

JOINT EMERGENCY RESPONSE PLAN
Cities of
NEENAH and MENASHA



November 2013

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Neenah-Menasha Joint Emergency Response Plan

--Basic Plan--

LEAD COORDINATING AGENCY: Cities of Neenah and Menasha Emergency Management

SUPPORT AGENCIES: Neenah and Menasha Police Departments
Neenah-Menasha Fire/Rescue
Neenah and Menasha Department of Public Works
Menasha Health Department
Winnebago County Public Health
Gold Cross Ambulance
Mutual Aid/Reciprocal Agreements
Winnebago County Sheriff's Office/E911 Center
Winnebago County Human Services
Oshkosh Fire Department HazMat Team
Winnebago County Highway
Volunteer Agencies (ARC, ARES etc.)
Wisconsin Emergency Management
Federal Emergency Management Agency

I. INTRODUCTION

A. **Mission**

The Cities of Neenah and Menasha Offices of Emergency Management coordinate disaster response and recovery efforts in support of the local and/or respective community. Through planning, training and exercising response agencies, volunteer organizations, the private sector and citizens are prepared to respond to and recover from disasters.

B. **Purpose**

This document is a comprehensive plan for mitigation, preparedness, response, and recovery activities occurring within or affecting the cities of Neenah and/or Menasha.

Purpose of the Neenah-Menasha Joint Emergency Response Plan (ERP) is to:

1. Facilitate the protection of lives, property and the environment in major disasters of any nature.
2. Coordinate response to disasters, assess damages, identify mitigation opportunities and implement recovery efforts.
3. Serve as a coordinating document for supporting Individual Agency Plans (IAP) (i.e., Policy and Procedures.)
4. Update plans to reflect information collected and decisions made and procedures developed in the planning process and during response and recovery operations.
5. Provide a link between the county and municipal plans.

6. Provide policy for government officials, agency managers and emergency managers during a disaster situation.
7. Conform to the provisions of the National Incident Management System (NIMS) and the National Response Plan (NRP) to ensure a coordinated and effective response when federal agencies and assets are involved.

C. Scope

This Plan considers the emergencies and disasters likely to occur in or near to the Cities of Neenah and Menasha as described in the Winnebago County Hazard Analysis and describes:

1. Functions and activities necessary to implement the four phase of emergency management – mitigation, preparedness, response and recovery.
2. Responsibilities in relation to federal disaster assistance programs under Homeland Security Presidential Directive-8 (HSPD-8), Public Law 100-97, as amended, State Statute Chapter 323 and other applicable laws, including county and local laws and ordinances.
3. Use of government, private sector and volunteer resources.

D. Organization

1. Emergency management in the Cities of Neenah and Menasha is organized as shown in Attachment 5, and operates in accordance with State Chapter 323. Under Chapter 323.01 Wis. Stats., Neenah and Menasha Emergency Management is responsible to prepare the cities to cope with emergencies resulting from enemy action and natural or man-made disasters.
2. The City of Neenah Emergency Management Director or designee activates the municipal Emergency Operations Center (EOC). This facility is located at the Neenah Police Department, 2111 Marathon Ave., Neenah. The alternate site is identified as the Menasha Public Safety Building, 430 First St. , Menasha.
3. The City of Menasha Emergency Management Director or designee activates the municipal Emergency Operations Center (EOC). This facility is located at the Menasha Public Safety Building, 430 First St., Menasha. The alternate site is identified as the Neenah Police Department, 2111 Marathon Ave, Neenah.
4. Winnebago County Emergency Management is a separate county agency located in the Winnebago County Sheriff's Office, 4311 Jackson Street, Oshkosh, and serves as an additional alternate site for either city.
5. The Mayor of each city may declare a State of Emergency using Wis. Stat. § 323.14(4)(b), subject to ratification, alteration, modification, or repeal by the Common Council of the affected city as soon as that body can meet, but the subsequent action taken by the Common Council shall not affect the prior validity of the proclamation.
6. The Neenah or Menasha Emergency Operations Center (EOC) is the primary location for coordinating the emergency response and recovery activities. Either EOC has the capability to

provide telephone communication, radio communication, and internet access, GIS mapping, audio video, and support staff.

7. Neenah and Menasha Emergency Management, through the Winnebago County 911 Center, has the ability to alert government officials, emergency management personnel, fire personnel, EMS personnel, and law enforcement personnel utilizing radio communication, tone-coded pagers, MyStateUSA, secure messaging through CAD to mobile data computers, wireless telephone and land line telephone.
8. The Neenah-Menasha Joint Emergency Response Plan (ERP) utilizes Emergency Support Functions (ESFs), consistent with the NRP, which identify sources for direct assistance, and operational support that local and county jurisdictions may need in order to implement hazard mitigation and preparedness or response and recover from an emergency or disaster. The Neenah-Menasha Joint ERP consists of:
 - a. The Basic Plan identifies policies and concepts of operations that guide each city's mitigation, preparedness, response, and recovery activities.
 - b. The ESFs describe the mission, policies, concepts of operation, and responsibilities of primary and support agencies involved in the implementation of activities.
 - c. The attachments, which describe emergency management activities and provide additional details to the Basic Plan.

II. POLICIES

A. Authorities

This plan is developed, promulgated, and maintained pursuant to state statutes and county ordinances/regulations as outlined in Attachment 2, Laws and Regulations.

The concepts and processes developed in the NIMS, mandated by Homeland Security Presidential Directive (HSPD)-5, have been incorporated in the Neenah-Menasha Joint ERP. NIMS provide 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.

B. Assignment of Responsibilities

1. This plan identifies the responsibilities of Neenah and Menasha agencies and other organizations, which are listed in Attachment 4 of this Plan.
2. ESFs establish mitigation, preparedness, 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.

C. 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, local resources and systems may become overwhelmed in the event of a major incident.

III. SITUATION AND ASSUMPTIONS

A. Emergency/Disaster Conditions and Hazards

1. The identified hazards pose a threat, significant in frequency, magnitude or both, to the lives, property and/or environment within the cities of Neenah and Menasha.
2. The consequences of disasters could include major disruptions to normal functions.

B. Planning Assumptions

1. 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 Neenah and Menasha Emergency Management Directors, in coordination with the Winnebago County Emergency Management office, are the coordinating agencies.
2. Neenah and Menasha agencies are responsible for identifying emergency management personnel, developing and updating Standing Operating Procedures (SOPs) and Individual Agency Plans (IAPs) and providing maps of the local area (Attachment 1.)
3. Emergency management in Wisconsin operates utilizing an all-hazards planning approach which includes mitigation, preparedness, response and recovery from major incidents.
4. Governments have the legal and moral duty to protect the lives, property and environment within their jurisdictions.
5. 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.
6. The county is responsible for requesting state disaster assistance for local governments. The state will request federal assistance if needed.
7. The Incident Command System (ICS) 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.

IV. CONCEPT OF OPERATIONS

A. GENERAL

Several hazards pose a threat, significant in frequency, magnitude or both, to the lives, property and/or environment in Winnebago County. These hazards include: tornadoes; downbursts and other violent storms; floods; ice storms; drought; fires; hazardous materials releases to the air, ground or water during transportation or at fixed locations, including radiological releases; aircraft crashes; civil

disturbances and terrorism. See Winnebago County 2010 Hazard Analysis. Other scenarios not readily identifiable may pose significant threats to Winnebago County as well.

Consequences of disasters could include, but are not limited to: mass casualties; disaster victims/responders psychological trauma, disruption of power, fuel, communications, water and other vital services; damage and destruction of homes, facilities, vehicles and other property; damage to infrastructure; contamination of people, food, water, property or the environment; looting and other disruption of law and order; disruption of government functions and economic and financial disruption.

Neenah and/or Menasha resources will respond first to the disaster and can quickly exhaust their resources, making outside assistance necessary. Although such assistance is provided, local elected officials still retain control over the response (s. 59, 60, 61, and 62). Outside assistance, whether from the county, state, federal government or private sector, is delivered to support the local effort. Depending on the magnitude of the disaster, federal disaster assistance may not be necessary or available for a smaller disaster.

Outlined below are the general responsibilities of county, state and federal governments as related to support to local emergency operations:

1. Local/county government.

- a. Under Chapter 323.14 the powers and duties of counties and municipalities are outlined.
- b. Local organizations or jurisdictions assign emergency or disaster 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 local/county agency, with one or more local/county agency/organization 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 WERP and serve as the mechanism through which state response assistance, is provided.
- d. In an emergency or disaster that may require state and federal assistance, local governments should communicate with each other and describe what response efforts are being conducted. Counties should provide situation reports and damage assessments to Wisconsin Emergency Management. Municipalities should make reports to their county EOC in accordance with the County Emergency Response Plan.
- e. Local/county government has primary responsibility to respond to disasters. To do this they:
 - (1) Manage the incident using their own resources and drawing additional resources from other town, municipal, county and non-governmental agencies.
 - (2) Notify State Emergency Management if State/Federal resources may be required.
 - (3) Maintain accurate records of disaster-related activities.
 - (4) Begin the damage assessment process.
 - (5) Assess the need for outside assistance.

- (6) Coordinate through the county to obtain state assistance.
 - (7) Coordinate access to the disaster area.
 - (8) Coordinate assistance in meeting the short-term needs of those affected (e.g., food, potable water, replacement medications, evacuation, shelter, etc.).
- f. Local/county government has primary responsibility to recover from disasters. To do this they:
- (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 determining how to address them.
 - f) Coordinate the evacuation and shelter of persons with special 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 federal disaster assistance and ensuring programs are administered according to guidelines.
 - (5) Coordinate assistance in meeting the short and long-term needs of those affected (e.g., food, housing, crisis counseling, etc.).

2. 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 state response in support of local jurisdictions as follows:
 - (1) Notify, through the state's 24-hour Duty Officer System, other agencies that might have primary responsibilities or that might be mobilized due to escalating response.
 - (2) Monitor events, update agencies and consult with the Governor and agencies as necessary.
 - (3) Implement SOPs.

- (4) Notify the Federal Emergency Management Agency (FEMA) of the situation and the possible need for federal assistance.
 - (5) Maintain accurate records of disaster-related activities.
 - (6) Begin the damage assessment process and as needed application process for federal disaster assistance.
 - (7) Activate the 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 (e.g., counties, states and the federal government and volunteer/non-profit agencies.).
 - (2) Implement the Memoranda of Understanding (MOU) (MOUs will be kept in the Wisconsin ERP under Attachment 8) between the American Red Cross and the:
 - State of Wisconsin
 - Wisconsin Department of Health and Family Services
 - 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 determining 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.

3. Federal Government

a. The Federal Emergency Management Agency (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 NRP 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 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 JFO.

d. Federal agencies use ESFs 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 JFO.

B. Phases of Emergency Management

1. Mitigation Activities

Mitigation is those activities, which reduce or eliminate long-term risk to people, property, environment and the economy from natural and technological hazards

2. Preparedness Activities

Preparedness activities serve to develop the response capabilities that may be needed if an emergency does occur. Planning and training are among the activities conducted in preparation of such events. Other examples include the development of warning and communication systems and mutual-aid agreements, as well as conducting exercises.

Exercises are conducted to identify deficiencies in plans and determine appropriate corrective action recommendations.

3. Response Activities

Response is the process of providing coordinated emergency services during a crisis. These activities help reduce casualties and damage and speed recovery. Response activities include activation of warning systems, implementing plans, firefighting activities, rescue operations, evacuation and sheltering, etc.

4. Recovery Activities

Recovery is both a short-term and long-term process. Short-term operations seek to restore vital and essential services to a community and provide for the individual needs of the public. Long-term recovery, on the other hand, focuses on restoring the community as a whole to a normal or near-normal state. The recovery period is a perfect opportunity to institute mitigation measures in an attempt to alleviate the effects of disasters that may occur in the future. Examples of recovery activities include the provision of shelter and food, restoration of utilities, restoration of government services, crisis counseling programs, and damage/disaster insurance, loans, and grants.

C. Levels of Activation

Local governments and other state organizations will inform WEM when disasters occur. Upon notification, the City of Neenah or Menasha will initiate a graduated program of four response levels depending on the situation. Each level of response corresponds to the activation levels in the Winnebago County Basic Plan. These levels are based on increasing levels of damage from minor to massive. 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 Chief Elected Official or designee at the time of activation.

Level 4 Pre-Activation

- Initial reports of response activity received by the local Emergency Management.
- Initial reports of scope of incident and early damage estimates.
- Situation report provided to Winnebago County EM Director.
- Situation closed or Level 3 activated.

Level 3 Activation (Minor)

- Regional Director requests a Uniform Disaster Situation Report (UDSR).
- Partial activation of the EOC begins.
 - Emergency Management
 - Operations Section
 - Public Information
 - Chief Elected Officials
- Limited State resources requested (e.g. 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
- Situation closed or escalation to Level 2.

Level 2 Activation (Moderate)

- Full activation of the EOC
 - Operations, Planning, Logistics/Finance, Information, Intelligence and Command Staff
- State ESF counterparts are activated and liaison with county for resources.
- County/Local have declared a State of Emergency and requested federal assistance.
- Situation de-escalates and short-term recovery planning begins or escalation to Level 1.

Level 1 Activation (Massive)

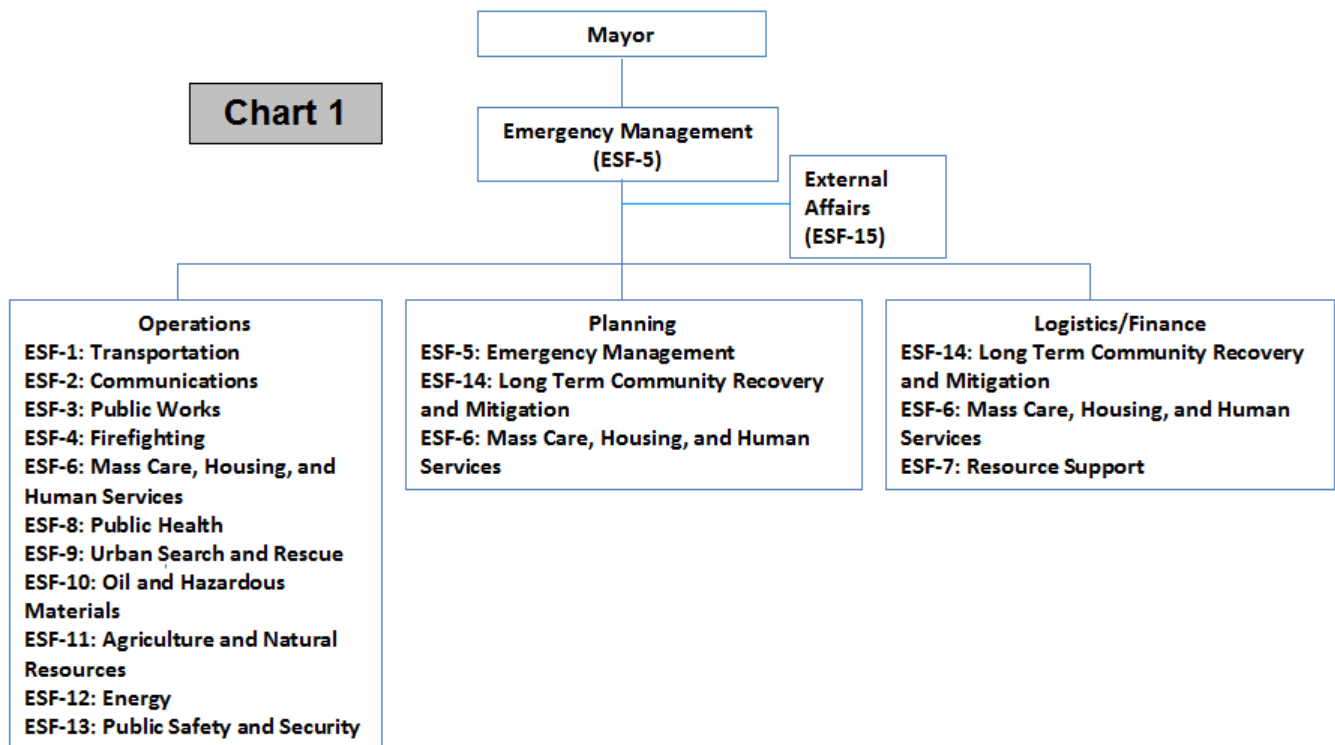
- State/Federal Declaration of State of Emergency.
- Expansion of county EOC to include state and/or federal ESF liaison.
- Deployment of State and/or Federal ESF assets.
- Prepare for long-term recovery operations.
- Begin preparation of demobilization plan for operational assets.

D. EOC Operations

During smaller emergencies, each department in Neenah or Menasha performs its specialized tasks according to their agency’s Standard Operating Procedures (SOPs). During major emergencies, however, 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 affected city’s EOC.

The following chart diagrams the Neenah and Menasha EOC organization (see Chart 1).

The EOC structure allows the utilization of the Incident Command System (ICS) concepts in each EOC during activation. An effective span of control is maintained by consolidating all of the agencies with emergency responsibilities into groups with an internal management structure, with the ESF Coordinator being responsible to the Section Chief.



V. ORGANIZATION AND RESPONSIBILITIES

The Neenah-Menasha Joint Emergency Response Plan establishes the following emergency support functions that contain the emergency assignments and responsibilities for each of the ESFs as detailed below:

ESF #1 – Transportation

The transportation function within the Cities of Neenah and Menasha emergency organization operates primarily as a coordinating group. This group insures all 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 that prevents bottleneaking and gridlock, which would prevent needed emergency assistance reaching those areas that need it.

Lead Agency – Neenah and/or Menasha DPW

Support Agencies – Neenah and/or Menasha Police Departments, Menasha Community Development, Neenah Community Development, Winnebago County Highway Department, private organizations

Scope

- Coordinate with telecommunications industry
- Maintain transportation safety
- Restore local transportation infrastructure
- Damage and impact assessment
- Movement control

ESF #2 – Communications

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 that 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 (i.e., the conceptual networks—the actual networks themselves (e.g., radio equipment, etc.) are maintained by the Communications Systems function. This includes the EAS, NOAA Weather Radio system, NAWAS and other warning systems in place throughout the state.

Lead Agency – County 911 System

Support Agencies – County Sheriff, Local and County Emergency Management, , Amateur Radio Operators, Information Technology Departments, Human Services (i.e. special populations), Private Telephone Companies

Scope

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

ESF #3 - Public Works and Engineering

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

Lead Agency – Neenah and Menasha Department of Public Works

Support Agencies –Community Development (Neenah), Assessor’s Office (Menasha), County Emergency Management, Private Utilities (Gas, Electric, etc.), Winnebago County Highway Department

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 Neenah-Menasha Fire/Rescue in fire prevention, fire detection and suppression, EMS, Haz Mat response, decontamination operations, and other fire departments.

Lead Agency – Neenah-Menasha Fire Rescue

Support Agencies – Police, Public Works, Public Health, Mutual Aid and/or MABAS fire departments, Gold Cross Ambulance, Theda Clark Regional Medical Center.

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 the response and recovery activities within the Cities of Neenah and Menasha. ESF 5 is most applicable to the county and local agencies and volunteer organizations that commonly report to the EOC during activation.

Lead Agency – Neenah and/or Menasha Emergency Management Director, Chief Elected Official

Support Agencies – Neenah and Menasha Police Departments, Winnebago County Sheriff's Department, Neenah-Menasha Fire Rescue, Neenah and Menasha Department of Public Works, Winnebago County Highway Department, Health Department, Human Services, American Red Cross

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 subdivided into the following three sub functions:

1. Shelter and Mass Care Operations

This sub-function coordinates assistance in sheltering, feeding and caring for victims of disaster, including special needs populations.

2. Disaster Victim Services

This sub function provides assistance to victims in locating relatives (and vice versa) through the Disaster Welfare Inquiry System, the restoration of mail delivery, the use of amateur radio networks to deliver essential and important communications, etc. Crisis Counseling services are also addressed within this sub-function.

3. Crisis Intervention Support (CIS)

This unit coordinates the provision of CIS to emergency workers who have worked in the tense environment of a major disaster. This includes state and local personnel.

Lead Agency – County Human Services

Support Agencies – Law Enforcement, Fire Departments, Highway Department, Public Health, Department of Public Works, Emergency Medical Services, American Red Cross, Salvation Army, ARES, VOAD Agencies

Scope

- Mass care
- Disaster housing
- Human services
- Evacuation
- Disaster Victim Services
- Crisis Counseling Services

ESF #7 – Resource Support

ESF 7 is subdivided into the following three sub functions:

1. Logistics

This sub function coordinates the actual movement of resources into areas where a need (or needs) exists. This includes the warehousing and tracking of resources, the packaging and loading and subsequent transportation of resources to affected areas, and the disposal of used and/or unused resources following a disaster.

2. Resources Management

This sub function is responsible for the acquisition of all types of resources that are identified as “needed” following a disaster. This group will make arrangements to purchase needed resources if it is determined the state 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.

3. Staging Areas

This sub function coordinates the activation and utilization of state-operated staging areas and marshaling points during emergency situations. To prevent a rapid and overwhelming influx of resources into affected areas, Staging Areas are utilized as temporary marshaling sites for collecting and gradually directing emergency resources into those areas.

Lead Agency – Mayor

Support Agencies – All Departments/Private Agencies, as needed

Scope

- Resource support (facility space, office equipment and supplies, contracting services, etc.)
- Identify logistics management
- Coordination, activation and utilization of staging areas

ESF #8 – Public Health & Medical Services

ESF 8 is divided into the following three sub functions:

1. Emergency Medical Services

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 aero-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 manning 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. Crisis Intervention Support (CIS)

This unit coordinates the provision of CIS to emergency workers who have worked in the tense environment of a major disaster. This includes state and local personnel.

Lead Agency – Menasha Health Department and County Public Health Agency

Support Agencies – Neenah-Menasha Fire Rescue, Gold Cross Ambulance, Red Cross, Salvation Army Voluntary Agencies, Theda Clark Representative

Scope

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

ESF #9 – Urban Search and Rescue

This group coordinates 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.

Lead Agency – Neenah-Menasha Fire Rescue

Support Agencies – Law Enforcement, EMS, Public Works and Engineering, Winnebago County Emergency Management, Wisconsin Emergency Management

Scope

- Life-saving assistance
- Urban search and rescue

ESF #10 – Oil and Hazardous Materials

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

Lead Agency – Neenah-Menasha Fire Rescue

Support Agencies – Oshkosh Fire Department Hazardous Materials Response Teams (Level B), DNR, WEM (Level A Assistance)

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 assessing and implementing actions associated with potential harmful effects upon the county's food and agriculture. This includes coordinating response and recovery activities of county and municipal and private agencies during an outbreak of an emergency animal disease (EAD). This group also insures that agrochemical spill response, toxic response and exotic plant pest responses occur as appropriate. During the recovery phase, the group provides information and resources to farm families and protects consumers from unfair and deceptive business practices.

Lead Agency – County UWEX

Support Agencies – DNR, FSA office, Emergency Management

Scope

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

Lead Agency – Menasha Utilities, Neenah DPW and Utilities

Support Agencies – WE Energies (gas and electric)

Scope

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

ESF #13 – Public Safety and Security

ESF 13 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 cities of Neenah and Menasha. It provides the means for providing assets in support of incident management, force and critical infrastructure protection and public safety.

Lead Agency – Neenah and/or Menasha Police Departments

Support Agencies – Winnebago County Sheriff's Office, Winnebago County Highway Department, County Emergency Management, Wisconsin State Patrol, FBI

Scope

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

ESF #14 – Long-term Community Recovery and Mitigation

ESF 14 is divided into the following two 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 Individual & Households Program, the Small Business Administration's loan programs, the administration of unemployment compensation, and various other disaster relief programs available for both Presidentially declared and non-Presidentially 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.

Lead Agency – Assessor's Office (Menasha), Community Development (Neenah)

Support Agencies – Neenah and/or Menasha DPW, Utilities

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 instructions through other means are addressed in this function.

Lead Agency – Neenah and Menasha PIO

Support Agencies – All Departments

Scope

- Emergency public information and protective action guidance
- Media and community relations
- Legislative affairs
- Tribal affairs

VI. REFERENCES

Attachment 1, County Map

Attachment 2, Laws and Regulations

Attachment 3, Supporting Operations Plans and Documents

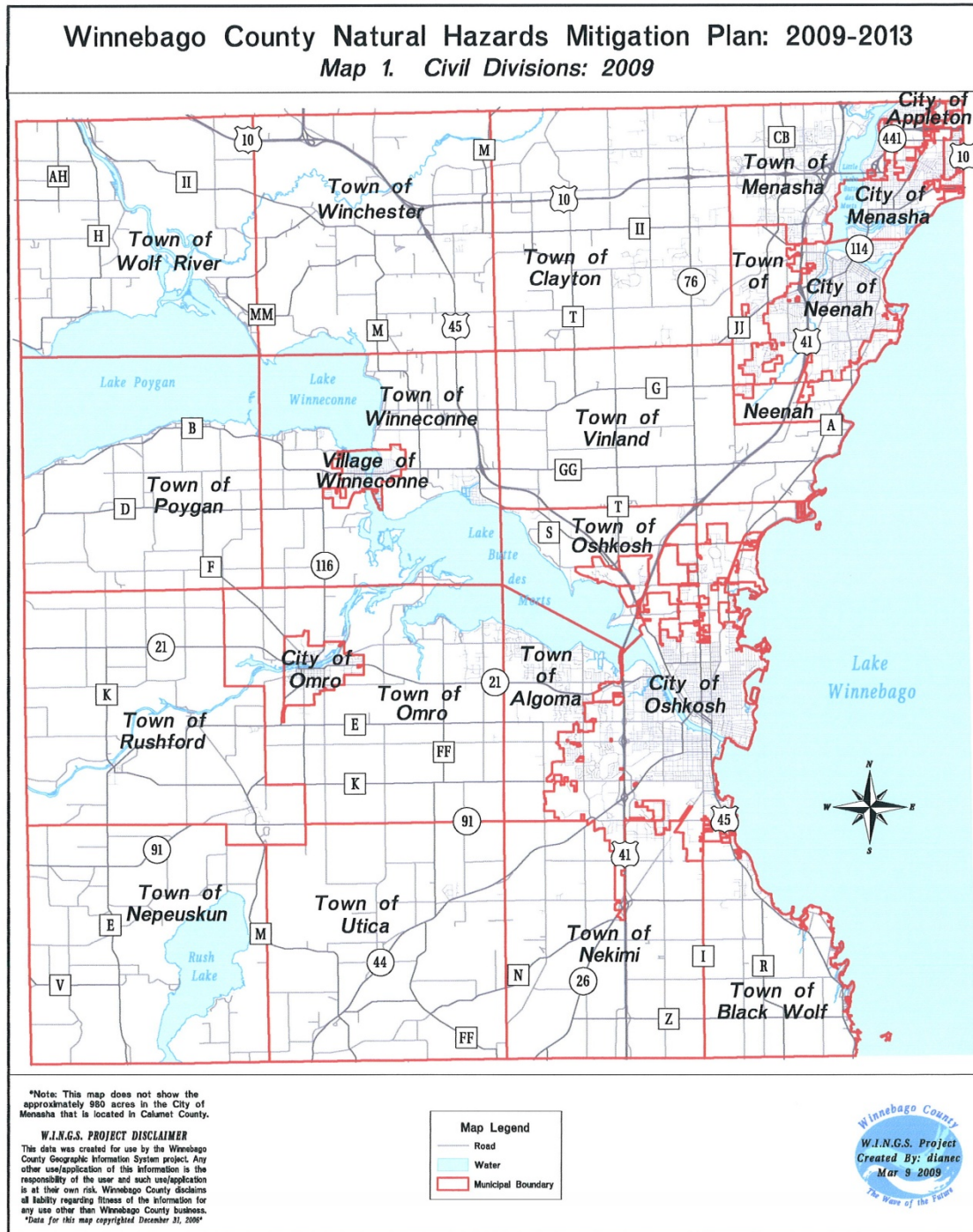
Attachment 4, Agency Responsibilities

Attachment 5, Glossary of Key Terms

Attachment 6, Distribution List

Attachment 7, Agency Approval Signature Sheet

Attachment 1 (Winnebago County Map)



STATE LEGISLATION

A. EMERGENCY MANAGEMENT

- Chapter 323 – Describes the organization, duties and powers for state and local emergency management programs.

B. DEPARTMENT OF MILITARY AFFAIRS

- Chapter 21 - Describes departmental duties.

C. 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 (e.g., hazardous substance spills, disposal of debris including animal carcasses.)

D. DEPARTMENT OF HEALTH AND FAMILY SERVICES

- Chapter 323 -- Describes agency responsibilities during Public Health Emergencies
- 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 (e.g., toxic substances, radioactive material/nuclear power plants, disease control.)

E. 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.

F. DEPARTMENT OF AGRICULTURE, TRADE & CONSUMER PROTECTION

- Chapter 93 – Describes departmental powers and duties.
- Chapter 95 – Describes the maintenance of animal health requirements (e.g., 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.

G. COUNTIES

- Chapter 59 – Describes the legal status and organization (e.g., home rule; powers of the board chairperson and vice-chair, executive, administrator and sheriff.)

H. TOWNS

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

I. VILLAGES

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

J. CITIES

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

K. GENERAL MUNICIPAL LAW

- Chapter 66 – Describes the legal status and organization (e.g., exercise of home rule, law enforcement, mutual assistance, emergency powers.)
- 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, 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.

FEDERAL LEGISLATION

The documents listed in Parts A, B and C is located in the State EOC.

A. 44 CFR Chapter 1 (Emergency Management and Assistance)

Outlines the organization, power 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.)

B. Disaster Relief and Emergency Assistance Act (Stafford Act.) (PL 100-707)

Limits the qualifying events for disaster assistance to natural catastrophes and established provisions for cost sharing by state and local governments.

C. Disaster Mitigation Act of 2000 (PL 106-390)

Amends the Robert T. Stafford Disaster Relief and Emergency Assistance Act to authorize a program for pre-disaster mitigation, to streamline the administration of disaster relief, to control the federal costs of disaster assistance and for other purposes.

D. 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 establishes emergency planning and notification requirements to protect the public in the event of a release of an extremely hazardous substance.

E. Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA), 42 USC 9601-9675

Protects the public health and environment by facilitating cleanup of environmental contamination and imposing costs on parties responsible for the pollution.

F. 10 CFR 50.47

Requires the establishment of state and local plans and preparedness for coping with effects of radiological emergencies as part of the nuclear power plant license.

Attachment 3 (Supporting Operations Plans and Documents)

Plan Name	Responsible Agency(s)
County Plans	
Winnebago County Emergency Operations	Winnebago County Emergency Management
Winnebago County Hazard Analysis	Winnebago County Emergency Management
Winnebago County Hazard Mitigation Plan	Winnebago County Emergency Management
Winnebago County Ingestion Plan	Kewaunee/Point Beach Nuclear Power
Winnebago County Farm Plan	Winnebago County Emergency Management
HAZMAT	Oshkosh Fire Department
	Winnebago County Emergency Management
State Plan	
State Emergency Operations Plan	Wisconsin Emergency Management
Federal Plan	
Federal Response Plan	Federal Emergency Management Agency

Attachment 4 (Agency Responsibilities)

EMERGENCY SUPPORT FUNCTIONS PARTICIPATING AGENCY RESPONSIBILITIES MATRIX

COUNTY AGENCIES	P = Primary Agency S = Supporting Agency														
	1 - TRANSPORTATION	2 - COMMUNICATIONS	3 - PUBLIC WORKS & ENGINEERING	4 - FIREFIGHTING	5 - EMERGENCY MANAGEMENT	6 - MASS CARE, HOUSING & HUMAN SERVICES	7 - RESOURCE SUPPORT	8 - HEALTH & MEDICAL SERVICES	9 - URBAN SEARCH & RESCUE	10 - OIL & HAZARDOUS MATERIALS	11 - AGRICULTURE & NATURAL RESOURCES	12 - ENERGY	13 - PUBLIC SAFETY & SECURITY	14 - LONG-TERM COMMUNITY RECOVERY AND MITIGATION	15 - EXTERNAL AFFAIRS
Department of Public Works.	P		P	S	S	S			S			P	S		
Police Department	S	S		S	S	S			S				P		S
Emergency Management	S	S	S		P		P	S			S		S	P	P
Health Dept.				S	S	S		P						S	S
EMS Service	S					S		S	S						
County Human Services	S	S			S	P		S						S	S
County Social Services															
County Coroner															
Elected Officials					S										
County 911 Center		P													S
OFD HazMat Team				S						S					
County Zoning Dept.			S												
County Extension/Forestry/Parks											P				
Fire Depts.				P	S	S			P	P					
Wis. DNR										S	S				
Wis. Emergency Management										S			S		
American Red Cross					S	S									
Salvation Army						S									
ARES-VOAD Agencies						S		S						S	
Hospitals								S							
Private Gas, Electric Companies			S									S			
Private Telephone Companies		S													
All County Municipal Private Dept.							S								

Definitions and Acronyms

EOC- Emergency Operating Center.

OIC- Officer in Charge

EOC Alert Activation Partial/Full

The Neenah or Menasha EM Director is responsible for notifying the Emergency Management Director of any emergency situation that may require the partial or full activation of the County EOC.

The Mayor or the Chief Elected Official and the Emergency Management Director or a designee will determine the level or operation needed to cope with the emergency.

The chief elected official will be briefed on the incident and EOC staffing levels will be determined.

EOC Operations

EOC Setup: The Emergency Management Director shall coordinate the setup of the EOC. EOC participants will be responsible for setting up radio and phone communications within the EOC.

EOC Staffing: Staffing levels will be determined by the OIC in cooperation with the Emergency Management Director and the Mayor.

EOC Security: The Neenah or Menasha Police Department will coordinate and be responsible for the security of the EOC.

EOC Command: The OIC of the EOC is the chief elected official for the county or a designee. The OIC shall coordinate the activities of the EOC.

Information Handling: Information received in the EOC shall be recorded in writing along with activities performed by the EOC.

Message Control: Information received in the 911 Center will be put in writing, copied and delivered to the EOC.

Public Information: Public information shall be coordinated through the Public Information Officer and the Officer in Charge of the EOC.

Long Term Operation: Kitchen facilities may be made available through the jail, or an outside agency contracted. Sleeping facilities may be prepared at different location of the Law Enforcement Center if needed.

Damage Assessment: The Emergency Management Director is responsible for receiving damage assessment through the use of damage assessors, fire departments, law enforcement, DNR, amateur radio operators, and other resources that may be available.

Additional Assistance Available: The following agencies may be requested to provide additional assistance with the operation of the EOC:

- **Wisconsin Emergency Management:** Emergency Management Assistance.
- **Locally Elected Officials:** Affected jurisdictions.
- **American Red Cross:** Sheltering, food service, victim and emergency personnel.
- **Salvation Army:** Food service, both victims and emergency personnel.
- **Department of Natural Resources:** Environmental related issues.
- **Any Additional Needed Resources as Identified**

EOC Deactivation

The EOC will be deactivated when the IOC determines that the threat to lives and property has been mitigated. This may include a transition from a full activation to a partial activation to a complete deactivation.

Attachment 5 (Glossary of Key Terms)

For the purposes of the Winnebago County ERP, the following terms and definitions apply:

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 that has been delegated 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.

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 that 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 the Incident 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. 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 restore and revitalize the socioeconomic and physical structure of a community.

Consequence Management: Predominantly an emergency management function and included measures to protect public health and safety, restore 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 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 prehistoric structures, archeological sites, cultural, landscapes, and museum collections.

Cyber: Pertaining to computers and their support systems, such as servers, routers, and switches that 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.

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 (e.g., fire, law enforcement, and medical services), by jurisdiction (e.g., Federal, State, regional, county, city, 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 that 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.

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 Terminology:

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.

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

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 predestinated 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.

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.

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 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.

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.

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.

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, radio nuclide analyses, radiation health physics, and risk assessment. RERTs can provide both mobile and fixed laboratory support during a response.

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.

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.

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.

First Responder: Local and nongovernmental 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 nongovernmental organizations.

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

Hazard Mitigation: Any cost-effective measure, which will reduce the potential for damage to a facility from disaster event.

Hazardous Material: For the purposes of ESF #1, hazardous material is a substance or material, include a hazardous substance, that has been determined by Secretary of Transportation to be capable of posing a 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 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 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.

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.

Materiel 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.

Multi-agency 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. (as defined by NWCG National Training Curriculum)

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 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; multi-agency 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.

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 charity organizations and the American Red Cross.

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. Includes for-profit and not-for-profit organizations, formal and informal structures, commerce and industry, private emergency response organizations, and private voluntary organizations.

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.

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.

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.

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 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 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.

Attachment 6 (Emergency Response Plan Distribution List)

City of Menasha Departments

Emergency Management Director
Menasha Police Department
Menasha Department of Public Works
Menasha Health Department
Menasha Information Systems
Menasha City Attorney
Menasha Parks Department
Menasha Mayor
Menasha City Council
Menasha Community Development Department
Menasha Finance Department
Menasha City Clerk
Menasha HR Department

City of Neenah Departments

Emergency Management Director
Neenah Police Department
Neenah Department of Public Works
Neenah Information Systems
Neenah City Attorney
Neenah Parks Department
Neenah Mayor
Neenah City Council
Neenah Community Development Department
Neenah Finance Department
Neenah City Clerk
Neenah HR Department

County Agencies

Winnebago County Emergency Management Office
Winnebago County Department of Human Services
Winnebago County Health Department

Emergency Medical Services

Gold Cross Ambulance

Other


Theda Clark Hospital

Volunteer Agencies

American Red Cross

Attachment 7 (Agency Approval Signature Sheet)

The undersigned have hereby reviewed and approved the Basic Plan of the Neenah-Menasha Joint Emergency Response Plan.



Menasha Mayor

1 NOVEMBER 2013
Date



Neenah Mayor

11-1-13
Date



Menasha Emergency Management Director

11-1-13
Date



Neenah Emergency Management Director

11-1-13
Date