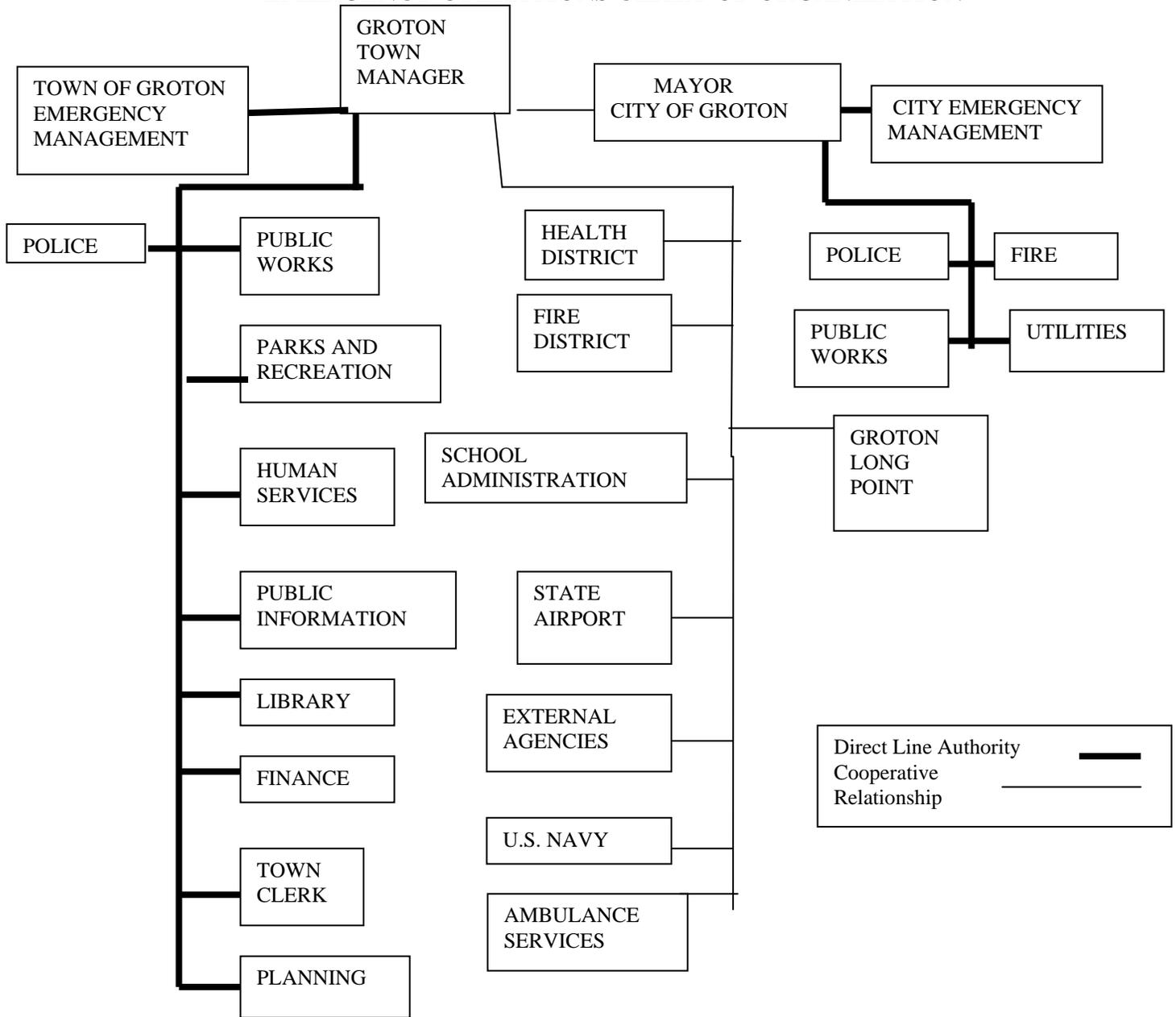
EMT	Emergency Medical Technician
EOC	Emergency Operations Center. Protected site from which State and/or local government officials coordinate, monitor, and direct emergency response activities during an emergency.
FBI	Federal Bureau of Investigation
FBI Hazmat Incident	A chemical incident known or suspected by the Incident Commander to have been deliberately caused, and causing, or having the potential to cause, mass casualties.
FEMA	Federal Emergency Management Agency is now a part of the U.S. Department of Homeland Security, Emergency Preparedness and Response Directorate – (DHS/EPR/FEMA).
GIS	Geographic Information System
GPS	Global Positioning System
Hazmat	Hazardous Materials. Any substance or material that when released in sufficient quantities poses a risk to people's health, safety, and/or property. These substances include: explosives, radioactive materials, flammable liquids and solids, combustible liquids and solids, poisons, oxidizers, toxins, and corrosive materials.
IC	Incident Commander. Individual responsible for the management of all incident operations at the incident site. In Connecticut, by statute, this is the Senior Fire Officer in Charge.
ICP	Incident Command Post
ICS	Incident Command System. A standardized organizational structure used to command, control, and coordinate the use of resources and personnel responding to the scene of an emergency. ICS concepts and principles include common terminology, modular organization, integrated communication, unified command structure, consolidated action plan, manageable span of control, designated incident facilities, and comprehensive resource management. Incident Scene. Area which includes the site of the actual incident; the area within the restricted or Hot Zone including police perimeters; and any staging, triage or decontamination areas located outside the perimeters.
INFOLINE	Infoline. Operated by the United Way of Connecticut in Rocky Hill, this call center system (2-1-1) provides referrals to persons requesting assistance and information. In the event of a catastrophic disaster, and upon activation of the Donations Coordination Center (DCC), Infoline will provide a telephone number for receiving offers of donations.
LDP	Local Distribution Point. A center established and operated by local authorities to distribute federally- and state-provided food and other commodities to disaster victims.
LEPC	Local Emergency Planning Committee
MCI	Mass Casualty Incident. Any incident that causes emergency medical service providers to alter their normal pre-hospital patient care protocols in order to provide the most effective possible pre-hospital patient care. An MCI can also be defined as any single incident with at least 6 casualties or some other threshold number of casualties established in the local mass casualty plan.
METTAG	Medical Emergency Triage Tag
MITIGATION	Mitigation. Those actions (including threat and vulnerability assessments) taken to reduce the exposure to and detrimental effects of a WMD incident.
NAWAS	National Warning System. A dedicated national telephone circuit connecting federal, state and local warning points. NAWAS is frequently used for the dissemination of weather warning information.
NIMS	National Incident Management System. As directed by the President and administered by the US DHS, this is a system that includes a standardized approach to incident management and response, training, credentialing, communications, equipment, and technologies. The NIMS system provides a consistent, nationwide approach for Federal, State, local, and tribal governments; the private sector; and non-governmental organizations (NGOs) to work together to prepare for, respond to, and recover from domestic incidents, regardless of cause, size, or complexity. The NIMS includes a core set of concepts, principles, and terminology – the Incident Command System (ICS). The NIMS includes, and is in the process of developing, multi-agency coordination systems; training; identification and management of resources; qualification and certification of personnel; and the collection, tracking, and reporting of incident information and resources.
OEM	Office of Emergency Management (Town of Groton) Office within Department of Administrative Services responsible for all Emergency Management issues in Groton, CT.
OEMS	Office of Emergency Medical Services (State of Connecticut) Part of DPH.
RACES	Radio Amateur Civil Emergency Services
RCC	Regional Communications Center
SERC	State Emergency Response Commission (State of Connecticut)

TOWN OF GROTON, CONNECTICUT EMERGENCY OPERATIONS PLAN

SNS	Strategic National Stockpile. A pre-packaged, readily transportable stockpile of pharmaceutical and medical supplies, antibiotics and antidotes for various chemical and biological agents. The SNS is deployed by the Centers For Disease Control in Atlanta, GA.
TDD/TT	Telecommunications Devices for the Deaf/Text Telephones Terrorism. The unlawful use of force or violence against persons or property to intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of political or social objectives. Domestic terrorism involves groups or individuals who are based and operate entirely within the US and its territories without foreign direction and whose acts are directed at elements of the US government or population.
UC	Unified Command
UCS	Unified Command System. Multi-agency, multi-jurisdictional command system in which responding organizations jointly determine the operational goals and response strategies.
WMD	Weapons of Mass Destruction. Includes conventional, chemical, biological and nuclear/radiological weapons. Any destructive device as defined in 18 USC, Section 2332a, as referenced in 18 USC 921, (which reads) any explosive, incendiary, or poison gas, bomb, grenade, rocket having a propellant charge of more than four ounces, missile having an explosive or incendiary charge of more than one quarter ounce, mine or device similar to the above; (B) poison gas; (C) any weapon involving a disease organism; or (D) any weapon that is designed to release radiation or radioactivity at a level dangerous to human life.

TOWN OF GROTON, CONNECTICUT EMERGENCY OPERATIONS PLAN

EMERGENCY OPERATIONS CHART OF ORGANIZATION



Direct Line Authority **—————**
 Cooperative Relationship —————

*The Town and City Emergency Management Directors have a cooperative relationship with all departments and agencies of both the Town and the City.
 **All Town and City departments have a cooperative relationship.