



**Emergency Response Plan  
Basic Plan  
2024**

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## Approval Signatures

The undersigned have hereby reviewed and approved the Basic Plan of the Outagamie County Emergency Response Plan:

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County Board Chairperson

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Date

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Emergency Management Director

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Date

# Outagamie County Emergency Response Plan

## Basic Plan

### Mission

Outagamie County Emergency Management coordinates disaster response and recovery efforts in support of the county and local governments. Through planning, training, and exercising, we prepare response agencies, volunteer organizations, the private sector, and citizens to respond to and recover from disasters.

### Purpose

- Facilitate the protection of life, property, and the environments in a major event of any nature, natural or man-made.
- Coordinate response to disasters; assist in evacuation, sheltering, and damage assessment; identify mitigation measures; and implement recovery efforts.
- Describe the County's relationship in support of local units of government during response and recovery.
- Serve as a coordinating agency to support Federal, state and local agency plans as addressed in Attachment 2.
- Disseminate information collected, decisions made, and procedures developed in the planning process and during response.
- Update plans to reflect information collected, decisions made, and procedures developed in the planning process and during response and recovery operations.
- Provide policy for government officials, agency managers, and local emergency managers during a disaster of significant emergency situation.
- Provide a link between County, State, Federal and Municipal plans.
- Coordinate regional and catastrophic planning and response.

### Scope

This plan considers hazards posing a threat (can be significant in frequency, magnitude, or both) to the lives, property, and/or environment in the county. These are listed in the Hazard Analysis and in the Hazard Mitigation Plan. This plan describes:

1. Emergency Management in Wisconsin and Outagamie County operates utilizing a single comprehensive planning approach within the guidelines set in Homeland Security Presidential Directives 5 and 8 (HSPD-5, HSPD-8), which include:
  - Mitigation
  - Preparedness
  - Response

- Recovery
- All-Hazards Planning
- Regional/Local MOUs
- COOP/COG development
- Ensure all levels of government and the private sector work together
- Integrate crisis and consequence management
- Regional and catastrophic planning and response

2. Responsibilities in relation to federal disaster assistance programs under Homeland Security Presidential Directive-8 (HSPD-8), Public Law 100-707, as amended, State Statute Chapter 323 and other applicable laws, including county and local laws and ordinances. Consequences of disasters could include but are not limited to:

- Long-term/short-term mass evacuation and sheltering
- Mass casualties
- Disruption of power
- Disruption of fuel supplies
- Disruption of communications
- Interruption of water supplies
- Damage and destruction to homes, businesses, vehicles and other property
- Damage to public infrastructure
- Contamination of food, water and people
- Looting
- Disruption of government and economic/financial institutions
- Long-term suffering of families, especially children and those with special needs, functional needs and disabilities

3. Use of government, private sector and volunteer resources

These resources will be looked at to assist families, children, access and functional needs populations, disabled populations, family pets and service animals.

A glossary of terms related to the Basic Plan is addressed in Attachment 7.

## Organization

1. Emergency Management in Outagamie County operates in accordance with County Ordinance Chapter 14 and State Chapter 323. Under Chapter 14.21 and Chapter 323.01 Wis. Statutes, Outagamie County Emergency Management is responsible to prepare the county and its subdivisions to cope with emergencies resulting from enemy action and natural or man-made disasters.
2. Outagamie County Emergency Management is a separate agency with the Director reporting to the County Executive. Outagamie County Emergency Management office is located at 320 S. Walnut St. Appleton.
3. Outagamie County issues a State of Emergency using the following process:
  - Emergency Management Director/designee requests a declaration
  - County Executive or if not available, the County Board Chairperson signs the declaration
  - Emergency Management forwards the request to the East Central WI Emergency Management Office and upload to WebEOC
  - Local jurisdictions may declare a State of Emergency. The signed document shall be forwarded to the County Emergency Management office to receive outside disaster resources and potential funding
4. The Outagamie County Emergency Operations Center (EOC) is the primary location for coordinating the county emergency response and recovery activities. The County EOC is located on the ground level of the Justice Center building across from the Emergency Management office and has a Smart Board, projector and screen, whiteboards, phone and fax capability with a basic computer setup. Instructions for EOC set-up are addressed in ESF (Emergency Support Function) #5. In the event the County EOC is inoperable for an extended period of time, emergency operations will be relocated to the Alternate EOC at the County Highway Department or the Appleton International Airport Public Safety Building. (The Primary and Alternate EOC locations will have upgraded AV Solutions installed by the end of 2024.)
5. Outagamie County Emergency Management warning and communication systems are addressed in ESF #2. The main method of communication between County Emergency Management and the local jurisdiction is through the local Emergency Management Coordinators. Each jurisdiction is highly encouraged to designate primary and secondary contacts that facilitate coordination and communication between that jurisdiction and County Emergency Management. The local contact will coordinate activities between the local jurisdiction agencies and elected officials involved in mitigation, preparedness, response and recovery. If the local jurisdiction hasn't identified a local emergency manager, the duties are then the responsibility of the municipality's chief elected official.

6. The Outagamie County Emergency Response Plan (ERP) utilizes Emergency Support Functions (ESFs), consistent with the National Response Framework, which identifies resources for direct assistance, mutual-aid and operational support which the county and local jurisdictions may need in order to implement hazard mitigation and preparedness or respond and recover from an emergency or disaster. The County Emergency Response Plan consists of:
  - a. The County Basic Plan—identifies policies and concepts of operations which guide the county's mitigation, preparedness, and response and recovery activities.
  - b. ESFs—describe the mission, policies, concepts of operation, and responsibilities of primary and support agencies involved in the implementation of activities.
  - c. Attachments—describe emergency management activities and provide additional details to the Basic Plan and ESFs.

## **Policies**

### **Authorities**

This plan is developed, promulgated and maintained pursuant to state statutes and county ordinances/regulations as outlined in Attachment 3 (Laws and Regulations).

The concepts and processes developed in NIMS, (National Incident Management System) mandated by Homeland Security Presidential Directive (HSPD)-5, have been incorporated into the Outagamie County Emergency Response Plan. NIMS provides a consistent nationwide system for all jurisdictions to work together effectively and efficiently to prepare for, respond to and recover from domestic disaster or incidents.

1. Assignment of Responsibilities
  - This plan identifies the responsibilities of county agencies and other organizations which are addressed in Attachment 4 of this Plan.
  - ESFs establish mitigation, preparedness, and response and recovery activities. Primary responsibilities for each ESF are held by either one agency or joint agencies. Additionally, each ESF has supporting agencies that assist the primary agencies.
2. Limitations

The goal is to mitigate and prepare for the consequences of hazards and respond and recover in the event of an emergency or disaster. However, county resources and systems may become overwhelmed in the event of a major incident.

## **Situation and Assumptions**

The identified hazards pose a threat, significant in frequency, magnitude or both, to the lives, property and/or environment in Outagamie County.

1. The consequences of disasters could include major disruptions to normal functions.
2. Per Wisconsin State Statute Chapter 323, county and municipal governments will appoint an emergency management director, develop and update emergency plans and participate in training and exercising. The Outagamie County Emergency Management office is the coordinating agency.
3. County agencies are responsible for identifying EOC personnel, developing and updating Standard Operating Guidelines (SOGs), department specific plans and providing maps of the county to personnel and mutual-aid entities (Addressed in Attachment 1).
4. Emergency Management in Wisconsin operates utilizing an all-hazards planning approach which includes mitigation, preparedness, response and recovery from major incidents.
5. Governments have the legal and moral duty to protect the lives, property and environment within their jurisdictions.
6. Local jurisdictions respond first to disaster through implementing municipal plans and can quickly exhaust resources, making outside assistance necessary. When such assistance is provided, local elected officials still retain control over the response. Outside assistance, whether from another County, State, Federal Government or private sector, is delivered to support the local effort. When such assistance is provided, local elected officials still maintain control over the response (Wis. Stats. §. 59, 60, 61, and 62).
7. The County is responsible for requesting state disaster assistance for local governments. The State will request federal assistance if needed.
8. The ICS (Incident Command System) will be used in disaster response. Unified Command will be used in situations which affect multiple jurisdictions, multiple agencies within a jurisdiction and/or which require response by multiple levels of government. These command and control systems require the participation of the Chief Elected officials or those designated and qualified to command a situation.

## **Concept of Operations**

Outlined below are the general responsibilities of County, State and Federal Governments as it relates to the support to local emergency operations:

### **Government Responsibilities**

#### **I. Local/County Government**

- A. Wisconsin Statute Chapter 323.14 outlines the powers and duties of counties and municipalities.
- B. Local organizations or jurisdictions are assigned emergency or disaster response responsibilities based upon existing capabilities or mutual-aid agreements as provided in local emergency or disaster preparedness plans. All such plans should be consistent with this plan and Chapter 323.
- C. Local/County resources are grouped into ESFs. Each ESF is headed by a primary county agency, with one or more county agencies/organizations designated as support agencies based on their resources and capabilities to support the function. Each ESF has a counterpart State ESF, which it must coordinate with, for the purpose of providing assistance under the Wisconsin Emergency Response Plan and serve as the mechanism through which state response assistance is provided.
- D. In an emergency or disaster which may require state and federal assistance, local governments should communicate with each other and describe what response efforts are being conducted. Outagamie County should provide situation reports and damage assessments to Wisconsin Emergency Management as early and often as possible or within 72 hours of an event. Municipalities should make reports to the Outagamie County EOC in accordance with the County ERP.
- E. Local/county government has primary responsibility to respond to disasters by doing the following:
  1. Manage the incident using their own resources and drawing additional resources from other town, municipal and non-governmental agencies.
  2. Notify Wisconsin Emergency Management if State/Federal resources may be required.
  3. Maintain accurate records of disaster-related activities.
  4. Begin the damage assessment process as quickly as possible.
  5. Assess the need for outside assistance.
  6. Coordinate through the County to obtain state and federal assistance.
  7. Coordinate access to the disaster area.
  8. Coordinate assistance in meeting the short-term needs of those affected (i.e., food, potable water, replacement medications, evacuation, shelter, etc.).

F. Local/county government has primary responsibility to recover from disasters by doing the following:

1. Determine recovery priorities and implementation strategies such as:
  - a. Restore essential services.
  - b. Assign personnel, obtain additional assistance and manage donated resources.
  - c. Coordinate access to the disaster area.
  - d. Coordinate restoration activities (i.e., re-entry).
  - e. Identify short- and long-term health/mental health impacts and determine how to address them.
  - f. Coordinate the evacuation and shelter of persons with access and functional needs.
  - g. Address the long-term economic impacts of disaster.
2. Continue with the damage assessment process.
3. Identify potential mitigation projects.
4. Make appropriate applications for state and federal disaster assistance and ensure programs are administered according to guidelines.
5. Coordinate assistance in meeting the short- and long-term needs of those affected (i.e., food, housing, crisis counseling, etc.).

## **II. State Government**

- A. Wisconsin Emergency Management (WEM) coordinates on behalf of the Governor or designee, general control of state emergency operations, resources management, planning and policy. WEM coordinates the state response in support of local jurisdictions as follows:
  1. Notify, through the State's 24-hour Duty Officer System, other agencies who might have primary responsibilities or who might be mobilized due to escalating response.
  2. Monitor events, update agencies and consult with the Governor and other state agencies as necessary.
  3. Implement State SOPs.
  4. Notify FEMA of the situation and the possible need and potential request for federal assistance.
  5. Maintain accurate records of disaster-related activities.
  6. Begin the damage assessment process and as needed, begin application process for federal disaster assistance.
  7. Activate the State EOC (staffed by state and private organization liaisons).
  8. Issue situation reports to advise key officials of response and recovery efforts.
  9. Provide the coordination of information, decisions and resource management.
  10. Recommend that the Governor declare a State of Emergency and/or issue other orders.

11. Authorize the deployment of the Mobile Command Post (MCP) for on-site coordination of information and response actions.
12. Activate the Wisconsin Hazard Mitigation Team.
13. Conduct the internal and inter-agency after-action reviews of all phases of the disaster.
14. Coordinate the request and implement federal disaster assistance.
15. Incorporate the lessons learned into planning, training and exercising.
16. Coordinate state response among state agencies providing mutual-aid from outside of the affected county.

B. State agency's priorities for recovery may include, but are not limited to:

1. Coordinate the use of volunteer agencies between and among affected jurisdictions (i.e., counties, states and the federal government and volunteer/non-profit agencies.).
2. Implement the Memoranda of Understanding (MOU) between the American Red Cross and the State of Wisconsin, Wisconsin Department of Health and Family Services, and Wisconsin National Guard
3. Coordinate mobilization and commit State agency resources.
4. Assist in restoring essential services.
5. Identify short- and long-term health/mental health impacts and determine how to address them.
6. Address the long-term economic impacts of disaster.
7. Identify potential mitigation projects.
8. Apply for appropriate federal disaster assistance and ensure programs are administered according to guidelines.

C. State agency resources are grouped into ESFs. Each ESF is headed by a primary state agency, with one or more state agencies/organizations designated as support agencies based on their resources and capabilities to support the function. Each ESF has a counterpart federal ESF, which it must coordinate with, for the purpose of providing assistance under the National Response Plan and serve as the mechanism through which federal response assistance is provided.

### **III. Federal Government**

- A. FEMA provides federal coordination, planning, training and funding to support state and local jurisdiction efforts.
- B. In the event that the capabilities of state government are exceeded, federal disaster or emergency assistance may be requested. FEMA coordinates federal response activities in accordance with the National Response Plan and federal recovery assistance as prescribed in Public Law 100-707, as amended.
- C. Federal assistance can be provided to the State, or at the State's request,

directly to the affected local jurisdiction. Initially, the FEMA Region V Federal ESF representatives will work out of a Regional Operations Center (ROC) established at the FEMA Regional Office in Chicago. Once the Joint Field Office (JFO) is established, these representatives may relocate to the disaster site and work directly with their counterpart state agency representatives in the State EOC and/or Joint Field Office.

- D. Federal agencies use ESF's to support the state and local jurisdictions.
  1. ESF activities may be conducted at both the national and regional levels.
  2. During declared federal disasters, federal assistance is provided under the overall coordination of the Federal Coordinating Officer (FCO) appointed by the President.
  3. The point for coordination of Federal support to state and local organizations is the Joint Field Office (JFO).

## EOC Levels of Activation

Upon notification, Outagamie County will initiate a graduated program of three response levels, depending on the situation. These levels are based on increasing levels of damage from minor to major. During “fast-breaking” events, initial activation levels will be time-compressed and concurrent.

The activities listed under each level of activation are suggested guidelines for appropriate actions and staffing at that level. Actual activities and staffing will be determined by the EOC Manager or designee at the time of activation. **Local governments and other state organizations shall inform WEM when disasters occur.**

### Level 3 – Monitoring

- Emergency Management gathers information on the situation/weather or threat. This information will be distributed to appropriate personnel and response agencies.
- Critical weather information gathered will be relayed to the National Weather Service (NWS) either by Emergency Management, the Communications Center, or trained storm spotters.
- Emergency Management will coordinate with the NWS, WI Emergency Management and local county departments on potential actions.
- If local municipalities require additional weather support for events such as a Hazardous Materials incident, search and rescue, or large public events, they can request this through the County EOC, or directly from NWS Green Bay at 920-494-2363.
- As needed, an email will be sent to applicable agencies on situational awareness.
- Situation is closed without further resource needs or escalate to Level 2.

## **Level 2 – Activation**

- Initial reports of response activity received by County Emergency Management.
- Initial reports of scope of incident and early damage estimates.
- Provide Regional Director a Uniform Disaster Situation Report (UDSR) within 72 hours.
- Activation of the Outagamie County EOC begins.
- Limited State resources requested (i.e., Regional Response Team, Bomb disposal unit).
- County/Local Declaration of State of Emergency may occur.
- Regional Director on scene as State Liaison to County EOC as needed
- Situation closed and short-term recovery planning begins or escalation to Level 1.

## **Level 1 – Full Activation with State and Federal Partners**

- State/Federal Declaration of State of Emergency.
- Expansion of the Outagamie County EOC to include state and/or federal ESF liaison.
- Deployment of State and/or Federal ESF assets.
- Prepare for long-term recovery operations.
- Begin preparation of demobilization plans for operational assets.

## **EOC Operations**

During smaller emergencies, each department in county government performs its specialized tasks according to their agency's Standard Operating Guidelines (SOGs). During major emergencies, there is an increased need for coordination of all activities relevant to the emergency response as they relate to the event as a whole. This operation takes place in the Outagamie County EOC. The structure of the Outagamie County EOC organization is addressed in Attachment 5.

The EOC structure utilizes Incident Support Model (ISM) concepts during activation. The ISM structure supports the needs of the local communities. Under ISM, the EOC Director is in direct contact with those conducting situational awareness and information management and it streamlines resource sourcing, ordering and tracking.

## **Organization and Responsibilities of the ERP**

The County Emergency Response Plan establishes the following Emergency Support Functions which contain emergency assignments and responsibilities for each of the ESF's as detailed below:

### **ESF #1 – Evacuation and Transportation Resources**

The transportation function within the county emergency organization operates primarily as a coordinating group. This group insures roads and conduits, into and out of, an affected area remain open and that the traffic allowed into those areas is coordinated in a manner which prevents bottle-necking and gridlock which would prevent needed emergency assistance reaching those areas in need.

#### **Primary Agencies**

County Sheriff/Local Law Enforcement  
County Highway/Local Public Works

#### **Supporting Agencies**

County Emergency Management/Local EM  
County Development and Land Services  
County Executive  
County Health and Human Services Department  
County Health and Human Services Department – Public Health Division  
County Public Information Officers (PIO)  
Amateur Radio Emergency Services (ARES)  
American Red Cross (ARC)  
Department of Natural Resources (DNR)  
Fox Valley Humane Association (FVHA)  
Local Fire Department  
Local Emergency Medical Services (EMS)

## Local Transportation Companies

### Scope

- Coordinate civil transportation support
- Evacuation operations
- Maintain transportation safety
- Restore local transportation infrastructure
- Movement control

### ESF #2 – Communications and Warning

The Communications function is responsible for the development, maintenance, restoration and utilization of county, local and private sector communications assets during emergencies. This includes the radio systems owned and operated by county agencies, amateur radio networks, as well as the local and long-distance telephone systems connecting the federal, state, local and private sector resources which might be needed in an emergency.

The Communications ESF function is also responsible for the issuance of warning information regarding impending hazards, as well as the maintenance of warning networks which might be used by the county and local governments in an emergency. This includes the EAS, WEA, NOAA Weather Radio system, NAWAS and other warning systems in place throughout the state.

### Primary Agencies

County Sheriff's Department

County Sheriff's Department – Communications Division

### Supporting Agencies

County Emergency Management/Local EM

County Development and Land Services

County Finance – Purchasing Division

County IT Department

Amateur Radio Emergency Service (ARES)

Local Fire and Police Departments

State EOC

### Scope

- Provide 24-hour warning capabilities and procedures
- Promote communication interoperability
- Coordinate restoration/repair of telecommunications infrastructure
- Coordinate the protection, restoration and containment of local cyber and information technology infrastructure
- Coordinate with the telecommunications industry

## **ESF #3 – Public Works and Engineering**

The Public Works and Engineering support function describes how the county will support municipalities with providing public works services; assessing damage to infrastructure and buildings, debris removal, restoring and maintaining essential services and providing technical assistance through specialized personnel, equipment and supplies.

### **Primary Agencies**

County Highway/Local Public Works  
County Recycling & Solid Waste

### **Supporting Agencies**

County Emergency Management/Local EM  
County Development and Land Services  
Utility Companies  
Wastewater Facilities

### **Scope**

- Infrastructure protection and emergency repair
- Infrastructure restoration
- Engineering services, construction management
- Critical infrastructure liaison

## **ESF #4 – Firefighting**

This ESF outlines the duties and responsibilities of local fire departments in fire prevention, fire detection and suppression, emergency medical services, hazardous materials response and decontamination operations

### **Primary Agencies**

Local Fire Departments

### **Supporting Agencies**

County Emergency Management/Local EM  
County Hazardous Materials Team  
County Sheriff's Department/Local Law Enforcement  
State of Wisconsin Department of Natural Resources (DNR)

### **Scope**

- Coordinate and conduct firefighting activities on local/state lands
- Provide resource support to rural and urban firefighting operations

## **ESF #5 – Emergency Management**

The purpose of Emergency Support Function (ESF) #5 is to collect, analyze and share information about a potential or actual emergency or disaster to enhance/support the response and recovery activities of the county. ESF #5 is most applicable to the county and local agencies and volunteer organizations that commonly support the EOC during activation.

### **Primary Agency**

County Emergency Management/Local EM

### **Supporting Agencies**

County Development and Land Services  
County Executive  
County Finance Department  
County Health and Human Services Department  
County Health and Human Services Department – Public Health Division  
County Highway/Local Public Works  
County IT Department  
County Recycling & Solid Waste  
County Sheriff/Local Law Enforcement  
Other County Agencies  
American Red Cross (ARC)

### **Scope**

- Coordination of incident management efforts
- Issuance of mission assignments to support the Incident Commander
- Resource management
- Incident action planning
- Financial management

## **ESF #6 – Mass Care, Housing and Human Services**

ESF #6 is divided into the following sub-functions:

### 1. Mass Care

Mass Care involves the coordination of non-medical mass care services to include sheltering of victims, organizing feeding operations, providing first aid at shelters as needed, collecting and providing information about victims to family members, and coordinating bulk distribution of emergency relief items.

### 2. Housing

Housing involves the provision of assistance for short- and long-term housing needs of victims during evacuation processes.

### 3. Human Services

Human Services include providing victim related recovery efforts such as counseling, identifying support for persons with functional needs and expediting processing of new Federal benefits claims.

## **Primary Agencies**

County Health and Human Services Department  
American Red Cross (ARC)  
Salvation Army

## **Supporting Agencies**

County Emergency Management/Local EM  
County Health and Human Services Department – Public Health Division  
County Sheriff/Local Law Enforcement  
County UW-Extension  
Fox Valley Humane Association (FVHA)  
Local Emergency Medical Services (EMS)  
Local Fire Department

## **Scope**

- Mass care
- Disaster housing
- Health and Human Services
- Evacuation
- Disaster Victim Services
- Crisis Counseling Services

## **ESF #7 – Resource Support**

ESF #7 is divided into the following sub-functions:

### 1. Logistics

This sub-function coordinates the actual movement of resources into areas where a need exists. This includes the staging or warehousing and tracking of resources, the packaging and loading and subsequent transportation of resources to affected areas, and the demobilization or disposal of used and/or unusable resources following a disaster. This group is also responsible for securing food resources for feeding victims and emergency responders in affected areas.

### 2. Resources Management

This sub-function is responsible for the acquisition of all types of resources identified as “needed” following a disaster. This group will make arrangements to purchase needed resources if determined the county does not have the resources itself to supply a requirement in the field. This group handles the payment of debts and other encumbrances generated as a result of the emergency as well.

## **Primary Agency**

County Emergency Management/Local EM

## **Supporting Agencies**

County Corporation Counsel

County Executive

County Finance Department – Purchasing Division

County Public Information Officers (PIOs)

Voluntary Organizations Active in Disaster (VOAD)

Other Response Agencies

## **Scope**

- Resource support (facility space, office equipment and supplies, contracting services, etc.)
- Identify logistics management

## **ESF #8 – Public Health, Medical and Mortuary**

ESF #8 is divided into the following sub-functions:

### 1. Mass Casualty: Emergency Medical Services and Hospitals

This sub-function coordinates the provision of EMS assistance at the local level following a disaster, including the movement of medical resources into disaster areas. This includes ground and air-medical evacuation of patients, as necessary, from affected areas and interface with the state disaster medical system.

### 2. Public Health

This group addresses the public health ramifications associated with a particular emergency. This includes staffing shelters, first-aid/clinic operations, restoring public health functions, defining the epidemiology of the disaster (including the collection and maintenance of statistical data), the administration of vaccinations and immunizations, the determination of potential health effects associated with debris accumulation, pollution, hazmat releases, etc.

### 3. Mass Fatality: Coroner

This group coordinates the response of a mass fatality utilizing local, state, and federal resources.

## **Primary Agencies**

County Health and Human Services Department – Public Health Division

County Coroner

Local Emergency Medical Services (EMS)

Local Hospitals

**Supporting Agencies**

County Emergency Management/Local EM  
American Red Cross (ARC)

**Scope**

- Public health
- Medical
- Mental health services
- Mortuary services
- Crisis Intervention

**ESF #9 – Search and Rescue**

This group coordinates local resources along with the state assistance in locating persons missing as a result of any one or more of a number of reasons. This includes urban search and rescue problems generated as a result of persons lost in wooded or other environments, the search for downed aircraft, the extrication of accident victims, collapsed structures, etc. This group also provides the interface with the federal Urban Search and Rescue Teams.

**Primary Agencies**

Local Fire Department & County Sheriff's Department/Local Law Enforcement

**Supporting Agencies**

County Emergency Management/Local EM  
County Highway Department/Local Public Works  
Voluntary Organizations Active in Disaster (VOAD)

**Scope**

- Life-saving assistance
- Urban search and rescue

**ESF #10 – Hazardous Materials**

This function is responsible for the identification of, training on and response to hazardous substances or materials releases in a jurisdiction.

**Primary Agencies**

Local Fire Department  
County Hazardous Materials Team  
County Emergency Management/Local EM

County Sheriff's Department/Local Law Enforcement  
County Health and Human Services – Public Health Division  
County Highway Department/Local Public Works

### Scope

- Oil and hazardous materials (chemical, biological, radiological, etc.) response
- Environmental safety and short- and long-term cleanup

### ESF #11 – Agriculture and Natural Resources

This group is responsible for assessment and protective action implementation associated with potential harmful effects of the county's food supply as the result of a disaster.

### Primary Agencies

County UW-Extension  
County Health and Human Services Department – Public Health Division

### Supporting Agencies

County Emergency Management/Local EM  
County Health and Human Services  
County Land Conservation  
County Sheriff's Department/Local Law Enforcement  
Department of Natural Resources (DNR)  
Voluntary Organizations Active in Disaster (VOAD)

### Scope

- Animal and plant disease/pest response
- Food safety and security
- Natural and cultural resources and historic properties protection and restoration

### ESF #12 – Energy

This sub-function is concerned with the restoration of utility (electrical and gas) infrastructure following a disaster, as well as the provision for temporary emergency power capabilities to critical facilities until such time as a permanent restoration is accomplished.

### Primary Agencies

County Emergency Management/Local EM  
Local Utilities

County Development and Land Services  
County Highway Department/Local Public Works  
County Sheriff's Department/Local Law Enforcement  
Local Fire Department

**Scope**

- Energy infrastructure assessment, repair and restoration
- Energy industry utilities coordination
- Energy forecast

**ESF #13 – Public Safety and Security**

Public Safety and Security integrates county and local law enforcement capabilities and resources to support the range of incident management activities associated with major incidents within the county/local jurisdiction. It provides the means for providing assets in support of incident management, force and critical infrastructure protection and public safety.

**Primary Agency**

County Sheriff's Department/Local Law Enforcement

**Supporting Agencies**

County Emergency Management/Local EM  
County Highway Department/Local Public Works

**Scope**

- Facility and resource security
- Security planning, technical and resource assistance
- Public safety/security support
- Support to access, traffic and crowd control

**ESF #14 – Long-Term Community Recovery**

ESF #14 is divided into the following sub-functions:

**1. Assistance Programs**

This sub-function is the mechanism through which the county receives and coordinates state and federal disaster relief assistance to victims in the affected areas. Assistance could include the Public Assistance or Individual & Households Programs through FEMA, the Small Business Administration loan programs, the Wisconsin Disaster Fund, the Community Development Block Grant Program, the administration of unemployment/economic loss compensation and various other disaster relief programs available for both Presidential-declared and non-Presidential declared disasters.

## 2. Recovery and Reconstruction Programs

This sub-function addresses the long-term economic and psychological impact of disasters upon local communities and assists the communities in developing plans and processes for reconstruction. To assist individuals, long-term recovery processes are implemented. This may include working with donations, identifying volunteers and compiling a resource list. It may also include management of crisis counseling grants. Grant and low-interest loan programs are identified and targeted for application by the community. Significant attention is given to the mitigation of future potential hazards when developing local recovery plans.

### **Primary Agencies**

County Emergency Management/Local EM  
County Health and Human Services (HHS)  
County Health and Human Services – Public Health Division

### **Supporting Agencies**

County Development and Land Services – Zoning  
County Finance Department  
County Recycling and Solid Waste  
County Sheriff/Local Law Enforcement  
Local Municipality

### **Scope**

- Social and economic community impact assessment
- Long-term community recovery assistance to local governments and the private sector
- Mitigation analysis and program implementation

### **ESF #15 – External Affairs**

This ESF is responsible for the provision of information (both general and that which conveys emergency instructions to the public) concerning an actual or impending disaster. The coordination of Joint Public Information activities and the distribution of emergency preparedness/response instructions through other means are addressed in this function.

### **Primary Agencies**

County Emergency Management/Local EM  
County Public Information Officers

**Supporting Agencies**

County Executive  
County Sheriff/Local Law Enforcement  
Non-Government Agencies (Red Cross)  
Media

**Scope**

- Emergency public information and protective action and response guidance
- Media and community relations
- Legislative affairs
- Coordination with local governments, counties and the Oneida Nation

**ESF #16 – Radiological/Ingestion Zone****Primary Agencies**

County Emergency Management/Local EM

**Supporting Agencies**

County Executive  
County Health and Human Services Department - Public Health Division  
County Highway Department/Local Public Works  
County Sheriff/Local Law Enforcement  
County UW-Extension  
Local Emergency Medical Services (EMS)

**Scope**

- Identify resources for incidents involving radioactive materials
- Outline activities of agencies in case of a nuclear power plant incident

**Plan Development and Maintenance**

The County Emergency Management Office is the lead agency and has the overall authority and responsibility for the development and maintenance of the County Emergency Response Plan.

In carrying out this responsibility, County Emergency Management will coordinate with representatives from each agency within the County who have been selected as the primary agency as outlined within the County ERP. This plan should be developed and maintained to work with the State Response Plan (SRP).

The plan will be reviewed, updated and distributed by Emergency Management annually or as needed. The update will include reference to all supporting documents and will be

amended to reflect statutory and policy changes. Amendments may also be made to reflect lessons learned through drills, exercises, or actual disasters.

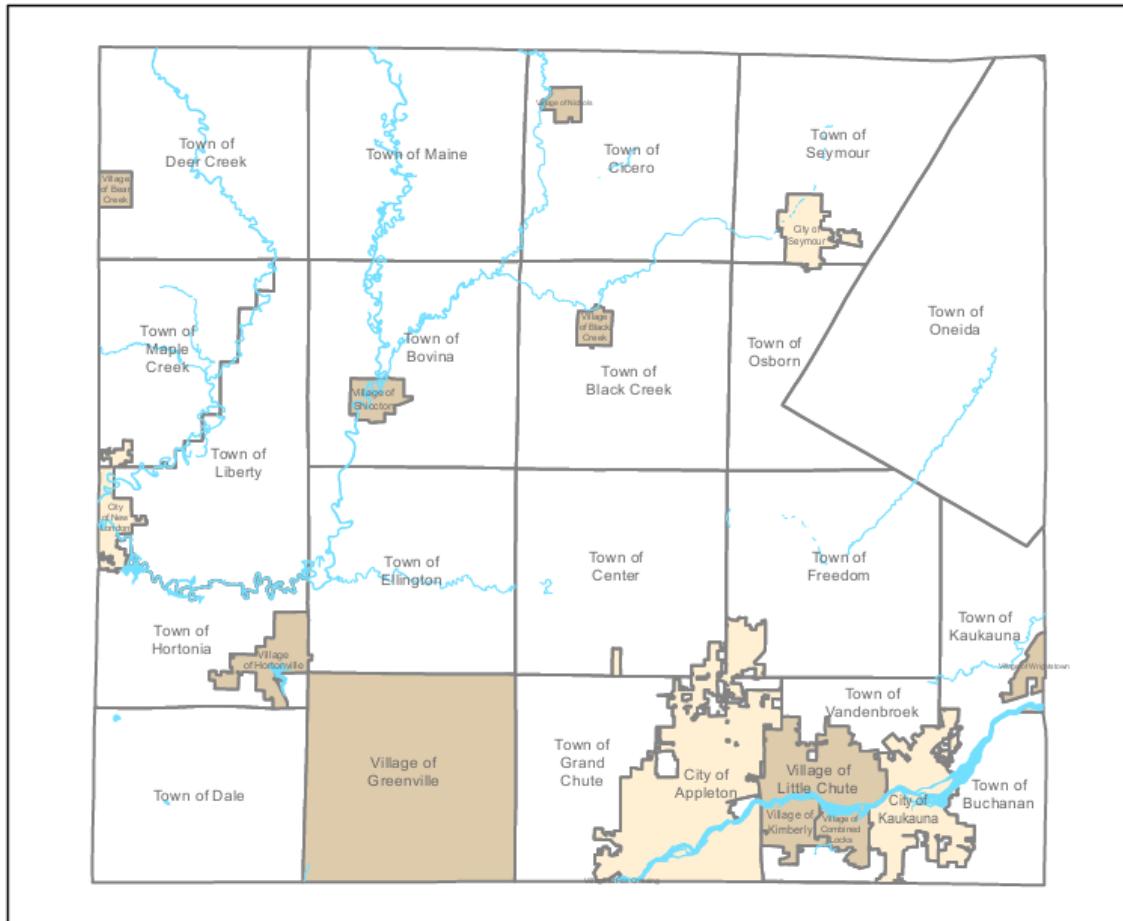
The Emergency Management Director, along with the respective or designated officials, will sign and date the ERP to certify completeness, currency, and accuracy.

Revisions to the plan are distributed by Emergency Management to all parties who hold copies of the plan.

Copies of the ERP shall be made available to all plan holders, affected county agencies, local governments, volunteer organizations, and WEM as addressed in Attachment 6.

## Attachment 1 – County Map

### Outagamie County, Wisconsin



## Attachment 2 – Supporting Operations Plans and Documents

**County Plans**

County Emergency Response Plan  
County All-Hazard Mitigation Plan  
Countywide Haz-Mat Strategic Plan

Appleton International  
Airport Response Plan

**State Plans**

Radiological Plan – Ingestion County  
State Emergency Response Plan

**Federal Plans**

National Response Plan

**Main Agency Responsible**

County Emergency Management  
County Emergency Management  
County Emergency Management

County Airport Administration

**Main Agency Responsible**

Wisconsin Emergency Management  
Wisconsin Emergency Management

**Main Agency Responsible**

FEMA

## Attachment 3 – Laws and Regulations

### Legislation for Local Government

#### County Ordinances

- Resolution No. 33-1992-1993 to adopt the Emergency Operations Plan
- County Ordinance, Chapter 14, of the General Code of Outagamie County, contains the organization and responsibilities for Emergency Management, authority for substance release containment, clean-up, and restoration management and administration, and transportation regulations during major evacuations and disasters.
- In accordance with SS 323.14(2)c, municipalities within the borders of Outagamie County have signed the Emergency Management Ordinance for Joint Action.
- Ordinance 179 – 1993-1994, creating §1.49 of Chapter One of the General Code of Outagamie County related to the Local Emergency Planning Committee 9LEPC), and Ordinance L – 1992-1993 amending Ordinance E.
- Resolution 179 – 1993-1994, authorizing the execution of the Agreement for Haz-Mat Response Services between Outagamie County and the City of Appleton. (Amended 2000)
- Ordinance X-1984-1985, Ordinance creating Chapter 6.11 of Chapter 6 of the General Code of Outagamie County (Revised under Chapter 14 in its entirety)
- Ordinance #3, #F-1995-96 – References the financial guidelines for purchasing and finance protocols

#### State Legislation Regarding Towns

- Chapter 60 – Describes the legal status and organization (i.e. – powers of the board chairperson; fire protection, law enforcement and ambulance service)

#### State Legislation Regarding Villages

- Chapter 61 – Describes the legal status and organization (i.e. – powers of the president and board; ambulance service)

#### State Legislation Regarding Cities

- Chapter 62 – Describes the legal status and organization (i.e. – powers of the mayor and council, ambulance service)

#### State Legislation Regarding General Municipal Law

- Chapter 66 – Describes the legal status and organization (i.e. – exercise of home rule, law enforcement, mutual assistance, emergency powers)
- State Statute 66.0313, Police Services
- Chapter 175.46 – Defines and describes the authorities regarding mutual aid agreements
- Chapter 213.095 – Describes the police power of a fire chief or a rescue squad
- Chapter 895.483 – Grants immunity from civil liability for acts or omissions to the County Level B Hazardous Materials Teams and to members of those teams
- 2003 Wisconsin Act 186 – Establishes a statewide system of Mutual-Aid for Emergency Medical Services, Fire Departments and Local Health Departments, which requires utilization of Incident Command Systems; and amends the exemption from liability law.
- Executive Order 81 – Designates the National Incident Management System (NIMS) as the basis for Incident Management in the State of Wisconsin.

## **State Legislation**

### **Emergency Management**

- Chapter 323 – Describes the organization, duties and powers for state and local emergency management programs
  - 323.14(4)a – The governing body is empowered to declare, by ordinance or resolution, an emergency existing within the County, City, Village, or Town
  - 323.14(4)b – The chief executive officer of a County, Town, Village, or City, because of emergency conditions, shall exercise by proclamation if the governing body is unable to meet with promptness
  - 323.52 – Allows County, Town or Municipality to relocate within or outside its territorial limits as a result of an emergency causing it to be imprudent, inexpedient or impossible to conduct local government business

### **Department of Military Affairs**

- Chapter 21 – Describes departmental duties

### **Department of Natural Resources**

- Chapter 26.11 – Discusses responsibilities during forest fires
- Chapter 29 – Discusses responsibilities for wild animals and plants and powers for restricting hunting and fishing

- Chapter 87 – Discusses the powers and duties of the Department regarding flood control. NR 116 details Wisconsin's floodplain management program
- Chapter 292 – Discusses general environmental provisions (i.e. – hazardous substance spills, disposal of debris including animal carcasses)

#### Department of Health and Family Services

- Chapter 250 – Describes the administration, supervision, powers and duties of state health activities
- Chapter 251 – Describes the structure, duties and levels of services of local health departments
- Chapter 252 – Describes departmental powers and duties regarding communicable diseases.
- Chapter 254 – Describes the powers, duties, identification and control of environmental health concerns (i.e. – toxic substances, radioactive material/nuclear power plants, disease control)
- Wisconsin Act 96 – Describes the designation of state agencies or certain health care providers related to a state of emergency as it pertains to public health

#### Department of Transportation

- Chapter 83.09 – Describes emergency repairs of county-trunk highways
- Chapter 85 - Describes departmental powers, duties and organization
- Chapter 110.07 – Describes the powers and duties of traffic officers
- Chapter 302.07 – Describes provisions for the maintenance of Order in state, county and municipal prisons.

#### Department of Agriculture, Trade and Consumer Protection

- Chapter 93 – Describes departmental powers and duties
- Chapter 95 – Describes the maintenance of animal health requirements (i.e., cooperation with the federal government during animal disease outbreaks, embargo and condemnation of diseased animals, slaughter on premises)
- Chapter 97- Describes the regulation of food

## Federal Legislation

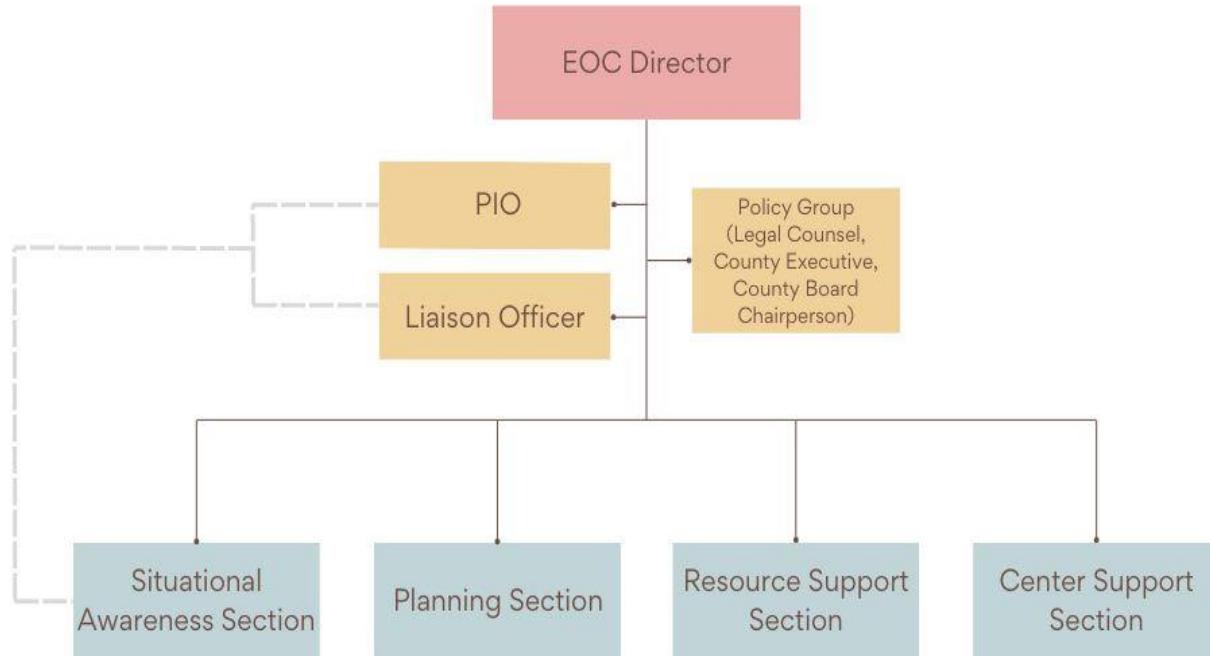
- 44 CFR Chapter 1 (Emergency Management and Assistance) outlines the organization, powers and duties of the Federal Emergency Management Agency (FEMA). Details the operation and scope of FEMA programs such as hazard mitigation, the National Flood Insurance Program (NFIP), fire prevention and control, disaster assistance and preparedness (including, in Part 350, radiological emergency preparedness)
- Disaster Relief and Emergency Assistance Act (Stafford Act.) (PL 100-707) limits qualifying events for disaster assistance to natural catastrophes and established provisions for cost-sharing by state and local governments
- Disaster Mitigation Action of 2000 (PL 106-390) amends the Robert T. Stafford Disaster Relief and Emergency Assistance Act to authorize a program for pre-disaster mitigation, streamline the administration of disaster relief, control federal costs of disaster assistance and for other purposes
- Emergency Planning and Community Right-to-Know Act (EPCRA) (42 USC 11001 -11050) provides the public with information on the hazardous chemicals in their communities and establish emergency planning and notification requirements to protect the public in the event of a release of an extremely hazardous substance
- Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA), 42 USC 9601-9675 protects public health and the environment, by facilitating clean-up of contamination and imposing costs on parties responsible for the contamination
- 10 CFR 50.47 requires establishment of state and local plans and preparedness for coping with effects of radiological emergencies, as part of the nuclear power plant license
- PDD-39, and in conjunction with the Homeland Security Act Validates and reaffirms existing Federal Lead Agency responsibilities for counter-terrorism, which are assigned to the Department of Justice, as delegated to the Federal Bureau of Investigation (FBI), for threats or acts of terrorism within the United States. It is FBI policy that crisis management will involve only those Federal agencies requested by the FBI to provide expert guidance and/or assistance, as described in the PDD-39 Domestic Guidelines (classified) and FBI Incident Contingency Plans (classified)
- HSPD-5 & 8 (Homeland Security Presidential Directives) includes mitigation, preparedness, response and recovery and ensures all levels of government and private sectors work together and integrates crisis and consequence management for an all-hazards approach. The preparedness portion includes regional and catastrophic planning

## Attachment 4 – Agencies’ Responsibilities

Amateur Radio Emergency Services (ARES)	S	S																		
American Red Cross	S				S	P		S											S	
County Coroner												P								
County Corporation Counsel								S												
County Development and Land Services	S	S	S		S								S		S					
County Emergency Management/Local EM	S	S	S	S	P	S	P	S	S	P	S	P	S	P	S	P	P	P		
County Executive	S				S		S										S	S		
County Finance		S			S		S										S			
County Hazardous Materials Team					S							P								
County Health and Human Services	S					S	P					S			P					
County HHS - Public Health Division	S					S	S		P		S	P			P			S		
County Highway/Local Public Works	P		P		S				S	S		S	S					S		
County IT Department			S		S															
County Land Conservation												S								
County Public Information Officers (PIOs)	S							S									P			
County Recycling and Solid Waste					P		S								S					
County Sheriff/Local Law Enforcement	P	P			S	S	S			P	S	S	S	P	S	S	S			
County Sheriff - Communications Division		P																		
County UW-Extension								S				P					S			
Fox Valley Humane Association (FVHA)	S						S													
Hospitals									P											
Local Emergency Medical Services (EMS)	S						S	P										S		
Local Fire Department	S	S			P		S			P	P		S							
Local Transportation Companies	S																			
Salvation Army							P													
Utility Companies					S								P							
Voluntary Organizations Active in Disaster (VOAD)								S	S	S										
Wastewater Facilities					S															
Wisconsin Department of Natural Resources	S				S							S								
Wisconsin Emergency Management (SEOC)		S																		

## Attachment 5 – EOC Organization Chart

# EOC Organization Chart



## Attachment 6 – County ERP Distribution

The Outagamie County Emergency Response Plan is posted annually on the Outagamie County website under the Emergency Management page, [County Emergency Response Plan](#). Personal information is removed from the public copy. Original copies are saved in the Emergency Management office and also available for EOC personnel in the County's shared drive.

## Attachment 7 – Glossary of Key Terms

**Agency:** A division of government with a specific function offering a particular kind of assistance. In ICS, agencies are defined either as jurisdictional (having statutory responsibility for incident management) or as assisting or cooperating (providing resources or other assistance).

**Agency Representative:** A person assigned by a primary, assisting or cooperating Federal, State, local, or tribal government agency or private entity who has been delegated the authority to make decisions affecting that agency's or organization's participation in incident management activities following appropriate consultation with the leadership of that agency.

**Area Command (Unified Area Command):** An organization established (1) to oversee the management of multiple incidents that are each being handled by an ICS organization or (2) to oversee the management of large or multiple incidents to which several Incident Management Teams have been assigned. Area Command has the responsibility to set overall strategy and priorities, allocate critical resources according to priorities, ensure that incidents are properly managed, and ensure that objectives are met and strategies followed. Area Command becomes Unified Area Command when incidents are multi-jurisdictional. Area Command may be established at an EOC facility or at some location other than an ICP. Area Command is typically used for a Public Health Emergency.

**Available Resources:** Resources assigned to an incident, checked in and available for use, normally located in a Staging Area.

**Catastrophic Incident:** Any natural or man-made incident, including terrorism which results in extraordinary levels of mass casualties, damage or disruption, severely affecting the population, infrastructure, environment, economy, national morale and/or government functions. A catastrophic event could result in sustained national impacts over a prolonged period of time; almost immediately exceeds resources normally available to State, local, tribal and private-sector authorities in the impacted area; and significantly interrupts governmental operations and emergency services to such an extent that national security could be threatened. All catastrophic events are Incidents of National Significance.

**Chain of Command:** A series of command, control, executive or management positions in hierarchical order of authority.

**Command Staff:** In an incident management organization, the Command Staff consists of Incident Command/Unified Command and the special staff positions of Public Information Officer, Safety Officer, Liaison Officer and other positions as required, who report directly to the Incident Commander/Unified Command. They may have an assistant or assistants, as needed.

**Community Recovery:** In the context of the NRP and its annexes, the process of assessing the effects of an Incident of National Significance, defining resources, and developing and implementing a course of action to restore and revitalize the socio-economic and physical structure of a community.

**Consequence Management:** Predominantly an emergency management function and included measures to protect public health and safety, restoration of essential government services and provide emergency relief to governments, businesses and individuals affected by the consequences of terrorism. The requirements of consequence management and crisis management are combined in the NRP. See also Crisis Management.

**Credible Threat:** A potential terrorist threat that, based on a threat assessment, is credible and likely to involve a WMD.

**Crisis Counseling Grants:** Funded by FEMA under the Stafford Act to address the counseling needs of a community following a Presidentially Declared Disaster in which individual assistance is authorized.

**Crisis Management:** Predominantly, a law enforcement function and included measures to identify, acquire and plan the use of resources needed to anticipate, prevent and/or resolve a threat or act of terrorism. The requirements of consequence management and crisis management are combined in the NRP. See also Consequence Management.

**Critical Infrastructures:** Systems and assets, whether physical or virtual, so vital to the United States, that incapacity or destruction of such systems and assets would have a debilitating impact on security, nation economic security, national public health or safety, or any combination of those matters.

**Cultural Resources:** Cultural resources include historic and pre-historic structures, archeological sites, cultural, landscapes and museum collections.

**Cyber:** Pertaining to computers and their support systems, such as servers, routers and switches which support critical infrastructure.

**Defense Support of Civil Authorities (DSCA):** Refers to DOD support, including Federal military forces, DOD civilians and DOD contractor personnel and DOD agencies and components, for domestic emergencies and for designated law enforcement and other activities.

**Deputy:** A fully qualified individual who, in the absence of a superior, could be delegated the authority to manage a functional operation or perform a specific task. In some cases, a deputy could act as relief for a superior, and therefore must be fully qualified in the position. Deputies can be assigned to the Incident Commander, General Staff, and Branch Directors.

**Disaster:** See Major Disaster.

**Disaster Recovery Center (DRC):** A facility established in a centralized location, within or near the disaster area, at which disaster victims (individuals, families or businesses) apply for disaster aid.

**Emergency:** As defined by the Stafford Act, an emergency is "any occasion or instance for which, in the determination of the President, Federal Assistance is needed to supplement State and local efforts and capabilities, to save lives and to protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States."

**Emergency Operations Center (EOC):** The physical location at which the coordination of information and resources to support domestic incident management activities normally takes place. An EOC may be a temporary facility or may be located in a more central or permanently established facility, perhaps at a higher level of organization within a jurisdiction. EOCs may be organized by major functional disciplines (i.e., fire, law enforcement and medical services), by jurisdiction, (i.e., Federal, State, Regional, County, City, Town or Tribal) or by some combination thereof.

**Emergency Response Plan (ERP):** The "steady-state" plan maintained by various jurisdictional levels for managing a wide variety of potential hazards.

**Emergency Public Information:** Information that is disseminated primarily in anticipation of an emergency or during an emergency. In addition to providing situational information to the public, it also frequently provides directive actions required to be taken by the general public.

**Emergency Response Provider:** Includes Federal, State, local and tribal emergency public safety, law enforcement, emergency response, emergency medical (including hospital emergency facilities), and related personnel. Agencies and authorities. (See section 2(6), Homeland Security Act of 2002, Public Law 107-296, 116 Stat. 2135 (2002).) Also known as "emergency responder."

**Emergency Support Function (ESF):** A grouping of government and certain private-sector capabilities into an organizational structure to provide the support, resources, program implementation and services which are most likely to be needed to save lives, protect property and the environment, restore essential services and critical infrastructure, and help victims and communities return to normal, when feasible, following domestic incidents. The ESFs serve as the primary operational-level mechanism to provide assistance to State, local and tribal governments or to Federal departments and agencies conducting missions of primary Federal responsibility.

**Emerging Infectious Diseases:** New or recurring infectious diseases of people, domestic animals, and/or wildlife, including identification, etiology, pathogenesis, zoonotic potential and ecological impact.

**Environment:** Natural and cultural resources and historic properties as those terms are defined in this glossary and in relevant laws.

**Environmental Response Team:** Established by EPA, the Environmental Response Team includes experts in biology, chemistry, hydrology, geology and engineering. The Environmental Response Team provides technical advice and assistance to the On-Scene Coordinator for both planning and response to discharges and release of oil and hazardous substances into the environment.

**Evacuation:** Organized, phased and supervised withdrawal, dispersal or removal of civilians from dangerous or potentially-dangerous areas, and their reception and care in safe areas.

**Facility Management:** Facility selection and acquisition, building services, information systems, communications, safety and health and physical security.

**Federal Coordinating Officer (FCO):** The Federal officer who is appointed to manage Federal resource support activities related to Stafford Act disasters and emergencies. The FCO is responsible for coordinating the timely delivery of Federal disaster assistance resources and programs to the affected State and local governments, individual victims and the private sector.

**Federal On-Scene Coordinator (FOSC or OSC):** The Federal official pre-designated by the EPA or the USCG to coordinate responses under Subpart D of the NCP or the government official designated to coordinate and direct removal actions under Subpart E of the NCP.

**First Responder:** Local and non-governmental police, fire and emergency personnel who, in the early stages of an incident, are responsible for the protection and preservation of life, property, evidence and the environment, including emergency response providers as described in Section 2 of the Homeland Security Act of 2002 (6 U.S.C. 101), as well as emergency management, public health, clinical care, public works and other skilled support personnel (such as equipment operators) who provide immediate support services during prevention, response and recovery operations. First Responders may include personnel from Federal, State, local, tribal or non-governmental organizations.

**Hazard:** Something that is potentially dangerous or harmful, often the root cause of an unwanted outcome.

**Hazard Mitigation:** A cost-effective protective measure, which attempts to reduce a potential for damage to facilities or the environment by a disaster event.

**Hazardous Material:** For the purposes of ESF #1, hazardous material is a substance or material, including an extremely hazardous substance, which has been determined by Secretary of Transportation, to be capable of posing an unreasonable risk to health, safety and property when transported in commerce and which has been so-designated (see 49 CFR 171.8). For the purposes of ESF #10 and the Oil and Hazardous Materials Incident Annex, the term is intended to mean hazardous substances, pollutants and contaminants as defined the NCP.

**Hazardous Substance:** As described by the NCP, any substance designated pursuant to section 311 (b)(2) (A) of the Clean Water Act; any element, compound, mixture, solution or substance designated pursuant to Section 102 of the Comprehensive Environmental Response, Compensation and Liability Act (CERCLA); any hazardous waste having the characteristics identified under or listed pursuant to Section 3001 of the Solid Waste Disposal Act (but not including any waste the regulation of which, under the Solid Waste Disposal Act (42 U.S.C. § 6901 et seq.) has been suspended by act of Congress); any toxic pollutant listed under section 307(a) of the Clean Water Act; hazardous air pollutant listed under section 112 of Clean Air Act (42 U.S.C. § 7521 et seq.); and any imminently hazardous chemical substance or mix with respect to which the EPA Administrator has taken action pursuant to section 7 of the Toxic Substances Control Act (15 U.S.C. § 2601 et seq.).

**Historic Property:** Any prehistoric or historic district, site, building, structure or object included in, or eligible for, inclusion in the National Register of Historic Places, including artifacts, records, and remains which are related to such district, site, building, structure, or object [16 U.S.C. § 470(w) (5)].

**Incident:** An occurrence or event, natural or human-caused that requires an emergency response to protect life or property. Incidents can, for example, include major disasters, emergencies, terrorist attacks, terrorist threats, wild land and urban fires, floods, hazardous materials spills, nuclear accidents, aircraft accidents, earthquakes, hurricanes, tornadoes, tropical storms, war-related disasters, public health and medical emergencies, and other occurrences requiring an emergency response.

**Incident Action Plan:** An oral or written plan containing general objectives reflecting the overall strategy for managing an incident. It may include the identification of operational resources and assignments. It may also include attachments that provide direction and important information for management of the incident during one or more operational periods.

**Incident Command Post (ICP):** The field location at which the primary tactical-level, on- scene incident command functions is performed. The ICP may be collocated with the incident base or other incident facilities and is normally identified by a green rotating or flashing light.

**Incident Command System (ICS):** A standardized on scene emergency management construct specifically designed to provide for the adoption of an integrated organizational structure that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, procedures, and communications operating with a common organizational structure, designed to aid in the management of resources during incidents. ICS is used for all kinds of emergencies and is applicable to small as well as large and complex incidents. ICS is used by various jurisdictions and functional agencies, both public and private, or organized field-level incident management operations.

**Incident Commander (IC):** The individual responsible for all incident activities, including the development of strategies and tactics and the ordering and release of resources. The IC has overall authority and responsibility for conducting incident operations and is responsible for the management of all incident operations at the incident site.

**Incident Management Team (IMT):** The Incident Commander and appropriate Command and General Staff personnel assigned to an incident.

**Incident Mitigation:** Actions taken during an incident designed to minimize impacts or contain the damages to property or the environment.

**Incident of National Significance:** Based on criteria established in HSPD-S (paragraph 4), an actual or potential high-impact event that requires a coordinated and effective response by and appropriate combination of Federal, State, local, tribal, nongovernmental, and/ or private-sector entities in order to save lives and minimize damage, and provide the basis for long-term community recovery and mitigation activities.

**Infrastructure:** The manmade physical systems, assets, projects, and structures, publicly and/or privately owned, that are used by or provide benefit to the public. Examples of infrastructure include utilities, bridges, levees, drinking water systems, electrical systems, communications systems, dams, sewage systems, and roads.

**Initial Actions:** The actions taken by those responders first to arrive at an incident site.

**Initial Response:** Resources initially committed to an incident.

**In-Kind Donations:** Donations other than cash (usually materials or professional services) for disaster survivors.

**Joint Field Office (JFO):** A temporary Federal facility established locally to provide a central point for Federal, State, local, and tribal executives with responsibility for incident oversight, direction, and/or assistance to effectively coordinate protection, prevention, preparedness, response, and recovery actions. The JFO will combine the traditional functions of the JOC, the FEMA DFO, and the JIC within a single Federal facility.

**Joint Information Center (JIC):** A facility established to coordinate all incident-related public information activities. It is the central point of contact for all news media at the scene of the incident. Public information officials from all participating agencies should collocate at the JIC.

**Joint Information System (JIS):** Integrates incident, information and public affairs into a cohesive organization designed to provide consistent, coordinated, timely information during a crisis or incident operations. The mission of the JIS is to provide a structure and system for developing and delivering coordinated interagency messages; developing, recommending, and executing public information plans and strategies on behalf of the IC advising the IC concerning public affairs issues that could affect a response effort; and controlling rumors and inaccurate information that could undermine public confidence in the emergency response effort.

**Joint Operations Center (JOC):** The JOC is the focal point for all Federal investigative law enforcement activities during a terrorist or potential terrorist incident or any other significant criminal incident, and is managed by the SFLEO. The JOC becomes a component of the JFO when the NRP is activated.

**Jurisdiction:** A range or sphere of authority. Public agencies have jurisdiction at an incident related to their legal responsibilities and authorities. Jurisdictional authority at an incident can be political or geographical (e.g., city, county, tribal, State, or Federal boundary lines) or functional (e.g., law enforcement, public health).

**Liaison Officer:** A member of the Command Staff responsible for coordinating with representatives from cooperating and assisting agencies.

**Local Government:** A county, municipality, city, town, township, local public authority, school district, special district, intrastate district, council of governments (regardless of whether the council of governments is incorporated as a nonprofit corporation under State law), regional or interstate government entity, or agency or instrumentality of a local government; an Indian tribe or authorized tribal organization; or a rural community, unincorporated town or village, or other public entity. (As defined in section 2(10) of the Homeland Security Act of 2002, Public Law 107-296, 116 Stat. 2135, et seq. (2002).)

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

**Material Management:** Requisitioning and sourcing (requirements processing); acquisition, asset visibility (resource tracking), receipt, storage, and handling; security and accountability; inventory, deployment, issue, and distribution; and recovery, reuse, and disposition.

**Mitigation:** Activities designed to reduce or eliminate risks to persons or property or to lessen the actual or potential effects or consequences of an incident. Mitigation measures may be implemented prior to, during, or after an incident. Mitigation measures are often developed in accordance with lessons learned from prior incidents. Mitigation involves ongoing actions to reduce exposure to, probability of, or potential loss from hazards. Measures may include zoning and building codes, floodplain buyouts, and analysis of hazard-related data to determine where it is safe to build or locate temporary facilities. Mitigation can include efforts to educate governments, businesses, and the public on measures they can take to reduce loss and injury.

**Mobilization:** The process and procedures used by all organizations-Federal, State, local, and tribal-for activating, assembling, and transporting all resources that have been requested to respond to or support an incident.

**Mobilization Center:** An off-site temporary facility at which response personnel and equipment are received from the Point of Arrival and are pre-positioned for deployment to an incident logistics base, to a local Staging Area, or directly to an incident site, as required. A mobilization center also provides temporary support services, such as food and billeting, for response personnel prior to their assignment, release, or reassignment and serves as a place to out-process following demobilization while awaiting transportation.

**Multiagency Coordination System (MACS):** The combination of personnel, facilities, equipment and procedures and communications integrated into a common system. When activated, MACS has the responsibility for coordination of assisting agency resources and support in a multi-agency or multi-jurisdictional environment. A MAC Group functions within the MACS and is the policy-level body during incidents.

**Multi-jurisdictional Incident:** An incident requiring action from multiple agencies that each have jurisdiction to manage certain aspects of an incident. In ICS, these incidents will be managed under Unified Command.

**Mutual Aid Agreement:** Written agreement between agencies, organization, and/or jurisdictions that they will assist one another on request by furnishing personnel, equipment, and/or expertise in a specified manner.

**National Disaster Medical System (NDMS):** A coordinated partnership between DHS, HHS, DOD, and the Department of Veterans Affairs established for the purpose of responding to the needs of victims of a public health emergency. NDMS provides medical response assets and the movement of patients to health care facilities where definitive medical care is received when required.

**National Incident Management System (NIMS):** A system mandated by HSPD-5 that provides a consistent, nationwide approach for Federal, State, local, and tribal governments; the private sector; and NGOs to work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents, regardless of cause, size, or complexity. To provide for interoperability and compatibility among Federal, State, local, and tribal capabilities, the NIMS includes a core set of concepts, principles, and terminology. HSPD-5 identifies these as the ICS; multiagency coordination systems; training; identification and management of resources (including systems for classifying types of resources); qualification and certification; and the collection, tracking, and reporting of incident information and incident resources.

**National Response Center:** A national communications center *for* activities related to oil and hazardous substance response actions. The National Response Center, located at DHS/USCG Headquarters in Washington, DC, receives and relays notices of oil and hazardous substances releases to the appropriate Federal OSC.

**National Response System:** Pursuant to the NCP, the mechanism for coordinating response actions by all levels of government (40 CFR § 300.21) for oil and hazardous substances spills and releases.

**National Response Team (NRT):** The NRT, comprised of the 16 Federal agencies with major environmental and public health responsibilities, is the primary vehicle for coordinating Federal agency activities under the NCP. The NRT carries out national planning and response coordination and is the head of a highly organized Federal oil and hazardous substance emergency response network. EPA serves as the NRT Chair, and DHS/USCG serves as Vice Chair.

**National Security and Emergency Preparedness (NS/EP):** Telecommunications. NS/EP telecommunications services are those used to maintain a state of readiness or to respond to and manage any event or crisis (local, national, or international) that causes or could cause injury or harm to the population or damage to or loss of property, or could degrade or threaten the NS/EP posture of the United States.

**National Special Security Event (NSSE):** A designated event that, by virtue of its political, economic, social, or religious significance may be the target of terrorism or other criminal activity.

**National Strike Force:** The National Strike Force consists of three strike teams established by DHS/USCG on the Pacific, Atlantic, and Gulf coasts. The strike teams can provide advice and technical assistance for oil and hazardous substances removal, communications support, special equipment, and services.

**Natural Resources:** Natural resources include land, fish, wildlife, domesticated animals, plants, biota, and air, water. Water means salt and fresh water, surface and ground water, including water used for drinking, irrigation, aquaculture, and recreational purposes, as well as in its capacity as fish and wildlife habitat, including coral reef ecosystems as defined in 16 U.S.C. 64501. Land means soil, surface and subsurface minerals, and other terrestrial features.

**Nongovernmental Organization (NGO):** A nonprofit entity that is based on interests of its members, individuals, or institutions and that is not created by a government, but may work cooperatively with government. Such organizations serve a public purpose, not a private benefit. Examples of NGOs include faith-based organizations and the American Red Cross.

**Nuclear Incident Response Team (NIRT):** Created by the Homeland Security Act to provide DHS with a nuclear/radiological response capability. When activated, the NIRT consists of specialized Federal response teams drawn from DOE and/or EPA. These teams may become DHS operational assets providing technical expertise and equipment when activated during a crisis or in response to a nuclear/radiological incident as part of the DHS Federal response.

**On-Scene Coordinator (OSC):** See Federal On-Scene Coordinator.

**Preparedness:** The range of deliberate, critical tasks and activities necessary to build, sustain, and improve the operational capability to prevent, protect against, respond to, and recover from domestic incidents. Preparedness is a continuous process involving efforts at all levels of government and between government and private sector and nongovernmental organizations to identify threats, determine vulnerabilities, and identify required resources.

**Prevention:** Actions taken to avoid an incident or to intervene to stop an incident from occurring. Prevention involves actions taken to protect lives and property. It involves applying intelligence and other information to a range of activities that may include such countermeasures as deterrence operations; heightened inspections; improved surveillance and security operations; investigations to determine the full nature and source of the threat; public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and, as appropriate, specific law enforcement operations aimed at deterring, preempting, interdicting, or disrupting illegal activity and apprehending potential perpetrators and bringing them to justice.

**Private Sector:** Organizations and entities that are not part of any governmental structure. This includes for-profit and not-for-profit organizations, formal and informal structures, commerce and industry, private emergency response organizations, and private voluntary organizations.

**Principal Federal Official (PFO):** The Federal official designated by the Secretary of Homeland Security to act as his/her representative locally to oversee, coordinate, and execute the Secretary's incident management responsibilities under HSPD-5 for Incidents of National Significance.

**Public Assistance Program:** The program administered by FEMA that provides supplemental Federal disaster grant assistance for debris removal and disposal, emergency protective measures, and the repair, replacement, or restoration of disaster damaged, publicly owned facilities and the facilities of certain private nonprofit organizations.

**Public Health:** Protection, safety, improvement, and interconnections of health and disease prevention among people, domestic animals and wildlife.

**Public Information Officer (PIO):** A member of the Command Staff responsible for interfacing with the public and media or with other agencies with incident-related information requirements.

**Public Works:** Work, construction, physical facilities, and services provided by governments for the benefit and use of the public.

**Radiological Emergency Response Teams (RERTs):** Teams provided by EPA's Office of Radiation and Indoor Air to support and respond to incidents or sites containing radiological hazards. These teams provide expertise in radiation monitoring, radionuclide analyses, radiation health physics, and risk assessment. RERTs can provide both mobile and fixed laboratory support during a response.

**Recovery:** The development, coordination, and execution of service and site restoration plans for impacted communities and the reconstitution of government operations and services through individual, private sector, nongovernmental, and public assistance programs that: identify needs and define resources; provide housing and promote restoration; address long term care and treatment of affected persons; implement additional measures for community restoration; incorporate mitigation measures and techniques, as feasible; evaluate the incident to identify lessons learned; and develop initiatives to mitigate the effects of future incidents.

**Resources:** Personnel and major items of equipment supplies, and facilities available or potentially available for assignment to incident operations and for which status is maintained. Resources are described by kind and type and may be used in operational support or supervisory capacities at an incident or at an EOC.

**Regional Response Teams (RRTs):** Regional counterparts to the National Response Team, the RRTs comprise regional representatives of the Federal agencies on the NRT and representatives of each State within the region. The *RRTs* serve as planning and preparedness bodies before a response, and provide coordination and advice to the Federal OSC during response actions.

**Response:** Activities that address the short-term, direct effects of an incident. Response includes immediate actions to save lives, protect property, and meet basic human needs. Response also includes the execution of emergency operations plans and of incident mitigation activities designed to limit the loss of life, personal injury, property damage, and other unfavorable outcomes. As indicated by the situation, response activities include: applying intelligence and other information to lessen the effects or consequences of an incident; increased security operations; continuing investigations into the nature and source of the threat, ongoing public health and agricultural surveillance testing processes; immunizations, isolation, or quarantine; and specific law enforcement operation aimed at preempting, interdicting, or disrupting illegal activity, and apprehending actual perpetrators and bringing them to justice.

**Situation Assessment:** The evaluation and interpretation of information gathered from a variety of sources (including weather information and forecasts, computerized models, GIS data mapping, remote sensing sources, ground surveys, etc.) that, when communicated to emergency managers and decision makers, can provide a basis for incident management decision-making.

**Special Populations:** People who feel they cannot comfortably or safely access and use standard resources offered in disaster preparedness, relief and recovery. They include, but are not limited to those who are physically or mentally disabled, blind, deaf, cognitively disabled, mobility limited, non-English speaking, geographically/culturally isolated, medically or chemically dependent, homeless, frail/elderly and children.

**State:** Any State of the United States, the District of Columbia, the Commonwealth of Puerto Rico, the U.S. Virgin Islands, Guam, American Samoa, the Commonwealth of the Northern Mariana Islands, and any possession of the United States. (As defined in section 2(14) of the Homeland Security Act of 2002, Public Law 107-296, 116 Stat. 2135, et seq. (2002).)

**Strategic:** Strategic elements of incident management are characterized by continuous, long-term, high-level planning by organizations headed by elected or other senior officials. These elements involve the adoption of long-range goals and objectives, the setting of priorities, the establishment of budgets and other fiscal decisions, policy development, and the application of measures of performance or effectiveness.

**Strategic Plan:** A plan that addresses long-term issues such as impact of weather forecasts, time-phased resource requirements, and problems such as permanent housing for displaced disaster victims, environmental pollution, and infrastructure restoration.

**Telecommunications:** The transmission, emission, or reception of voice and/or data through any medium by wire, radio, other electrical electromagnetic or optical means. Telecommunications includes all aspects of transmitting information.

**Telecommunications Service Priority (TSP) Program:** The NS/EP TSP Program is the regulatory, administrative, and operational program authorizing and providing for priority treatment (i.e., provisioning and restoration) of NS/EP telecommunications services. As such, it establishes the framework for NS/EP telecommunications service vendors to provide, restore or otherwise act on it priority basis to ensure effective NS/EP telecommunications services.

**Terrorism:** Any activity that (1) involves an act that (a) is dangerous to human life or potentially destructive of critical infrastructure or key resources; and (b) is a violation of the criminal laws of the United States or of any State or other subdivision of the United States; and (2) appears to be intended (a) to intimidate or coerce a civilian population; (b) to influence the policy of a government by intimidation or coercion; or (c) to affect the conduct of a government by mass destruction, assassination, or kidnapping.

**Threat:** An indication of possible violence, harm, or danger.

**Transportation Management:** Transportation prioritizing, ordering, sourcing, and acquisition; time-phasing plans; fleet management; and movement coordination and tracking.

**Tribe:** Any Native American Indian tribe, band, nation or other organized group or community, including any Alaskan Native Village as defined in or established pursuant to the Alaskan Native Claims Settlement Act (85 Stat. 688) [43 U.S.C.A. and 1601 et seq.], that is recognized as eligible for the special programs and services provided by the United States to Native American Indians because of their status as Indians.

**Unaffiliated Volunteer:** An individual who is not formally associated with a recognized voluntary disaster relief organization; also known as a "spontaneous" or "emergent" volunteer.

**Unified Command:** An application of ICS used when there is more than one agency with incident jurisdiction or when incidents cross-political jurisdictions. Agencies work together through the designated members of the Unified Command to establish their designated Incident Commanders at a single ICP and to establish a common set of objectives and strategies and a single Incident Action Plan.

**Uniform Disaster Situation Report (UDSR):** The damage assessment reporting form.

**United States:** The term "United States," when used in a geographic sense, means any State of the United States, the District of Columbia, the Commonwealth of Puerto Rico, the U.S. Virgin Islands, Guam, American Samoa, the Commonwealth of the Northern Mariana Islands, any possession of the United States, and any waters within the jurisdiction of the United States. (As defined in section 2(16) of the Homeland Security Act of 2002, Public Law 107-296, 116 Stat. 2135, et seq. (2002).)

**Unsolicited Goods:** Donated items offered by and/or sent to the incident area by the public, the private sector, or other source, that have not been requested by government or nonprofit disaster relief coordinators.

**Urban Search and Rescue:** Operational activities that include locating, extricating, and providing on-site medical treatment to victims trapped in collapsed structures.

**Voluntary Organizations Active in Disaster (VOAD):** A VOAD coordinates planning efforts by the many voluntary organizations responding to disaster.

**Volunteer:** Any individual accepted to perform services by an agency that has authority to accept volunteer services when the individual performs services without promise, expectation, or receipt of compensation for services performed. (See, for example, 16 USC § 742f(c) and 29 CFR § 553.101.)

**Volunteer and Donations Coordination Center:** Facility from which the Volunteer and Donations Coordination Team operates. It is best situated in or close by the State EOC for coordination purposes. Requirements may include space for a phone bank, meeting space, and space for a team of specialists to review and process offers.

**Weapon of Mass Destruction (WMD):** As defined in Title 18, U.S.C § 2332a: (1) any explosive, incendiary; or poison gas, bomb, grenade, rocket having a propellant charge of more than 4 ounces, or missile having an explosive or incendiary charge of more than one-quarter ounce, or mine or similar device; (2) any weapon that is designed or intended to cause death or serious bodily injury through the release, dissemination, or impact of toxic or poisonous chemicals or their precursors; (3) any weapon involving a disease organism; or (4) any weapon that is designed to release radiation or radioactivity at a level dangerous to human life.

**Wireless Priority Service (WPS):** WPS allows authorized NS/EP personnel to gain priority access to the next available wireless radio channel to initiate calls during an emergency when carrier channels may be congested.