

# OHIO EMERGENCY OPERATIONS PLAN

## BASE PLAN

### I. FOREWORD

- A. Section 5502.22 of the Ohio Revised Code requires the State of Ohio to develop and maintain a statewide Emergency Operations Plan. The Ohio Emergency Operations Plan (Ohio EOP) is an all-hazards plan that encourages a cooperative, seamless relationship between all levels of official public response to emergencies and disasters.
- B. The Ohio EOP establishes a framework through which state-level departments and agencies and other designated non-governmental agencies assist local jurisdictions to respond to and recover from disasters that affect the health, safety, and welfare of the citizens of Ohio. The Ohio EOP follows the Emergency Support Function structure as outlined in the U.S. Department of Homeland Security's National Response Framework (NRF), and incorporates the National Incident Management System (NIMS), which includes the Incident Command System (ICS).
- C. The Ohio EMA is the central point of coordination within the state for response to, and recovery from, disasters. Established under Section 5502.22 of the Ohio Revised Code, the Ohio EMA coordinates state-level assistance and resources during an emergency and prepares the state for all hazards through planning, training, exercises and funding activities at the state and local level. These activities include providing planning assistance and administering state and federal funding/grant assistance to individuals and governmental entities recovering from disaster damage and costs.
- D. In carrying out and prioritizing emergency operations and in assigning resources under this Plan, the State of Ohio's response priorities are to: save lives, stabilize the incident, protect property, and conserve the environment. The primary focus of Ohio EMA when not in a response or recovery mode is to lead planning and mitigation efforts against the effects of future incidents and to ensure that the state, and the more than 11 million citizens residing in it, are prepared to respond to emergencies. The Executive Director of Ohio EMA is responsible for coordinating all activities of all agencies for emergency management within the state.
- E. The Ohio EOP's Base Plan describes the structure and processes that comprise Ohio's approach to all-hazards emergency management and the integration of the resources of Federal, State, local, and nongovernmental organizations. The Base Plan includes an Introduction, Background, Roles and Responsibilities, Concept of Operations, and two Tabs: the Primary and Support Agency Chart and Terms and Acronyms.

## F. Emergency Support Functions

1. The Ohio EOP is structured according to 15 Emergency Support Functions (ESF) that correspond to the format of the NRF. In the State of Ohio, the ESF is the primary mechanism through which federal assistance to the state and state assistance to local governments is managed during emergencies. ESFs detail the roles and responsibilities of state, federal and other public and private agencies that are charged with carrying-out functional missions to assist local jurisdictions in response to disasters.
  2. Each ESF is headed by a Primary Agency that coordinates and reports activity for that ESF.
  3. The Primary Agency is supported by a number of Support Agencies, which are selected based upon their legislative authorities, knowledge, resources, and capabilities for responding to a specific type of disaster.
  4. Any of the Primary or Support Agencies to an ESF can function as a Lead Agency by taking the lead for and carrying out missions that are assigned to the ESF through the State EOC.
  5. State assistance can include the allocation of state resources and technical assistance, and the coordination of federal, interstate, intra-state, local government and non-government agencies in response to emergency events or incidents.
  6. Each primary and support agency has internal plans and procedures that detail how it will address response and recovery responsibilities during state-level emergencies.
  7. Primary and Support Agencies address their emergency response or recovery responsibilities in accordance with the legal authority governing their agency.
  8. Primary and Support agencies will be activated and notified for activation of the State of Ohio's Emergency Operations Center (SEOC) by Ohio EMA. Agency activation will be based upon the requirements for emergency response and recovery and the agencies that are activated will vary depending on those requirements.
- G. The Ohio EOP is promulgated annually. The 2012 edition of the Ohio EOP is the result of the cooperative effort of a number of state, federal and non-governmental organizations over the past year to update and/or create Ohio EOP elements. Eight major elements of the Ohio EOP were updated and/or created during the 2011 Planning Year.
- H. The Ohio EOP is updated continuously, with changes and additions to Plan elements occurring to respond to issues that arise. The date that appears at the lower right of each page is the date that each element was last updated.
- I. The Ohio EOP is available electronically from the Ohio EMA website at [www.ema.ohio.gov](http://www.ema.ohio.gov). Questions regarding the Ohio EOP should be sent to the State of Ohio EOP Planner via email at [baschwartz@dps.state.oh.us](mailto:baschwartz@dps.state.oh.us), or via mail at:

Ohio Emergency Management Agency  
State EOP Planner  
2855 W. Dublin-Granville Road  
Columbus, Ohio 43235-2206

## II. BACKGROUND

### A. Ohio Hazard Analysis and Risk Assessment

1. According to the 2010 U.S. Census, Ohio is the most densely populated state in the Midwest with a population of 11,536,504, making it the 7th most populous state in the nation. Ohio's population rose by less than 200,000 persons between the years 2000 and 2010.
2. In its history, Ohio has responded to 46 Presidential declarations and thousands of natural and manmade incidents, resulting in many millions of dollars in losses and casualties. The January 2011 State of Ohio Hazard Identification and Risk Analysis (HIRA) identifies hazards that the State of Ohio faces. The HIRA groups these hazards into Natural, Human-Caused and Technological Hazards. The Natural Hazards are sub-grouped into Biological, Geological and Meteorological Hazards, and the Human-Caused Hazards are sub-grouped into Accidental and Intentional Hazards.
  - a. Natural Hazards - Biological
    - i. Human Diseases – Emerging disease, plague, smallpox, anthrax, West Nile Virus, Severe Acute Respiratory Syndrome (SARS), pandemic disease
    - ii. Animal Diseases– Foot-and-mouth disease, Bovine Spongiform Encephalopathy (mad cow disease)
    - iii. Animal or Insect Infestation or Damage
  - b. Natural Hazards - Geological
    - i. Earthquake
    - ii. Landslide, Mudslide, Subsidence
  - c. Natural Hazards - Meteorological
    - i. Areal and riverine flooding
    - ii. Windstorms
    - iii. Tornadoes
    - iv. Seiche Waves
    - v. Flash Floods
    - vi. Winter Storms - snow, ice, hail, sleet
    - vii. Extreme Cold

- viii. Extreme Heat
- ix. Drought
- x. Fire - forest, range, urban, wildland, urban interface
- xi. Geomagnetic Storms - temporary disturbance of atmosphere causing communications disruption
- xii. Lightning Strikes

d. Human-Caused Hazards - Accidental

- i. Radiological Incidents at Nuclear Power Generating Facilities
- ii. Water Control Structure Failures – dams and levees
- iii. Building/Structure Collapse - bridges and transportation tunnels
- iv. Fires
- v. Explosions
- vi. Fuel/Resource Shortages
- vii. Hazardous Materials - explosive, flammable liquid, flammable gas, flammable solid, oxidizer, poison, radiological, corrosive spill or release
- viii. Product Defects and/or Contaminations
- ix. Mine Collapses
- x. Energy/Power/Utility Failures
- xi. Air/Water Pollution and Contamination
- xii. Communications System Interruptions
- xiii. Transportation Accidents
- xiv. Space Debris

e. Human-Caused Hazards - Intentional

- i. Terrorism - chemical, biological, radiological, nuclear, explosive
- ii. Civil Disturbances, Public Unrest, Mass Hysteria, Riots
- iii. Cyber Attacks
- iv. Criminal Activity - vandalism, arson, theft, fraud, embezzlement, data theft

f. Technological Hazards - Accidental/Intentional

- v. Energy/Power/Utility Failures
- vi. Communications System Interruptions

3. Cyber System Failure/Attack Response

- a. Governmental jurisdictions, corporations, educational institutions, utilities, chemical companies, transportation systems, dams, and other critical infrastructure points in Ohio could all be vulnerable to damages and/or system failures due to cyber system infiltration and/or attack from either a domestic or foreign source. The “cyber system” is a fragmented collection of individual entities’ operating

systems that are loosely and indirectly connected via the internet. Although there have been a few recent documented attacks to systems that have originated from outside the country where the attack occurred, most cyber system attacks have originated from inside the country where the attack occurs.

- b. The above-mentioned entities have varying levels of capability and capacity to detect and respond to attacks/failures to their operating systems that create, store, and transmit data and information; or control the operations of critical infrastructure, including power generation, water purification and delivery, control of dams, transportation systems and traffic control, emergency responder dispatch, etc.
- c. The State's SEOC-based response to an incident caused by an attack/failure to/of an entity's operating system would be similar to a non-cyber-based incident response. Depending on the nature of the entity that is impacted, a cyber-generated SEOC-based response could be to a transportation system incident, a communication system incident, a dam failure incident, a hazmat incident, a power outage incident, etc. Additional SEOC-based facilitation and coordination activities in response to a cyber system attack and/or failure could include connecting an impacted entity to the U.S. Computer Emergency Response Team (US-CERT) or another organization that could assist them in recovering from the impacts.
- d. US-CERT (Computer Emergency Readiness Team) is charged with providing response support and defense against cyber-attacks for the Federal Civil Executive Branch (.gov) and with information sharing and collaboration with state and local government, industry and international partners. US-CERT interacts with federal agencies, industry, the research community, state and local governments, and others to disseminate reasoned and actionable cyber security information to the public.

## B. Planning Assumptions

- 1. All local jurisdictions in Ohio are in compliance with the requirements of the Ohio Revised Code Sections 5502.21 through 5502.99 regarding the development and maintenance of local Emergency Operations Plans.
- 2. Emergencies and/or disasters requiring state-level assistance may occur at any time.
- 3. Communications equipment and capabilities are adequate to provide a coordinated state-level response.
- 4. All State of Ohio Departments and Agencies that have Primary and/or Support Agency ESF roles and responsibilities have identified personnel and resources and developed internal Standard Operating Procedures to ensure compliance with this plan and the ability to adequately and effectively respond to emergencies and/or disasters.

The procedures that are developed by Primary and Support Agencies to the Ohio EOP are documented and implemented through:

- a. Checklists
  - b. Resource listings
  - c. Maps, charts and other pertinent information
  - d. Staff notification and activation mechanisms
  - e. Processes for obtaining and using equipment, supplies and vehicles
  - f. Methodologies for obtaining mutual aid
  - g. Mechanisms for reporting information to Multi-Agency Coordination Systems, including Departmental Operation Centers and County and State Emergency Operations Centers
  - h. Communication System operating instructions, including systems to provide connectivity with private-sector and non-governmental organizations
5. All State of Ohio Departments and Agencies of state government will support the Ohio EOP to the level of their abilities, resources and expertise.

### C. Authorizations

The following list of Authorizations and References includes Executive Orders, Department or Agency Directives, statutes, rules, plans and procedures that provide authorization and operational guidelines for the allocation and assignment of state resources in response to emergencies.

#### 1. Federal

- a. “The Robert T. Stafford Disaster Relief and Emergency Assistance Act”, as amended, 42 U.S.C. Sections 5121, et seq.
- b. National Plan for Telecommunications Support in Non-Wartime Emergencies
- c. Executive Order 12148, Formation of the Federal Emergency Management Agency
- d. Executive Order 12656, Assignment of Federal Emergency Responsibilities
- e. Homeland Security Presidential Directive/HSPD-5, Management of Domestic Incidents, 2003
- f. Homeland Security Presidential Directive/HSPD-8, National Preparedness, 2003
- g. Uniform Administrative Requirements for Grants and Cooperative Agreements to state and Local Governments, 44 CRF Parts 13 and 206.

#### 2. State

- a. Ohio Revised Code, Sections 5502.21 through 5502.51 and 5502.99, Emergency Management

- b. Ohio Administrative Code, Chapter 4501:3
- c. Ohio Revised Code Chapter 3750, State Emergency Response Commission
- d. Ohio Revised Code Chapter 4937, Utility Radiological Safety Board
- e. Ohio Administrative Code, Rules, Chapter 3750
- f. Ohio Administrative Code, Rules, Chapter 4937

#### D. References

##### 1. Federal

- a. National Response Framework, 2008
- b. The National Incident Management System, 2008

##### 2. State

- a. State of Ohio Hazard Analysis and Risk Assessment, 2011
- b. State of Ohio Enhanced Mitigation Plan, 2011
- c. Ohio Plan for Response to Radiation Emergencies at Licensed Nuclear Facilities

#### E. Overview of Emergency Support Functions

**ESF-1 - Transportation** addresses emergency-related transportation issues including assessing damage to, restoring, and maintaining land, air and water transportation routes during emergencies in coordination with governmental and private organizations as required; transporting state personnel, materials, goods, and services to emergency sites; and supporting evacuation and re-entry operations for threatened areas.

ODOT is the Primary Agency for ESF-1. ODOT liaisons will staff the SEOC and coordinate with appropriate support organizations to answer the needs of affected communities. These needs can include damage and situational assessments; repairs to bridges, culverts and other transportation infrastructures; repair of slips and slides; debris clearance; hauling and movement of personnel, materials and goods; and support of local evaluation activities.

**ESF-2 – Communications and Information Technology** ensures the provision of communication to support state, county, and federal communications efforts. ESF-2 coordinates with communications assets available from state agencies, voluntary groups, the telecommunications industry, county agencies and the federal government. Ohio EMA is the Primary Agency for ESF-2.

**ESF-3 – Engineering and Public Works** addresses most engineering concerns that are not related to transportation systems, therefore, ODNR serves as the Primary Agency for this function. ESF-3 agencies become involved in a wide array of mission types to assist local governments in response and recovery efforts. These missions could include damage inspection and assessment; demolition and stabilization missions; reconnaissance; emergency repairs; temporary and permanent construction; and debris management.

**ESF-4 – Firefighting** agencies and departments are responsible for fire suppression in rural, urban, and wildland settings that result from naturally-occurring, technological or man-made emergency incidents. Local jurisdictions have the responsibility of providing basic fire service protection. The Ohio Department of Commerce, Division of State Fire Marshal is the Primary Agency for ESF-4.

**ESF-5 – Information and Planning** is an element of the Multi-agency Coordination System within the SEOC and is consistent with information and planning activities addressed in the National Response Framework. ESF-5 manages the collection, processing, and analysis of information for dissemination to operational elements. It responds to the information requirements of assessment, response, and recovery personnel. It supports the identification of overall priorities for state-level emergency activities by conducting planning and research and developing displays and briefings as directed by the Executive Director of Ohio EMA, in his/her capacity as the State EOC Director.

In the activated SEOC, ESF-5 personnel report to the Information and Planning Section Coordinator. ESF-5 does not collect raw data in the field, but collects information from state and local personnel in the field, from personnel within Ohio EMA, from state personnel in other ESFs, from private and volunteer organizations, from local EMAs and EOCs, from agency-based Subject Matter Experts (SMEs), from hazard-specific experts, and from federal personnel. Ohio EMA is the Primary Agency for ESF-5.

**ESF-6 – Mass Care** addresses, coordinates and reports on the emergency mass care activities of state-level organizations responsible for sheltering, feeding, counseling, providing first aid, and related social services and welfare activities required to assist disaster survivors. The primary and support organizations of ESF-6 work as a team in the State Ohio Emergency Operations Center (SEOC) and at the site of an incident to address the emergency mass care needs of Ohio residents, visitors and transients. As the Primary Agency for ESF-6, Ohio EMA coordinates and reports on mass care activities throughout disaster response and recovery.

**ESF-7 – Resource Support and Logistics Management** provides logistical and resource support to state and local entities involved in emergency response and recovery. This support includes locating, procuring, and issuing resources including equipment, supplies, and services required by emergency responders and disaster survivors. The Ohio Department of Administrative Services is the Primary Agency for ESF-7.

**ESF-8 – Public Health and Medical Services** addresses public health and medical services concerns during emergency events or incidents. Public health concerns can include: assessment and surveillance of health needs of the affected communities; provision of health related services and supplies; identification of areas where health problems could occur; testing of products for public consumption; and environmental testing.

Medical services concerns can include: logistical support for state health personnel in the field; supply and restocking of health-related equipment and supplies; testing and/or disposal of food, medicine and related products affected by the disaster; assistance in assessing potable water and wastewater/solid waste disposal issues and coordination/equipment; assessment of medical needs of the affected communities in coordination with local emergency medical personnel; provision of medical-related services and supplies that support the affected communities; and assistance and support for mass fatality and triage sites. The Ohio Department of Health is the Primary Agency for ESF-8.

**ESF-9 – Search and Rescue** provides for the guidance and organization of state agencies that may be employed during Search and Rescue (SAR) operations. SAR operations include, but are not limited to, the location, recovery, and extrication of victims who become lost or entrapped as the result of a major disaster or life-threatening emergency. The Ohio Department of Natural Resources is the Primary Agency for Search and Rescue operations in Ohio.

**ESF-10 – Hazardous Materials** provides guidance to coordinate state agencies and resources to assist local jurisdictions with the response to a hazardous materials incident. In the plan, the Ohio Environmental Protection Agency is the Primary Agency for ESF-10 coordination; however the Lead Agency designation depends on the hazardous material involved. The Ohio Environmental Protection Agency takes the lead for chemical-related hazmat incidents; the Ohio Department of Health, Bureau of Infectious Disease Control takes the lead for biological-related hazmat incidents; the Ohio Department of Health, Bureau of Radiation Protection takes the lead for radiological-related hazmat incidents; and the Ohio Department of Commerce, Division of State Fire Marshal takes the lead for flammables- and explosives-related incidents.

ESF-10 responsibilities can also include: assisting local agencies in the assessment of, response to, and recovery from hazardous materials incidents; ensuring that prompt measures are taken to contain, remove, and dispose of spilled hazardous materials; and advising the public, in concert with local agencies, of the situation, potential dangers, and precautionary actions that should be taken.

**ESF-11 – Food and Agriculture** addresses concerns regarding agriculture functions in the State of Ohio during natural disasters. These concerns could include: assessment and surveillance of agriculture needs of affected areas; provision of agriculture related services and supplies; testing of products for public consumption; identification of food assistance needs; identification and application of appropriate agriculture assistance

programs; and obtaining and delivering emergency food supplies in coordination with USDA. The Ohio Department of Agriculture is the Primary Agency for ESF-11.

**ESF-12 – Energy** coordinates with energy utilities and related governmental and private organizations to provide information for state-level assessment, response and recovery operations related to fuel shortages, power outages, and capacity shortages that may impact Ohio citizens during disasters. The ESF-12 Team also provides information available on the transportation of fuel, sources for the provision of emergency power to support immediate response operations and the restoration of normal energy supplies to energy-affected communities. The Public Utilities Commission of Ohio is the Primary Agency for ESF-12.

**ESF-13 – Law Enforcement** response and recovery activities can include the following: maintaining law and order within legal authority; assisting with the dissemination of alerts, warnings and notifications; coordination of law enforcement activities from local EOCs and command centers as needed to manage resources and personnel; staffing, on order, roadblocks, traffic control points and other sites; providing evacuation/relocation support; providing communications to support agencies; supporting the relocation and temporary detention of persons confined to institutions; and maintaining and protecting logs, records, digests and reports essential to government and emergency operations. The Ohio State Highway Patrol is the Primary Agency for ESF-13.

**ESF-14 – Recovery and Mitigation** supports local government jurisdictions in the restoration of communities damaged by disasters. This support may involve coordination of state and federal disaster assistance. Recovery efforts includes coordination with state field personnel, interaction and cooperation with information and planning (ESF -5) personnel, and the Federal Emergency Management Agency (FEMA) for damage assessment and information gathering in order to develop disaster-specific recovery plans and to direct interaction with state and local officials for state recovery efforts. The Ohio EMA is the Primary Agency for ESF-14. Initial coordination efforts will be conducted from the SEOC. If warranted, coordination activities may continue from a FEMA Joint Field Office.

**ESF-15 – Emergency Public Information and External Affairs** ensures that sufficient state assets are deployed during incidents of a major disaster, emergency or statewide incident of significance to provide accurate, coordinated, and timely information to affected populations, governments, legislators and the media. Ohio EMA is the Primary Agency for ESF-15.

#### F. Overview of Annexes

The Ohio EOP's 15 ESFs are supported by two Support Annexes and three Incident Annexes. Table BP-2, below, lists the five Annexes and the Primary and Support Agencies that have assigned roles and responsibilities for each Annex.

The Annexes provide guidance and describe the functional processes and administrative requirements necessary to ensure efficient and effective implementation of Ohio EOP objectives.

The **Donations and Volunteer Management Support Annex** documents the design and operations of the state-level donations volunteer management system. The system is designed to manage the receipt, processing and distribution of a wide variety of donated goods and services that are given to assist emergency and disaster victims, and to gather and organize volunteers. This system is intended to be flexible to direct donors to other charitable organizations. Support agencies to this Annex are responsible for addressing and maintaining their own policies and operational structures.

The **Financial Management Support Annex** provides basic financial management guidance to state departments that assist communities in responding to and recovering from disasters. The intent is to ensure that funds are provided expeditiously and that operations are conducted in accordance with established laws and policies.

The **Drought Incident Annex** provides an effective and systematic means for the State of Ohio to assess and respond to a drought. It defines drought as it applies to Ohio, the types of drought and the drought indicators. Ohio EMA activates the Drought Assessment Committee to coordinate drought response, monitor trends, provide reports and make recommendations on response actions.

The **Terrorism Incident Annex** addresses the directives of the Homeland Security Presidential Directive - 8 and the Presidential Decision Directive 39 (PDD - 39) “United States Policy on Counterterrorism” (1995) that directs that specific efforts be made to reduce the overall vulnerability of the U.S. to acts of terrorism. These include the basic actions necessary to enhance the ability to manage both the initial and long-term phases of domestic terrorist events or incidents. Additional actions are detailed within the Annex to address issues stemming from the employment of Weapons of Mass Destruction (WMD).

The **Hazardous Materials Incident Annex**, which described the roles and coordinating mechanisms for managing hazardous materials incidents in the State of Ohio and delineated the responsibilities of each of the primary state agencies that regulate various hazardous materials under the statutory authority of the Ohio Revised Code (including substances considered Weapons of Mass Destruction (WMD) – chemical agents, biological agents, radiological/nuclear material, and explosive devices – has been incorporated into ESF-10, Hazardous Materials.

A chart of ESF and Annex Primary and Support Agency assignments for each organization appears in Tab A to the Base Plan.

### III. INTRODUCTION

The threat environment in the United States and in the State of Ohio includes not only the traditional spectrum of manmade and natural hazards – wildland and urban fires, floods, hazardous materials releases, transportation accidents, tornadoes, winter storms, drought, pandemics, and disruptions to the information technology infrastructure – but also the threat of devastating terrorist attacks using chemical, biological, radiological, nuclear, and high explosive weapons.

The *National Strategy for Homeland Security*; *Homeland Security Act of 2002*; *Homeland Security Presidential Directive-5 (HSPD-5)*, *Management of Domestic Incidents*; and *Homeland Security Directive-8 (HSPD-8)*, *National Preparedness*, establish clear objectives for a concerted national effort to prevent terrorist attacks within the United States; reduce America’s vulnerability to terrorism, natural disasters, and other emergencies; and minimize the damage and hasten the recovery from attacks, natural disasters, and other emergencies that might and will occur.

Ohio has adopted the incident management constructs described in the National Incident Management System (NIMS) and the National Response Framework (NRF) (ORC Section 5502.28). These two documents provide details of a response system for addressing an all-hazards approach to emergency and disaster management.

The NRF is predicated on the NIMS that aligns a variety of Federal special-purpose incident management and emergency response plans into an effective and efficient incident management structure. The NRF and the NIMS together integrate the capabilities and resources of various governmental jurisdictions, incident management and emergency response disciplines, non-governmental organizations, and the private sector into a cohesive, coordinated, and seamless framework for emergency management.

The NIMS provides a nationwide template to enable Federal, State and local governments, and private sector and nongovernmental organizations to work together effectively and efficiently to prevent, prepare for, respond to, and recover from emergency and disaster incidents regardless of cause, size, or complexity. The NRF, using the NIMS, is an all-hazards plan that provides the structure and mechanisms for policy and operational direction for emergency and disaster incident management. Consistent with the model provided in the NIMS, the NRF can be partially or fully implemented, in the context of a threat, anticipation of a significant event, or in response to a significant event.

Using the NRF and the NIMS as a guide, the Ohio EOP establishes a framework through which State of Ohio Agencies assist local jurisdictions to respond to and recover from disasters that affect the health, safety, and welfare of the citizens of Ohio.

#### A. Purpose

The purposes of the Ohio EOP are to:

1. Ensure that a documented system exists to manage the prompt and efficient deployment of state-level emergency response and recovery resources, and that the system is coordinated with and communicated to agencies that will be responsible for resource deployment.

2. Ensure that a documented system exists to effectively implement and employ systems, plans, and resources necessary to preserve the health, safety, and welfare of persons affected by an emergency.
3. Ensure that a documented system exists to provide state-level resources to persons in need and for the rapid and orderly restoration and rehabilitation of persons and property affected by emergencies.

## B. Scope and Application

### 1. The Ohio EOP

- a. Establishes a concept of operations spanning emergencies from initial monitoring through post-disaster response and recovery.
- b. Defines interagency coordination to facilitate the delivery of state and federal assistance to local jurisdictions when emergency needs exceed their capability or have exhausted local resources.
- c. Provides a system for the assignment of missions to state agencies to address local needs for emergency assistance.
- d. Assigns specific functional responsibilities to appropriate state agencies, private sector groups and volunteer organizations.

### 2. Phases Of Emergency Management

Emergency management operations are carried out within four distinct phases: mitigation, preparedness, response, and recovery. The scope of this plan includes response and recovery responsibilities for state government.

#### a. Mitigation

Mitigation includes actions that are taken before or after an emergency to eliminate or reduce the long-term risk to human life and property from natural, technological, and civil hazards. The goals of mitigation activities are to protect people and property and to reduce the costs of response and recovery operations.

Mitigation actions are identified in State and local mitigation plans. The mitigation planning process includes the identification of hazards that have or could occur and the identification of populations and assets that are vulnerable to each identified hazard.

#### b. Preparedness

Pre-emergency activities that assure that designated organizations will effectively respond to emergencies. Emergency management for preparedness involves four primary activities; training, exercising, planning and resource identification and acquisition.

Because it is not possible to mitigate completely against every hazard that poses a risk, preparedness measures can help to reduce the impact of the remaining hazards by taking certain actions before an emergency event occurs. Preparedness includes plans or other preparations made to save lives and facilitate response and recovery operations. Preparedness measures involve all of the players in the integrated emergency management system – local, State, and Federal agencies, the private sector, non-governmental agencies and citizens.

c. Response

Response actions are taken during or directly after an emergency to save lives, to minimize damage to property and enhance the effectiveness of recovery. Response begins when an emergency event is imminent or immediately after an event occurs. Response encompasses all activities taken to save lives and reduce damage from the event. Good planning, training, and exercising before an event occurs can help reduce cascading events and their effects.

d. Recovery

Post-emergency short-term activities that return infrastructure systems at the site of an incident to minimum operating standards and long-term activities designed to return the site to normal conditions. Recovery begins right after the emergency. Some recovery activities may be concurrent with response efforts. Long-term recovery includes restoring economic activity, rebuilding community facilities and housing, and meeting the incident related needs of the private sector. Long-term recovery (stabilizing all systems) can sometimes take years.

3. The Ohio Emergency Operations Center

a. The State of Ohio Emergency Operations Center (SEOC) is a permanent facility that is located at 2855 West Dublin-Granville Road, Columbus, Ohio 43235-2206. The 24-hour emergency number for the SEOC is 1-614-889-7150.

b. State of Ohio EOC (SEOC) Capabilities:

- i. The SEOC is composed of the following functional areas: Assessment Room, Executive Room, Operations Room, Communications Center and the Joint Information Center.
- ii. The Operations Room has fifty-two work stations for state agencies and workstations for the SEOC staff. These workstations accommodate up to 104 personnel.
- iii. The SEOC uses a Duty Officer system to take incident reports when not activated.

- iv. The SEOC has a one-megawatt diesel-powered generator for emergency back-up power. An emergency well with pumps and alternative water treatment provides a back-up water supply.
- v. The SEOC has a Protection Factor of 140 to ensure viability in the event of nuclear attack. Air filters in a self-contained ventilation system protect personnel in the event of hazardous material releases.
- vi. ESF-2 – Information Technology and Communications, contains information on the SEOC’s communications and computing capabilities, as well as information on secure communication equipment and capabilities.

c. Continuity of Operations

- i. Ohio EMA maintains a Continuity of Operations Plan (January 2010) that outlines the Continuity of Operations Program (COOP) for the Agency. The document, in conjunction with supporting Division/Branch COOP procedures and the COOP Functions Database, provides the framework and tools to maintain operations, if the functionality of the Agency’s building is compromised or the ability to staff essential functions is degraded. The Agency’s COOP Plan provides policy and guidance for Agency personnel, to ensure that critical operations are continued in the event of an emergency or threat of an emergency.
- ii. The goal of the COOP plan is to be able to restore operations of essential functions at an Alternate Working Location (AWL) within 12 hours and to maintain them at the AWL for 30 days.
- iii. Implementation of the plan will be at the discretion of the Ohio EMA’s Director or his/her designee.
- iv. In order to continue essential internal operations and to provide support to the operations of county and external agencies during a catastrophic event, Ohio EMA’s State Emergency Operations Center (EOC) must be able to continue limited operations, if the primary EOC is damaged or destroyed, as part of the transition to and stand-up of the alternate EOC. The Plan provides a mechanism for this to be done within 1- 2 hours, through an alternate facility and/or a virtual EOC using the EOC’s software, which is backed up on the ODPS server. Limited operations will entail, at a minimum, the continued flow of messages through the EOC software, while other task such as mission tracking and situation analysis may be postponed until the EOC’s AWL is operational.
- v. The Continuity of Operations Plan will be activated when the functionality of the building is no longer sustainable, either because of damage to the building or because of a decreased number of available staff, due to injury or illness. This includes day-to-day operations in which the Emergency Operations Center (EOC) is not activated or needed, as well as when it is activated.

- vi. If the building is damaged and rendered non-functional, and the damage is localized to the immediate area, then operations will be moved to the Agency's primary AWL, which is located at a state-owned facility within the City of Columbus. If the building is damaged in an incident that impacts a much wider area, including the primary AWL, then operations will be moved to the secondary AWL, which is located at a state-owned facility approximately one hour travel time from the agency's primary facility. If damage is limited to the primary facility, and if Primary AWL is unavailable, Ohio EMA management will work with the Department of Administrative Services to locate one or more offices to house daily operations until the primary facility can be restored to functionality.

#### 4. Cooperative Relationships between Levels of Government

- a. When county-level capabilities are not sufficient to address a disaster, the chief executive or their designee may declare an emergency for their affected jurisdiction and request state assistance in coordination with the County EMA Director by contacting the Ohio Emergency Management Agency.
- b. Depending upon the scope and intensity of the event, the Governor may declare a state of emergency, which will activate state resources and allow them to assist in local response outside of their normal operating constraints. All state assistance is designed to support ongoing local response efforts.
- c. State ESFs address emergency response/recovery missions given to them by county EMA Directors through the SEOC. It is the responsibility of the state to determine how to prioritize, plan for, and address the incident needs expressed by County EMA Directors. State missions will be closely coordinated with local EMA officials and responders through county EOCs throughout the duration of the emergency or incident.
- d. Ohio EMA will contact FEMA Region V in Chicago, Illinois to alert them if it is determined that the Governor will be submitting a formal request for federal disaster assistance. The state request, including a FEMA review of eligibility, will be channeled through FEMA Region V to FEMA Headquarters in Washington D.C. for submission to the President. FEMA is authorized to use the full authority of the Stafford Act and may deploy a Liaison Officer or the Federal Emergency Response Team (ERT) to the SEOC.
- e. Through implementation of the NRF, assistance will be provided to Ohio through federal ESFs. Federal and state ESFs will establish a direct liaison relationship with one another at the SEOC, at the JFO and at the site of the incident or event. These state-federal ESF relationships will remain in effect throughout response and recovery operations, or until the federal ESFs are deactivated.
- f. The Governor, through the Executive Director of Ohio EMA, is responsible for overall decision-making and coordination of state emergency operations.

#### 5. Whole of Community Planning

- a. The State of Ohio continues to move toward having a system for emergency operations planning and response that fully involves the whole community. The State of Ohio promotes FEMA’s “Whole of Community” initiative that encourages jurisdictions and response agencies at all levels to involve a wide array of public, private-sector and non-governmental sector agencies that represent the full spectrum of personal need in the emergency operations plan and agency-based operational plan review and development process. The Whole of Community approach is being incorporated into all PPD-8 deliverables, including the National Preparedness Goal, National Preparedness System description, National Planning Frameworks
- b. As defined by FEMA, the Whole of Community approach to planning “is a means by which residents, emergency management practitioners, organizational and community leaders, and government officials can collectively understand and assess the needs of their respective communities and determine the best ways to organize and strengthen their assets, capacities, and interests.”
- c. Ohio has long been a pioneer in forwarding the Whole of Community approach to emergency operations planning. As the State continues to expand our use of Whole of Community concepts in the plan development process, we will attempt to engage the full capacity of the private and nonprofit sectors, including businesses, faith-based and disability organizations, and the general public to help us plan better to prevent, protect against, mitigate, respond to, and recover from any type of threat or hazard effectively.
- d. It is the State’s hope that expanding the use of Whole of Community concepts in State-level emergency management operations will make emergency operations planning, response and recovery outcomes more efficient, more effective, and more responsive to the needs of Ohio’s residents, communities and businesses.

#### D. Incident Management Structure

##### 1. CAS Level #1 – Situational Awareness and Monitoring

The activation of the SEOC’s Assessment Room at CAS Level #1 will start a monitoring and assessment process designed to create situational awareness, stimulate communication within the Ohio EMA staff, and structure ongoing information sharing and consultation with local jurisdictions and/or state organizations to assess and monitor the incident from the time of inception to transition to Joint Field Office operations.

The Planning & Information Section Coordinator will organize ESF #5 personnel, Ohio EMA management, and state agency representatives to facilitate a briefing in the Assessment Room of the SEOC. In the Assessment Room, information is gathered and the event is monitored in cooperation with local emergency management personnel. Representatives of a Core Group of State Agencies report on information they are obtaining through their local resources and activities they are performing as part of their agency’s normal mission requirements. Depending upon the course of development of the incident, CAS Level #1 is either brought to closure or is transitioned to CAS Level #2.

2. CAS Level #2 – Increased Monitoring/State Agency Response

Under CAS Level #2, Ohio EMA state liaison personnel are sent to the site of an incident to assess damage, provide information relevant to emergency event or incident and to assess the needs of the political jurisdiction as the situation or incident escalates. State-agency field liaisons are sent to the site of the emergency event or incident to evaluate the situation and to provide information to the SEOC. The affected local jurisdiction may declare emergency if local resources have been exhausted and the need arises to employ state resources. If assistance from state agencies is required, the Governor of the State of Ohio will declare a state of emergency and representatives of State Agencies respond to the EOC to work and report any assigned missions and brief them in the EOC at scheduled times.

Ohio EMA will keep FEMA Region V, and any other appropriate local, state, federal or private partner informed of situational issues during CAS Level #2 in a Situation Report or other appropriate means. If the incident warrants, state resources may be pre-positioned at the site of a potential incident and/or event. If state assistance is not needed, the state will continue to monitor the incident until the incident is closed or is transitioned to CAS Level #1.

3. CAS Level #3 – State Resources and Federal Response Assistance

Activation of the SEOC with Operations Room staffing at various levels from day-time hours through 24-hour staffing and with the activation of State ESF's occurs at CAS Level #3. The Governor of Ohio may declare a state of emergency for the affected jurisdiction, and FEMA Region V monitoring may increase to the point that a Federal Emergency Support Team (FIRST) or a FEMA Emergency Response Team – Advance (ERT-A) team is sent to Ohio and federal resources are pre-positioned for federal response assistance.

State-level damage assessments, need assessments and information-gathering operations will continue. If the incident continues to escalate and state resources are inadequate to address response and/or recovery needs, then the Governor of the State of Ohio may request response and recovery resources and assistance from the federal government.

4. Ohio EMA will coordinate emergency response with the federal Joint Field Office (JFO) as appropriate, and State Agencies that have assigned ESF responsibilities in the Ohio EOP as Primary and Support Agencies will coordinate activities with their federal ESF counterparts. In CAS Level #3, the state maintains close coordination with local emergency management agencies to assess the incident. Operations staff will continue to monitor the situation and coordinate the application of state resources to identified missions until CAS Level #3 is brought to a close or is transitioned to CAS Level #2 or CAS Level #1.

#### **IV. CONCEPT OF OPERATIONS**

- A. Local Jurisdiction Response – All emergency incidents begin locally and initial response is carried out by local jurisdictions’ response resources under the coordination and facilitation of county EMAs. It is only after local emergency response resources are exhausted or local resources do not exist to address a given emergency that state emergency response resources and assistance may be requested by local authorities.
- B. State-level response in support of local incidents and disasters, including the assignment of State-level response resources will be directed toward addressing the critical tasks of saving lives; stabilizing the incident; protecting and preserving property; and conserving the environment.
- C. The National Incident Management System establishes a clear progression of coordination and communication from the local level to state to regional to national level. Local incident command structures (ICP(s) and Area Command) are responsible for directing on-scene emergency management and maintaining command and control of on-scene incident operations. Support and coordination components consist of multi-agency coordination centers/emergency operations centers (EOCs), and multi-agency coordination entities.

EOCs provide central locations for operational information sharing and resource coordination in support of on-scene efforts. EOCs aid in establishing priorities among the incidents and associated resource allocations, resolving agency policy conflicts, and providing strategic guidance to support incident management activities. In accordance with NIMS processes, emergency response resource and policy issues are addressed at the lowest organizational level practicable. If the emergency response issues cannot be resolved at that level, then they are forwarded up to the next level for resolution.

- D. Adoption of National Response Framework and the National Incident Management System
  - 1. The NRF organizational structure addresses both site-specific incident management activities and the broader regional or national issues related to the incident, such as impacts to the rest of the country, immediate regional or nationwide actions required to avert or prepare for potential subsequent events, and the management of multiple threats or incidents; particularly those that are non-site-specific, geographically dispersed or evolve over a long period of time.
  - 2. The Ohio Emergency Management Agency has made it a policy to adopt, where possible, the organizational structure and concepts presented in the National Response Framework (NRF). Ohio has taken the following actions in adopting the NRF structure and its concepts:
  - 3. Adoption of the National Incident Management System
    - a. Section 5502.28 of the Ohio Revised Code requires all departments, agencies and political subdivisions within the state to utilize the National Incident Management System (NIMS) as the standard procedure for incident management in the State of

Ohio. Ohio EMA has carefully reviewed the Ohio EOP and has incorporated a number of NIMS concepts and has incorporated NIMS concepts into the operational structure of the State EOC.

b. Facilitation of NIMS Training and Adoption at the State and County Level

Ohio EMA, through its Training Section, has encouraged and facilitated NIMS training at the state and local level by making available NIMS course materials and tracking the completion of NIMS training. NIMS training at all levels from first responders to elected officials has been made a requirement for the receipt of federal preparedness, including but not limited to Homeland Security and Emergency Management funding that passes through from the state to local jurisdictions.

Since its inception, Ohio EMA has facilitated and coordinated the completion of the NIMSCAST Assessment by assisting counties and other jurisdictions in the completion of their NIMS compliance assessments by assisting them with entering into, logging on to and coordinating the entry of information into the NIMSCAST system at the county and city/township level.

c. Organization and Support of Regional Multi-Agency Coordination Systems

Ohio EMA participated with the Homeland Security Division of the Ohio Department of Public Safety in the creation and coordination of the Ohio Response System (ORS). ORS is an effort to coordinate emergency response in a unified manner, utilizing existing associations and organizations as lead agencies. ORS capabilities focus on the overwhelming impact of a natural or man-made incident that quickly exceeds local resources. The responses of regional resources supplement the resources of local jurisdictions and operate under the control of the jurisdiction.

Development of the ORS meets a requirement of the Ohio Homeland Security Strategic Plan. Under the ORS, emergency response is provided through a tiered arrangement of strategically located local, county and regional response capabilities.

d. Integration of ICS into Operational Standards

Ohio EMA uses an ICS-based Multi-Agency Coordination System structure for the operation of the State Emergency Operations Center. Ohio EMA also supports the adoption and employment of ICS concepts and operational constructs through training and through support of the efforts of other state agencies that have adopted ICS as their emergency response organizational model.

e. Critical Statewide Protective Actions

i. Ohio's homeland security efforts have been strengthened by the establishment of functions within the Ohio Department of Public Safety, Ohio Homeland Security Division (OHS) that oversee critical statewide protective actions. Through the Division, the Department has a goal of ensuring that Ohio is taking every possible

measure to protect the safety and well-being of our citizens. OHS's mission is to work with federal, state and local governments to ensure that Ohio's citizens and assets are protected from the possibility of a terrorist attack.

- ii. The roles and responsibilities of Ohio EMA and OHS are organized according to the National Response Framework's five phases; Prevention, Protection, Response, Recovery, and Preparedness.
- iii. OHS is responsible for **Prevention** activities that gather, analyze and share intelligence (primarily the Strategic Analysis and Information Center) and **Protection** activities that identify and protect Ohio's critical infrastructure (primarily OHS's Critical Infrastructure Protection program). OHS keeps these functions aligned with law enforcement through their Domestic Preparedness program.
- iv. Ohio EMA is responsible for **Response** activities that develop plans for response to all hazards, including terrorism, and managing the overall direction and control of the state's emergency response; and **Recovery** activities that restore impacted areas to pre-event conditions.
- v. Preparedness activities are a component of each of the four phases (Prevention, Protection, Response and Recovery) and preparedness responsibilities remain with the agency that has responsibility for that phase. OHS takes responsibility for preparedness activities related to prevention and protection, and Ohio EMA takes responsibility for preparedness activities related to response and recovery.

d. Coordination with Federal-Level Facilities and Organizational Entities

- i. The **Joint Field Office** (JFO) is a temporary Federal facility established to coordinate the delivery of Federal assistance to affected jurisdiction(s). The JFO is a multi-agency coordination center that provides a central point for Federal, State, local, tribal, nongovernmental and private sector organizations with primary responsibility for incident oversight, direction, and/or assistance. The JFO enables the effective and efficient coordination of Federal and State incident-related prevention, preparedness, response, and recovery actions.

The JFO utilizes the scalable organizational structure of the NIMS ICS. The JFO organization adapts to the magnitude and complexity of the situation at hand, and incorporates the NIMS principles regarding span of control and organizational structure: command, operations, planning, logistics, and finance/administration.

- ii. The **Federal Coordinating Officer** (FCO) manages Federal resource support activities related to *Stafford Act* events and incidents. The FCO has the authority under the *Stafford Act* to request and/or direct Federal agencies to utilize authorities and resources granted to it under Federal law (including personnel, equipment, supplies, and managerial, technical, and advisory services) in support of State and local assistance efforts. The FCO assists the Unified Command and/or the Area

Command. The FCO works closely with the SFLEO (Senior Federal Law Enforcement Official) and other SFOs (Senior FEMA Official). In *Stafford Act* situations, the FCO provides overall coordination for the Federal components of the JFO and works in partnership with the SCO to determine and satisfy State and local assistance requirements.

- iii. The **Federal Resource Coordinator** (FRC) manages Federal resource support activities related to non-*Stafford Act* Incidents of National Significance when Federal-to-Federal support is requested from DHS. In non-*Stafford Act* situations when a Federal department or agency acting under its own authority has requested the assistance of the Secretary of Homeland Security in obtaining support from other Federal departments and agencies, DHS designates an FRC to coordinate Federal assistance. In these situations, the FRC coordinates support from other Federal departments and agencies using interagency agreements and memoranda of understanding rather than the mission assignment process used for *Stafford Act* incidents. Relying on the same skill set, DHS will select the FRC from the FCO cadre. The FRC is responsible for coordinating the timely delivery of resources to the requesting agency.
- iv. The **Senior Federal Law Enforcement Official** (SFLEO) is the senior law enforcement official from the agency with primary jurisdictional responsibility as directed by statute, Presidential directive, existing Federal policies, and/or the Attorney General. The SFLEO directs intelligence/investigative law enforcement operations related to the incident and supports the law enforcement component of the Unified Command on-scene. In the event of a terrorist incident, this official will normally be the FBI SAC.
- v. **Senior Federal Officials** (SFOs): The JFO Coordination Group may also include other Federal department or agency officials representing agencies with primary statutory responsibility for incident management. SFOs utilize existing authorities, expertise, and capabilities to assist in management of the incident working in coordination with the FCO, SFLEO, and other members of the JFO Coordination Group.
- vi. When activated, a **Disaster Recovery Center** (DRC) is a satellite component of the JFO and provides a central facility where individuals, businesses and private non-profits that have been affected by an incident can obtain information on disaster recovery assistance programs from various Federal, State, local, tribal, private sector, and voluntary organizations.

#### E. Federal Response Actions

1. Once an incident occurs, federal response priorities shift from prevention, preparedness, and incident mitigation to immediate and short-term response activities to preserve life; stabilize the incident; protect property and the environment; and preserve the social, economic, and political structure of the community. In the context of a terrorist threat, simultaneous activities are initiated to assess regional and national-

level impacts, as well as to assess and take appropriate action in response to other potential threats. Reinforcing the initial response to an incident, some Federal agencies may operate in the Incident Command Post as Federal first responders and participate in the Unified Command structure. Once the JFO is established, the JFO Coordination Group sets Federal operational priorities. The JFO provides resources in support of the Unified Command and incident management teams conducting on-scene operations through the State and local EOCs.

2. Federal response activities include elevating the level of activation for the HSOC, including both the Operational Information and Intelligence and the Resource Management Branches. The National and/or the Regional Response Coordination Centers (NRCC/RRCC) activate the appropriate federal ESFs as needed to mobilize assets and the deployment of resources to support the incident. The NRCC and/or the RRCCs facilitate the deployment and transportation of the ERT, and other teams, such as teams under the National Disaster Medical System, or Urban Search and Rescue teams. Other response actions include the establishment of the JFO and other field facilities, and providing a wide range of support for incident management, public health, and other community needs.
3. Federal response actions include immediate law enforcement, fire, and medical service actions; emergency flood fighting; evacuations; transportation system detours; emergency public information; minimizing additional damage; urban search and rescue; the establishment of facilities for mass care; the provision of public health and medical services, food, ice, water, and other emergency essentials; debris clearance; the emergency restoration of critical infrastructure; control, containment and removal of environmental contamination; and protection of responder health and safety.
4. During the response to a terrorist event, law enforcement actions to collect and preserve evidence and to apprehend perpetrators are critical. These actions take place simultaneously with response operations necessary to save lives and protect property, and are closely coordinated with the law enforcement effort to facilitate the collection of evidence without impacting ongoing life-saving operations.
5. In the context of a single incident, once immediate response missions and lifesaving activities conclude, the emphasis shifts from response to recovery operations and, if applicable, hazard mitigation. The JFO Planning Section develops a demobilization plan for the release of appropriate components.

#### F. Recovery Actions

1. Recovery involves actions needed to help individuals and communities return to normal when feasible. The JFO is the central coordination point among Federal, State, local, and voluntary organizations for delivering recovery assistance programs. The JFO Operations Section includes the Individual Assistance Branch, the Public Assistance Branch, and the Mitigation Branch. The Individual and Public Assistance Branches of the JFO Operations Section assess State and local recovery needs at the outset of an incident. FEMA coordinates disaster recovery programs with federal

agencies and departments identified in the NRF during response. These activities may transition to the recovery phase of the event. FEMA also ensures programs identified in the Stafford Act are implemented, when appropriate.

2. The federal Individual Assistance Branch coordinates delivery of recovery programs to meet disaster related needs of the private sector, including individuals, families and businesses: coordinates with volunteer organizations; and establishes Disaster Recovery Centers, if needed, with federal, state, local and voluntary organization representation.
3. The federal Public Assistance Branch of the JFO coordinates short term delivery of the Stafford Act authorized public assistance program (PA). PA reimburses eligible applicants, State and local governments and eligible private nonprofit organizations, for costs associated with emergency protective measures, debris removal, and repair or replacement of incident-damaged facilities.
4. FEMA and the Ohio EMA coordinate with other federal, state and local officials to assess the long-term impacts of an incident to identify available resources, and facilitate the development of a course of action to most efficiently apply those resources to restore and revitalize impacted communities.
5. The above branches assist in identifying appropriate assistance programs to meet applicant needs, synchronizing assistance delivery, and encouraging incorporation of hazard mitigation measures where possible in the Recovery process. See Section D, below for more detailed information regarding Mitigation.
6. The Ohio EMA Disaster Recovery Branch (DRB) provides training, guidance and technical assistance regarding supplemental disaster assistance programs. DRB provides guidance to county/local/state officials for preliminary damage assessment (PDA) activities following events, coordinates the Joint Federal/State PDA, and drafts federal disaster assistance request letter(s). The branch also has a role in administering the Individual Assistance and Public Assistance Programs. Specific long and short term responsibilities vary by program. These programs are designed to assist the public (state and local governments and certain eligible private non-profit organizations) and private (individuals, families and businesses) sectors following declared disasters.
7. The Disaster Recovery Branch
  - a. Administers applicable disaster assistance programs for the private and public sectors.
  - b. Coordinates local governments' requests for technical and financial assistance from the state following a local or gubernatorial disaster declaration.
  - c. Conducts damage assessment to determine the impact of an incident and the types of supplemental assistance needed to recover from uninsured losses or damages to the private and public sectors.

- d. Provides disaster recovery assistance training for state, county and local governments, voluntary organizations and members of the general public.
- e. Provides technical assistance to public officials regarding emergency management programs and types of available disaster assistance.

#### G. Mitigation Actions

1. The mission of the Mitigation Branch is to integrate hazard mitigation principles in a variety of ways to make Ohio communities more sustainable and to make citizens more resilient to future disaster incidents. This mission is implemented through projects and planning efforts that are aimed to reduce the cost of damage caused by disasters, and to minimize the impact on citizens, businesses, and properties. The Mitigation Branch maintains the State's All Hazard Mitigation Plan, coordinates the State Hazard Mitigation Team (SHMT), is the state entity responsible for implementing FEMA's Hazard Mitigation Assistance programs, and assists Ohio communities in their mitigation planning efforts.
2. Hazard Mitigation Planning – Hazard mitigation planning involves identifying potential hazards, assessing potential risk they pose (frequency and magnitude), assessing the vulnerability of the built and natural environment to those risks, and identifying mitigation goals/objectives/actions to reduce risk and vulnerability. The Mitigation Branch assists Ohio communities with the development and update of local mitigation plans through training, funding, and technical assistance. State and local mitigation plans must be developed and updated to ensure continued mitigation program funding through FEMA.
3. Hazard Mitigation Grant Program – The purpose of the Hazard Mitigation Grant Program is to reduce the loss of life and property due to natural disasters, and to enable mitigation measures to be implemented during the immediate recovery from an incident. Projects utilizing these grant funds may be used for mitigation planning activities, innovative mitigation actions that may be difficult to quantify from a benefit/cost perspective, and traditional mitigation projects such as protecting buildings and property from damages resulting from natural hazard events.
4. Mitigation Grant Programs that are administered in the State of Ohio include the Flood Mitigation Assistance Program, the Pre-Disaster Mitigation Competitive Program, the Repetitive Flood Claims program, and the Severe Repetitive Loss program.

#### H. Demobilization and Transition

1. When a centralized Federal coordination presence is no longer required in the affected area, the JFO Coordination Group implements the demobilization plan to transfer responsibilities and close out the JFO. After the closing of the JFO, long-term recovery program management and monitoring transitions to individual agencies' regional offices and/or headquarters, as appropriate.

2. Similarly, at the state level, the state's Disaster Recovery Branch participates in operations from the beginning of a disaster through the completion of long-term recovery assistance. Ohio EMA maintains a procedure (Procedure #506, Disaster Recovery Branch) to ensure a smooth transition of duties, programs, personnel and equipment from the SEOC to the FEMA Joint Field Office (JFO). This procedure also includes the transition of duties, programs, personnel and equipment back to Ohio EMA/SEOC from the FEMA JFO upon closure of the JFO facility by FEMA.
3. During the Emergency Response Operations phase, Recovery Branch personnel collect private and public damage information from local jurisdictions. During the Recovery Operations phase, the Recovery Branch coordinates and staffs onsite Disaster Recovery Centers where disaster victims can come to apply for and receive financial and other assistance.

#### I. Remedial Actions and After-Action Reporting

1. The State of Ohio's roles and responsibilities in working to carry out remedial actions and after-action reporting include, but are not limited to:
  - a. Establishing, maintaining and revising After-Action Procedures.
  - b. Facilitating the collection of feedback from all agencies and individuals involved in incidents or exercises, including the utilization of After-Action Meetings and After-Action Surveys.
  - c. Proposing, assigning, and tracking the progress of corrective actions.
  - d. Disseminating the results of corrective actions and lessons learned.
2. Ohio EMA engages in an after-action process through ESF-5, Information and Planning. The after-action effort is an effective processes for capturing the key issues that arise during incidents or exercises in order to develop corrective action plans to resolve problems, or to disseminate best practices. The After-Action Team provides the means for Ohio EMA and other State and local agencies to make inquiries and recommendations through After-Action Survey forms, which can be submitted at any time, and via participation in After-Action Meetings.
3. Ohio's after-action feedback mechanisms contribute to the creation of an after-incident preliminary Corrective Action Plan. The Corrective Action Plan presents issues and inquiries raised by State and local agencies, and recommended improvements and corrective action measures that are assigned to the appropriate Ohio EMA branches for follow-up. Individuals in Ohio EMA are responsible for following-up on their assigned issue(s), following progress of its resolution from beginning to end, and providing progress updates to the After-Action Team throughout the process. Progress updates are sent to all affected agencies, some of whom may be actively cooperating in the resolution of the issues.

J. Emergency Operations Plan Maintenance – Ohio EMA’s Plans Branch has the responsibility to work with state agencies and non-governmental organizations to update, revise and maintain the Ohio EOP ESFs, Annexes and other elements. The Plans Branch works initially with Primary Agencies and then with Support Agencies to review agency’s assigned roles and responsibilities and relationships between ESFs and Annexes.

K. Coordination and Approval

1. When all Primary and Support Agencies have reviewed and commented on a plan segment and have made recommendations for changes, the agencies usually meet with Ohio EMA staff for a roundtable discussion to reach agreement on agency roles and responsibilities and the segment’s purpose, mission, scope, and concept of operations. If the changes to a Plan (ESF, Annex, Tab) are small enough, this process is sometimes accomplished via telephone and/or electronic mail.
2. When all involved agencies have provided input to the update process and a final document has been decided on, Agency Directors sign an acceptance document stating they understand the assignments of responsibility for their agency that they will give operational support.

L. Promulgation

1. The Ohio EOP is promulgated by the Governor of the State of Ohio annually. Approximately two months prior to the desired promulgation date, the following actions are initiated by the State EOP Planner:
  - a. The existing version of the Emergency Operations Plan is reviewed to ensure that its elements accurately reflect and respond to recent changes in law, policy, Corrective Action Plans, content and general directional changes.
  - b. The State EOP Planner produces a Promulgation signature document and a Plan transmittal memo that describes the Plan, reviews changes that occurred during the previous calendar year, and reviews changes that are proposed to occur during the next calendar year.
  - c. The Plan is submitted to the Ohio EMA Director for his/her review and approval.
  - d. After review and approval of the Plan by the Ohio EMA Director, is submitted to the Governor of the State of Ohio for his/her review, approval and Promulgation.
  - e. Upon receipt of the Governor’s Promulgation signature, the signed signature page is added to the Ohio EMA website.

## M. Distribution

1. Following Promulgation of the Plan by the Governor of the State of Ohio, the Ohio EOP is filed and distributed as follows:
  - a. Notification of the Promulgation of the Emergency Operations Plan is transmitted electronically to state departments and non-governmental organizations that are listed as either a Primary or Support Agency in the Plan, County EMA Directors, FEMA Region V, Region V states, and neighboring states.
  - b. Hard copies of the Plan are produced and delivered to the Governor, the Ohio EMA Director, and the Director of the Ohio Department of Public Safety.
2. The Ohio EOP is available via the internet by downloading the information from Ohio EMA's website at:

[http://ema.ohio.gov/EOP\\_Detail.aspx](http://ema.ohio.gov/EOP_Detail.aspx) , or by contacting the State EOP Planner at [baschwartz@dps.state.oh.us](mailto:baschwartz@dps.state.oh.us), or by writing to:

Ohio Emergency Management Agency  
State E.O.P Planner  
2855 W. Dublin-Granville Road  
Columbus, Ohio 43235-2206

## V. ROLES AND RESPONSIBILITIES

### A. Operational Overview

To ensure a coordinated, effective, and efficient response to disasters and/or emergencies, all agencies and organizations that have assigned EOP roles and responsibilities must be immediately available and committed to fulfilling their assigned roles and responsibilities to assist local governments and meet the needs of Ohio citizens.

1. Direction and Control
  - a. The Executive Director of Ohio EMA or designated representative may activate the SEOC in order to coordinate state emergency response and recovery activities.
  - b. When a local jurisdiction(s) determines that state-level resources are required to effectively respond to a disaster, county officials will contact Ohio EMA and request assistance, which may result in the Governor issuing an emergency proclamation.
  - c. In the event the Executive Director or [Ohio EMA ]determines that it will likely need resources from the federal government, Ohio EMA will begin discussions with the Governor's Office and federal partners. If preliminary damage assessments support the need and meet the federal criteria, the Governor can ask that a joint damage

assessment be conducted. Based on that information, the Governor may request a Stafford Act (FEMA) emergency or major disaster declaration.

- d. When the President issues a federal disaster declaration, the Governor will designate a State Coordinating Officer (SCO) to function as the designated liaison between the State of Ohio and the Federal Emergency Management Agency (FEMA). Historically, the Executive Director of the Ohio Emergency Operations Agency has served as the SCO. The SCO acts in coordination with FEMA's Federal Coordinating Officer (FCO) when federal response and recovery operations are activated in Ohio. FEMA and the State of Ohio work together at the site of the incident, in the SEOC and in the Joint Field Office (JFO), which is the site for FEMA operations. FEMA will support public information efforts throughout the emergency either at the SEOC or from the JFO.
- e. The Executive Director of Ohio EMA, the Governor or the Governor's designee and appropriate and necessary members of the SEOC Executive Group and state executives manage state emergency response and recovery resources.
- f. Ohio EMA will notify state agencies and other appropriate organizations when the SEOC is activated.
- g. Each ESF in Ohio's EOP has one-or-more Primary Agencies and several Support Agencies. The Primary Agency provides overall coordination and reporting of the functional activities of their assigned ESF. A Lead Agency is an agency that because of their expertise and ability has the responsibility of carrying-out a specific function within the operations of an ESF team. Any of an ESF's Primary or Support Agencies may serve as a Lead Agency. ESF teams are designed to coordinate with federal ESF counterparts when federal response and recovery teams are activated in Ohio in the SEOC and/or the JFO.
- f. A non-governmental organization (association, board, commission, agency) will be considered for a role as a Support Agency in the Ohio EOP if they meet the following criteria:
  - i. The organization has a unique set of resources, expertise, information, skills or assets that is not available from a state agency.
  - ii. The organization is the known and accepted provider of a set of resources, expertise, information, skills or assets that are needed and/or called upon in the Ohio EOP.
  - iii. The organization can demonstrate/assure that they will be capable of fulfilling the assignments of responsibility that are assigned to them on a statewide basis.
  - iv. The organization has the authority to provide a support function in an Ohio EOP-related role.

- v. The organization has the necessary resources to adequately provide services on a state-wide basis.
  
- g. In accordance with the NRF, federal assistance for incident response and recovery is provided through the activation of federal ESFs at a Regional Operations Center (ROC), through activation of a federal Emergency Response Team (ERT) and/or through activation of a JFO. Ohio and its local governments will maintain direction and control over their response operations throughout federal activation. Federal resources will be used to augment and support state and local response operations when operational needs exceed the capabilities of state and local jurisdictions and exhausts state and local resources. Ohio EMA and state ESF teams will maintain close coordination and communication with their federal counterparts during emergency response and recovery operations.
  
- h. The Ohio Constitution and the State's Continuity of Government Plan address the succession of state-level executive authority to ensure that, if needed, a designated successor is available to coordinate emergency response activities. Article 3, Sec. 15 of the Ohio Constitution states that: In the event that the Governor is unable to discharge the duties of office, the line of succession to the office of Governor shall proceed from the Lieutenant Governor to the President of the Senate and then to the Speaker of the House of Representatives.

The line of succession of executive-level authority at the Ohio Emergency Management Agency begins with the Executive Director and then proceeds to the assistant director. If the executive director and assistant director are unavailable or unable to discharge their duties, the succession proceeds to the Senior Operations Director.

- i. The Executive Group in the SEOC maintains on-going communications with local executives in the affected area(s).
  
  - j. Ohio EMA maintains continuous contact with County EMA Directors in affected area(s).
  
  - k. Detailed procedures covering SEOC operations and coordination with state liaisons/responders at sites other than the SEOC are addressed in the Emergency Operations Center Standard Operation Procedures (EOC-SOP) maintained by Ohio EMA.
2. Situational Assessment
- a. In the SEOC, situational assessment is a function of ESF-5, Information and Planning.
  
  - b. During rapidly-escalating events, Ohio EMA staff and staff from other agencies may be designated to conduct various assessment functions at the incident/disaster site.

- c. Personnel who carry out assessment functions at the incident/disaster site maintain on-going communication with the SEOC to ensure that accurate information is relayed to the Information and Planning Section.

## B. SEOC Functional Groups

The State of Ohio Emergency Operations Center (SEOC) organization consists of these functional groups: Executive, Joint Information, Recovery and Mitigation, Operations, Information and Planning, Logistics, and Finance/Administration. The responsibilities and positions of each of these groups are addressed in detail in the Emergency Operations Center Standard Operating Procedures maintained by the Ohio EMA.

## C. State-Level Primary and Support Organizations

State, federal, private, volunteer and non-governmental organizations having responsibilities listed in the Ohio EOP appear in Table BP-1. These agencies are referred to as CAS (Crisis Action System) Agencies. Depending upon the nature of the incident, CAS Agencies may be asked to send a representative to the SEOC. All possible representative organizations may not be listed in Table BP-1.

## D. Responsibilities

Agencies reporting to the SEOC, the site of the incident, or the JFO for response and recovery operations, are responsible for the following:

### 1. Standard Operating Procedures

Develop and regularly update internal Standard Operating Procedures or guidelines (SOP) that detail how Ohio EOP and related emergency responsibilities will be addressed. SOPs are included in the State of Ohio's EOP by reference only. SOP documents will be maintained and housed by the agencies responsible for carrying out the tasks and duties referenced in the SOP.

### 2. Resources

Develop and regularly update internal resource listings of equipment, supplies, and services that would be used by the organization during emergencies. Ensure that emergency resources are operational and available.

### 3. Liaisons

Identify an emergency liaison for each organization that will coordinate with ESFs in the SEOC, planning staff who will work with Ohio EMA staff to maintain the Ohio EOP; and with federal, state, and local organizations throughout response and recovery. Ensure that sufficient liaisons are identified for 24-hour operations at the EOC and at the site of the emergency as needed. Maintain listings of these personnel and phone numbers where they can be reached on a 24-hour basis.

#### 4. Reports

Provide briefings in the SEOC at assigned times of on-going and projected activities. Maintain contact with field personnel. Develop Action Plans and Situation Reports (SITREPS) and submit them to the ESF-5 staff as needed for administrative, debriefing, and after-action activities.

#### 5. Emergency Staff

Provide personnel for emergency temporary assignments as requested by Ohio EMA. Ensure that these personnel have the required logistical and resource support to carry out emergency responsibilities.

#### 6. Executive Group

Depending upon the nature of the emergency, state government executives may serve as members of the Executive Group in the SEOC in order to evaluate state response activities.

#### 7. Lead Agencies

Certain hazards may require the designation of a Lead Agency for response (e.g., Dept. of Rehabilitation and Corrections during prison riots). During such emergencies, the Lead Agency may provide a team of decision makers in the Lead Agency Room in the SEOC. The Lead Agency team works closely with the Executive Group for emergency response and recovery policy and decision making. In general, a lead agency has the expertise and resources to carry out specific missions as part of an ESF team.

#### 8. Training and Exercises

In order to ensure maximum levels of readiness for state emergency response and recovery operations, organizations that have defined EOP roles and responsibilities will cooperate and participate in Ohio EMA-sponsored emergency exercises and training. These agencies will provide emergency resource and planning information and will be prepared to meet the emergency responsibilities listed in the Ohio EOP.

In some instances, a state agency in a local jurisdiction may act as a first responder, and the local assets of state agencies may be used to advise or assist local officials in accordance with agency authorities and procedures. Mutual aid agreements provide mechanisms to mobilize and employ resources from neighboring jurisdictions to also support the incident command.

## 9. Local Chief Executive Officers

A mayor, city council, county manager/executive or county commissioner(s), as a jurisdiction's chief executive, is responsible for the public safety and welfare of the people of that jurisdiction. The Local Chief Executive Officer:

- a. Is responsible for coordinating local resources to address the full spectrum of actions to prevent, prepare for, respond to, and recover from incidents involving all hazards including terrorism, natural disasters, accidents, and other contingencies
- b. Is dependent upon State and local law and in some circumstances, has authority to temporarily suspend local laws and ordinances, such as the establishment of curfews, direct evacuations, and authorization to make emergency purchases.
- c. Provides leadership and plays a key role in communicating to the public, and in helping people, businesses, and organizations cope with the consequences of any type of domestic incident within the jurisdiction
- d. Negotiates and enter into mutual aid agreements with other jurisdictions to facilitate resource sharing
- e. Through the county emergency management agency, request State and, if necessary, Federal assistance through the Governor when the jurisdiction's capabilities have been exceeded or exhausted

## 10. Federal Agencies

During an incident response, Federal departments or agencies may play primary and/or support roles based on their authorities and resources and the nature of the incident. In situations where a Federal agency has jurisdictional authority and responsibility for directing or managing a major aspect of the response, that agency is part of the national leadership for the incident.

The individual or agency may participate as a Senior Federal Official (SFO), a Senior Federal Law Enforcement Official (SFLEO, such as the FBI Special Agent-in-Charge (SAC) for a terrorist event) in the Joint Field Office (JFO), in the Coordination Group at the field level, or as part of the Interagency Incident Management Group (IIMG) at the national level. Some Federal agencies with jurisdictional authority and responsibility may also participate in the Unified Command at the Incident Command Post (ICP).

## 11. Citizens

Strong partnerships with citizen groups and organizations provide support for incident management preparedness, prevention, response, recovery, and mitigation. Citizen Corps brings these groups together and focuses efforts of individuals through education, training, and volunteer service to help make communities safer, stronger, and better prepared to address the threats of terrorism, crime, public health issues, and incidents of all kinds.

Citizen Corps works through a national network of State and local Citizen Corps Councils, which bring together leaders from law enforcement, fire, emergency medical and other emergency management, volunteer organizations, local elected officials, the private sector, and other community stakeholders.

Local Citizen Corps Councils implement Citizen Corps programs, which may include Community Emergency Response Teams (CERTs), Medical Reserve Corps, Neighborhood Watch, Volunteers in Police Service, Fire Corps and other affiliate programs; provide opportunities for special skills and interests; and organize special projects and community events. Citizen Corps Affiliate Programs expand the resources and materials available to States and local communities by partnering with programs and organizations that offer resources for public education, outreach, and training; represent volunteers interested in helping to make their communities safer; or offer volunteer service opportunities to support first responders, disaster relief activities, and community safety efforts.

#### E. Operations Software

The Ohio EMA utilizes an electronic operations software system, WebEOC, for situation analysis and mission assignment and management in the SEOC. The software provides information sharing and communications capabilities to facilitate critical systems management. In the event the electronic operations software system is unavailable due to technical difficulties or relocation in accordance with COOP, the SEOC maintains a backup paper EOC operations system.

#### F. Emergency Support Functions and Annexes

ESFs and Annexes group similar emergency functional assistance that local governments are likely to need from the state. Each ESF or Annex acts as a team of state agencies and other non-governmental organizations to functionally address local emergency and disaster needs. A Primary Agency coordinates and facilitates activities of the Support Agencies that assist in carrying-out functional responsibilities.

Unlike Federal ESFs and Annexes, Ohio uses a modified format that allows a State Agency to function and have a role within several ESFs. A state agency might function as a Primary Agency on one-or-more ESFs and function as a Support Agency on one-or-more other ESFs. An agency might also function as a Lead Agency under one-or-more ESFs.

#### G. Mutual Aid

- a. Ohio EMA maintains mutual aid agreements, Memoranda of Understanding (MOU) and other written agreements (collectively, Agreements) with a number of agencies at various levels of government. Agreements between the Ohio EMA and other agencies include:
- b. An MOU with the National Oceanic and Atmospheric Administration (NOAA)/National Weather Service (NWS), May 2001 identifies NWS's responsibilities regarding the

dissemination of information over NOAA Weather Radio and NOAA Weather Wire Service and the definition of the general scope of messages that NWS will disseminate.

- c. An Agreement with Ohio Task Force -1 (Urban Search and Rescue Task Force), November 4, 2009 covers employing Ohio Task Force-1 to rapidly deploy search and rescue resources in the State of Ohio.
- d. Various Agreements with the Adjutant General's Department, Ohio National Guard (ONG), with various dates have been entered into for: developing, operating, maintaining and testing an efficient communication system for statewide response; providing efficient and coordinated public information to the citizens of Ohio; allowing Ohio EMA to access the Beightler Complex to utilize the radio antenna, tower, radio equipment room and radio frequencies for communications both during emergencies and during normal operating conditions; cooperating in the supply of City of Columbus water to the Emergency Operations center/Joint Dispatch Facility (EOC/JDF); allowing for the storage of approximately 250,000 sandbags which belong to the U.S. Army Corps of Engineers, supplying radiation monitoring instruments; and jointly maintaining the tunnel connecting the Beightler Complex and the EOC/JDF.
- e. An October 6, 2009 Agreement with the American Red Cross provides for the cooperation between the State of Ohio and the American Red Cross through National Headquarters and/or chapters, in carrying out their assigned responsibilities.
- f. An April 2004 Agreement with the Buckeye State Sheriffs' Association establishes the process for receiving, transmitting and responding to notification of Personal Locator Beacon activations within the geographic boundaries of the State of Ohio.
- g. A September 1991 Agreement with the Search and Rescue (SAR) Coordinator for the Inland Region ensures the effective use of all available resources for SAR activities, incorporates SAR agencies of various states into the SAR network, and provides an avenue for further agreements between the Air Force Rescue Coordination Center and the State of Ohio.
- h. Various September 1991 Agreements with Air Force Rescue Coordination Centers; Tyndall Air Force Base, Florida delineate the operational procedures between the State of Ohio and the Executive Agent for Inland Search and Rescue for use within the geographic boundaries of the State of Ohio.
- i. MOUs between Eleven County Sheriffs' Offices and the Ohio Department of Public Safety, Ohio EMA, the Buckeye State Sheriffs' Association placed interoperable communications vehicles regionally around the state. This allows deployment to all parts of the state within one hour of an incident to enable law enforcement and other first responders to better communicate when responding to large-scale events.
- j. A September 2009 MOU between the Federal Alliance for Safe Homes (FLASH), the Ohio Emergency Management Agency, and the Ohio Department of Insurance establishes a partnership to work together to design/develop, assist in response during emergencies

and to work together to strengthen homes and safeguard families from the impacts of disasters.

- k. A June 2008 MOU between the Aidmatrix Foundation and the Ohio Emergency Management Agency establishes the relationship between the parties to utilize donations management solutions via the internet. The Aidmatrix solution is an online tool that is offered by FEMA as part of the National Donations Management Network.
  - l. A January 2008 MOU between the Ohio Emergency Management Agency and the Ohio State Highway Patrol authorizes OEMA to utilize space in the Ohio State Highway Patrol Academy for its primary alternate work location in the event the emergency operations center becomes unusable for any reason.
2. Other Plans and Agreements
- a. Section 5502.41 of the Revised Code is the Ohio Intrastate Mutual Aid Compact (IMAC) which complements existing mutual aid agreements in the event of a disaster that results in a formal declaration of emergency by a participating political subdivision.
  - b. Section 5502.40 of the Revised Code is the Emergency Management Assistance Compact which is the interstate mutual aid agreement to which all states and territories belong that allows states to assist each other in times of disaster. When any member state's Governor declares a disaster or when a disaster is imminent, other member states may agree to provide assistance in response to requests from the impacted state(s).
  - c. The deployment of locally- and regionally-based personnel and other resources under the Ohio Fire Service Emergency Response System is coordinated by the Ohio Fire Chiefs' Association, with resource requests dispatched through a rotating central dispatch facility. The Ohio Emergency Management Agency is notified of deployments made via the Emergency Response System.
  - d. OEMA's Telecommunications and Facilities Branch maintains MOUs and Agreements with all levels of government and with the private sector. These MOUs and Agreements number in the hundreds and allow access to property and the co-location of equipment to facilitate meteorological and other data collection and the communicating of information with other entities. Specifically, these MOUs include FCC licenses and property access permission, equipment maintenance, and equipment access agreements.