

## **BASIC PLAN**

### **I. PURPOSE**

#### **A. Purpose of the County Emergency Operations Plan (EOP):**

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. Describe the county's relationship in support of local units of governments during response and recovery.
4. Serve as a coordinating document for supporting Internal Agency Plans (IAP) (i.e., Policy and Procedures.)
5. Reflect information collected, decisions made and procedures developed in the planning process and during response.
6. Provide a link between the county and municipal plans.

#### **B. Purpose of the Basic Plan:**

1. Provide a general overview for county and municipal emergency response personnel during response to disasters.

### **II. SITUATION AND ASSUMPTIONS**

**A.** 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 County Emergency Management office is the coordinating agency.

**B.** Hazard specific planning documents may need to be used in conjunction with the EOP. These documents are listed in Attachment 2, Supporting Operations Plans and Documents.

**C.** County agencies are responsible for identifying emergency management personnel, developing and updating Standing Operating Procedures (SOPs and IAPs) and providing maps of the county (Attachment 1.)

**D.** Emergency Management in Wisconsin operates utilizing an all-hazards planning approach which includes mitigation, preparedness, response and recovery from major incidents.

**E.** Several hazards pose a threat, significant in frequency, magnitude or both, to the lives, property and/or environment in the County. These hazards include: tornadoes; downbursts and other violent storms; floods; ice storms; drought;

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fires; hazardous materials releases to the air, ground or water during transportation or at fixed locations, aircraft crashes; civil disturbances and terrorism. Other scenarios not readily identifiable may pose significant threats to the county as well.

- F.** Consequences of disasters could include, but are not limited to: mass casualties; 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.
- G.** Governments have the legal and moral duty to protect the lives, property and environment within their jurisdictions.
- H.** 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 (s. 59.) Outside assistance, whether from another county, state, federal government or private sector, is delivered to support the local effort. Attachment 9 provides a listing of existing Mutual Aid Agreements in Portage County.
- I.** The county is responsible for requesting state disaster assistance for local governments. The state will request federal assistance if needed.
- J.** An Incident Command System (ICS) will be used in disaster response. See Attachment 8. 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.

## **III. CONCEPT OF OPERATIONS**

This plan does not require formal activation. However, elements of the plan may be implemented based upon the nature and severity of the incident or event.

### **Response**

- 1. County government has primary responsibility for supporting the response activities of local units of government by:
  - a. Providing initial response resources and draw additional resources (i.e., mutual aid agreements) from within and outside the county when local/county resources are exhausted (s. 323.15 (1)(b) and 323.15(4), Wis.Stats.)
  - b. Notifying the state of the incident where statutes require and

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- request assistance as needed.
  - c. Providing a line of succession of key government officials.
  - d. Maintaining accurate records of disaster-related activities and expenses.
  - e. Compiling damage assessment figures reported by damage assessment teams and local units of government.
2. State government provides support upon county request in disaster response by:
- a. Activating the State Emergency Operations Center (EOC) when necessary.
  - b. Supplementing resources when they are exhausted or need specialized services not available. Services may be provided by private contractors or through various mutual aid agreements.
  - c. Keeping informed and maintaining accurate records of disaster-related activities and expenses.
  - d. Compiling information collected through the damage assessment process and requesting assistance from appropriate federal agencies.
  - e. Requesting National Guard support. See attachment10.
3. Federal government provides support upon state request in disaster response by:
- a. Providing assistance through the Federal Response Plan.
  - b. Providing disaster assistance under the Stafford Act and other federal authorities.

### **Recovery**

1. County government priorities for recovery may include but are not limited to:
- a. Determining with local units of government, recovery priorities and implementation strategies such as:
    - 1) Restoring essential services to the community.

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- 2) Assigning personnel, obtaining additional assistance and managing volunteers and donated resources.
  - 3) Coordinating access to the disaster area.
  - 4) Coordinating restoration activities (i.e., re-entry.)
  - 5) Identifying short- and long-term health/mental health impacts and determining how to address them.
  - 6) Identifying and implementing mitigation opportunities where feasible.
  - 7) Addressing the long-term economic impacts of the disaster.
- b. Continuing with the damage assessment process.
  - c. Assisting local units of government with submitting disaster assistance applications.
2. State government priorities for recovery include but are not limited to:
- a. Supporting county restoration activities by providing basic guidance, conflict resolution, providing specialized resources and requesting additional resources from federal government/private contractors.
  - b. Assisting the local/county government with the damage assessment process.
  - c. Supporting the county government with identifying and addressing short- and long-term impacts (e.g., health, mental health, mitigation and economic.)
  - d. Coordinating with the federal government to deliver disaster assistance under the Stafford Act and other federal authorities.
3. Federal government priorities for recovery include but are not limited to:
- a. Coordinating federal assistance under the Stafford Act and other federal authorities.
  - b. Providing specialized resources not previously available in accordance with state policy through the Emergency Support Function (ESF) of the Federal Response Framework.

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- c. Supporting county/local and state long-term recovery efforts.

### IV. **ORGANIZATION OF EMERGENCY OPERATIONS PLAN**

The County EOP establishes the following annexes that contain the emergency assignments and responsibilities for each of the functional annexes as detailed below:

During the recovery phase, all agencies are expected to support continuing operations with equipment and staff.

1. **Annex A (Direction and Control): Lead Agency:** Elected and appointed Officials **Supporting Agencies:** Law Enforcement, Fire, EMS, Public Health, Human Services, Public Works, Coroner, Corporation Counsel, UW Extension and other support agencies.

#### **Response**

- a. Alert and communicate the incident information to the appropriate agencies and levels of government. Declarations of Emergency will be made in accordance with local ordinances and ss 323.11 Wis. Statutes. Adjacent local governments and one level up will be notified.
- b. Assess the incident (See Annex L Attachment 4, *State of Wisconsin Guidelines for Assessing and Documenting Disaster Damage.*)
- c. Provide capabilities and procedures using ICS for the command and coordination of multi-agency, multi-jurisdictional operations including continuity of government.
- d. Activate the county EOC and/or other necessary emergency coordinating facilities.
- e. Request mutual aid or state agency support for response, protective actions and public information activities.
- f. Implement emergency protective actions (e.g. evacuation, curfew).
- g. Release appropriate public information.

#### **Recovery**

- a. Develop and implement a recovery plan.
- b. Assist with the dispersal of state and federal disaster relief resources.

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2. **Annex B (Communications and Warning): Lead Agency:** Portage County Sheriff's Dept. and City of Stevens Point Police Dept. **Supporting Agencies:** All emergency response agencies as necessary.

### Response

- a. Provide county-wide, redundant 24-hour communications and warning capabilities and procedures.
- b. Receive and disseminate reports and warnings of incidents to the public and emergency response personnel.
- c. Disseminate and initiate warnings.
- d. Support the Direction and Control function by linking agencies, jurisdictions, field sites and command facilities.

3. **Annex C (Resource Coordination): Lead Agency:** County Emergency Management **Supporting Agencies:** All emergency response agencies and all volunteer agencies and groups as needed.

### Response

- a. Identify and coordinate public and donated resources (i.e., personnel, facilities, equipment, supplies) in support of local operations.
- b. Track resources used during operations.
- c. Coordinate volunteer agency activities.

### Recovery

- a. Identify and release resources from service when no longer needed.
- b. Coordinate returning to pre-disaster status and replenish resources.

4. **Annex D (Law Enforcement): Lead Agency:** Portage County Sheriff's Department **Supporting Agencies:** City of Stevens Point Police Dept, Village of Plover Police Dept. UWSP Protective Services.

### Response

- a. Assist local law enforcement with maintaining security and control access to the site of the disaster, EOCs and other facilities. Assist with controlling traffic and crowds.

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- b. Coordinate with local agencies for the establishment of a perimeter around the evacuated area and a pass system for emergency response personnel and resources.
- c. Coordinate with local law enforcement to conduct warning, evacuations, search and rescue, identification of victims and shelter operations.
- d. Obtain special resources and services (e.g., bomb squad, Civil Support Team, hostage negotiators, laboratory facilities). (See Annex D and attachments).

### Recovery

- a. Coordinate re-entry activities with local law enforcement.
- b. Demobilize and return resources to a state of readiness.

5. **Annex E (Evacuation and Shelter): Lead Agency:** Health and Human Services, **Supporting Agencies:** Law Enforcement and Fire agencies, Public Information Officer, American Red Cross, Salvation Army and other Volunteer agencies & groups as necessary.

### Response

- a. Assess the incident and the need to evacuate or shelter in-place.
- b. Coordinate with law enforcement to implement procedures for public warning, traffic re-routing, evacuation and shelter operations.
- c. Coordinate with the Human Services (Annex F) function with evacuating and sheltering persons with special needs as necessary.
- d. Identify and request special resources needed for evacuation and sheltering operations.
- e. Disseminate public information announcements and warnings regarding evacuation and sheltering, including pet and livestock issues.
- f. Coordinate the activities of volunteer agencies regarding evacuation and shelter functions (e.g., mass feeding, shelter operations.)

### Recovery

- a. Determine the appropriateness of re-entry and implement re-entry

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activities.

- b. Address long-term housing needs.

- 6. **Annex F (Human Services): Lead Agency:** Health & Human Services  
**Supporting Agencies:** American Red Cross, Salvation Army and other volunteer agencies and groups as necessary.

### Response

- a. Identify and address the requirements of all individuals involved including those with special needs. Emergency plans that address special populations and service animals will be located in Annex F.
- b. Register victims and families during shelter operations and make lists available to county emergency management upon request.
- c. Provide essential human services, including financial aid, to those impacted by the disaster
- d. Implement appropriate mental health programs (e.g., crisis counseling, post-incident stress debriefings, Critical Incident Stress Management) to address the short- and long-term needs of victims and responders.
- e. Coordinate the activities of volunteer agencies regarding evacuation, shelter (See Annex E) and human services functions (e.g., emergency financial aid, mental health support.)

### Recovery

- a. Assist with identifying and implementing appropriate protective actions and studies to address the long-term health effects.

- 7. **Annex G (Public Works and Engineering): Lead Agency:** County Highway Department  
**Supporting Agencies:** City, town, and village public works agencies as necessary.

### Response

- a. Assess and report the damage to infrastructure.
- b. Coordinate the restoration and maintenance of essential services (i.e., electricity, fuel, water, gas, sewage disposal) to the affected area.
- c. Clear or barricade roads, repair water and sewer systems and provide potable water supply as needed.

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- d. Coordinate with Wisconsin Department of Natural Resources for debris removal and disposal.
- e. Procure services from mutual aid and private contractors and coordinate their operations with the county public works department, the Incident Commander and the EOC.

8. **Annex H (Health, EMS Medical and Mortuary): Lead Agencies:** Public Health, EMS, and Coroner **Supporting Agencies:** First Responders and other agencies as appropriate.

### Response

- a. Provide emergency and non-emergency medical treatment, including mortuary services, to victims.
- b. Coordinate with Human Services (Annex F) the recording and registration of victims.
- c. Procure medical/health equipment and personnel from mutual aid resources as needed.
- d. Ensure that adequate sanitary facilities are provided in emergency shelters and for response personnel.
- e. Request advice and assistance regarding hazardous chemicals, infectious disease and animal health issues. (See Annex H, Attachment 2, Emergency Animal Disease Plan).
- f. Coordinate with the Wisconsin Department of Health and Family Services.
- g. Issue health and medical advisories to the public.
- h. Isolate, decontaminate and treat victims of hazardous chemicals or infectious disease.
- i. Coordinate the activities of volunteer agencies regarding public health functions (e.g., first aid, vaccination.)

### Recovery

- a. Identify and implement appropriate protective actions and studies to address the long-term health effects.

9. **Annex I (Radiological Protection): Lead Agency:** Fire Departments

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and Hazardous Materials Response Team **Supporting Agencies:** All emergency response agencies as appropriate.

### Response

- a. Set up a perimeter around the facility or spill and enact an access control system.
- b. Report the incident to the WEM Duty Officer or the Department of Health and Family Services – Radiation Protection Section (DHFS/RPS.)
- c. Document all personnel who might have been exposed to radiation or radioactive contamination.
- d. Collect shipping papers and contact facilities' representatives for more information regarding material involved and relate to WI DHFS/RPS.
- e. Provide emergency, lifesaving care to victim(s).

10. **Annex J (Public Information): Lead Agency:** County Corporation Counsel **Supporting Agencies:** All agencies as needed and necessary and all media resources.

### Response

- a. Convene emergency public information staff, coordinate information between officials and the news media and implement rumor control.
- b. Obtain information and when authorized, release information to the news media thru the proper channels (e.g., local media, EAS, newspapers.)
- c. Establish and maintain a joint public information center to ensure coordinated public information during emergency operations.
- d. Disseminate instructions to the public regarding protective action recommendations.
- e. Provide consumer protection information to the public.
- f. Assess the public affairs implications and support public officials with the dissemination of emergency protective actions.

11. **Annex K (Fire and Rescue): Lead Agency:** Stevens Point Fire Department **Supporting Agencies:** All fire departments as necessary.

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### Response

- a. Initiate and participate in the ICS (See Annex A, Direction and Control).
- b. Mobilize and coordinate county resources to assist local fire departments.
- c. Support local hazardous materials response team with monitoring (e.g. chemical, radiological) and response.
- d. Provide advice and assistance regarding fire, search and rescue issues.
- e. Assist with decontamination operations as requested by the local Hazardous Materials Team.
- f. Assist the Incident Commander with requesting and coordinating the Regional Hazardous Materials Team if needed.

12. **Annex L (Disaster Assessment): Lead Agency:** County Emergency Management Director **Supporting Agencies:** All County, City, Town response and support departments and agencies as necessary.

### Response

- a. Activate the county disaster assessment teams or process.
- b. Report the extent of involvement, estimate damages and gather information regarding the disaster's impact on the public and private sectors.
- c. Submit Uniform Disaster Situation Report (UDSR) to WEM within 24 hours and update as needed.
- d. Receive and disseminate information to decision makers to prioritize recovery efforts and determine the need for state or federal assistance.

### Recovery

- a. Assist with the Preliminary Damage Assessment and disaster declaration processes as requested.

## V. PLAN DEVELOPMENT AND MAINTENANCE

## **BASIC PLAN**

The County Emergency Management Agency is the lead agency and has the overall authority and responsibility for the development and maintenance of the County Emergency Operations Plan in accordance with Wisconsin Statutes, Chapter 323.

This plan should be developed and maintained to be compatible with the State Emergency Response Plan. Organizations participating in the execution of this plan are identified in **Attachment 4**, Agency Responsibilities. The organizations are responsible for maintaining current notification rosters, SOP's and checklists to carry out their assigned roles.

The plan will be reviewed, updated and distributed by the Emergency Management Director annually. The update will include 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 Department Leaders will sign and date the County EOP to certify completeness, currency and accuracy.

Revisions to the plan are distributed by the Emergency Management Director to all parties that hold copies of the plan. They acknowledge receipt of the revised plan by returning the signature page to the Emergency Management Director.

Copies of the County EOP shall be distributed to all plan holders, affected county agencies, local governments, volunteer organizations and WEM. (See **Attachment 4** for a distribution list for the County EOP).

## **VI. EXERCISE PROGRAM MANAGEMENT**

The purpose of an exercise program is to effectively test emergency response plans and capture specific lessons learned through exercises and real life events. Well designed and well executed exercises are the most effective means of assessing and validating policies, plans, procedures, training, equipment, and interagency agreements; clarifying roles and responsibilities; identifying gaps in resources; measuring performance; and identifying opportunities for improvement. The Portage County Emergency Operations Plan, or portions thereof, will be exercised on a regular basis.

Portage County uses the Homeland Security Exercise and Evaluation Program (HSEEP). HSEEP provides a common exercise policy and program guidance that constitutes a national standard for exercises. HSEEP includes consistent terminology that can be used by all exercise planners, regardless of the nature and composition of their sponsoring agency or organization. The program also provides tools to help exercise managers plan, conduct, and evaluate exercises to improve overall preparedness. HSEEP reflects lessons learned and best

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practices and is adapted to the full spectrum of hazardous scenarios and incidents (e.g., natural disasters, terrorism, technological disasters). The program integrates language and concepts from the National Response Framework, the National Incident Management System (NIMS), the National Preparedness Goal, the Universal Task List (UTL), the Target Capabilities List (TCL), existing exercise programs, and prevention and response protocols from all levels of government.