



Pennsylvania AUXILIARY COMMUNICATIONS SERVICES

ACS Strategic Plan

July 19, 2010



pennsylvania
EMERGENCY MANAGEMENT AGENCY

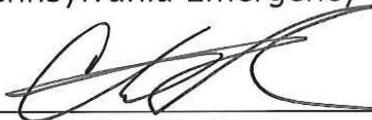
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PROMULGATION PAGE

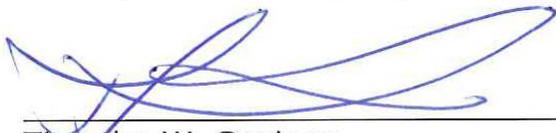
CONCURRENCES

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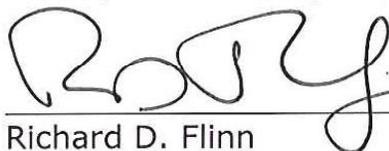
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APPROVAL AND IMPLEMENTATION

The Pennsylvania Auxiliary Communications Services Strategic Plan becomes effective upon approval by the Director of the Pennsylvania Emergency Management Agency.

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RECORD OF CHANGES

Description of Change	Date
Section C.1.b.1), page 10 – Background Check changes from annual to, upon initial membership and/or as deemed necessary by the JHA.	October 18, 2010
Section C. 1. B. 1), page 10 – Sub-paragraphs a) and b) deleted	
Section C. 1. B. 2), page 11 – Sub-paragraphs d) and 3) – requirements for these two training courses are on hold until further notice	
Throughout document – PEMA Reserve Communications Corps (RCC) replaced with Auxiliary Communications Service (ACS)	

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RECORD OF DISTRIBUTION

- * Regional Task Force Chairs
- * County Emergency Management Coordinators
- * www.pema.state.pa.us
- * Commonwealth State Agency Heads (as defined below)
 - * Governor's Office of Administration
 - * Governor's Office of the State Fire Commissioner
 - * PA Department of Agriculture
 - * PA Department of Conservation and Natural Resources
 - * PA Department of Corrections
 - * PA Department of Environmental Protection
 - * PA Department of General Services
 - * PA Department of Health
 - * PA Department of Military And Veterans Affairs
 - * Pennsylvania State Police
 - * PA Public Utility Commission
 - * PA Department of Public Welfare
 - * PA Department of Transportation
 - * PA Fish and Boat Commission
 - * PA Game Commission
 - * PA Turnpike Commission
 - * Port of Pittsburgh Commission
 - * Philadelphia Regional Port Authority
 - * Pennsylvania Emergency Management Agency
 - * Director
 - * Deputy Director for Administration
 - * Deputy Director for Operations
 - * Deputy Director for Planning and Preparedness
 - * Chief Counsel
 - * Legislative Liaison
 - * Bureau / Office Directors

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TABLE OF CONTENTS

PROMULGATION PAGE	i
RECORD OF CHANGES	iii
RECORD OF DISTRIBUTION	v
PURPOSE	1
SCOPE	1
SITUATION and ASSUMPTIONS	1
NIMS COMPLIANCE AND INTEGRATION	5
CONCEPT OF OPERATIONS	5
ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES	6
DIRECTION AND CONTROL	12
COMMUNICATIONS	16
ADMINISTRATION, FINANCE AND LOGISTICS	23
PLAN DEVELOPMENT AND MAINTENANCE	24
AUTHORITY AND REFERENCES	24
APPENDICES	27
APPENDIX 1 – PENNSYLVANIA REGIONAL TASK FORCE MAP	29
APPENDIX 2 – OPERATIONAL ACS ORGANIZATIONAL CHART	31
APPENDIX 3 – NIMS/ICS TRAINING PYRAMID AND LEVELS	33
APPENDIX 4 – TERMS AND DEFINITIONS	35

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PURPOSE

- A. This plan is a guide for how the Commonwealth of Pennsylvania will conduct auxiliary communications response to all-hazards incidents by identifying policy objectives and providing overall, high-level guidance for; integrating and coordinating governmental Auxiliary Communications Services (ACS); Department of Defense (DOD) auxiliary communications; and non-governmental volunteer Emergency Communications (EmComm) personnel, organizational structures, leadership and management processes, and facilities and equipment across all jurisdictions.
- B. The plan supports The Pennsylvania ACS Program. The Pennsylvania ACS Program, which is based upon, and includes, the Radio Amateur Civil Emergency Service (RACES), provides official public safety communications support to established governmental communications systems. This plan is also used by Commonwealth of Pennsylvania agencies, county and local governments, and regional task forces in the development of their ACS programs.

SCOPE

- A. This plan provides structures for implementing statewide ACS and EmComm response policy and operational coordination to all types of domestic incidents.
- B. In this document, incidents include actual or potential emergencies or all hazards events that range from accidents and natural disasters to actual or potential terrorist attacks. They include events wholly contained within a single jurisdiction and others that are catastrophic in nature and national in their scope and consequences.

SITUATION and ASSUMPTIONS

A. SITUATION

1. There are various hazards or threats, natural and technological, that any government jurisdiction will encounter. While each jurisdiction may not experience all threats, all ACS units must be trained for any hazard or threat in the event of a mutual aid assistance request. Pennsylvania has an extensive geographical area with topographic extremes. Any of these could possibly require additional EmComm resources to assist, augment, or replace existing government communications systems. Hazards and threats, both natural and technological, include but are not limited to:
 - a) Severe storms, tornadoes, flash floods, landslides slow rising, but devastating floods along major river basins and valleys; damaged, and/or destroyed transportation routes.
 - b) Chemical or hazardous material spills and releases with immediate or long-term health hazards.

- c) Dam or levee failures that will cause damage and loss of life by sudden surges of water and debris.
 - d) Large-scale transportation accidents: automobiles, buses, aircraft, trains, and others.
 - e) Fires that threaten wooded areas and adjacent communities; resulting loss of ground cover of steeply-sloped areas. Hot, dry winds and low humidity that push wild land blazes into urban areas.
 - f) Nuclear accidents; within or out of the state, from fixed nuclear power plant sites, military installations, transportation systems, military aircraft crashes, or terrorist activity.
 - g) Incidents that will arise out of terrorism, urban unrest, or mass civil disturbances.
2. National priorities emphasize the need to standardize structures and processes for regional collaboration and to enable entities, collectively, to manage and coordinate activities for operations and preparedness consistently and effectively. The National Incident Management System (NIMS) Five-Year Training Plan includes training and credentialing requirements, and the National Integration Center intends to add amateur radio support to the NIMS' typed resources. The Pennsylvania ACS Program will provide the mechanism to target the coordination of these particular disaster response organizations and their resources on a statewide basis.
 3. Most public safety communications systems are designed to perform in emergencies at any time. These systems generally fulfill the demands placed on them by normal conditions or small emergencies and operate within their system design. It is when these systems fail, are degraded, or are expected to perform beyond their design that volunteer communications are considered as an alternate means of communicating.
 4. Pennsylvania is home to approximately 23,000 Federal Communications Commission (FCC) licensed amateur radio operators. A large number of these individuals provide emergency communications support through a diverse group of organizations: RACES, Amateur Radio Emergency Service (ARES®), Military Auxiliary Radio System (MARS), local clubs, and the National Weather Service (NWS) SKYWARN program. Others who may not be licensed amateur radio operators also provide emergency communications support through organizations such as: Radio Emergency Associated Communications Team (REACT), the Civil Air Patrol (CAP), the U.S. Coast Guard Auxiliary (USCGAUX), and others.

- a) Part 97.1 of the FCC's rules and regulations are designed to provide an Amateur Radio Service having a fundamental purpose as expressed in the following: "(a) Recognition and enhancement of the value of the Amateur Radio Service to the public as a voluntary noncommercial communication service, particularly with respect to providing emergency communications". This is an essential element of the "public interest, convenience, or necessity" doctrine embodied in the Communications Act of 1934. With this in mind, the American Radio Relay League (ARRL), a private corporation, makes emergency communications an objective for its Field Organization, using ARES® as its vehicle for accomplishing this task.
 - b) Part 97.407 of the FCC's rules provides for RACES. RACES is a special phase of amateur radio recognized by the Department of Homeland Security (DHS)/Federal Emergency Management Agency (FEMA), that provides amateur radio communications for civil preparedness purposes and for local, regional, or national civil emergencies. These types of emergencies are not limited to wartime, but can be incorporated into all hazards communications planning with special emphasis on natural disasters such as fires, floods, and earthquakes, which historically are common practice for utilization of this service.
 - c) Part 95 of the FCC's rules regulates the General Mobile Radio Service (GMRS), Family Radio Service (FRS), and the Citizens' Band (CB) Radio Service. Parts 95.143 and 95.418 regulate the use of GMRS and CB, respectively, during emergencies.
 - d) The National Telecommunications and Information Agency (NTIA) assigns and regulates the frequencies used by organizations such as the CAP, MARS, and the USCGAUX. Each of these organizations has individual policies, regulations, directives, etc. that govern their support of civil authorities during emergencies (see Section XI, Authority and References).
 - e) The DOD has issued Directive 3025.15, *Military Assistance to Civil Authorities* dated February 18, 1997 titled under this directive, MARS and military auxiliaries (e.g. CAP, USCGAUX) are authorized to provide assistance to civil authorities.
5. The Pennsylvania ACS is based on the RACES, but broadens the scope to include the use of non-amateur radio volunteers and beyond, only utilizing them during emergencies. Pennsylvania's ACS is educational and operational at the state level and operational at the local level.
- a) ACS is more than just another name for existing RACES programs. Moving to an ACS model for Pennsylvania will formalize the ongoing attempts at removing the barriers that have existed in some areas between RACES, ARES®, and other amateur radio groups.

- b) Another important element in ACS model is the elimination of the concept that a volunteer communications reserve is one in which ONLY amateur radio resources and frequencies are utilized in support of government communications. While many programs will continue to rely heavily upon amateur radio resources, those programs that embrace ACS model will find it much easier to include and incorporate other communications volunteers and resources.
- c) The Pennsylvania ACS provides for government use of emergency communications specialists. Additionally, it will provide the Pennsylvania Emergency Management Agency (PEMA) with a primary, redundant emergency communications unit that will also serve to set an example of how the unit can serve government.
- d) These communications specialists can be from a variety of backgrounds including radio, information technology networking, telephone, microwave, satellite, computer programming, and any volunteer-based telecommunications organization. Personnel may, or may not, hold FCC licenses; yet the majority usually holds amateur radio licenses and is involved with a variety of volunteer emergency communications programs.
- e) ACS resources will be able to provide auxiliary and emergency communications voice and data support using Single Side Band (SSB), Amplitude Modulation (AM), Frequency Modulation (FM), Slow-Scan Television (SSTV), Fast-Scan Television (FSTV), radio-based email, and various other digital and voice modes.
- f) ACS personnel are unpaid volunteers registered as Duly Enrolled Emergency Management Volunteers. They do not replace available, paid staff. However, they may be placed in an emergency hire relationship should the need arise.

B. ASSUMPTIONS

1. PEMA concurs with DHS/FEMA and ARRL in advocating dual registration of ARES® volunteers in ACS programs.
2. PEMA encourages ACS volunteers to participate in other non-amateur radio programs such as the CAP, MARS, REACT, and USCGAUX.
3. This plan only applies to government-sponsored ACS programs. However, it also addresses interactions and coordination of these ACS programs with other auxiliary communications programs such as the ARES®, CAP, MARS, USCGAUX, REACT, and other non-governmental-sponsored programs. However, if an amateur radio group (club, ARES® organization, or other group) is registered with a local or state emergency management office or with a regional task force as its official provider of auxiliary communications resources, this group will be considered an ACS program under this plan.

4. Section 7706 of the Pennsylvania Emergency Management Services Code, Title 35 Pa. C.S.A. § 7101-7707, as amended, entitles "Duly Enrolled" emergency management volunteers, who are not eligible to receive benefits under the Workmen's Compensation Laws except during a state of war or period of armed conflict within the Continental United States, to receive compensation benefits for accidental injuries or death sustained while engaged in emergency management activities and services or in route to and from emergency management tests, drills, exercises, or operations authorized by PEMA.
 - a) Only a volunteer registered as a Duly Enrolled Emergency Management Volunteer is provided this coverage under Title 35.
 - b) Compensation benefits for accidental injuries or death will be addressed through local plans, Memorandums of Understanding (MOUs), or other agreements for volunteers providing support to government entities who are not registered as a Duly Enrolled Emergency Management volunteer.

NIMS COMPLIANCE AND INTEGRATION

- A. On December 20, 2004, Governor Edward G. Rendell issued a Proclamation mandating that the NIMS be utilized for all incident management in the Commonwealth of Pennsylvania.
- B. In November 2005, the National Integration Center (NIC) published guides for integrating NIMS concepts into emergency operations plans. This guide incorporates the concepts and suggestions found in those documents.

CONCEPT OF OPERATIONS

- A. PEMA will provide model plans that local officials will customize to their needs and while staying within the framework of the Statewide ACS Operational Plan¹ to conforming to the requirements of the NIMS. Local programs may use the same or a different name for their program. PEMA will provide planning assistance upon request.
- B. At the state level, the program is multi-functional and provides:
 1. A unit within PEMA of skilled communications personnel for emergency communications support.
 2. A continuing education program including; model plans, periodic bulletins, flyers, handouts, training materials, website and on-the-air activities designed to supplement and enhance current emergency preparedness-response-recovery-related knowledge and skills.
 3. ACS Officers (ACSO), for each of the PEMA Area Offices, to support and encourage local government unit activities and aid regional task forces, counties, and municipalities with coordinating requests for ACS support.

¹ The Statewide ACS Operational Plan is under development on the date of the approval of this Strategic plan.

4. Primary redundant emergency communications support to PEMA operations at the State Emergency Operations Center (SEOC), alternate SEOC, and PEMA Area Offices.
5. Field-trained personnel for emergency response support for commonwealth field resources.
6. Encouragement of an ongoing relationship that puts unit members in contact with sponsoring-agency, full-time staff on a regular basis to become familiar with the agency's facilities, programs, and protocols.

ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. GENERAL

1. The elected officials of each political subdivision within the Commonwealth of Pennsylvania are responsible for the emergency management program within their respective jurisdiction.
2. At the state level, the Governors' Preparedness Interagency Executive Management Council (GPIEMC), composed of designated state agency heads, has been established by Executive Order to advise and assist the Governor in the accomplishment of this emergency management responsibility.
3. Within the Pennsylvania preparedness structure, PEMA has overall authority for emergency preparedness and homeland security. PEMA is responsible for all aspects of prevention, protection, response, and recovery. PEMA will partner or coordinate with other Commonwealth of Pennsylvania agencies to accomplish its responsibilities. During times of disaster or emergency declaration, PEMA shall serve as lead agency and have authority for emergency direction and control.
4. PEMA has divided the Commonwealth of Pennsylvania into three administrative areas (Central, Eastern, and Western.). An Area Director in each of the PEMA Area Offices is the primary liaison between county and local governments, regional task forces, and PEMA Headquarters for emergency management functions.
5. The emergency management organization at the county and local government level varies by locale, but whatever the organization, the elected officials are responsible for the emergency management program within their respective jurisdictions. The elected officials are required, per Title 35, to establish an emergency management program. An EMC, either full- or part-time, is appointed to manage the program.
6. In Pennsylvania, there are three, distinct but integrated levels of emergency management organizations; State-level government, county-level government and local-level (city, borough, incorporated town, or township) government.

7. Additionally, the Commonwealth of Pennsylvania is divided into nine regional task forces (RTF), three within each PEMA Area. An RTF is a complement of federal, state, county, and municipal emergency management, health, law enforcement, public safety, and other officials and representatives from volunteer organizations within a multi-county area and are responsible for conducting counter-terrorism planning, training preparedness, and response activities. Each RTF has an executive board consisting of the EMCs of the counties in the RTF, which has the authority for administration and management of RTF activities.
8. In order to comply with the NIMS policy on the use of common terminology,
 - a) Auxiliary Communications Service or ACS will be the generic term used to refer to all government-sponsored volunteer communications programs in the Commonwealth of Pennsylvania, whether the program includes RACES or not and regardless of the name used to identify a specific jurisdiction's program.
 - b) ACS Officer (ACSO) will replace the title of RACES Officer (RO) in all jurisdictions.
9. Given that The Pennsylvania ACS includes the RACES; combining the FCC's definition of RACES and the organizational structures of emergency management within the Commonwealth of Pennsylvania, there are effectively four, distinct but integrated levels of ACS organizations within Pennsylvania. One ACS program supports the State Emergency Management Program, and three that are separate, but integrated with the state ACS Program: regional task force, county government, and local government ACS programs supporting RTF, county and local emergency management programs, respectively.
10. State ACS administrative areas shall correspond to the three PEMA Areas (Central, Eastern, and Western). ACS communications networks shall be established, as necessary, by state, RTF, county and local government emergency management organizations to support voice and data communications.
11. The interface of the state, RTF, county and local governments' ACS communications networks will normally be on the respective PEMA Area ACS net with the PEMA Area Office ACS station. However, to enhance the flow of information between the states, RTFs, county, and local governments, these communications networks will interface at any other point in the organization at the discretion of the PEMA Area Office ACSOs, or the Commonwealth ACSO. The Pennsylvania ACS Frequency Assignment Plan (published separately), in support of these communications networks, will be stringently followed
12. State, RTF, and county and local government ACS functional structures will parallel the existing emergency management organizational structures and shall operate under their respective jurisdictional ACS Operations Plan, as applicable.

B. JURISDICTIONAL RESOURCES

The basic function of an ACS unit is to serve the needs of a sponsoring government. Accordingly, they are not assigned exclusively to any one service or agency (such as the emergency management agency, sheriff, or police). In very large jurisdictions, they have the option to develop sub-units under the jurisdictions' master ACS plan. For example, state agencies have the authorization to develop sub-units as an annex to this plan (See Section VII, Paragraph G).

C. MEMBERSHIP REQUIREMENTS

1. Per PEMA Directive D2010-1, minimum membership requirements are:

a) All ACS Programs: (These requirements apply to all levels of ACS programs)

- (1) Members must hold the appropriate license, certification or other authorization for the frequencies on which they are expected to operate, prior to being permitted to operate on those frequencies. A copy of an applicant's current, valid license must be included as a permanent part of the member's file and maintained by the sponsoring entity.
- (2) All applicants for membership in ACS programs must complete an application and other documents required by the ACS program to which they are applying.
- (3) Upon meeting all membership requirements, acceptance into an ACS program is at the discretion of ACSO and emergency management official for that program.
- (4) All ACS members shall meet appropriate NIMS/Incident Command System (ICS) training requirements for their expected or assigned operational roles in accordance with the NIMS Five-Year Training Plan published by the NIC, or succeeding requirements (See Appendix 5).
- (5) All ACS members are expected to establish and maintain a Go Kit. Go Kits, at a minimum, shall include those items necessary to support an individual's personal needs, as well as, those of their expected or assigned duties for a minimum of 72 hours.
- (6) The FCC requires that "persons who will be the control operator of a RACES station or of an amateur radio station transmitting in RACES be certified by the emergency management organization as being registered with that organization." The EMC for the Jurisdiction Having Authority (JHA) or the PEMA Director is the certifying official for their respective programs. In critical circumstances, the authority to certify individuals temporarily in the RACES is granted to ACSO of the JHA. Pennsylvania shall use the Duly Enrolled Emergency Management Volunteer Program to administer RACES personnel certification for all programs as follows:

- (a) County/Local programs: PEMA Directive D2000-1 Official Enrollment of Emergency Management Volunteers.
 - (b) PEMA and other commonwealth agency units: PEMA Directive D2006-1 Official Enrollment of State Emergency Management Volunteers.
 - (c) RTF programs: Each RTF shall develop a process or procedure ensuring that all members of an RTF ACS unit are Duly Enrolled Emergency Management Volunteers.
 - (d) Copies of duly enrolled emergency management volunteer rosters for state level ACS units shall be forwarded to the Commonwealth ACS Coordinator who will maintain them on file, on a yearly basis.
 - (e) Duly enrolled emergency management volunteer rosters for local, county, and RTF programs are maintained at the county or RTF level, as appropriate, and copies forwarded to the Commonwealth ACS Coordinator upon request.
- b) In addition to the minimum requirements listed above, the following, additional training courses are required:
- (1) After having met all other requirements and in order to comply with Acts 34 and 151, all ACS volunteers shall be required to have a Criminal History Record Information (CHRI) check performed through the Pennsylvania Access to Criminal History (PATCH) System administered by the Pennsylvania State Police (PSP), upon initial membership and/or as deemed necessary by the JHA.
 - (2) All ACS members, within one year of becoming a member, must complete:
 - (a) Orientation to the Pennsylvania Auxiliary Communications Services course, in accordance with The Pennsylvania ACS Training Manual²
 - (b) A course of training in emergency communications, in accordance with The Pennsylvania ACS Training Manual
 - (c) HAZMAT Awareness Course
 - (i) PEMA HAZMAT Awareness Course (P_HAZMATAWR_07.3) Instructor led classroom and online Course, or
 - (ii) State Fire Academy Local Level Training Courses:
 - (a) HMA - Hazardous Materials Awareness Level 472
 - (b) HMAR Hazardous Materials Awareness Refresher Level 472, or
 - (iii) FEMA IS-5.a [An Introduction to Hazardous Materials](#) online Independent Study course

² The Pennsylvania ACS Training Manual has not yet been developed.

- (d) PEMA CC-1, Emergency Response to Terrorism (On Hold)
 - (e) PEMA CC-2, PA Emergency Services Code (On Hold)
 - (f) Any additional courses required by sponsoring organization
- (3) ACSOs and Assistant ACSOs, within one year of appointment:
- (a) Emergency Management for ACS Officers Course, in accordance with The Pennsylvania ACS Training Manual
 - (b) A course of training in emergency communications unit administration and management, in accordance with The Pennsylvania ACS Training Manual
 - (c) Any courses required by sponsoring organization
- (4) Recommended for ACSOs
- FEMA IS-244, [Developing and Managing Volunteers](#)

2. Commonwealth ACS Program:

a) General Requirements

- (1) The following requirements shall only apply to Commonwealth of Pennsylvania and PEMA-affiliated ACS program membership. Regional task force, county, and local ACS programs are encouraged to adopt these requirements.
- (a) All members must be at least 18 years of age. Minors who desire to participate will do so under a junior volunteer program, if one is established.
 - (b) Members must be physically able and hold the appropriate credentials to perform all tasks associated with expected/assigned duties. There cannot be any physical or mental handicaps, limitations, or conditions that would preclude the ability of an individual to perform safely any required tasks.*
 - * Reasonable accommodations for individuals with disabilities shall be made to enable these volunteers to participate and to learn and develop confidence, individual preparedness, independence, and adequate operating skills in order to function during times of emergency and aspire to higher levels of participation.
 - (c) Members must complete all required training and any required periodic refresher training.
 - (d) Members should be prepared to respond on short notice.
 - (e) Members must be capable of improvising solutions and functioning in a team environment for long hours under adverse and stressful conditions.
 - (f) Members must understand and adhere to the ICS, safe working practices, and procedures.

- (g) Members must become familiar with, and adhere to, all applicable policies and procedures of their sponsoring agency.
 - (h) Members are not restricted from maintaining membership in, or holding leadership positions in, other auxiliary or EmComm organizations (ARES®, REACT, RACES. Etc.), with the following exceptions:
 - (i) Members holding PEMA ACS unit leadership positions (ACS Officer, Assistant ACS Officer, etc.) must maintain their responsibilities to the ACS unit as a priority over those of other organizations.
 - (ii) Members who hold leadership positions within other organizations (ARES®, local club, CAP, MARS, etc.) are expected to perform all duties assigned by the ACS Officer. The leadership position they hold outside of ACS unit does not convey upon them any authority or privileges within the ACS unit.
 - (i) Members must return all unit-related equipment, property, and Identification (ID) cards upon resignation or termination or at the request of the unit ACS Officer or Commonwealth ACS Coordinator.
- b) Commonwealth ACS unit members will be classified as follows:
- (1) Active Members: Those who participate in the program on an ongoing and regular basis. These members will typically be considered core personnel. These members are issued ID and are expected to report to their assignments as quickly as possible.
 - (2) Auxiliary Members (All other members): These members typically participate in unit activities on an infrequent or irregular basis. These members are not issued IDs but will be listed on the unit roster.
 - (3) Assisting Agency Personnel:
 - (a) A Commonwealth ACS unit may need or desire to utilize the support of personnel in addition to or in place of in-house unit members. These support personnel are not members of the ACS unit, but of the external organization-assisting agency), that provides support to the ACS unit.
 - (b) Support personnel provided by an assisting agency must meet minimum NIMS/ICS, and any other additional requirements as identified by the ACS unit being supported for participation in that unit's activities.
 - (c) Assisting agency personnel are not typically issued IDs but are listed on a separate roster provided by the external organization.

DIRECTION AND CONTROL

A. AUTHORITY

1. Commonwealth ACS Program

- a) Authority for the direction and control of the overall Commonwealth ACS operational activities has been delegated to the Commonwealth ACSO. Upon activation of Pennsylvania Auxiliary Communications Services Nets, the initial Net Control Station (NCS) will be the SEOC, station call sign KB3NIA, then to a station delegated to assume the NCS function. Authority for direction and control of Pennsylvania Auxiliary Communications Services Nets activated within a PEMA Area is delegated to the PEMA Area Office ACS Officer or designated alternate.
- b) The Commonwealth ACSO/PEMA Headquarters ACS Officer and PEMA Area Office ACS Officer have no authority over a county or local ACS program or station except while coordinating county and local communications networks.

2. County and Local Government ACS Programs

The EMC may delegate the authority for direction and control of the county or local government ACS program to the jurisdiction's ACSO. Upon activation of the county or local government communications network, the initial NCS is normally the jurisdiction's Emergency Operations Center (EOC) station then to a station delegated to assume the NCS function. When interfacing with the Commonwealth ACS communications network via the PEMA Area Office station, county and local government ACS stations, or any other certified emergency communication stations will comply with guidelines established in the Pennsylvania Statewide ACS Operations Plan (OPLAN).

3. Regional Task Force ACS Programs

The Executive Board of the RTF can delegate the authority for direction and control of a RTF ACS program to the RTF's ACSO. Upon activation of the RTF communications network, the initial NCS is to a station delegated to assume the NCS function. When interfacing with the commonwealth ACS communications network via the PEMA Area Office station, RTF ACS stations, or any other certified emergency communication stations will comply with guidelines established in the Pennsylvania Statewide ACS OPLAN.

B. MOBILIZATION OF COMMONWEALTH ACS RESOURCES

1. Mobilization of PEMA ACS Resources

- a) Authority to use this service is delegated by the PEMA Director to:

- (1) PEMA Headquarters and PEMA-Affiliated Units

- (a) Deputy Director for Operations

- (b) Director, Bureau of Emergency Operations and Resource Coordination

- (c) Incident Manager
 - (d) Watch Officer Supervisor on Duty
 - (e) Others designated by the Director of PEMA
 - (2) PEMA Area Office Units
 - (a) PEMA Area Office Director
 - (b) Incident Manager
 - (c) Watch Officer Supervisor on Duty
 - (d) Others designated by the PEMA Area Office Director
 - b) Activation of PEMA ACS resources will be conducted in accordance with the PEMA ACS Standard Operating Procedures (SOP).
 - 2. Mobilization of other Commonwealth ACS Resources

The authority to use these services is delegated to the individuals identified in the sponsoring agency's ACS OPLAN.
 - 3. Requests for use of this service from any government agency shall be directed to the Commonwealth ACSO or the Commonwealth ACS Coordinator through the SEOC. Businesses, corporations, and private individuals are not authorized to request or mobilize these resources.
- C. THE PENNSYLVANIA ACS RELATIONSHIP WITH NON-GOVERNMENTAL EMCOMM GROUPS AND UNITS
- 1. Cooperation among all governmental and non-governmental EmComm groups and ACS programs or units is of high importance and cannot be understated.
 - 2. ARES® is the amateur radio emergency preparedness organization sponsored by the ARRL. ARES® is completely different from ACS, although many goals and procedures are common between them. In many cases, ARES® is used as a public service organization to assist with communications during non-emergency events such as parades, foot and bicycle races, and community events. In general, ARES® is organized to serve the public, and ACS is organized to serve the government.
 - 3. It is desirable for ACS members who are amateur radio operators to be enrolled in their county ARES® program. The additional training received during ARES® public service events will be of great value during times of emergency. In addition to this, there are times of emergency when ARES® will be the first organization to activate for communications assistance.
 - 4. Additionally, ACS members are encouraged to participate and familiarize themselves with other organizations that assist with communications during times of emergency such as amateur radio clubs, REACT, CAP, MARS, USCGAUX, etc.

5. As an emergency escalates, an emergency manager will consider ACS activation. When ACS is activated, if radio operators are already deployed as part of ARES® or other non-ACS program, the operation can more smoothly transition from an ARES® or club operation to an ACS operation.
6. It is important to understand that if and when such a transition from a non-ACS operation to an ACS operation occurs, ACS members are now under the direction and control of ACSO and the sponsoring agency and are no longer under the direction and control of the ARES® or club program and its leadership. Whenever possible, ACS communications should be on different net frequencies from those of these other organizations.

D. ACS RELATIONSHIP WITH DOD AUXILIARY COMMUNICATIONS PROGRAMS

1. CAP

The Pennsylvania Wing of the CAP has an MOU with PEMA that can be used to request CAP communications assistance.

2. MARS

PEMA Headquarters has been issued an Army MARS license (AAN3EPA). Operation of PEMA ACS radio equipment, using this MARS station call sign, must be under the control of MARS-licensed personnel and must meet all applicable MARS standards for operating equipment and communications modes.

3. MARS and USCGAUX

PEMA will coordinate with MARS and the USCGAUX to develop and establish more formalized arrangements for these organizations to provide communications assistance and resources under The Pennsylvania ACS Program. These arrangements will be published separately from this plan and referenced herein when completed.

E. CONTINUITY OF ORGANIZATION

1. Lines of succession are necessary in all organizations to maintain an orderly and efficient operation in the absence of those individuals in authority. This is no less important in voluntary organizations. Many volunteers have primary occupations and contribute to the organization whenever their primary jobs allow. No volunteer will be expected to pre-empt his primary responsibilities to support the volunteer organization. Therefore, since absences are to be expected, all ACS organizations within the Commonwealth of Pennsylvania will have adequate alternates to the primary positions identified in their membership rolls.
2. In commonwealth ACS units, the title of Assistant ACS Officer will identify the hierarchy of authority for alternate ACS officers. It is recommended that county and local government ACS positions utilize a similar procedure. PEMA Area Office ACS Officers will coordinate support from RTFs and counties within their PEMA Area to support disaster operations and contingency plans.

F. UTILIZATION OF ACS RESOURCES WITHIN THE COMMONWEALTH OF PENNSYLVANIA

1. A Governor's Proclamation of Disaster Emergency or local emergency declaration is NOT required for ACS unit resources to be utilized.
2. Utilization of ACS unit resources requires official authorization by designated personnel as identified in the unit's ACS OPLAN.
3. Utilization of ACS unit resources may involve the entire unit or as few as one person, based on need.
4. ACS resources may be utilized at any time, not only during emergencies. They may be utilized in management, administration, technical, and other programs providing that their assignments are in some way related to training and familiarization with the JHA, its equipment, or some aspect of its various emergency management programs; and within allowable time limits.

G. EQUIPMENT RESOURCES

PEMA provides equipment and systems for various PEMA ACS units. Permanent PEMA ACS stations are located in Harrisburg at the SEOC, in Hamburg at the Eastern Area Office, and in Indiana at the Western Area Office. The Pennsylvania ACS station located in the SEOC also serves the Central Area Office. PEMA will provide additional equipment to support PEMA ACS missions, as deemed appropriate and if funding is available.

H. ACS UNITS IN OTHER STATE AGENCIES

1. State agencies, if they so desire, will develop a coordinated program within their agency subject to, and pursuant to, the provisions of this plan by creating, funding, and operating an ACS program as an Annex to this Commonwealth ACS Strategic Plan.
2. To do so, they shall discuss the program with the Commonwealth ACS Coordinator and:
 - a) Appoint an agency program coordinator from agency staff;
 - b) Appoint an agency ACS Officer who serves as unit leader and is a liaison to the Commonwealth ACSO;
 - c) Complete an approved annex to this plan signed by the agency ACS coordinator, the agency ACS Officer; the Commonwealth ACS Coordinator, and the Commonwealth ACSO;
 - d) Require the agency ACS Officer to participate in commonwealth ACS forums, meetings, exercises, and conferences, with periodic reports on agency activities, along with monitoring unit Duly Enrolled Volunteer registrations.

I. PEMA-AFFILIATED ACS UNITS

1. PEMA will potentially find it beneficial to enter into agreement(s) with non-commonwealth organizations to form PEMA-affiliated ACS programs subject to, and pursuant to, the provisions of this plan. It shall be the responsibility of the non-commonwealth organization to create, fund, and operate the PEMA-affiliated ACS program as an annex to this Commonwealth ACS Strategic Plan.
2. To do so, they shall discuss the program with the Commonwealth ACS Coordinator and:
 - a) Appoint a program coordinator from organizational staff;
 - b) Appoint an ACS Officer who serves as unit leader and is a liaison to the Commonwealth ACSO;
 - c) Complete an approved Annex to this plan signed by the program coordinator, the organization ACS Officer, the Commonwealth ACS Coordinator, and the Commonwealth ACSO; and
 - d) Require the organization ACS Officer to participate in commonwealth ACS forums, meetings, exercises, and conferences, with periodic reports on agency activities, along with monitoring unit Duly Enrolled Volunteer registrations.
3. PEMA-affiliated ACS program resources shall fall under the direction and control of PEMA upon mobilization.

COMMUNICATIONS

A. ACS FREQUENCY COORDINATION

1. Day-to-day activities use state government public safety communications systems and call signs. Amateur radio frequencies will be used for emergencies and for training and familiarization for emergency operations when duly-licensed operators are available for that use in cooperation with other Amateur Radio Service licensees. Amateur radio frequency interference problems in an incident area of operations are resolved by the county or RTF ACSO, in coordination with the PEMA Area Office ACS Officer and/or the Commonwealth ACSO as necessary.
2. The Pennsylvania ACS program provides operations on all frequencies for which its members and affiliated organizations are authorized. These will include state government, U.S. government, state and federal military, CAP, USCGAUX, aeronautical, local government, fire, police, citizens, broadcast, amateur, and other services. Frequency planning and coordination for ACS operations is the responsibility of the Commonwealth ACS Coordinator and the Commonwealth ACSO.
3. Pennsylvania Auxiliary Communications Services Nets use designated frequencies for emergencies, tests, and exercises in support of the counties and the Area Offices.

4. The use of these frequencies is not guaranteed, as all Amateur Radio Service frequencies are shared. They may be occupied and require use of an alternate frequency, such as 10 KHz + or - off the stated frequency. Again, use of the amateur frequencies is not guaranteed and other frequencies may be better for current needs.
5. If the Commonwealth ACS activates operations on the amateur frequencies at the SEOC in Harrisburg, it is primarily for Area Office coordination and information. The SEOC will use or monitor the following amateur radio frequencies using tactical call "Pennsylvania State EOC" with the FCC call sign "KB3NIA":

PEMA Central Area and Pennsylvania State EOC Net Frequencies:

- (1) 7250.5 KHZ LSB - Primary Daytime amateur radio Frequency
- (2) 3993.5 KHZ LSB - Primary Nighttime amateur radio Frequency

B. NETWORKS FOR ACS COMMUNICATIONS

1. ACS communications networks will be known as PENNSYLVANIA ACS Nets. These communications networks are established and operated on behalf of local and state government. As such, these nets are considered public safety nets and are not amateur radio "hobby" nets.
2. All amateurs are welcome to participate through affiliation with an ACS unit or as a liaison for other amateur radio EmComm groups and organizations during weekly test nets. During exercises and incidents, every station checking into, and conducting business on, Pennsylvania ACS Nets must be authorized for doing so as outlined below. Simply checking into a net to let the NCS know you are available is not an appropriate action. However, all stations are encouraged to monitor The Pennsylvania ACS Nets and be available to provide assistance, as needed.
3. Stations shall be officially designated as follows:
 - a) ACS NCS
 - b) ACS Relay Stations
 - c) ACS Liaison Stations from another ACS nets (Example: Eastern Area ACS Net Liaison Station, for passing messages to the Central or Eastern Area ACS nets or other EmComm Nets.
 - d) EmComm Liaison Stations from other communications nets such as a Nation Traffic System (NTS) nets or local ARES® nets or liaison station from CAP, MARS, and USCGAUX, etc.
 - e) Other stations with official business to conduct on these nets.
4. All ACS stations must be officially registered with an ACS unit at the county, RTF, or state level.
5. ACS communications networks are established according to need depending upon the situation. Activity will occur from the SEOC or from one or more of the PEMA Area Offices.

6. For communications in Pennsylvania, county communications are normally with the PEMA Area Offices serving their area, and not directly to the SEOC in Harrisburg, except for resource requests during an emergency. Under NIMS and the Pennsylvania Emergency Incident Reporting System (PEIRS), that is the required structure for information and mutual aid.
7. Any level of activity will include the use of, or monitoring of, Amateur Radio Service frequencies, as well as government frequencies. Area Office frequencies usually will be on Very High Frequency (VHF) or Ultra High Frequency (UHF) bands due to the short paths of communications. On occasion, High Frequency (HF) bands will be used when conditions are appropriate.

C. STATE-LEVEL NETS

1. Interstate Coordination Nets – These nets are established from the SEOC, if and as needed, for coordination with emergency management or civil defense organizations of the states of Delaware, Maryland, New Jersey, New York, Ohio, and West Virginia and FEMA Region III Headquarters.
2. State-Level Coordination Nets – These nets are established to, or by, the SEOC, if and as needed, for direction and control communications between the SEOC, PEMA Area Offices, and other state agency headquarters EOCs.
3. State Agency Regional Command and Control Nets – These nets are established for communications between state agency headquarters' EOCs and region operations centers of the respective agency, if and where appropriate. Additionally, there will be liaison nets established from either the state agency headquarters or the regional operations centers to RTFs or counties at this level, as needed.
4. State Agency Local Coordination Nets – The nets are established for communications between state agency regional emergency operations centers and local field elements of that agency and liaison nets with county EMAs.

D. PEMA AREA AND COUNTY-LEVEL NETS

1. PEMA Area Nets – These nets provide coordination communications between PEMA Area Offices, and the RTFs and county EOCs within the PEMA Areas.
2. Regional Task Force Coordination Nets – These nets provide coordination communications between the RTFs and county EOCs within the regional task force.
3. County Nets – These nets provide direction and control and coordination communications between the county EOC and jurisdictions within the county; between the county and the incident scene; and between the county EOC and the Emergency Alert System stations in the county. These would typically be county Operational, Logistical, and Administrative nets.
4. Tactical Nets – These nets provide communications support for incident scene operation and liaison to county nets.

E. NIMS AND ICS

1. EmComm units serving government in Pennsylvania will utilize the NIMS and the ICS to eliminate duplication of efforts and enhance response by standardization. Unit members must train in, use, and deliver emergency information flow in accord with these systems.
2. The State Emergency Operations Plan (SEOP) defines the emergency management system for all emergencies in Pennsylvania and establishes policies, concepts, and general protocols for implementation of the NIMS and other systems that support it.
3. NIMS/ICS is required for management of all incidents within the Commonwealth of Pennsylvania. All ACS units will integrate their operations into the NIMS/ICS being utilized on any incident.

F. COMMUNICATIONS MUTUAL AID

1. Mutual aid is the voluntary provision of services and facilities by agencies or organizations to assist each other when existing resources prove to be inadequate.
2. Emergency Mutual Aid response and recovery activities are generally conducted at the request, and under the direction of, the affected local government. Some emergency responses are led by designated state agencies. Such agencies have jurisdiction at the state level of those emergencies or disasters. In some cases, there will be a joint response, requiring a unified command for coordinated response between state and local jurisdictions: e.g., hazardous material, nuclear power plant, and terrorism emergencies (see SEOP).
3. The general flow of mutual aid requests are from the field to the local municipality (where applicable), to the county, to the RTF (if appropriate), and then to the SEOC.
4. ACS communications resources will be requested by, and supplied to, other jurisdictions in accordance with Act 93 of 2008 Pennsylvania Mutual Aid System and PENNSYLVANIA ACS Standard Operating Guide. This includes the use of the ICS, the PEIRS between the county and the SEOC, and existing agreements for mutual aid with adjoining jurisdictions. ACSOs should know that Operations and Logistics Officers in EOC assignments will likely rotate to those without knowledge of how to handle an ACS request. Therefore, ACSOs must have a thorough understanding of mutual aid request procedures for ACS resources.
5. Under the NIMS, logistics is normally responsible for filling emergency requests for personnel, services, and equipment. This includes mutual aid requests for ACS volunteers. A county Operations Section coordinates resources committed to a county EOC and makes requests for supporting resources to the county Logistics Section. At the SEOC level, the SEOC Logistics and Operations Sections perform the same function when a county requests mutual aid.

G. FCC AMATEUR RADIO SERVICE OPERATIONS

1. Amateur Radio Service rules and regulations (47 CFR Part 97), as a condition of operations, apply to FCC Amateur Radio Service Licensees when operating on FCC Amateur Radio Service frequencies, and ONLY those frequencies.
2. The use of FCC amateur radio frequencies, by ACS members, is limited to training and emergency communications. If operating on government frequencies, Amateur Radio Service and RACES rules and regulations do NOT apply.

H. FCC RACES OPERATIONS

1. In Pennsylvania, the term "RACES Condition" will be used to designate when and what, ACS operations are being conducted under 47 CFR Part 97 Section 407. This will eliminate any future confusion that can occur by using "RACES Activation", "Activating RACES", or similar terms and phrases, as had occurred in the past.
2. FCC RACES specific regulations (47 CFR, Part 97 Section, 407) apply only while operating on amateur radio frequencies during a declared RACES Condition and only during that time.
3. The RACES, as a service, is in the FCC Regulations in order that FCC amateur radio licensees are able to:
 - a) Continue to operate, on specific frequencies, after declaration of a national emergency (when other amateur operations may be ordered to cease) or
 - b) When otherwise deemed necessary, on behalf of government.
4. Emergency situations typically require cooperation with other FCC amateur licensees who will also be operating on amateur radio frequencies in a non-RACES Condition. Therefore, the need for declaring a RACES Condition is a rare occurrence. There is no exclusive right to a FCC amateur radio frequency, although coordination does occur on VHF and UHF repeater frequencies.
5. The RACES is an appropriate use of an ACS unit when so authorized by the appropriate emergency management authority. If the situation dictates that a RACES Condition is essential for communications support, and the PEMA Director, PEMA Area Director, or the SEOC Operations Section Chief is not available, each PEMA Area Office ACS Officer is delegated the authority to declare a RACES Condition for the benefit of their Area, notifying the SEOC as soon as possible. If the above authorizers are unavailable in an emergency, then the PEMA Executive Staff, Commonwealth ACS Coordinator, or Commonwealth ACSO may authorize a RACES Condition. Thereupon, the Commonwealth ACSO or the Commonwealth ACS Coordinator will declare a RACES Condition and assign duly-licensed operators to that activity for an appropriate portion of the ACS. When the RACES condition ends, a similar action will terminate RACES operations by announcement, informing all those assigned RACES duties.

6. County and RTF ACSOs may declare a RACES Condition upon the authorization of the EMC, or their designee, in the JHA where the incident has occurred.
 7. In the event of an emergency invoking the President's war emergency powers, RACES operations will be restricted to frequencies assigned and coordinated by the SEOC or higher authority.
 8. During a national emergency when the President's war emergency powers are not invoked, amateur radio frequencies may be designated for RACES use and are subject to shared use on a secondary basis.
 9. See The Pennsylvania ACS Statewide OPLAN for frequencies designated for state-level RACES operations.
- I. EMERGENCY COMMUNICATIONS DECLARATIONS IN THE AMATEUR RADIO SERVICE
1. The purpose of this section is to clarify Amateur Radio Service operations permissible under 47 C.F.R. § 97.401(a) and the standards and procedures for requesting an FCC Emergency Communication Declaration (ECD) in the Amateur Radio Service under 47 C.F.R. §97.401(b).
 2. Section 97.401(a) provides, "When normal communication systems are overloaded, damaged, or disrupted because a disaster has occurred, or is likely to occur, in an area where the Amateur Radio Service is regulated by the FCC, an amateur station may make transmissions necessary to meet essential communication needs and facilitate relief actions".
 3. Section 97.401(C) provides, "When a disaster disrupts normal communication systems in a particular area, the FCC may declare a temporary state of communication emergency. The declaration will set forth any special conditions and special rules to be observed by stations during the communication emergency. A request for a declaration of a temporary state of emergency should be directed to the FCC Engineer In Charge (EIC) in the area concerned."
 - a) The FCC will issue ECDs for the following frequencies/channels:
 - (1)VHF and UHF Amateur Radio Service channels will receive preference for ECDs. Requests may indicate a specific repeater system, subject to permission from the repeater's licensee or trustee.
 - (2)On HF, the FCC may issue an ECD that authorizes the use of 1 or 2 60-meter channels, centered on 5332, 5348, 5368, 5373, and 5405 kHz, subject to §97.303(s).
 - (3)Channels in other Amateur Radio Service bands will be used under the provisions of Section 97.101(c).
 - b) A request for an ECD will only be accepted after a communications disaster has occurred.

- c) An ECD may be requested by:
 - (1) An emergency management official responsible for emergency operations in the affected area and acting in his, or her, official capacity;
 - (2) An amateur radio operator at the request of an emergency management official responsible for emergency operations in the affected area and acting in his, or her, official capacity.
- 4. Information that must be included in an ECD request:
 - a) The current date
 - b) Where applicable, name, telephone number, and call sign of the amateur radio operator making the ECD request
 - c) Name, title or position, and telephone number of the emergency management official who initiated the ECD request
 - d) Nature of the disaster (e.g., weather-related, explosion, fire, railway accident, etc.)
 - e) Description of communication systems that have been disrupted and a contact person, or persons, who will verify this information
 - f) Geographic area of the communication systems that have been disrupted (city or part of city, county, state, or region)
 - g) VHF/UHF Amateur Radio Service bands: Frequencies in the VHF and UHF bands shall receive preference for ECDs. If included in the request and subject to the consent of the licensee or trustee of a repeater station, the ECD will specify a repeater station that will be used only for providing emergency communications.
 - h) Medium Frequency (MF)/HF Amateur Radio Service bands: An ECD may authorize use of 1 or 2 channels in the 60-Meter Amateur Radio Service band. These channels are: 5332 kHz, 5348 kHz, 5368 kHz, 5373 kHz, and 5405 kHz. Use of these channels is subject to the requirements of Section 97.307(s). Channels in other Amateur Radio Service bands will be used under the provisions of Section 97.101(c).
 - i) Estimated length of disruption of normal communication systems. An ECD will be issued for the estimated length of time of disruption of normal communication systems and shall contain an expiration date in the ECD. An ECD will be extended upon the request of the emergency official (or counterpart) making the original request. ECDs end when regular communications are restored or at the expiration date, whichever occurs first.
- 5. In Pennsylvania, all ECD requests will be made through the SEOC to:
 - FCC Communications and Crisis Management Center (CCMC)
 - Phone: (202) 418-1122
 - Fax: (202) 418-2813
 - Email: comm-ctr@fcc.gov

6. ECD Declarations will contain the following information:
 - a) Date and time the ECD is issued
 - b) Amateur Service Requestor, if appropriate: Name and call sign of the Amateur Radio Service operator requesting the ECD
 - c) Emergency Management Official: Name and title or position of the emergency management official initiating the ECD request
 - d) Nature of the disaster
 - e) Description of the communications disruption
 - f) Geographic area
 - g) Frequencies
 - h) Duration

J. EMERGENCY OPERATIONS CENTERS/TACTICAL CALLSIGNS

The Pennsylvania ACS will utilize pre-designated tactical call signs for county EOCs, RTFs, designated state locations, and other appropriate locations. The list of these pre-designated tactical call signs is located in The Pennsylvania ACS Statewide OPLAN.

K. ACS COMMUNICATIONS, NOTIFICATION, AND WARNING SYSTEMS TESTING

1. ACS units will establish and conduct regularly scheduled tests of their communications, notification, and warning systems under operational conditions.
2. Results of these tests will be documented, along with the corrective action(s) taken to resolve any deficiencies noted.
3. Tests will be conducted on a quarterly basis, at a minimum.
4. Specific procedures for establishing and conducting ACS communications, notification and warning system tests will be documented in the PA Statewide ACS OPLAN and individual ACS unit SOPs.
5. Testing logs will be maintained at the operating position.

ADMINISTRATION, FINANCE AND LOGISTICS

A. ADMINISTRATION

1. In accordance with NIMS, ACS personnel will have photo IDs (driver's license or other government-issued ID).
2. The primary reporting system for incident information is PEIRS. Other reports will be prescribed in the ESF Annexes of the SEOP or incident specific plans.

3. Owners of any private equipment that is requisitioned for emergency operations will be provided a receipt for the property. Requesting agencies will keep a copy of the receipt for later payment of any compensation for the use (if permitted) of, or damage to, the equipment, should funding become available.
4. Each ACS unit shall have available at all of its fixed operating locations all ACS plans, guides, and supporting documents of PEMA.

B. LOGISTICS

1. PEMA will provide a location and all logistical support for ACS operations within the SEOC.
2. All ACS resources will be tracked and recorded by type, category, and kind, as specified under NIMS.
3. EMCs will plan to utilize ACS resources from adjoining municipalities under PA Act 93 of 2008, Intrastate Mutual Aid.
4. Agreements involving ACS resources from jurisdictions, agencies or organizations located in other states require approval of the Governor.
5. ACS or EmComm resources provided to political subdivisions from outside the jurisdiction or by private organizations shall be under the operational control of the department, agency, office, or organization furnishing the resources subject to local Incident Command.

PLAN DEVELOPMENT AND MAINTENANCE

This plan, and its appendices, shall be reviewed for completeness, currency, and accuracy not later than two (2) years after the latest approval date.

AUTHORITY AND REFERENCES

- A. *Pennsylvania Emergency Management Services Code*, Title 35 Pa. C.S.A. § 7101-7707, as amended
- B. *Counter-terrorism Planning, Preparedness and Response Act*, Title 35 P.S. 2140.101-2140.303 (Act 227 of 2002)
- C. *Intrastate Mutual Aid*, Pennsylvania Act 93 of 2008
- D. December 20, 2004 Governor's Proclamation Formally Adopting the NIMS
- E. PEMA Directive D2000-1, *Official Enrollment of Emergency Management Volunteers*
- F. PEMA Directive D2006-1, *Official Enrollment of State Emergency Management Volunteers*
- G. PEMA Directive D2010-1, *Pennsylvania Auxiliary Communications Services Program*
- H. *Pennsylvania ACS Statewide Operations Plan* (To be developed)
- I. *PEMA Auxiliary Communications Service Standard Operating Procedures* (PEMA ACS SOP)
- J. *National Emergency Communications Plan* (NECP), July 2008

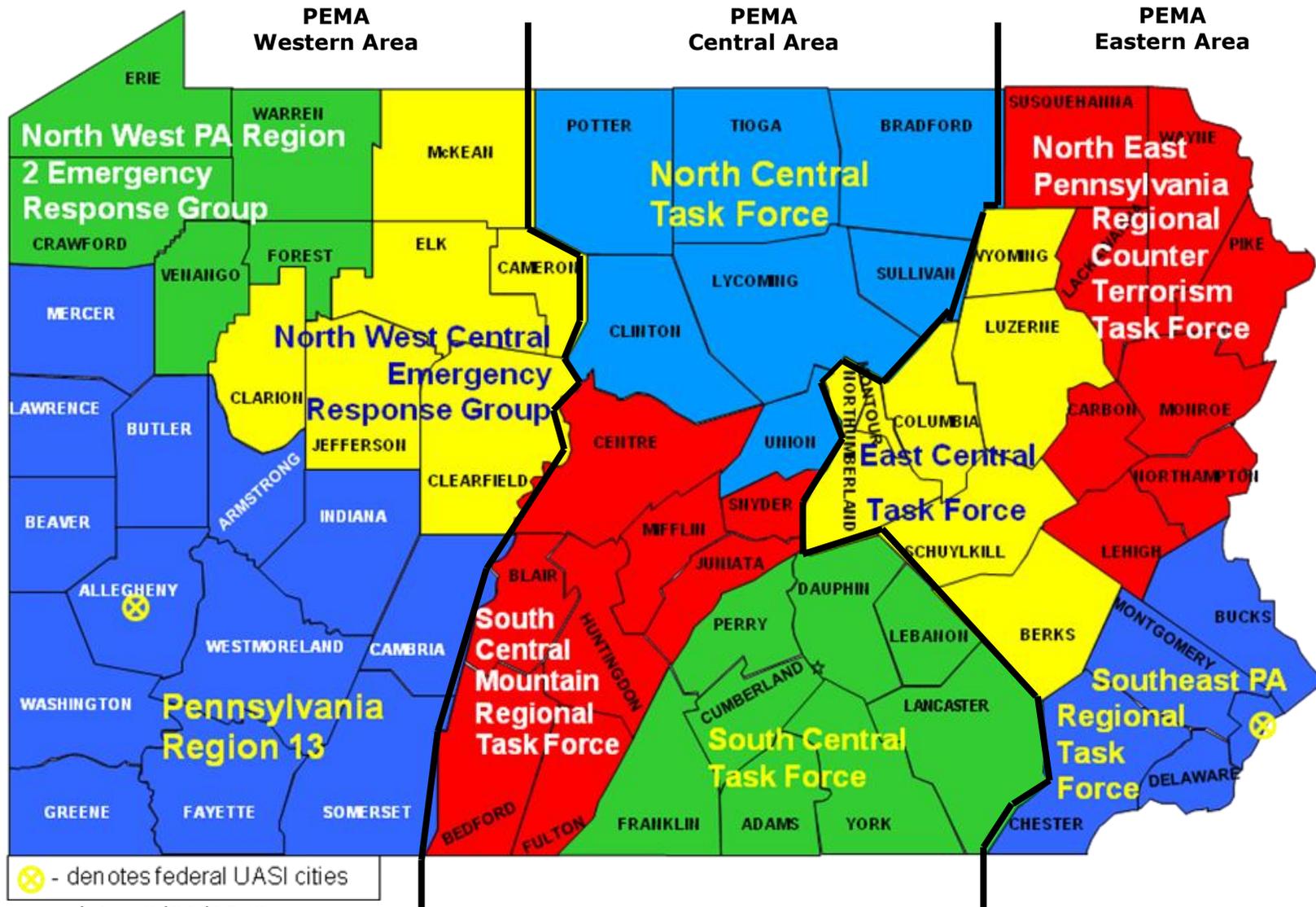
- K. Title 47, Code of Federal Regulations
 - 1. Federal Communications Commission (FCC) Rules and Regulations
 - a) Part 90 Private Land Mobile Radio Services
 - b) Part 95 Personal Radio Services
 - c) Part 97 Amateur Radio Service Subpart E – Providing Emergency Communications § 97.401-97.407
 - 2. National Telecommunications and Information Administration (NTIA), Part 300 – *Manual of Regulations and Procedures for Federal Radio Frequency Management*
- L. CAP REGULATION 100 – Communications, 28 August 2009
- M. CAP Interim Change Letter – CAPR 100-1 VHF-FM Encryption Policy
- N. CAP REGULATION 100-3 – Radiotelephone Operations, 3 November 2006
- O. DOD Directive 5111.10, March 22, 1995
- P. DOD Instruction, Military Affiliated Radio System (MARS), December 23, 2009

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APPENDICES

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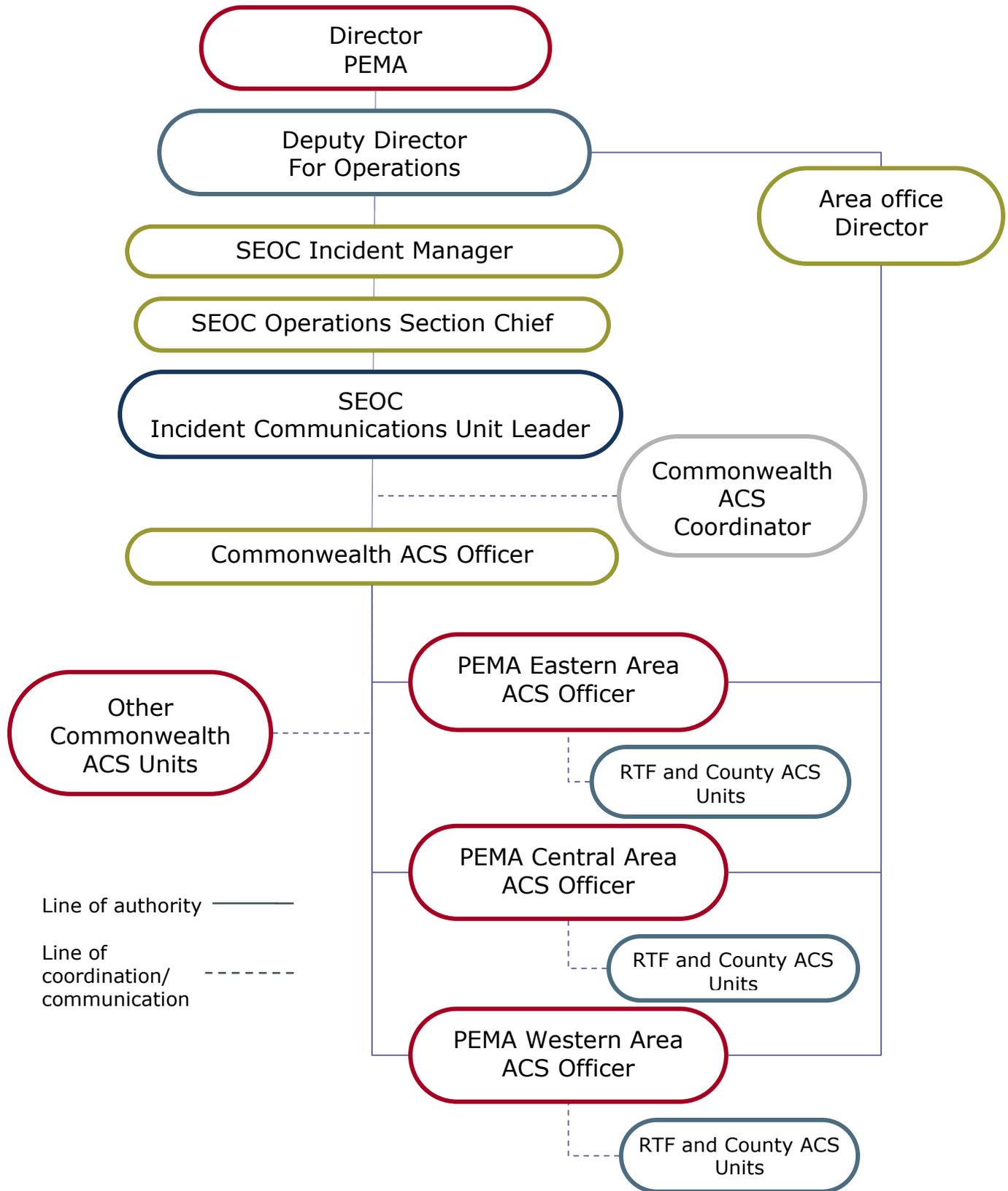
Appendix 1 – PENNSYLVANIA REGIONAL TASK FORCE MAP



Map date: 8/20/2009

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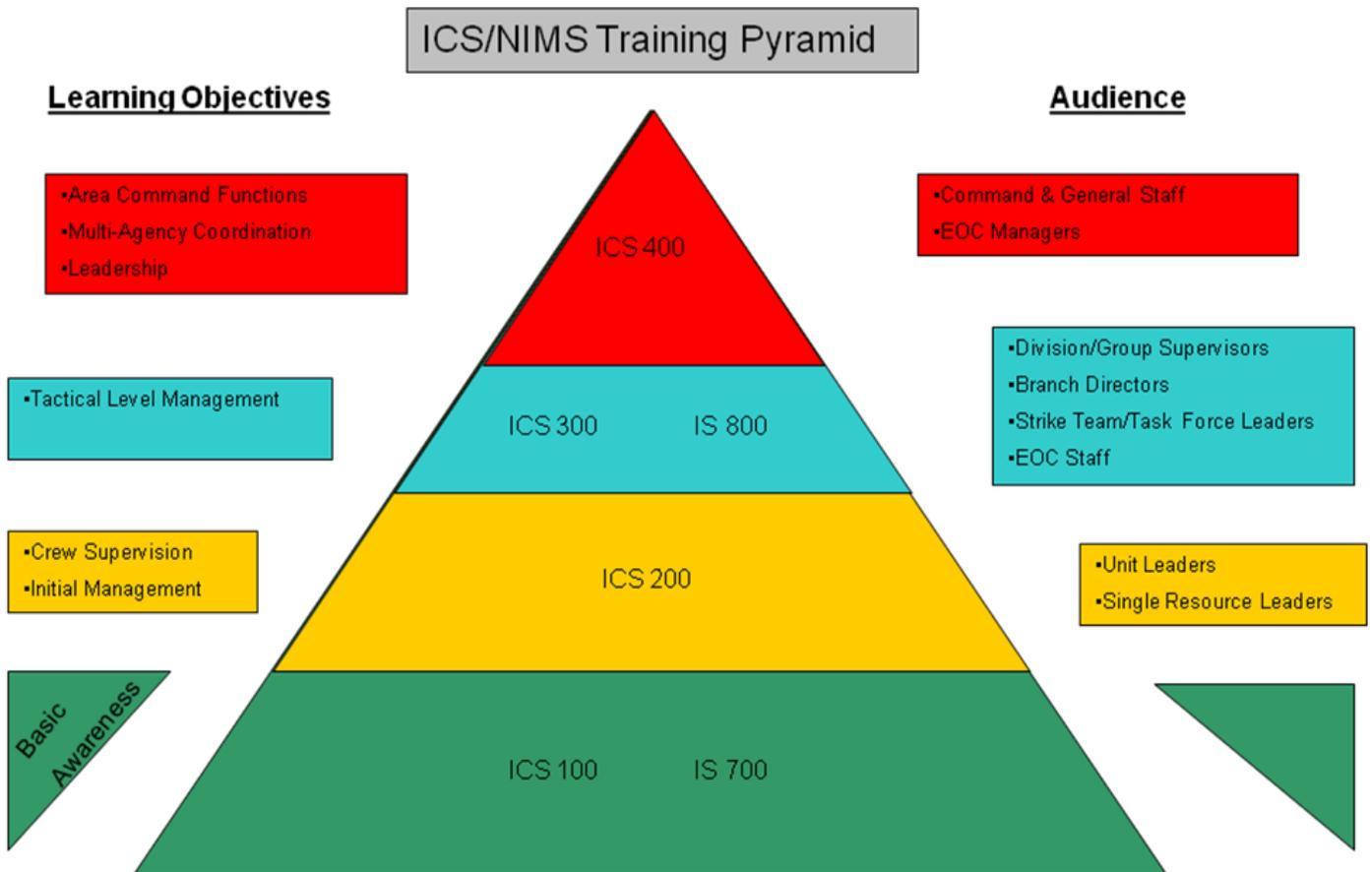
Appendix 2 – OPERATIONAL ACS ORGANIZATIONAL CHART



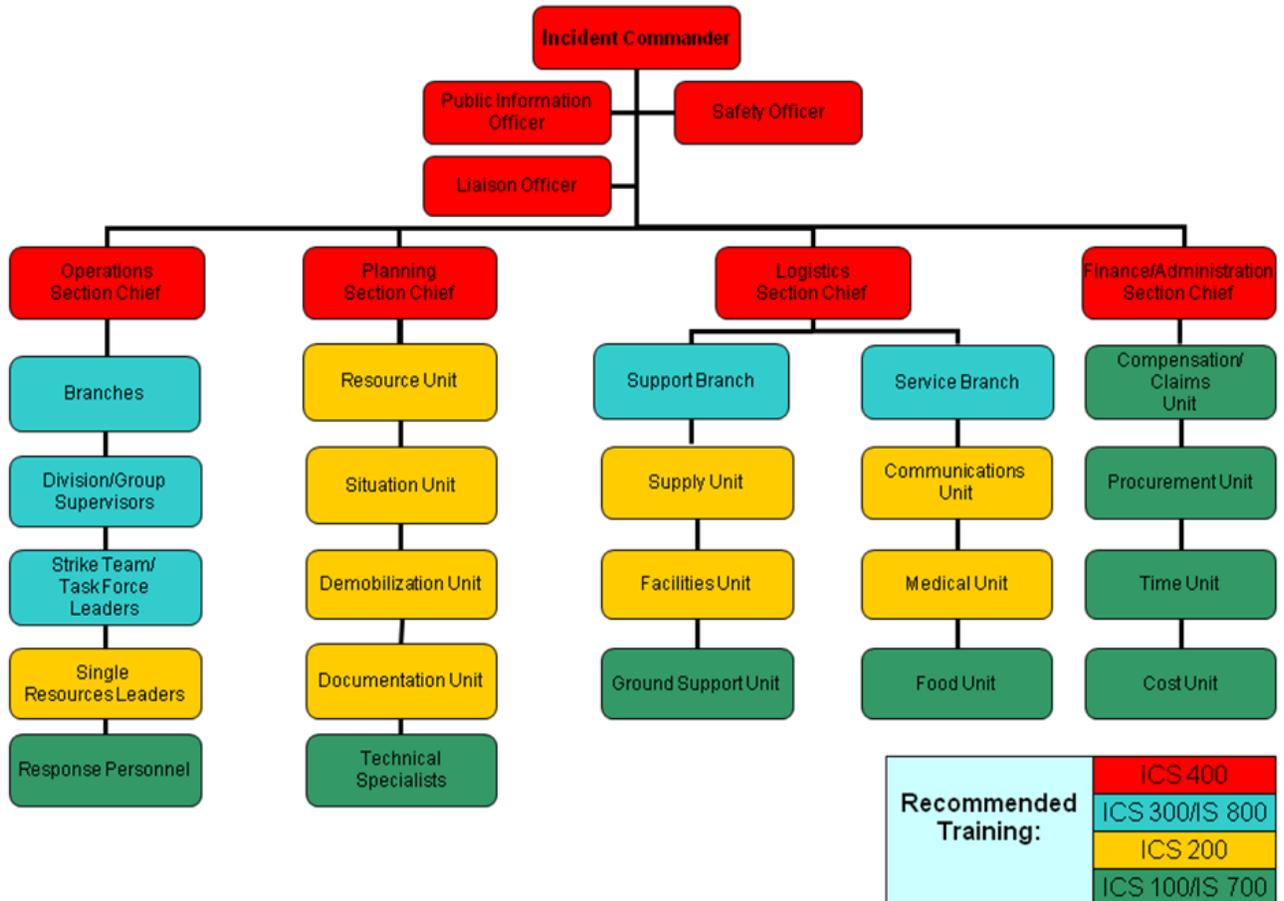
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Appendix 3 – NIMS/ICS TRAINING PYRAMID AND LEVELS

PEMA has developed the following diagrams to assist responders in identifying the appropriate level of NIMS/ICS training required for the assigned/expected response duties. The ICS/NIMS Training Pyramid depicts the level of training for each position. The ICS Training Levels chart (on the next page) depicts the appropriate level of training based on the area within an ICS organizational structure to which volunteers are assigned. These are guidance purposes only and ACS volunteers should check with their sponsoring agency for specific NIMS/ICS training requirements for their unit or program.



ICS Training Levels



Appendix 4 – TERMS AND DEFINITIONS

The following terms and their definitions will be those utilized throughout The Pennsylvania ACS program.

- A. **AMATEUR RADIO OPERATOR:** Those who have obtained as FCC Amateur Radio Service license, one that precludes its holder from business use of FCC-allotted frequencies or from receiving pecuniary remuneration for service on FCC amateur frequencies.
- B. **AUXILIARY COMMUNICATIONS SERVICE (ACS):** Any emergency communications unit, staffed by volunteer communications specialists, which provides public safety communications support to government or a governmental entity, such as a regional task force. An ACS unit will be organized as an “in-house” unit of the sponsoring entity or as an external unit, where the sponsoring entity utilizes a private organization such as ARES®, club, or other organization to provide auxiliary communications support.
- C. **AUXILIARY COMMUNICATIONS TEAM (ACT):** A specialized response team within the Commonwealth of Pennsylvania organized, equipped, and typed to provide auxiliary and emergency communications capabilities.
- D. **ASSISTING AGENCY:** An agency or organization providing personnel, services, or other resources to the agency with direct responsibility for incident management. (NIMS Document)
- E. **CIVIL DEFENSE ORGANIZATION:**
 - 1. (Federal Definition): An organization that conducts all those activities and measures designed or undertaken (1) to minimize the effects upon the civilian population caused, or which would be caused, by an attack upon the United States, or by natural disaster, (2) to deal with the immediate emergency conditions which would be created by any such attack, or natural disaster, and (3) to effectuate emergency repairs to, or the emergency restoration of vital utilities and facilities destroyed or damaged by any such attack or natural disaster. Such term shall include, but shall not be limited to, (i) measures to be taken in preparation for anticipated attack or natural disaster (including the establishment of appropriate organizations, operational plans, and supporting agreements; the recruitment and training of personnel; the conduct of research; the procurement and stockpiling of necessary materials and supplies; the provision of suitable warning systems; the construction or preparation of shelter areas, and control centers; and, when appropriate, the non-military evacuation of civil population); (ii) measures to be taken during attack or natural disaster (including the enforcement of passive defense regulations prescribed by duly established military or civil authorities; the evacuation of personnel to shelter areas; the control of traffic and panic; and the control and use of lighting and civil communications); and (iii) measures to be taken following attack or natural disaster (including activities for firefighting; rescue, emergency medical, health and sanitation services; monitoring for specific hazards of special weapons; unexploded bomb reconnaissance; essential debris clearance; emergency welfare measures; and immediately essential emergency repair or restoration of damaged vital facilities). (44 C.F.R. § 312.2(c))

2. (Pennsylvania Definition): (a) Establishing Emergency Management Organization. Each political subdivision of this Commonwealth is directed and authorized to establish a local emergency management organization in accordance with the plan and program of the Pennsylvania Emergency Management Agency. Each local organization shall have responsibility for emergency management, response and recovery within the territorial limits of the political subdivision within which it is organized and, in addition, shall conduct such services outside of its jurisdictional limits as may be required under this part. (Title 35)
- F. COOPERATING AGENCY: An agency supplying assistance, other than direct operational or support functions, or resources to the incident management effort. (NIMS Document)
- G. DEDICATED EMERGENCY RESPONSE ORGANIZATION: Any entity organized, chartered or incorporated in the Commonwealth or chartered by the Congress of the United States for the primary purpose of providing emergency services. The term shall include volunteer, career and combination organizations. (PA Act 93 of 2008 – Intrastate Mutual Aid)
- H. DULY ENROLLED EMERGENCY MANAGEMENT VOLUNTEER: Volunteers who are officially enrolled as emergency management volunteers in accordance with PEMA Directive D2000-1, *Official Enrollment of Emergency Management Volunteers*, or PEMA Directive 2006-1, *Official Enrollment of State Emergency Management Volunteers*.
- I. EMERGENCY COMMUNICATIONS: Means and methods for transmitting and receiving information necessary for successful incident management, when needed and authorized. (NECP)
- J. EmComm: This acronym comes from EMergency COMMunications. It is a generic term to describe any amateur radio emergency communications unit staffed by volunteer communications specialists. Today, the term encompasses all of the following: REACT, Salvation Army Team Emergency Radio Network (SATERN), NWS SKYWARN program, RACES, ARES®, ACS, radio clubs and/or others as each and every one is considered an EMergency COMMunications resource, the existence of which is important.
- K. EMERGENCY MANAGEMENT ORGANIZATION: An organization established by a political subdivision (county, city, borough, incorporated town, or township) of the Commonwealth, in accordance with the plan and program PEMA, which has the responsibility for emergency management and response and recovery within the territorial limits of the political subdivision within which it is. (Title 35)
- L. EMERGENCY RESPONDER: An individual in the public or private sector who has special skills, qualification, training, knowledge, or experience, whether or not the person possesses a license, certificate, permit, or other official recognition for the skills, qualification, training, knowledge, or experience. The term includes a law enforcement officer, a firefighter, an emergency medical services worker, a physician, nurse or other public health worker, an emergency management official, a public works worker, a building inspector, an architect, an engineer or other design professional, or a person with specialized equipment operations skills or training or with other skills needed to provide aid in an emergency. (PA Act 93 of 2008 – Intrastate Mutual Aid)

- M. In Pennsylvania, most ACS personnel are considered emergency responders. However, some participants will not be classified as emergency responders because they will serve in a non-response capacity; such as consultant, maintenance, advisory, or other. (PEMA)
- N. EMERGENCY SERVICES: The preparation for and the carrying out of functions, other than functions for which military forces are primarily responsible, to prevent, minimize and provide emergency repair of injury and damage resulting from disasters, together with all other activities necessary or incidental to the preparation for and carrying out those functions. The functions include, without limitation, firefighting services, police services, medical and health services, rescue, engineering, disaster warning services, communications, radiological, shelter, chemical and other special weapons defense, evacuation of persons from stricken areas, emergency welfare services, emergency transportation, emergency resources management, existing or properly assigned functions of plant protection, temporary restoration of public utility services and other functions related to civilian protection. (Title 35)
- O. INCIDENT: Any event or condition, which constitutes an actual or imminent threat to public health and safety, public or private property, or the economic well-being of the community. (Title 35)
- P. INTEROPERABILITY: Ability of emergency responders to communicate among jurisdictions, disciplines, frequency bands, and levels of government as needed and authorized. System operability is required for system interoperability. (NECP)
- Q. MUTUAL AID: Mutual assistance and sharing of resources among participating political subdivisions in the prevention of, response to and recovery from threats to public health and safety that are beyond the capability of an affected community to respond. (PA Act 93 of 2008 – Intrastate Mutual Aid)
- R. OPERABILITY: Ability of emergency responders to establish and sustain communications in support of mission operations. (NECP)
- S. PRIVATE SECTOR EMERGENCY RESPONSE PROVIDERS: Businesses and other nongovernmental organizations that provide emergency services in support of major incidents. (NECP)
- T. PUBLIC SAFETY COMMUNICATIONS: The application of communications systems and technology in carrying out operations by, or in direct support of, public safety agencies, including state and local government, police, fire, highway maintenance, forestry conservation, emergency medical, and special emergency services.
- U. PUBLIC SERVICE COMMUNICATIONS: Communications performed for the benefit of the public, especially by a nonprofit or volunteer organization. This includes traditional amateur radio public service communications provided during parades, walk-a-thons, and other similar planned events. It also includes Health & Welfare message handling such as that performed on behalf of the American Red Cross and Salvation Army. While H&W traffic will be passed during a disaster, these types of messages do not have direct life safety or property protection implications.

V. RADIO AMATEUR CIVIL EMERGENCY SERVICE (RACES): RACES is a part of the Amateur Radio Service and utilizes this service's radio frequencies in support of official emergency communications. The Federal Communications Commission (FCC) is the regulatory authority for the non-government radio spectrum that portion of the radio spectrum allocated to civilian use, of which the Amateur Radio Service is a part. The FCC regulates the use of frequencies within the Amateur Radio Service through Part 97 of the FCC Rules and Regulations, which covers both the technological and operational aspects of this service. Part 97 specifically addresses RACES operations within Sub-part F. All RACES operations within the Commonwealth of Pennsylvania will be conducted in accordance with Sub-part F. In situations not covered by this sub-part, other sub-parts of Part 97 will apply to operations conducted on amateur radio frequencies.

The FCC defines RACES as a radio service in support of Civil Defense (Emergency Management) organizations during periods of local, regional, or national civil emergencies. This definition is the basis for RACES organization and operation within the Commonwealth of Pennsylvania.

W. RACES STATION: An amateur radio station licensed to a civil defense organization, not to an individual. There are very few RACES stations still left in existence. The FCC has not issued a RACES station license since 1982. A personal or club call sign used at an Emergency Operations Center (EOC) will be a station operating in the RACES, but it does not constitute a RACES station. The foregoing must be thoroughly understood when reading FCC regulations that define points of communications.

X. REGIONAL TASK FORCE (RTF): Pennsylvania is organized into nine RTF. An RTF is a complement of Federal, State, county and municipal emergency management, health, law enforcement, public safety and other officials and representatives from volunteer service organizations, private business and industry, hospitals and medical care facilities and other entities within a multi-county area as determined by the agency that is responsible for conducting counterterrorism planning, training preparedness and response activities. (PA Act 227 of 2002)