



ST. JOSEPH COUNTY

**COMPREHENSIVE
EMERGENCY MANAGEMENT
PLAN**

Terrorism Element

September 9th, 2003

Table of Contents

St. Joseph County Comprehensive Emergency Management Plan Overview

- Terrorism Element General Outline..... 1
- Definitions Related to Terrorism 2
- Introduction..... 6
- Purpose..... 6
- Scope..... 6
- Situation 7
 - Description of the Hazard 7
 - Vulnerability to a Terrorist Attack..... 7
 - Potential For a Terrorist Attack 8
 - Summation of Risk 9
- Planning Assumptions 10
- Concept of Operations 12
- General Duties and Responsibilities 13
 - Transportation Emergency Support Function..... 14
 - Communications and Warning Emergency Support Function 14
 - Public Works Engineering Emergency Support Function 14
 - Firefighting Emergency Support Function 14
 - Information and Planning Emergency Support Function 15
 - Shelter and Mass Care Emergency Support Function 15
 - Resource Support Emergency Support Function..... 15
 - Health and Medical Emergency Support Function..... 16
 - Search and Rescue Emergency Support Function 16
 - Hazardous Materials Emergency Support Function 16
 - Food and Water Emergency Support Function..... 17
 - Energy Emergency Support Function..... 17
 - Evacuation Emergency Support Function 17
 - Donations and Volunteers Emergency Support Function..... 17
 - Law Enforcement Emergency Support Function..... 18
 - Animal Health Emergency Support Function..... 18
 - Public Information Emergency Support Function 18
 - Damage Assessment Emergency Support Function 18
- Primary Coordinating Agency Matrix 19
- Emergency Support Function Tasking Checklists for a Terrorism Incident 21
- Public Information Emergency Support Function 22
 - Mitigation..... 23
 - Preparedness 24
 - Response 26
 - Recovery 28
- Operations Section 29
 - Communications and Warning Emergency Support Function 30
 - Mitigation..... 31
 - Preparedness 32
 - Response 34

Recovery	36
Information and Planning Emergency Support Function	37
Mitigation.....	38
Preparedness	38
Response	40
Recovery	40
Resource Support Emergency Support Function.....	42
Mitigation.....	43
Preparedness	44
Response	45
Recovery	47
Emergency Services Section.....	48
Firefighting Emergency Support Function	49
Mitigation.....	50
Preparedness	50
Response	52
Recovery	53
Health and Medical Emergency Support Function.....	55
Mitigation.....	56
Preparedness	58
Response	63
Recovery	69
Search and Rescue Emergency Support Function	71
Mitigation.....	72
Preparedness	73
Response	74
Recovery	76
Hazardous Materials Emergency Support Function	78
Mitigation.....	79
Preparedness	80
Response	80
Recovery	81
Law Enforcement Emergency Support Function.....	83
Mitigation.....	84
Preparedness	85
Response	87
Recovery	91
Human Support Section	93
Shelter and Mass Care Emergency Support Function	94
Mitigation.....	95
Preparedness	96
Response	99
Recovery	102
Food and Water Emergency Support Function.....	103
Mitigation.....	104
Preparedness	105

Response	108
Recovery	110
Animal Health Emergency Support Function.....	112
Mitigation.....	113
Preparedness	113
Response	115
Recovery	116
Donations and Volunteers Emergency Support Function.....	117
Mitigation.....	118
Preparedness	118
Response	120
Recovery	121
Evacuation Emergency Support Function	123
Mitigation.....	124
Preparedness	125
Response	126
Recovery	128
Infrastructure Support Section	130
Transportation Emergency Support Function.....	131
Mitigation.....	132
Preparedness	133
Response	137
Recovery	140
Public Works and Engineering Emergency Support Function	143
Mitigation.....	144
Preparedness	145
Response	146
Recovery	149
Energy Emergency Support Function.....	151
Mitigation.....	152
Preparedness	153
Response	155
Recovery	158
Damage Assessment Emergency Support Function	161
Mitigation.....	162
Preparedness	162
Response	164
Recovery	165

**St. Joseph County
Comprehensive Emergency Management Plan
Terrorism Element
General Outline**

Definitions Related to Terrorism

Introduction

Purpose

Scope

Situation

- Description of the Hazard
- Vulnerability to a Terrorist Attack
- Potential for a Terrorist Attack
- Summation of Risk

Planning Assumptions

Concept of Operations

General Duties & Responsibilities

- Emergency Support Function Matrix

Emergency Support Function Tasking Checklists

- Mitigation
- Preparedness
- Response
- Recovery

St. Joseph County Comprehensive Emergency Management Plan Terrorism Element

Definitions Related to Terrorism

Biological agents – Microorganisms or toxins from living organisms that have infectious or noninfectious properties that produce lethal or serious effects in plants and animals.

Chemical agents – Solids, liquids, or gases that have chemical properties that produce lethal or serious effects in plants and animals.

Classification of a Terrorist Threat – The following four levels of classification have been defined by the Federal Bureau of Investigation. Upon receipt of a threat by phone or other means, the Bureau would be contacted and given all known information; subsequently, they would research the matter and issue a “Classification Level” based on what is known about the group making the threat and/or the conditions surrounding the receipt of the threat. Emergency management agencies should activate their emergency management system to the extent that the Federal Bureau of Investigation classification will give rise to the severity of the threat or action expected from the terrorist group.

- **Level 4 – Minimal Threat** – Received threats do not warrant actions beyond normal liaison notification or placing assets on heightened alert.
- **Level 3 – Potential Threat** – Intelligence or an articulated threat indicates a potential for a terrorist incident. However, this threat has not yet been assessed as credible, and threat assessment is continued to completion.
- **Level 2 – Credible Threat** – A threat assessment indicates that the potential threat is credible and confirms the involvement of a weapon of mass destruction in the developing terrorist incident. The Federal crisis management response will focus on law enforcement actions taken in the interest of public safety and is predominately concerned with preventing and resolving the threat. The Federal consequence management response will focus on contingency planning and pre-positioning of suitable resources as required.
- **Level 1 – Weapon of Mass Destruction Incident** – It is known that a weapon of mass destruction incident has occurred which requires an immediate process to identify, acquire, and plan the use of Federal resources to augment State and local authorities in response to limited or major consequences.

The classification may be upgraded or downgraded by the Federal Bureau of Investigation at any time, when warranted by conditions.

Comprehensive Emergency Management Plans – The documentation of a planning process at the State and County level that establishes policies and procedures needed to

prepare for, respond to, recover from, and mitigate the impacts of all types of natural, technological, and criminal/hostile disasters.

Consequence Management – 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.

Crisis Management – Measures to identify, acquire and plan the use of resources needed to anticipate, prevent, or resolve a threat or act of terrorism.

Cyberterrorist Attack – An intentional effort to electronically or physically destroy or disrupt computer networks, telecommunication, or Internet services that could threaten critically needed community services or that results in widespread economic consequences.

Decontamination – The process of making people, objects, or areas safe by absorbing, destroying, neutralizing, making harmless, or removing contaminating or infecting material.

Domestic Emergency Support Team – An interagency team of Federal representatives that can be rapidly deployed to support the Federal Bureau of Investigation Command Group for a terrorist incident involving a weapon of mass destruction.

Early Warning Indicators – Health data – including information on emergency medical services call volumes, emergency room presentations, clinical diagnoses, laboratory-based diagnoses, specific syndromes, health-related behaviors, use of products related to health, and morbidity and mortality rates – that is collected and analyzed in order to detect outbreaks; characterize disease transmission patterns by time, place, and person; evaluate prevention and control programs; and project future health care needs.

Emergency Operations Center – A centralized facility housing representatives of emergency management agencies and Emergency Support Functions for purposes of the identification, mobilization, coordination and allocation of personnel, equipment and materials to support the Unified Command established for an act of terrorism.

Emergency Support Function – That portion of a Comprehensive Emergency Management Plan that describes a grouping of similar or interrelated support activities necessary for managing the impacts of a disaster.

Forward Coordinating Team – A group of representatives of the Federal organizations mobilized to a terrorist incident scene and reporting to the local Unified Command.

Incident Command System – also known as the Incident Management System, is a standardized management system designed for control and coordination of field emergency response operations under the direction of an Incident Commander through the allocation and utilization of resources within pre-defined functional or geographic areas.

Indiana Terrorism Task Force – The State of Indiana has formed a task force whose job is to develop procedures to limit the extent of damage and control the consequences of a nuclear, chemical, or biological attack.

Joint Information Center – A location and operational unit staffed by the public information officers of all key responding agencies, impacted jurisdictions, or other groups closely involved in the incident in order to provide for coordination and consistency in media management operations.

Joint Operations Center – The location at or near the scene of a terrorist incident from where Federal response operations in crisis and consequence management are coordinated.

Local Responding Units – Police, fire, or rescue units of either County or municipal government mobilized to a scene of a known or suspected terrorist attack.

Nuclear Emergency Search Team – A United States Department of Energy Team with specially trained personnel and equipment that assists in the handling of nuclear or radiological threats. The team assets include intelligence, communications, search, assessment, access, diagnostics, disablement, operations, containment/damage limitation, logistics, and health.

Personal Protective Equipment – Clothing and respiratory apparatus designed to shield an individual from chemical, biological, and physical hazards.

Public Information Officer – An individual from an organization or jurisdiction participating in the event and designated to prepare and release public information regarding the situation and the response.

Regional Operations Center – An Emergency Operations Center established by the Federal Emergency Management Agency for a Federal Region that is used for coordination of Federal resources deployed to the State impacted by an event.

Technical Escort Unit – A trained unit of the United States Army, stationed at Aberdeen Proving Ground, Maryland, which handles, dismantles, and disposes of chemical and biological weapons and munitions.

Terrorist Event or Incident – A violent act or an act dangerous to human life, in violation of the criminal laws of the United States, to intimidate or coerce a government, the civilian population or any segment thereof, in furtherance of political or social objectives. A terrorist act is also defined as including intentional and criminal acts to destroy, disrupt, or render unusable, computer systems and networks, radio and telecommunication networks, and Internet systems. (See Cyberterrorist Attack).

Unified Command – The adaptation of the Incident Command System in which all key local, State, and/or Federal agencies cooperatively participate in planning, decision-making, and resource coordination in support of the designated Incident Commander.

Weapon of Mass Destruction – (1) Any explosive, incendiary, bomb, grenade, or rocket having a propellant charge of more than four ounces; missiles having an explosive or incendiary charge of more than one-quarter ounce; mine; or device similar to the above; (2) poison gas; (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.

DEFINITIONS OF THE FOUR PHASES OF EMERGENCY MANAGEMENT

Mitigation - Efforts made to lessen or eliminate damage, death, or injury as a result of an incident.

Preparedness - Efforts made to enable responders to be ready to stabilize an incident.

Response - Efforts made to stabilize an incident.

Recovery - Efforts made to clean up and return to normal, operations following an incident.

Introduction

This element of the St. Joseph County Comprehensive Emergency Management Plan addresses the specialized emergency response operations and supporting efforts needed by the County in the event of a known, suspected, or threatened terrorist incident occurring within its borders.

Purpose

The Terrorism Element supplements the County's Comprehensive Emergency Management Plan by addressing those unique or specialized considerations that would be necessary in the event of a terrorist attack within or impacting the County or any of its communities. It discusses the County's *crisis management* role, which includes the actions required by the County's Emergency Support Function Primary Coordinating and Support Agencies to identify, acquire, and plan for the use of resources needed to anticipate, prevent, or resolve a threat or act of terrorism. It also discusses the County's *consequence management* role, which includes emergency operations designed to protect public health and safety, restore essential government services, and provide emergency relief to the victims of a terrorist event.

Scope

This element is intended to be in support of and consistent with the operational, organizational, and administrative provisions set forth in the following:

- The St. Joseph County Comprehensive Emergency Management Plan
- The State of Indiana Comprehensive Emergency Management Plan
- The Federal Response Plan
- The Terrorism Incident Response Annex to the Federal Response Plan
- The United States Government Interagency Terrorism Concept of Operations

This element recognizes the interdependency of local governments in St. Joseph County and the potential that a multi-jurisdictional response to manage the consequences of a terrorist event may be required. Therefore, this element is also intended to be supportive of and consistent with the Comprehensive Emergency Management Plans and Terrorism Elements of other local jurisdictions where applicable.

This element also relies upon, and is intended to be consistent with; the specific standard operating procedures prepared by municipal agencies, medical facilities, and community support organizations operating within the County. These procedures are necessary to implement terrorism incident crisis and consequence management concepts established in this element, and at a minimum, are expected to address the following functions:

- Communications
- Mutual aid

- Use of the Incident Management System
- Hazardous materials incident response
- Environmental decontamination and clean-up
- Mass casualty/fatality incident response
- Crime scene management
- Hostage situation management
- Bomb disposal
- Public warning and emergency instruction
- Public evacuation, sheltering-in-place, and transportation
- Search and rescue

Situation

Description of the Hazard

A terrorist event could be localized within a municipality, in an unincorporated area of the County, or be of a nature that it affects numerous Counties in the area. A terrorist event could also originate from a remote location outside of the County, State, or the United States, and still impact the facilities, systems, businesses, and/or population of St. Joseph County. Such an incident could endanger health and safety, destroy or contaminate property, interfere with government and business functions, and disrupt or destroy community services in specific locations or large areas within the State.

A terrorist event could involve a wide variety of individual materials or actions or combinations of materials and actions. These could range from uncomplicated incidents impacting relatively small areas, to highly complex events with very widespread physical or economic consequences. A straightforward event could, for example, involve the release of a widely used toxic chemical or detonation of a simple explosive device. For these types of incidents, the local emergency response agencies may have the equipment, personnel and expertise to respond effectively without outside assistance. It is more likely, however, that the response to such an event would require specialized personnel and resources beyond the capabilities of the County and many of its jurisdictions require assistance from mutual aid organizations, adjacent counties, the State, and the Federal government.

A terrorist attack, especially with widespread chemical, biological, or radiological contamination resulting from the use of a weapon of mass destruction, has the potential to result in health, safety, economic, and environmental impacts in a large geographical area. This possibility suggests that regional coordination of emergency operations for a response to the consequences of the use of a weapon of mass destruction is likely to be necessary.

Vulnerability to a Terrorist Attack

St. Joseph County encompasses 1,170 square miles and has a resident population of 250,000 persons of which manufacturing has 20,900 paid employees; the trade industry has 34,900 paid employees; and services industry has 48,600 paid employees. The highway transportation networks are vital to the overall economy and well being of the County and its

communities. The major east/west 80/90 toll road runs through the northern end of St. Joseph as well as the major north/south U.S. 31/State Road 933 runs through the center of St. Joseph County. St. Joseph County is also home to the University of Notre Dame, and extension campuses of Indiana and Purdue Universities. There are also several smaller private universities and continuing education centers in St. Joseph County. The County seat is located in South Bend, Indiana. St. Joseph County has a minor league baseball stadium and the College Football Hall of Fame is located in the downtown South Bend area. Additional details regarding the County and its geographic and demographic characteristics may be provided in the St. Joseph County Comprehensive Emergency Management Plan.

The County and its communities have many facilities and systems that are considered to be critical. The continued and uninterrupted operation of these critical facilities is necessary for the health, safety, and well being of the general public. These facilities could be considered potential targets for a terrorist attack, and therefore, an attack on these locations could have important and potentially widespread consequences. The vulnerability of these facilities or systems to a terrorist attack is due to the potential for the following to occur:

- Disruption of the ability to initiate and sustain emergency response operations.
- Increased safety risks to the community from the release of hazardous materials or dangerous substances.
- Disruption of all types of governmental functions, including law and order, public safety, education and similar critical operations.
- Threats to institutions and public gathering places serving large numbers of individuals posing higher vulnerability to the health and safety of these individuals.
- Threats to the economic vitality of the State and its businesses.
- Damage or disruption to components of the transportation or utility infrastructure resulting in additional physical or economic consequences of the terrorist attack.

Critical facilities considered include government buildings, public safety facilities, medical facilities, schools, community centers, and locations storing or using designated hazardous materials. Potentially vulnerable utilities include communications facilities, bridges, and components of water and sewage treatment systems. In addition, the entire highway and railroad network in the County as well as the airport(s) are considered vulnerable infrastructure and facility components.

Potential for a Terrorist Attack

St. Joseph County has many characteristics that lend to its potential as a target for a terrorist attack as well as make it vulnerable to the consequences of such an event. Characteristics of the County that result in this situation include the following:

- It is readily and directly accessible from other locations throughout the nation and world by land, air, water, and rail routes.
- The County Courthouse, AM General, IN/TEK, IN/KOTE, University of Notre Dame, and certain other such facilities within the County must be considered as high profile targets for terrorist attack due to their potential for mass casualties and substantial destruction.

- Several national and international-based businesses have major facilities in the County.
- Many of the major governmental agencies, businesses and institutions located within the County are dependent on computer, Internet and telecommunications networks making them vulnerable to cyberterrorism and the economic and physical consequences that could result.

The Federal Bureau of Investigation recognizes six general types of domestic terrorist groups and characterizes their activity levels as follows:

- **International terrorists** – Foreign terrorists, such as the Afghanistan based al Qaeda network believed, responsible for the September 11, 2001 attacks on the United States, view the United States as a primary target and are often unrestricted in their travel throughout the nation.
- **Left-wing terrorists** – While the demise of the Soviet Union has eroded the activity of leftist and socialist-oriented European terrorism groups and Latin America-based groups remain active.
- **Right-wing terrorists** – Right-wing groups appear to be increasing in number and membership as advocates of anti-government or racist ideologies. Current activities involve paramilitary training and stockpiling of weaponry.
- **Special interests extremists** – Special interest extremists and predominately violent anti-abortion groups continue to be active. This group would include extremists intending to use terrorism to promote or seek retribution for other special interests such as animal rights, environmental issues, or corporate power.
- **State sponsors of terrorism** – Recognized State sponsors of international terrorism – Iran, Iraq, Syria, Sudan, Libya, Cuba, and North Korea – continue to maintain diplomatic establishments in the United States, and there have been allegations that diplomats from some of these countries are involved in terrorist-related activities.
- **Loosely affiliated extremists** – Extremists with no direct affiliation or sponsorship are known to continue to view the United States as a target for terrorism activity. They have a demonstrated ability to use advanced technology in the United States and represent the most difficult international terrorist challenge to law enforcement and intelligence communities.

Such groups may view utilities, institutions, businesses, special events, large conventions, or other public gatherings taking place in the local area as potential targets. The terrorist attacks of September 11, 2001, and subsequent anthrax incidents are stark reminders of the constant threat that all types of terrorists pose on the country and that these terrorists can attack using any manner of weapons. The types of facilities listed above could; therefore, be targets for the use of multiple types of weapons of mass destruction including conventional, biological, chemical, or radiological weapons.

Summation of Risk

1. Terrorism is where a major objective of the perpetrators is to instill unreasonable fear in a population by various means. Typically this is defined as a violent act or an act dangerous to human life, in violation of the criminal laws of the United States, to

intimidate or coerce a government, the civilian population or any segment thereof, in furtherance of political or social objectives.

2. Terrorists may use any number of methods to accomplish their goals, but their destructive actions generally take the form of either a conventional attack (i.e., weapons such as firearms, explosives, knives, etc.) or unconventional attack using weapons of mass destruction (i.e., chemical, biological, or radiological weapons).
3. The State of Indiana's Terrorism Task Force conducted a terrorism target inventory and has identified the following possible targets:
 - Government Facilities – 451
 - Commercial/Industrial – 1,786
 - Transportation Centers – 92
 - Recreational Facilities – 754
 - Miscellaneous – 3,096

Total Possible Targets – 5,179

A number of these targets are located within St. Joseph County.

4. There have been several acts of terrorism in the State over the last few years as well as hoaxes threatening the use of biological agents such as anthrax.
5. There are known special interest groups in St. Joseph County and surrounding Counties and States that are capable or have a history of committing terrorist acts.

Planning Assumptions

1. St. Joseph County agencies understand that the threat of terrorism is real and there are targets throughout this County and the State of Indiana. Acts of terrorism can cause extensive casualties, deaths, and destruction of property and infrastructure across several jurisdictions and severely impact the County's economy.
2. Secondary explosive, chemical, biological, or radiological devices could be placed at the scene of a terrorist incident to intentionally endanger emergency response personnel, damage response resources, disrupt response operations, result in additional victims, or cause further property damage. Response efforts must be coupled with proper bomb-search procedures to mitigate the possibility of secondary or unexploded devices injuring response personnel.
3. A terrorist incident could involve hostages, gunfire, or other situations that must be resolved during crisis management efforts prior to initiating all or portions of the emergency response operations and other consequence management efforts.
4. There may be multiple incidents simultaneously or that span more than one jurisdiction further depleting on-hand resources, mutual aid assistance, and State and Federal assistance.

5. All local, State, Federal and mutual aid response agencies and organizations will expect to participate in a Unified Command structure established by the responding agencies at the local level. Any incident involving an act of terrorism, or the suspicion thereof, immediately becomes jurisdiction of the Federal Bureau of Investigation for crisis management. However, local authorities will assume most response activities until the Federal Bureau of Investigation can deploy assets to the area.
6. If a threat is classified as credible, it is expected that a Joint Information Center may be established and will need to be staffed. There will be extensive media interest in a terrorist event and media management operations will require resources beyond those needed for other types of emergency management operations.
7. An act of terrorism involving an explosive device or a weapon of mass destruction may render an area very dangerous for Emergency Support Function field personnel when called in to start protective actions and restoration of infrastructure. Constant monitoring for signs of illness or injury must be provided. In addition, field personnel will need to use aggressive personal protection practices and may have to be decontaminated. Critical incident stress management support services should also be made available.
8. Due to the nature of a terrorist incident, response and recovery efforts will have to be coordinated with investigative procedures. Beyond any threat to life or substantial property damage, response and recovery efforts need to be adjusted in order to preserve crime scene evidence.
9. Biological incidents will necessitate the establishment of mass medication and treatment centers, and where the biological agent is contagious, mass prophylaxis centers. First responders and medical facility staff may also become victims, which will deplete staffing levels.
10. Managers of mass care centers and shelters must be aware of the possibility that the perpetrator(s) of the crime may try to seek assistance at one of their facilities. Mass care centers and shelters should consider the need to interview victims about the incident and must take personal safety precautions when doing so.
11. There will be a need for mass decontamination capabilities for persons and equipment and a need to identify private vendors to perform site decontamination and cleanup.
12. Law enforcement personnel must coordinate with other Emergency Support Functions to determine the safety of the crime scene. This will affect victim rescue and recovery and evidence collection. Due to the high-profile nature of the incident, there will be a heightened need for scene security and traffic control around the affected area.

Concept of Operations

The Comprehensive Emergency Management Plan outlines the general “Concept of Operations” for a disaster event. A terrorism act, however, impacts the actions of emergency management officials and emergency responders in a different manner and some of those differences are presented here.

1. When there is the threat of or the actual occurrence of a terrorist incident, County personnel with responsibilities under Emergency Support Functions will be notified. In addition, Federal agencies that have responsibilities during a suspected or actual terrorist incident will be notified. These include the Federal Bureau of Investigation, which has the “Lead Federal Agency” role for crisis management during a terrorist incident, and the Federal Emergency Management Agency, which has the “Lead Federal Agency” role for consequence management. The State Emergency Management Agency, once notified, will ensure that appropriate Emergency Support Function personnel and Federal agencies are contacted.
2. The Federal Bureau of Investigation will evaluate information received and classify the credibility of the threat. That classification will likely determine the actions of local and State officials. If the threat is deemed credible, crisis management operations will take actions to prevent the attack from occurring, while consequence management action will focus on mitigation efforts to lessen the impact on the surrounding community. If an incident has already occurred, a full emergency activation will take place immediately.
3. Appropriate Emergency Support Function personnel are notified of Emergency Support Function activations during a terrorist incident. Appropriate supervisors for the Emergency Support Function will establish a command and control organization using the Incident Management System under which the State Emergency Management Agency operates.
4. The State Emergency Management Agency will activate the State Emergency Operations Center and begin staffing it with Emergency Support Function representatives. The State Forward Response Team will be activated and deployed where necessary. These Lead and Support Agency personnel will coordinate agency activities during both the crisis and consequence management phases of the event. It is likely that the County Emergency Operations Center will be activated as well as certain city Emergency Operation Centers, depending on the jurisdiction where the incident has occurred. Emergency Operations Centers may need to be staffed continually (24 hours a day) until the status of the incident dictates that the respective Emergency Operations Center or specific Emergency Support Functions can be deactivated. Once terrorism is suspected or confirmed, Federal agencies will also be deployed and stationed in the State Emergency Operations Center and possibly in County and/or city Emergency Operation Centers. A Federal Joint Operations Center may also be activated.

5. The jurisdiction in which an incident occurs will be responsible for initiating Incident Command and establishing a Unified Command structure to handle crisis and consequence management. However, once terrorism is suspected or confirmed, the Unified Command structure will need to be expanded to include not only officials from the local jurisdiction where the incident has occurred, but also the County, State, and Federal agency representatives that will assist in crisis and consequence management activities. Applicable County and city Emergency Support Function personnel will need to work closely with State and Federal agencies under the Unified Command structure.
6. Management of response operations will be guided by the following priorities:
 - Preserving life or minimizing risk to health;
 - Preventing a threatened act from being carried out or an existing terrorist act from being expanded or aggravated;
 - Locating, accessing, rendering safe, controlling, containing, recovering and disposing of a weapon of mass destruction;
 - Rescuing, decontaminating, transporting and treating victims;
 - Releasing emergency public information that ensures adequate and accurate communications with the public;
 - Restoring essential services and mitigating suffering;
 - Apprehending and successfully prosecuting perpetrators; and
 - Conducting site restoration.
7. Response to an act of terrorism will include actions that provide for the safety and security of the response personnel from secondary attacks and also preserves the crime scene. Emergency units (police/fire/emergency medical services) will secure and maintain a perimeter that creates an exclusionary (safety) zone around the suspected or actual incident site. Response personnel will also establish a command post for the scene commander near the incident scene.
8. An incident involving the utilization of a weapon of mass destruction will rapidly consume a local municipality's resource base. State and Federal assistance and resources will be necessary to respond to and recover from such a terrorist event. Mutual aid from other regions and States will also be vital in replenishing response and recovery needs.
9. All public information releases will be developed and disseminated by the Public Information Emergency Support Function. However, if a Joint Public Information Center is activated by Federal agencies, media releases may be disseminated from that location.

General Duties and Responsibilities

Since St. Joseph County is in the process of implementing the Emergency Support Function concept, it is appropriate to identify the primary roles of those identified Emergency Support

Functions. This section describes some of the basic duties and responsibilities of the Primary Coordinating Agency for each Emergency Support Function.

Transportation Emergency Support Function

South Bend Transpo

- Coordinate all St. Joseph County transportation resources in support of local transportation needs.
- Interface with State supplied transportation resources.
- Assist municipal/township governments with the Transportation Emergency Support Function activities where appropriate.
- Conduct planning sessions with Support Agencies and develop training in preparedness, response, and recovery activities for all appropriate personnel.

Communications and Warning Emergency Support Function

St. Joseph County Fire Dispatch

- Assess communications capabilities between responding local, State and Federal agencies.
- Conduct planning sessions with Support Agencies and develop training in preparedness, response, and recovery activities for all appropriate personnel.

Public Works and Engineering Emergency Support Function

South Bend Department of Public Works

- Provide technical advice and engineering services, emergency contracting, facilities management, emergency road and debris clearance, emergency traffic control and signalization, and other services and support as requested.
- Develop emergency procedures for supporting efforts to close, decontaminate, or restore water and sewer service.
- Perform damage assessment on St. Joseph County facilities or infrastructure, and assist local jurisdictions where appropriate.
- Provide training to field personnel with regard to personal protective equipment.
- Conduct planning sessions with Support Agencies and develop training in preparedness, response, and recovery activities for all appropriate personnel.

Firefighting Emergency Support Function

St. Joseph County Fire Chiefs' Association

- Manage and coordinate County-level fire response operations.
- Coordinate personnel, equipment, and resources to support other Emergency Support Functions, and local government, as needed, during search and rescue operations.
- Support local government in the mitigation and suppression of fires where appropriate.
- Identify training opportunities in terrorism response for local firefighting personnel.
- Make terrorism awareness training available to communications and field personnel.
- Conduct planning sessions with Support Agencies and develop training in preparedness, response, and recovery activities for all appropriate personnel.

Information and Planning Emergency Support Function**St. Joseph County Emergency Management Agency**

- Collect, process and disseminate information to facilitate emergency response and recovery efforts, to use in reports, briefings, and plans and to support the daily operations at the St. Joseph County Emergency Operations Center.
- Assess the scope and magnitude of the incident and request resources, when necessary, from other areas.
- Coordinate written and verbal communications between Emergency Support Function Primary Coordinating Agency representatives working in the County Emergency Operations Center.
- Establish and maintain status boards or alternate systems for briefing purposes.
- Publish periodic situation reports in conjunction with the Public Information Emergency Support Function.
- Conduct planning sessions with Support Agencies and develop training in preparedness, response, and recovery activities for all appropriate personnel.

Shelter and Mass Care Emergency Support Function**St. Joseph County Emergency Management Agency**

- Coordinate efforts to provide shelter, food, water, and other forms of emergency relief to victims of a disaster.
- Assess the need for alternative shelter operations that may be necessary due to the nature of the incident, such as decontamination procedures.
- Coordinate with the Transportation Emergency Support Function for the movement of victims to shelter locations.
- Coordinate with the school corporations and the Resource Support Emergency Support Function in locating shelter facilities where necessary.
- Coordinate disaster welfare inquiry.
- Conduct planning sessions with Support Agencies and develop training in preparedness, response, and recovery activities for all appropriate personnel.

Resource Support Emergency Support Function**St. Joseph County Purchasing Department**

- Coordinate and provide logistical management and resource support to all Emergency Support Functions in response and recovery efforts to include emergency relief supplies, facilities, equipment, fuel, office supplies, contracting services, and all other resources which may be required.
- Maintain inventory listings at the County and municipal level.
- Coordinate with other Emergency Support Functions regarding specialized resources that may be needed due to an act of terrorism and maintain a listing of those resources.
- Establish and maintain warehousing and distribution facilities, as appropriate.
- Conduct planning sessions with Support Agencies and develop training in preparedness, response, and recovery activities for all appropriate personnel.

Health and Medical Emergency Support Function

St. Joseph County Health Department

- Provide supplemental assistance in identifying and meeting the general health and welfare of victims of a major emergency or disaster, and for the provision of emergency first aid and pre-hospital emergency medical services to the affected population.
- Interface with local, State, and Federal health and medical resources, as needed.
- Assess the general health and medical needs of the affected population and workers.
- Monitor conditions that could impact general health and evaluate food, drug and medical safety, and water potability.
- Identify training opportunities in terrorism response for local emergency medical services personnel.
- Make terrorism awareness training available to communications and field personnel.
- Conduct planning sessions with Support Agencies and develop training in preparedness, response and recovery activities for all appropriate personnel.

Search and Rescue Emergency Support Function

St. Joseph County Fire Chiefs' Association

- Coordinate and manage search and rescue operations including locating, extricating and providing disaster medical treatment for victims.
- Develop and maintain an inventory of search and rescue resources at the local, State and Federal levels.
- Identify unique search and rescue problems that could be associated with an act of terrorism and train personnel accordingly.
- Identify training opportunities in terrorism response for local search and rescue team personnel.
- Conduct planning sessions with Support Agencies and develop training in preparedness, response, and recovery activities for all appropriate personnel.

Hazardous Materials Emergency Support Function

South Bend Fire Department Hazardous Materials Team

- Develop and maintain an inventory of specialized hazardous materials resources available at local, State, and Federal levels that may be necessary for response to an act of terrorism.
- Identify training opportunities in terrorism response for local Hazardous Materials team personnel.
- Make terrorism awareness training available to communications and field personnel.
- Assess the County's inventory of personal protective equipment needed for chemical and biological agents often used as weapons of mass destruction.
- Coordinate responses to major releases or spills of hazardous materials where appropriate as well as overall containment and clean up.
- Provide equipment, personnel, and technical assistance where necessary to support other Emergency Support Functions and local, State, or Federal government resources.

- Conduct planning sessions with Support Agencies and develop training in preparedness, response, and recovery activities for all appropriate personnel.

Food and Water Emergency Support Function

St. Joseph County Emergency Management Agency

- Develop a plan of operation that will ensure timely distribution of food supplies to mass care and food/water/ice distribution locations.
- Coordinate with the St. Joseph County Emergency Management Agency, the Shelter and Mass Care Emergency Support Function and the Information and Planning Emergency Support Function to determine food, water, and ice needs for victims and/or responders.
- Coordinate with the Transportation Emergency Support Function for the transportation and distribution of food and water supplies.
- Deploy potable water tanks to locations identified by county officials.
- Maintain records of the cost of supplies, resources and man-hours expended in the response and recovery from an act of terrorism.
- Conduct planning sessions with Support Agencies and develop training in preparedness, response and recovery activities for all appropriate personnel.

Energy Emergency Support Function

American Electric Power/Northern Indiana Public Service Company

- Coordinate, prioritize, and restore public utilities and services, to include electric and hydroelectric power, water, and gas.
- Assess system damages and requirements to restore such systems.
- Coordinate public utility equipment and personnel as required.
- Conduct planning sessions with Support Agencies and develop training in preparedness, response, and recovery activities for all appropriate personnel.

Evacuation Emergency Support Function

South Bend Police Department

- Coordinate all St. Joseph County law enforcement resources in support of local evacuation needs.
- Interface with State supplied evacuation resources.
- Assist municipal and township governments with the Evacuation Emergency Support Function activities where appropriate.
- Conduct planning sessions with Support Agencies and develop training in preparedness, response, and recovery activities for all appropriate personnel.

Donations and Volunteers Emergency Support Function

Partnership Assistance Center

- Coordinate all St. Joseph County volunteer resources.
- Interface with State-supplied volunteer resources.
- Maintain and operate the Donations hotline.
- Conduct planning sessions with Support Agencies and develop training in preparedness, response, and recovery activities for all appropriate personnel.

Law Enforcement Emergency Support Function

South Bend Police Department

- Interface with local, State and Federal law enforcement agencies.
- Provide safety and security for the general public and at appropriate locations to prevent unauthorized entry into exclusionary zones of the incident.
- Coordinate and consolidate information from all other law enforcement agencies.
- Make terrorism awareness training available to communications and field personnel.
- Identify training opportunities in terrorism response for local law enforcement personnel.
- Assess policies and procedures with regard to an act of terrorism and modify or develop accordingly.
- Conduct planning sessions with Support Agencies and develop training in preparedness, response, and recovery activities for all appropriate personnel.

Animal Health Emergency Support Function

South Bend Animal Control

- Identify critical farms, breeding facilities, and animal sites vulnerable to attack.
- Coordinate with Health and Medical and Law Enforcement Emergency Support Functions.
- Develop and maintain an Animal Health Emergency Response Plan.
- Coordinate and disseminate emergency public information on animal health.
- Conduct planning sessions with Support Agencies and develop training in preparedness, response, and recovery activities for all appropriate personnel.

Public Information Emergency Support Function

Board of Commissioners, St. Joseph County, Indiana.

- Coordinate and disseminate emergency public information.
- Coordinate with media personnel.
- Establish plans and procedures for opening and participating in a Joint Information Center.
- Coordinate information gathering, production, and editing.
- Identify training opportunities in media management during a terrorist incident for local public information office personnel, to include the establishment of a Joint Information Center.
- Conduct planning sessions with Support Agencies and develop training in preparedness, response, and recovery activities for all appropriate personnel.

Damage Assessment Emergency Support Function

St. Joseph County Emergency Management Agency

- Conduct and coordinate damage assessment activities of all damaged County facilities and collect and compile damage assessment data from local jurisdictions that may support a Presidential Declaration.
- Conduct planning sessions with Support Agencies and develop training in preparedness, response, and recovery activities for all appropriate personnel.

Primary Coordinating Agency Matrix

This matrix shows what agencies are identified as the Primary Coordinating Agency for each Emergency Support Function at the County, State, and Federal levels. During a major emergency, such as an act of terrorism, these agencies would be the primary contacts for the coordination of communications, planning activities, and resources.

Emergency Support Function Primary Coordinating Agencies at Various Levels of Government				
Number	Function Name	St. Joseph County	State	Federal
1	Transportation	South Bend Transpo	Indiana Department of Transportation	Department of Transportation
2	Communications and Warning	St. Joseph County Fire Dispatch	State Emergency Management Agency	National Communications System
3	Public Works	South Bend Department of Public Works	Department of Administration	Department of Defense
4	Firefighting	St. Joseph County Fire Chiefs' Association	Department of Fire and Building Services	Department of Agriculture
5	Information and Planning	St. Joseph County Emergency Management Agency	State Emergency Management Agency	Federal Emergency Management Agency
6	Shelter and Mass Care	St. Joseph County Emergency Management Agency	State Emergency Management Agency	American Red Cross
7	Resource Support	St. Joseph County Purchasing Department	State Emergency Management Agency	General Services Administration
8	Health and Medical	St. Joseph County Health Department	Indiana State Department of Health	Department of Health and Human Services
9	Search and Rescue	St. Joseph County Fire Chiefs' Association	State Emergency Management Agency	Federal Emergency Management Agency

Emergency Support Function Primary Coordinating Agencies at Various Levels of Government				
10	Hazardous Materials	South Bend Fire Department Hazardous Materials Team	Indiana Department of Environmental Management	Environmental Protection Agency
11	Food and Water	St. Joseph County Emergency Management Agency	RESERVED	Department of Agriculture
12	Energy	American Electric Power/Northern Indiana Public Service Company	Utility Regulatory Commission	Department of Energy
13	Evacuation	South Bend Police Department	Indiana State Police	
14	Donations and Volunteers	Partnership Assistance Center	State Emergency Management Agency	
15	Law Enforcement	South Bend Police Department	Indiana State Police	
16	Animal Health	South Bend Animal Control St. Joseph County Humane Society	Board of Animal Health	
17	Public Information	Board of Commissioners, St. Joseph County, Indiana.	State Emergency Management Agency	
18	Damage Assessment	St. Joseph County Emergency Management Agency	State Emergency Management Agency	

Emergency Support Function Tasking Checklists for a Terrorism Incident

The attached checklists were designed to assist personnel assigned to each Emergency Support Function in accomplishing those tasks that need to be performed when considering the possibility of a potential or actual terrorist act. The tasking checklists are divided into the four phases of emergency management, and are designed to make it easier for Emergency Support Function personnel to understand their roles before, during, or after an event. The four phases are described as follows:

- A “Mitigation” section (mitigative actions include those that reduce the effects of a future disaster, lessen the likelihood of experiencing damaging effects, or remove the possibility of being affected) that includes general actions to be taken by an agency for any disaster; then those actions that would pertain to terrorist activity; whether the terrorist threat/action is a conventional explosive, chemical, or biological attack.
- The “Preparedness” section (preparedness typically encompasses those actions where team members maintain a state of readiness, whether it be current lists of resources, updating procedures, or conducting training and exercises) lists some of the general preparedness activities that personnel assigned responsibilities might perform in anticipation of a disaster.
- The “Response” section (this refers to actions such as notification, warning, activation, mobilization, assessment, coordination, documentation, protective actions, etc.) lists some of the typical response actions to be taken by personnel and agencies faced with a terrorist threat or act. Many actions taken during the Response phase would be considered as occurring in the crisis management stage of a terrorist event.
- The “Recovery” section (the recovery period actually begins during the Response phase of a disaster and can continue on indefinitely over a period of weeks, months, or even years) lists those actions to be taken by Emergency Support Function agencies for most major disasters including those actions related to a terrorist act. Many actions taken during the Recovery phase would be considered as part of the consequence management stage of a terrorist event.

Each section also includes, on the right side of the page, a notation identifying the resource that will initially be depended upon to accomplish the task identified.