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Plan Development and Review Guidance for local Emergency Operations Plans



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Introduction

The Ohio Revised Code requires local emergency management agencies within the state of Ohio to develop and maintain an Emergency Operations Plan (EOP) ([ORC - 5502.26](#), [.27](#), and [.271](#)). The Ohio Administrative Code, Rule [4501:3-6-01](#), requires each county emergency management agency (EMA) to annually review and update its EOP. This guidance was prepared to assist in the development and maintenance of local EOPs, to outline the planning process, and to set a standard for the information that should be contained in a local jurisdiction's EOP. This guidance supplements the guidance found in FEMA's State and Local Guidance 101 ([SLG-101](#)), "Guide for All-Hazard Emergency Operations Planning." Local EMAs should use both documents for guidance in the development and subsequent revisions of their EOP.

This guidance was initially developed in 1997 by a joint committee of state and local EMA officials. The purpose was to clarify the EOP development and evaluation process in Ohio. This document was last updated in 2003 and will be reviewed and updated as necessary, with the next update scheduled to be in 2011.

Chapter One of this guidance provides an overview of the EOP planning process. It provides local planners information on how to develop and format their plan. It also includes a reference section to obtain additional planning information. Chapter Two is a comprehensive checklist of essential planning elements, some unique to Ohio programs, that should be included in an EOP. The Emergency Operations Plan Development and Review Checklist is the working document that a local planning team should use to develop an EOP and to review and/or evaluate an existing EOP. It sets the standard within the state of Ohio for what elements should be contained in an EOP.

To satisfy the Ohio Administrative Code requirement for an annual review of an EOP, county EMAs should work with their assigned Ohio Emergency Management Agency (Ohio EMA) field liaison to evaluate existing EOPs based on the checklist in the second chapter. Based on that evaluation, the jurisdiction should make appropriate changes to the Plan so that it meets the standard set by the checklist and effectively responds to the jurisdiction's Hazard Analysis.

Throughout the EOP planning process, county EMA directors are expected to include their community's public- and private-sector response organizations, support agencies and service agencies that may be active during an emergency or disaster in an integrated planning process. They should also actively include and obtain the final approval of the Plan's changes from their community's chief elected officials. Each jurisdiction should consult with legal counsel to determine whether or not emergency management plans are public record.

County EMA directors are offered the experience and knowledge of Ohio EMA staff that can be of assistance in the planning process. These individuals can address questions or resolve planning concerns regarding EOP planning elements. County EMA directors may also contact other state agencies to clarify department or hazard specific planning issues, or contact peers from other counties. The ultimate goal of the planning process is that the local EOP will reflect the wealth of experience and knowledge found in the local community and throughout the state. To support this goal, the following information provides a quick review of the planning process that should be in place in a county.



The Planning Process

Developing or revising an Emergency Operations Plan (EOP) includes five key tasks that are routinely mentioned in most federal and private planning guides:

1. Completing a Hazard Analysis
2. Conducting a Capability Assessment
3. Reviewing Existing Plans/Procedures
4. Organizing a Planning Team
5. Creating/Revising the Plan

The **Hazard Analysis** process is the critical starting point. Communities cannot effectively plan emergency response actions unless they know what hazards may impact them. The hazard analysis, also called a hazard assessment, involves three basic steps:

1. Identifying what hazards may occur and how they will impact the area.
2. Determining which areas are most likely to be impacted by each hazard, what sensitive populations or environmental areas are most likely to be affected, and how much damage could be expected to occur in those areas.
3. Estimating how likely or frequently each hazard would occur.

There are numerous guides that address how to complete a hazard analysis, such as the student manual from FEMA's Emergency Planning Workshop or the National Response Team's Emergency Planning Guide. Hazard analysis results can be defined in either a qualitative or quantitative manner, depending on the hazard and analysis technique. In either case, a jurisdiction needs to prepare a formal hazard analysis document and summarize the results of the analysis in the EOP.

Ohio EMA has various guidance tools that may be used to complete a hazard analysis. The Ohio EMA Mitigation Branch maintains the state hazard analysis and has guidance on how it conducted and maintains its analysis. The Ohio EMA Mitigation Branch also has guidance that stresses the need to develop and maintain a natural hazard analysis. The Ohio EMA Field Operations, Training and Exercise Branch has guidance used to complete hazard analyses for chemical hazards. These tools will help to define how disasters have and will continue to have an impact on a jurisdiction.

When the hazard analysis is completed, the jurisdiction should use the results of the analysis to complete a **Capability Assessment**. This assessment should be completed by key response and government agencies. Working together, they will discuss how prepared a jurisdiction is to respond to the hazards that were identified in the hazard analysis. The capability assessment will be used to identify the response and recovery strengths, identify response and recovery gaps that exist, and identify how the jurisdiction will respond to and overcome these gaps. It should identify needs for the acquisition of additional resources, needed training, needed procedures, needs for the education of officials, and should address other gaps and limitations of the jurisdiction.



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The next step, **Review of Existing Plans and Procedures**, is the natural continuation of the hazard analysis and capability assessment. After the completion of the first two analyses, responders and planners will know the hazards posed and will have assessed their ability to respond to them. Agencies will also have reviewed their procedures for responding to emergencies and disasters. The county's plan and procedures review group will help prioritize and delegate the work needed to develop or update the EOP and the procedures of response organizations.

Agencies with fully developed operational plans and procedures will need the EOP to note that these plans are in-place. The EOP will need to provide support to these plans to ensure that they are operationally feasible. Reviewing existing plans and procedures will help ensure that they are coordinated among the various agencies and will keep all agencies and organizations working together in an ongoing integrated emergency planning effort.

The National Incident Management System (NIMS) requires that a corresponding standard operating procedure/guideline be developed for every assignment of responsibility in an EOP. Local agencies and organizations should be encouraged to review, update and develop their procedures/guidelines to ensure that they are able to effectively respond to their assignments of responsibility. This guidance, FEMA's SLG -101, and a number of other planning guides provide recommendations on how to create new plans and review existing ones.

A community should now be ready to begin drafting a new EOP or revising the existing plan. To accomplish this step, a community must **Organize a Planning Team**. As the National Response Team guidance states, "Experience shows that plans are not used if they are prepared by only one person or one agency." A community must use the experience and knowledge of each response and support group that is active during an emergency, in order to effectively accomplish this task. Therefore, local officials must ensure that the planning team is comprised of personnel who will dedicate time and will actively participate in the planning process. As a plan is written and revised, team members should solicit and receive feedback from personnel in their respective agencies/departments. The value of an emergency operations program and a plan is not measured by the words that end up on paper, but rather by the planning process that created them.

Once the plan is written, the next step will be to regularly **Revise the Plan**. As a community changes, so will the way in which disasters may impact an area and how a jurisdiction will respond to emergencies and disasters. To prevent the jurisdiction from being unprepared, plans must continually be used, reviewed and evaluated. A plan must contain a process that brings officials together to read and review its content. This review should be completed on a regular basis. Ohio law states that counties are required to conduct this process annually. FEMA's guidance recommends reviewing pieces of the plan at given times so that the work is evenly divided and easier to accomplish. This review will also keep the plan fresh in the minds of local agencies.

A jurisdiction should also consider having the plan evaluated by an outside source. This outside evaluator can come from a neighboring county, or from a response agency, or by Ohio EMA. Third-party reviews provide an objective critique that can identify issues that may have been overlooked, and can question procedures that make assumptions on how tasks are to be accomplished.



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Another process used to keep the plan current is to routinely **Exercise the Plan**. In Ohio, county EMAs must annually exercise their EOPs. This function allows local officials to physically test and determine if their training, procedures and resources are adequate to handle an emergency. Ultimately, the true test of any plan is during an actual emergency or disaster. It will demonstrate the effectiveness of a jurisdiction's preparedness and it will identify where local readiness can be improved. A community needs to come together following an emergency and identify the lessons to be learned by the event. A plan needs to define how exercises and incident critiques will be integrated into the EOP revision process as well as into the overall emergency preparedness program.

Planning Standards

Chapter Two of this guidance contains a checklist of planning elements that should be included in a jurisdiction's EOP. This checklist should be used during both the development of an EOP and during the annual review process. The checklist recognizes there are unique tasks for specific hazards and unique planning requirements for those incidents. The guidance provides a list of minimum standards, but recognizes that the elements that are contained in the checklist might not be the only issues a community should address. The jurisdiction must determine what other elements beyond the standard should be addressed to ensure its ability to respond to the list of possible hazards.

Chapter Two's planning elements are divided into two distinct categories:

1. **Elements to Meet the Standard of This Guidance.** An element listed in this category signifies that it is essential to emergency operations. The EOP should therefore contain tasks and other measures that apply to that element. An EOP should address each of these essential elements. If it does not, the EOP will be considered incomplete and inadequate.
2. **Additional Planning Elements** are elements that if addressed, will improve the efficacy of the plan, and will improve the use and understanding of the particular planning element. The planning team does not have to include these additional planning elements in the Plan if they determine the element does not apply locally. If it does apply, the local team should address these elements to improve the use and functionality of the plan.

An EOP must contain well-defined and detailed concepts of operation – a list of tasks that will need to be accomplished under each annex/ESF/appendix. These concepts of operation should highlight the critical tasks that must be accomplished or coordinated for a particular function.

To that purpose, this Guidance includes links to the U.S. Department of Homeland Security's (DHS) Target Capabilities List for a majority of the planning topics. The information provided in these links will help determine the critical tasks for each planning topic.

An EOP must also contain well-defined and agreed-upon assignments of responsibility for the support agencies in the plan. The assignments of responsibility must respond directly to the Plan's concepts of operation; that is, for every concept of operation, there must be one-or-more assignment(s) of responsibility assigned to one-or-more support agencies.

These assignments of responsibility are then translated into specific tasks and corresponding procedures by the responsible agencies/organizations. Here again, the Target Capabilities List



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can serve as a tool for agencies and organizations to focus on critical tasks for which corresponding standard operating procedures or guidelines must be developed.

The amount of detail included in the plan will depend on the plan's target audience and their need to know each of the plan's functions. Some agencies will need to have their assignments of responsibility spelled out in great detail, while others may only need an overview of a function and its responsibilities. The planning team will need to work closely with support agencies to determine how much detail is needed.

Standard Operating Procedures (SOP) should not be included in the jurisdiction's EOP. Support agencies will need to develop an SOP that corresponds to each of their assignments of responsibility in the plan. Agency-based SOPs should be maintained by agencies. SOPs that are related to Emergency Operations Center (EOC) operations (contact lists, EOC procedures, resource lists, etc.) should be maintained by the county EMA and should be housed separately from the EOP. The EOP should contain a list/description of SOPs that support the plan.

There is a role for county EMAs to play in coordinating the application of separate agency SOPs. The county EMA should work with support agencies to ensure that their individual SOPs will correspond to the SOPs of other support agencies. For the example, the EOP might specify in the medical or rescue section how SOPs and response protocols will be coordinated during a response, such as, the first EMS unit on-scene will orchestrate all triage functions using their SOPs. As the planning team addresses the issue of coordinating SOPs, they might discover that they can combine separate SOPs into a jurisdiction-wide SOP.

Using the Guidance

To better understand Chapter Two, the Planning Team should note that the chapter is broken down into five elements:

1. **General Planning Topics**
2. **Associated Target Capabilities** (where applicable)
3. **Standards and Additional Planning Elements**
4. **Plan, Section and Page References** for each element
5. **General Comment Lines** following each set of planning elements (see figure 1.0 below).

The **General Planning Topics** are the planning topics that should be addressed in an EOP. For the purpose of this guide, the topics are divided into preparedness, response and recovery categories. These topics are presented in format to make it easier to identify and subsequently ensure the team has addressed the common planning topics. A brief statement follows each general planning topic and is used to clarify what the issue should be addressed by the team.

The **Associated Target Capabilities** are those Target Capabilities from the DHS Target Capabilities List (TCL) which are directly applicable to the planning topic. If there are other Target Capabilities that may be useful to review because they are indirectly related to the planning topic, these are included in this section as well. The DHS Target Capabilities List is a planning tool that supports the National Preparedness Goal. The TCL describes the capabilities that are needed in order to perform tasks that are critical to achieving successful outcomes in prevention, protection, response, and recovery for incidents of national significance.



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The DHS Target Capabilities List should be viewed as an additional preparedness planning tool that can serve multiple purposes. Most users are familiar with the target capabilities through exercises under the Homeland Security Exercise Evaluation Program (HSEEP), where they are used to design, conduct and evaluate exercises. The target capabilities can also be applied to the development and maintenance of plans and procedures. In evaluating existing plans and procedures, or in an initial meeting with planning partners to develop a new plan, the target capabilities may provide a benchmark for comparison, or a useful starting point for discussion.



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<u>Plan, Section & Page</u>	<u>Planning Elements</u>
	<p><u>General Planning Topic</u> – This is a general issue that should be addressed in the plan. It simply states what is planning intent of the topic, who may have a role under the topic, and why it needs to be part of the plan.</p> <p style="padding-left: 40px;"><u>Associated Target Capabilities</u> – Links to relevant Target Capabilities in the DHS Target Capabilities List.</p> <p style="text-align: center;">To meet standards, a Plan should, at a minimum:</p> <p>Where is it? _____ <input type="checkbox"/> Meet the standard set by this guidance. These planning elements should be <i>addressed</i> in the EOP and should include Concepts of Operation, Assignments of Responsibility, Resource Needs, references to applicable Mutual Aid Agreements, and references to corresponding SOPs/SOGs.</p> <p><u>To improve/modify the above elements addressed in the plan...List planned future work and who will be involved in revisions, applicability/non-applicability of elements.</u></p>
Additional planning elements could include:	
Where is it? _____	<p><input type="radio"/> Additional Planning Elements identify those tasks that should be considered locally for their applicability and included in the plan, if they will help clarify a given procedure or topic.</p> <p>Same as above for the required comments section. _____</p>

Figure 1.0; Layout of Chapter Two, Planning Elements

When the planning team feels a planning element has been adequately addressed in the plan, they should place a checkmark in the accompanying box (☐) or circle (○) next to the element. This will help the team to track which elements have been addressed and which ones remain to be completed.

A **Plan, Section and Page** line is located to the left of each planning element. This line is used to identify in which document(s) (EOP, Hazard Analysis, Mitigation Plan, etc.), the specific section, and the specific page where the given planning element is addressed. This reference allows the reviewer/updater to quickly locate information related to the element. It also allows outside reviewers to find the element in the jurisdiction’s plan regardless of which plan format the jurisdiction has chosen to use.

In some cases, a planning element may be addressed in more than one plan, section or page. There should be ample space above or below the line to list two or three location references. If there are more references than that, it may indicate that the plan is continuously repeating the topic, and thus the planning team may wish to consolidate the procedures into fewer locations. If a recommended element is not applicable locally, the reference line can state that it is not applicable and provide a brief reason for its omission. This will be a reminder for future planning team members and reviewers, and users will know that the issue was reviewed and not simply



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overlooked. When completed, the checklist should be included in the EOP's base plan. Future plan reviewers and first-time plan readers will be able to quickly use the checklist to locate a specific procedure in the plan without searching through the entire EOP.

Finally, two **General Comment** lines follow each set of standard and additional planning elements. These lines are to be used during the plan development or review process to make notes about a given planning element or the entire planning topic. The planning team may use the lines to note that further work is needed for a particular topic or that they need to contact another agency for more input. When the plan is evaluated locally, the evaluator should use the lines to make recommendations on how to improve a particular function or section of the EOP. The planning team can then use those recommendations to complete its annual review and to make changes to the plan as needed. If the planning team or an evaluator needs to make additional comments, the end of checklist includes a page for those comments.

Overall, Chapter Two should be used as a checklist to ensure the planning team has considered the full spectrum of issues that could arise before, during and after an emergency/disaster. The planning elements listed in the checklist should generate thought, discussion, and involvement among the community's response and planning agencies. It should also identify areas in which the local emergency program can be improved beyond the simple writing of the EOP.

Further Support

Ohio EMA recognizes that some planning elements have requirements that were generated by other Ohio laws or national standards. To help, Chapter Two includes those specific requirements or provides a reference to a specific planning guide. For example, Local Emergency Planning Committees (LEPC) have specific requirements to develop chemical response plans. Their planning requirements are identified and specifically referenced in Chapter Two's discussion. In addition, Chapter One's Section 3 contains a list of references that identify current planning guidance. It includes current references to state, federal, and even private planning materials or standards. A hyperlink is provided for many of these references.

The checklist contains hyperlinks to reference materials that relate to a specific planning element. Please note that since planning guidance is continuously created, revised, or deleted, Section 3 will be routinely updated. A current copy of this guidance can be found on the Ohio EMA website at: [Plan Development and Review Guidance for Local EOPs](#).

If a jurisdiction has a valuable source of information, or a county discovers additional guidance that is not listed in Section 3, contact Ohio EMA, it will be included in this document so it can be shared with other emergency planning teams.

As local planning teams use this planning development tool, there will likely be questions about the planning process and the guidance. Planning teams should contact their assigned field liaison for assistance beyond this document. Ohio EMA field liaisons, in conjunction with the assigned Ohio EMA planner, will address questions concerning the planning and emergency preparedness process. If the planning team has a question about a specific issue that is managed by another section within Ohio EMA, another state agency, or the federal government, contact an Ohio EMA field liaison, who will coordinate resources to provide a response from the appropriate source.



The Plan Development & Review Process

As noted in the introduction, Ohio EMA field liaison and planners will support local planning teams by annually reviewing EOPs. If a liaison identifies a need to revise an EOP, he or she will work with the local planning team in order to make those changes.

This guidance is a flexible tool that will change and be revised as circumstances dictate. Should the local planning team identify a way in which to update or improve the guidance, they can forward their comments directly to Ohio EMA's Operations Division or share them through the Ohio EMA field liaison. Ohio EMA's Operations Division and field liaison contact number: 614-889-7180.

To begin drafting the plan, the planning team needs to determine the plan's format or outline. As stated in FEMA's SLG101, **"...an EOP's format is 'good' only if the EOP's users understand it, are comfortable with it, and can use it to extract the information they need."** A new version of SLG-101 is expected to be released by the end of 2007.

This section contains various outlines that the community could use to format its EOP. These plan framework options are based in part on how other counties have developed their plans as well as existing state and federal planning guidance. There is no one plan framework that best suits each community. These are samples only, and are included here to give planners an idea on where to begin. As each framework is discussed, the section will show how Chapter Two's planning elements could be addressed for each framework. The sample outlines include the **SLG 101** framework, the **Emergency Support Function (ESF)** framework, the **Emergency Phase, Disaster-Specific** framework, and the **Agency-Specific** framework.

As the jurisdiction's planning team begins to develop its Plan, the team must decide which framework will be most effective and will be easiest to use by local agencies and responders. The planning team may also modify any of these frameworks to better address their local procedures, resources and capabilities.

A. Functional Annex Format

The Functional Annex Format is the EOP framework that is presented in FEMA's State and Local Guide 101, titled, "Guide for All-Hazard Emergency Operations Planning." It replaced FEMA's CPG 1-8 manual, which was used to draft most county EOPs in the 1980s and early 1990s. Its basic format remains the same and relies on three key sections: **Base Plan**, separate functional **Annexes**, and hazard specific **Appendices** (see fig 5.1).

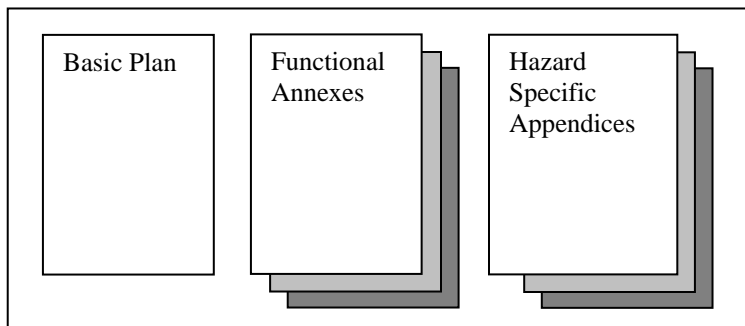


Figure 5.1 - SLG101's EOP Format

Although the National Response Framework (NRF) calls for continuity and interoperability between emergency operations plans at all levels of government, there is no requirement for local emergency management agencies to adopt the NRF's framework that is based on the Emergency Support Function format (see page 12, below).



Sample Plan Framework

The Functional Annex Format is the recommended format for county and local jurisdiction emergency operations plans because its format mirrors the emergency response activities that take place at the local level.

In the Functional Annex Format, the **Base Plan** provides the plan holder an overview of the preparedness and response procedures for the area. It defines the local hazards, outlines agency roles and responsibilities, and explains how the plan is kept current. An introduction to the base plan contains the table of contents and a promulgation document signed by the chief elected officer.

The **Annexes** are individual chapters that focus on specific response and recovery functions, such as communications and damage assessment. The annexes clearly define the procedures, roles, policies and concerns of that function. They discuss how tasks are managed before, during and after the disaster, and identify the key agencies to implement that function. However, each annex only addresses the 'generic' procedures that can/will be used for various types of emergencies.

The **Appendices** are used to explain hazard-specific procedures. They are attached to the end of each annex and explain the procedures that are unique to that annex for a particular disaster. For example, the Direction and Control annex may have an appendix that discusses how local law enforcement's command post will coordinate response functions with the FBI's on-scene operations center during a terrorist response. The appendices may be short or long depending on how much detail is needed to explain response functions. The appendices should not repeat functions that are already outlined in the host annex.

When the planning team notes that it has an appendix in every annex for the same basic disaster, they might consider combining these appendices into one appendix. For example, chemical or radiological emergencies often contain unique functions for each annex. In this case, those can be merged into one chemical or radiological appendix to the EOP.

The Functional Annex Format also uses a specific outline to define the functions within each chapter (see fig 5.2). This additional formatting makes the plan easy to read and use, since the information is laid out the same in each chapter. It also creates the potential to repeat some information in many sections when one piece of information is relevant to multiple chapters of the plan. It will also require accurate reference to other chapters in order to clarify the coordination needed between multiple functions. For more information on this individual chapter formatting, review SLG -101.

- | |
|------------------------------------|
| I. Purpose |
| II. Situations & Assumptions |
| III. Concept of Operations |
| IV. Assignment of Responsibilities |
| V. Administration & Logistics |
| VI. Plan Development & Maintenance |
| VII. Authorities & References |

Figure 5.2 - SLG101's Individual Chapter Structure

In its entirety, the Functional Annex Format is flexible enough to accommodate all local response functions. As such, this guidance recognizes that its listed annexes and appendices are not the only chapters that can be used in the plan. The framework can be expanded to include other response functions or to separate an operational issue into two separate chapters. In Ohio, the local EOP might include an annex to define debris management functions. Or, the county might use an appendix to attach the chemical emergency response functions developed by the LEPC.



Sample EOP outline using the **Functional Annex Format**:

I. **Support Annexes**

- A. Recovery Function Annex
 - 1. Damage Assessment
- B. Community Relations
 - 1. Public Education
- C. Legal Affairs
- D. Donations Management
- E. Financial Management
 - 1. Cost Recovery
- F. Logistics Management
- G. Public/Media Affairs
 - 1. Public Notification & Warning

- F. Mass Care
- G. Health and Medical
 - 1. Emergency Medical
 - 2. Public Health
 - 3. Response Personnel Safety
- H. Resource Management
- I. Donations Management *
- J. Infrastructure / Public Works *
- K. Debris Management *

* **Note:** These sections are not specifically in the SLG-101, they are topics that are relevant to Ohio emergency management programs and should be addressed in the plan.

II. **Base Plan**

- A. Promulgation Document / Signature Page
- B. Table of Contents
- C. Purpose
- D. Situations & Assumptions
 - 1. Hazard Analysis Summary
 - 2. Capability Assessment
 - 3. Mitigation Overview
- E. Concept of Operations
- F. Assignment of Responsibilities
- G. Administration & Logistics
 - 1. Continuity of Government
 - 2. Incident Critique
 - 3. Documentation
 - 4. Cost Recovery
 - 5. Training Program
 - 6. Public Education
- H. Plan Development & Maintenance
 - 1. Plan Maintenance
 - 2. Plan Changes & Distribution
 - 3. Exercise Program
- I. Authorities & References

IV. **Hazard-Specific Appendices** (Note, this is not a complete list and local team must define them based on their hazard analysis.)

- A. Earthquake
- B. Flood / Dam Failure
- C. Hazardous Materials
- D. Hurricane
- E. Lethal Chemical Agents & Munitions
- F. Radiological
- G. Terrorism
- H. Tornado

III. **Functional Annexes**

- A. Direction & Control
 - 1. Incident Assessment
 - 2. Damage Assessment
 - 3. Incident Command
 - 4. Incident Scene Operations
 - 5. Emergency Operations Center
- B. Communications
- C. Warning (Initial Notification)
- D. Emergency Public Information
- E. Evacuation
 - 1. Sheltering



Sample Plan Framework

B. Emergency Support Functions (ESF) Format

The Emergency Support Function framework is the outline used in the National Response Framework (NRF) and Ohio's Emergency Operations Plan (see fig 4.1). This framework uses various planning techniques but is closely based on the Functional EOP approach. It begins with a **Base Plan**, addresses individual **Emergency Support Functions (ESFs)**, then attaches separate **Support** or **Incident Annexes** as required, and includes unique **Appendices** that support the whole plan.

In this framework, the **Base Plan** provides an overview of the local response system. It briefly explains the local hazards, capabilities, needs, and response organization. It reviews the tasks under each emergency phase and identifies which agencies have the lead for a given ESF. The Base Plan then outlines the **ESFs** that are activated locally during a disaster. Each ESF has a designated primary agency, and that agency is responsible for coordinating activities under an ESF and arranging support as needed. Support agencies and what they provide are also defined in each ESF. Federal and state of Ohio ESFs include transportation;

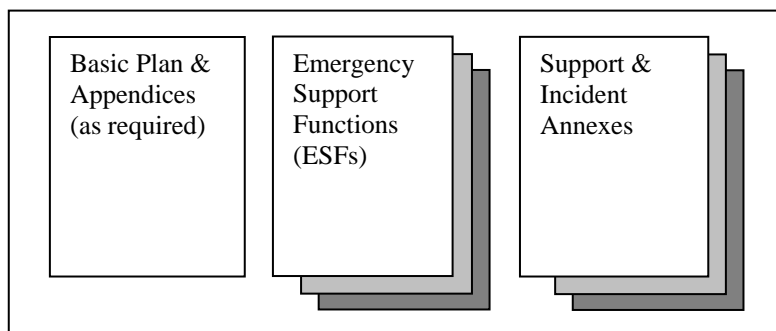


Figure 4.1; ESF Format

communications; public works and engineering; firefighting; information and planning; mass care; resource support; health and medical services;

search and rescue; hazardous materials; food; energy; law enforcement; community recovery and mitigation; and emergency public information.

The EOP uses **Support Annexes** to describe the mission, policies and concept of operations of related activities that are implemented during disaster operations. These annexes vary but can include recovery, community relations, legal affairs, donations management, financial management, logistics/resource management, and public/media affairs. **Incident Annexes** are used to describe the responsibilities and actions for specific events that are found in one or more separate plans and pre-planning has coordinated those functions with the rest of the EOP. For example, many communities have a separate Mass Casualty plan that would require coordination with the Firefighting, Search and Rescue, and Health and Medical ESFs. The Mass Casualty plan can be included in with the EOP, or it can simply be listed in the basic plan as a separate plan that must be reviewed by local personnel to understand the “big picture.”

Finally, **Appendices** are used to attach other relevant information that is not already addressed in the Basic Plan, in the ESFs, or in separate Annexes. This may include common information such as a list of terms and definitions, guidelines for EOP revision, or an EOP exercise program. It may also include the forms that are germane to most disasters.

While the ESF format focuses primarily on key response functions, it permits the inclusion of information from other existing plans without rewriting those plans into the EOP. This format should also make it easier to develop and integrate state and federal support into the local response network since the plans will all follow the same outline.



Sample Plan Framework

Sample EOP outline using the **State/Federal ESF Format**:

I. Basic Plan

- A. Table of Contents
- B. Promulgation Statement/Purpose
- C. Assignment of Responsibilities
- D. Continuity of Government
- E. Hazard Analysis
- F. Capability Assessment

II. Emergency Support Function Annexes

- A. ESF #1 - Transportation
- B. ESF #2 - Communications
 - 1. Initial Notification
 - 2. Communications
- C. ESF #3 - Public Works and Engineering
 - 1. Infrastructure & Public Works
 - 2. Debris Management
- D. ESF #4 - Firefighting
- E. ESF #5 - Information and Planning
 - 1. Incident Command/Assessment
 - 2. Emergency Operations Center
 - 3. Documentation
 - 4. Incident Critique
- F. ESF #6 - Mass Care
 - 1. Evacuation
 - 2. Sheltering & Mass Care
- G. ESF #7 - Resource Support
- H. ESF #8 - Health and Medical Services
 - 1. Emergency Medical Services
 - 2. Public Health
- I. ESF #9 - Search and Rescue

- J. ESF #10 - Hazardous Materials
- K. ESF #11 - Food
- L. ESF #12 - Energy
 - 1. Infrastructure & Public Works
- M. ESF #13 - Law Enforcement
- N. ESF #14 - Community Recovery and Mitigation
- O. ESF #15 - Emergency Public Information

III. Support Annexes

- A. Recovery Function Annex
 - 1. Damage Assessment
- B. Community Relations
 - 1. Public Education
- C. Legal Affairs
- D. Donations Management
- E. Financial Management
 - 1. Cost Recovery
- F. Logistics Management
- G. Public/Media Affairs
 - 1. Public Notification & Warning

IV. Incident Annexes

- A. Terrorism
- B. Drought
- C. Nuclear Power Plants
- D. (other hazard or local response plans as required)

V. Appendices

- A. Plan Maintenance
- B. Exercise Program
- C. Training Program
- D. Mitigation Program

C. Emergency Phase Format

The Emergency Phase Format is based on the common emergency management phases that occur over the lifespan of a disaster. The format is organized into five chapters (see fig 1.1): a **Base Plan**, followed by **Preparedness**, **Response**, **Recovery**, and **Hazard Specific Procedures** sections. It should be noted that this format is the same outline as used in Chapter Two of this guide.

The **Base Plan** provides the simple overview of the county's ability to respond to disasters. This includes a general purpose

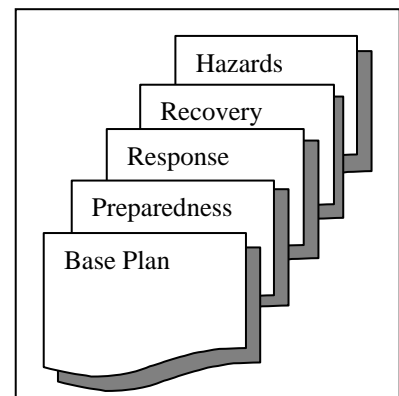


Figure 1.1; Emergency Phase Format



Sample Plan Framework

statement and a list of agency roles and responsibilities. It defines how the plan is developed and maintained.

The **Preparedness** section briefly identifies those actions taken in advance of a disaster. These steps should ensure response and recovery procedures have been fully developed and evaluated. This section will include a synopsis of the local hazard analysis and capability assessments. It will briefly identify how training and exercises are used to prepare personnel for disasters. It will also address how resources are procured and ready for activation prior to a disaster.

The **Response** section contains the specific methods and procedures used to respond to a disaster. Its contents are organized by those *common* response functions that are implemented during any given disaster. This includes but is not limited to direction and control, communications, and medical procedures. This section needs to identify, coordinate, and reference existing department SOPs that are utilized in this emergency phase.

The **Recovery** section addresses the specific methods and procedures implemented once the immediate disaster has passed.

These are the common tasks taken to return the county and its impacted communities back to normal operations. This chapter includes procedures for cost recovery, critique and documentation needs. The last section, **Hazard Specific Procedures**, is used to address the unique preparedness, response and recovery procedures germane to specific disaster scenarios. These are unique procedures. They expand on the common response procedures, and contain unique tasks that are not completed for every disaster such as chemical decontamination or fast-river rescue.

This format allows each plan holder to read and see the whole picture as it relates to each emergency phase. Each section or chapter would explain the coordination involved between response and support agencies as they implement their procedures. These agencies will see how their procedures impact the tasks of other agencies and it should help to avoid duplicating response procedures. Overall, the Response and Recovery sections will be the most used sections of the plan. The procedures should be as detailed as needed so that each response agency can understand and operate efficiently within the overall response mechanism. The local planning team will need to identify what additional response and recovery functions should be added based on local abilities.



Sample Plan Framework

Sample EOP outline using the **Emergency Phase Framework**:

A. Base Plan

1. Table of Contents
2. Promulgation Statement
3. Purpose
4. Assignment of Roles & Responsibilities
5. Continuity of Government
6. Plan Maintenance

B. Preparedness Overview

1. Hazard Analysis
2. Capability Assessment
3. Mitigation Program
4. Resource Management
5. Training Program
6. Public Education Program
7. Exercise Program

C. Response Operations

1. Initial Notification
2. Incident Assessment
3. Incident Command
4. Emergency Operations Center
5. Communications

6. Incident Scene Operations
7. Emergency Medical
8. Response Personnel Safety
9. Public Notification & Warning
10. Evacuation
11. Sheltering & Mass Care
12. Public Health
13. Infrastructure

D. Recovery Operations

1. Damage Assessment
2. Debris Management
3. Infrastructure / Public Works
4. Donations Management
5. Documentation
6. Critique
7. Cost Recovery / Reimbursement

E. Hazard Specific Procedures

1. Natural Hazards
2. Technological Hazards
3. Man-Made Hazards

D. Disaster-Specific Framework

The Disaster-Specific framework addresses procedures in terms of the various disasters that will likely impact the county and how the local community will respond to those events. The format contains a **Base Plan** and three disaster chapters (see fig 2.1): **Natural Hazards**, **Man-Made Disasters**, and **Technological Hazards**.

The first chapter, the **Base Plan**, addresses the basic ability of the county to prepare for, respond to, and recover from disasters. This includes a general-purpose statement and lists each agency role during disasters to include hazard specific responsibilities. It then summarizes the results of the county's hazard analysis and capabilities assessment. It concludes with a discussion of training, exercises, and plan maintenance.

Next, the individual hazard chapters will outline the unique procedures to manage each disaster from start to finish. The **Natural Hazards** chapter will address the unique response and recovery procedures used to manage nature's storms such water rescues exposure to extreme temperatures, or a structural/building collapse.

The **Man-Made** chapter will address the unique procedures that are used to manage events such as terrorist events as well as riot and civil disturbance (protests) scenarios.

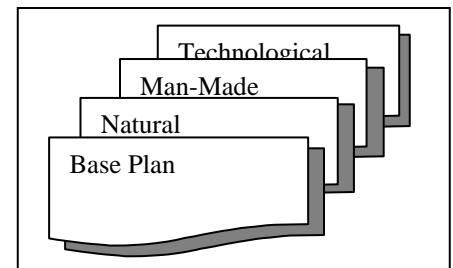


Figure 2.1 – Disaster-Specific Framework



Sample Plan Framework

Finally, the **Technological** chapter addresses the specific procedures implemented to manage chemical, radiological, and biological incidents regardless of the cause. This should include releases from fixed facilities as well as from transportation related incidents.

As the plan is written, any of the three disaster chapters could be subdivided to address individual disaster sections. For example, the Natural Hazard chapter may have separate sections for floods, tornadoes and winter storms, while the Technological chapter will have separate sections for chemical incidents and nuclear power plant accidents.

The benefit of the disaster format is that it allows the response agency to go to one section and review the procedures for that specific disaster. As such, the chapters almost become mini stand-alone plans supported by the Base Plan. In this case, a plan reader does not have to flip between multiple chapters to review common response issues and then to another for unique response and recovery functions. It's all in one section for the given emergency. A possible negative to this format is that it may require each chapter to repeat some basic information on how to manage a given response task.



Sample Plan Framework

Sample EOP outline using the **Disaster Framework**:

A. Base Plan

1. Table of Contents
2. Promulgation Statement
3. Purpose
4. Assignment of Roles & Responsibilities
5. Continuity of Government
6. Hazard Analysis
7. Capability Assessment
8. Resource Management
9. Training Program
10. Public Education Program
11. Exercise Program
12. Plan Maintenance

B. Natural Hazard Procedures

1. Initial Notification
2. Incident Assessment
3. Incident Command
4. Emergency Operations Center
5. Communications
6. Incident Scene Operations
7. Emergency Medical
8. Response Personnel Safety

E. Agency-Specific Framework

The Agency Format addresses response procedures by separately addressing the tasks that each individual agency will implement during a response. The format's main body is therefore divided into separate sections for each response and support agency that has a role during a disaster. These sections will likely include, but are not limited to agencies such as fire, law enforcement, human services, public works, media, and/or private organizations. Overall, this format option will be organized into three sections (see fig 3.1): **Base Plan**, individual **Response and Support Agency** sections, and **Hazard Specific Procedures** for the individual agencies.

9. Public Notification & Warning
10. Evacuation
11. Sheltering & Mass Care
12. Public Health
13. Infrastructure
14. Damage Assessment
15. Debris Management
16. Infrastructure / Public Works
17. Donations Management
18. Documentation
19. Critique
20. Cost Recovery / Reimbursement

C. Man-Made Hazard Procedures

1. Repeat the same categories as done in #2 above for man-made hazards.

D. Technological Hazard Procedures

1. Repeat the same categories as done in #2 above for technological hazards.



Sample Plan Framework

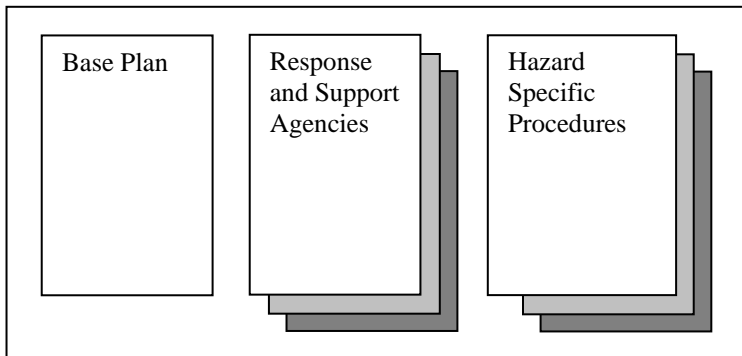


Figure 3.1; Agency Format

The **Base Plan** provides a simple overview of the county's ability to respond to disasters. This includes a general-purpose statement as well as a comprehensive list of agencies and their roles and responsibilities. It summarizes the basic tasks taken to prepare for a disaster, and defines how the plan is developed and maintained.

The individual **Response and Support Agency** sections will separate and discuss the emergency functions

completed by individual agencies. Each individual agency section will still need to refer to other agency sections in order to understand how to coordinate their respective agency procedures.

The **Hazard Specific Procedures** section is used to address the unique preparedness, response and recovery procedures germane to each agency for specific disaster. The hazard specific procedures can immediately follow each agency section or be attached as a separate chapter to the plan. For example, the fire department section could address their unique river rescue protocols.

This format allows the plan user to review only those procedures specific to their agency without having to review everyone else's response tasks. The individual sections will still reference the unique relationships that need to exist with the other agencies during a disaster, but will not contain detailed procedures that another agency completes. If needed, the plan user can go to the other agency's section and review their procedures to understand the bigger picture. Also, the level of detail provided in each section would vary depending on the needs of those agencies. Agencies with detailed SOPs may not need much information in their portion of the plan while others may need more detailed procedures in the EOP.



Sample Plan Framework

Sample EOP outline using the **Agency-Specific Framework**:

A. Base Plan

1. Table of Contents
2. Promulgation Statement
3. Purpose
4. Assignment of Roles & Responsibilities
5. Continuity of Government
6. Hazard Analysis
7. Capability Assessment
8. Resource Management
9. Training Program
10. Public Education Program
11. Exercise Program
12. Plan Maintenance

B. Response Agencies

1. Fire
2. Law Enforcement
3. Emergency Medical
4. Emergency Management
5. Hospital
6. Public Health
7. Others as defined locally

***Note**, only describe/address those response and recovery elements found in Chapter Two that each agency is responsible to implement. Reference other agency sections for those tasks that are taken to support those agencies.

C. Support Agencies

1. Identify those agencies that have a support role during an emergency and repeat the process as stated above to describe/address the procedures they are responsible to implement.

D. Hazard Specific Procedures

1. For any Response or Support agency, describe/address their hazard specific procedures.



Reference Materials

The following list of preparedness resource tools can be used to learn more about how to prepare for specific emergencies. These are not the only guides available, and this list should not be considered as the only source of preparedness tools. These references can also be used to locate additional information and planning tools. The Ohio EMA Field Liaison can also help to locate additional planning resources and can be contacted at 614-889-7180.

1. General Preparedness

General References

- a. [U.S. Department of Homeland Security \(DHS\), Target Capabilities List](#)
- b. [DHS, National Planning Scenarios](#)
- c. Federal Emergency Management Agency (FEMA), [FEMA Homepage](#)
- d. U.S Department of Homeland Security, [Homeland Security Homepage](#)
- e. FEMA, [Guide for All-Hazard Emergency Operations Planning, SLG 101](#). (A link to CPG-101 – an update of SLG-101 – will be provided when it is available).
- f. Ohio Revised Code (ORC), [Lawriter - ORC - 5502.271 Program for emergency management](#)
- g. Ohio Administrative Code (OAC), [Lawriter - Ohio Rules & Codes - Emergency Management Agency](#)
- h. National Fire Protection Association (NFPA), [Standard on Disaster/Emergency Management and Business Continuity Programs](#) 2007 Edition
- i. Ohio Resource Network, [Emergency Management School Safety Plan Template](#)
- j. Ohio EMA, [Mitigation Branch Homepage](#)
- k. [Lessons Learned and Information Sharing](#)
- l. [FEMA Continuity of Operations Guidance](#)
- m. [Ohio Homeland Security Regions Map](#)

Training and Exercise

- a. FEMA, [Homeland Security Exercise and Evaluation Program \(HSEEP\)](#) Volume I: Overview and Exercise Program Management
- b. FEMA, HSEEP Volume II: Exercise Planning and Conduct
- c. FEMA, HSEEP Volume III: Exercise Evaluation Improvement Planning
- d. FEMA, [FEMA Independent Study Program](#)
- e. FEMA, [IS-235 Emergency Planning Course](#)
- f. FEMA, [Principles of Emergency Management Course](#)
- g. Ohio EMA, [Emergency Planning Course](#)
- h. FEMA, [The EOC's Role in Community Preparedness, Response and Recovery Activities](#)

NIMS

- a. [FEMA National Integration Center, Incident Management Systems Division](#)
- b. FEMA, [NIMS Online Training](#)
- c. NFPA, [NFPA 1561- Standard on Emergency Services Incident Management System](#)



Reference Materials

- d. Ohio EMA, [Ohio NIMS Implementation Guidance](#)
- e. FEMA, [Integration of NIMS into Local EOPs and SOPs](#)
- f. FEMA, [Resource Typing Definitions](#)

Debris Management

- a. FEMA, [Debris Management Overview](#)
- b. [Ohio EMA Debris Management Information](#)

Donations and Volunteer Management

- a. [Ohio Citizen Corps](#)
- b. [National Citizen Corps](#)
- c. Ohio Citizen Corps, [Volunteer Reception Center Manual](#). (Scroll through list of available resources)
- d. FEMA, National Volunteer Organizations Active in Disaster (NVOAD), [When Disaster Strikes....Donated Goods and Volunteers May Be Needed](#), September 1999 (Publication no. L-217).
- e. NVOAD, Points of Light Foundation, [Managing Spontaneous Volunteers in Times of Disaster: The Synergy of Structure and Good Intentions](#)
- f. FEMA, Donations Management Workshop (Student Manual), October 1997 (Check with Ohio EMA for manual) **This course material is in the process of being revised. FEMA roll-out to regions will be in '08.**
- g. FEMA, Donations Management Workshop (Toolbox), October 1997 (Check with Ohio EMA for toolbox) **This course material is in the process of being revised. FEMA roll-out to regions will be in '08.**

Recovery

- a. FEMA, [Disaster Assistance: A Guide to Recovery Programs](#),.
- b. FEMA, [Public Assistance Grant Program](#)
- c. FEMA, [Public Assistance Policy Digest](#)
- d. FEMA, [G203 Public Assistance Program Applicant Workshop](#)
- e. Ohio Emergency Management Agency (Ohio EMA), [Application Packet for the State Disaster Relief Program](#), September 2001.
- f. Ohio EMA, [Preliminary Damage Assessment Field Guide](#), January 1998.
- g. NVOAD, [Long-Term Recovery Manual](#), January 2004.

Communications

- a. FEMA, [Emergency Alert System](#)
- b. FEMA, [Emergency Communications: The Emergency Alert System \(EAS\) and All Hazard Warnings](#)

2. Hazards

Natural Hazards

- a. Earthquakes
 - 1) Central United States Earthquake Consortium (CUSEC), [CUSEC Homepage](#)



Reference Materials

- 2) Ohio Department of Natural Resources (ODNR), [Ohio Seismic Network](#)
 - 3) U.S Geological Survey, [Earthquake Hazards Program](#)
 - 4) FEMA, [Reducing the Risks of Nonstructural Earthquake Damage: A Practical Guide](#), FEMA 74, June 1985.
- b. Floods
- 1) FEMA, [Hazardous Weather and Flooding Preparedness Course IS-271](#)
 - 2) FEMA, [Emergency Action Planning Guidelines for Dams](#).
 - 3) FEMA, [Federal Emergency Action Planning Guidelines for Dams](#), Document
 - 4) FEMA, [National Dam Safety Program for State and Local Officials](#), CPG 1-39, 1988.
 - 5) FEMA, [Reducing Losses in High Risk Flood Hazard Areas: A Guidebook for Local Officials](#), FEMA 116, 1987.
- c. Tornadoes
- 1) FEMA, [Tornado Safety](#)
 - 2) FEMA, [Are the Ready Guide - Tornados](#).
- d. Winter Storms
- 1) FEMA, [Winter Storms Fact Sheet](#)

Technological Hazards

- a. Radiological
- 1) FEMA and US Nuclear Regulatory Commission (NRC), [Criteria for Preparation and Evaluation of Radiological Emergency Response Plans and Preparedness in Support of Nuclear Power Plants](#), NUREG-0654/FEMA-REP-1, Rev. 1, November 1980, reprinted March 1987, final report March 2002 Supplement 1, September 1988, Supplement 2, April 1996, Supplement 3, July 1996.
 - 2) FEMA and NRC, [Emergency Response Resources Guide for Nuclear Power Plant Emergencies](#), NUREG-1442/FEMA-REP-17, Rev. 1, July 1992.
 - 3) FEMA, [Guidance for Developing State, Tribal, and Local Radiological Emergency Response Planning and Preparedness for Transportation Accidents](#), FEMA-REP-5, Rev. 1, June 1992.
- b. Hazardous Materials
- 1) FEMA, [Preparedness for Hazardous Materials Emergencies in Railyards: Guidance for Railroads and Adjacent Communities](#), September 1991.
 - 2) NFPA, [Hazardous Materials Response Handbook](#), 2002 edition.
 - 3) NFPA, [Recommended Practice for Responding to Hazardous Material Incidents](#) ©, NFPA 471, February 2002.
 - 4) NFPA, [Standard for EMS Personnel Responding to Hazardous Material Incidents](#) ©, NFPA 473, February 2002.
 - 5) Office of Hazardous Materials Safety, [2004 Emergency Response Guidebook](#)
 - 6) National Response Team (NRT), [Hazardous Materials Emergency Planning Guide](#), NRT-1, 2001.



Reference Materials

- 7) State Emergency Response Commission (SERC), [the Ohio Hazardous Materials Plan Development and Evaluation Guidance Document](#), June 1995.
- 8) SERC, [the Ohio Hazardous Materials Planning and Exercise Guidebook](#), May 1999.
- 9) SERC, [Appendix B, a Sample Chemical Emergency Preparedness and Response Plan](#), 1993.
- 10) US Department of Transportation (USDOT), [Guidance for Conducting Hazardous Materials Flow Surveys](#), DOT-VNTSC-RSPS-94-2, 1995.
- 11) USDOT and US Environmental Protection Agency (USEPA), [Handbook of Chemical Hazard Analysis Procedures](#), "the Brown Book," 1989.
- 12) USDOT, USEPA and FEMA, [Technical Guidance for Hazard Analysis, Emergency Planning for Extremely Hazardous Substances](#), "the Green Book," December 1987.

Man-Made Hazards

a. Terrorism

- 1) American Chemistry Council, [Transportation Security Guidelines for the US Chemical Industry](#), 2001.
- 2) FEMA, [Managing the Emergency Consequences of Terrorist Incidents, Interim Guidance for State and Local Governments](#), (replaces SLG101's Attachment G) July 2002.
- 3) Ohio Department of Health (ODH), [Threatened Human Biological Incident: Ohio Guidelines](#), January 2000.
- 4) US Army, Medical Research Institute of Infectious Diseases, [Medical Management of Biological Casualties Handbook](#), August 1996.

b. School and Campus Emergencies

- 1) Bowmac Software Inc., [REDI for School Emergencies](#)®, computer program Version 2.1, 1999.
- 2) FEMA, [Multi-Hazards Safety Program for Schools](#), Student Manual G362, November 1999.
- 3) US Department of Education, Practical Information on Crisis Planning: A Guide for Schools and Schools, <http://www.ed.gov/admins/lead/safety/emergencyplan/crisisplanning.pdf>
- 4) National Clearinghouse for Educational Facilities, (click on Safe Schools) <http://www.edfacilities.org/>
- 5) Ohio Department of Education, crisis planning resources <http://www.ode.state.oh.us/GD/Templates/Pages/ODE/ODEPrimary.aspx?page=2&TopicRelationID=432>
- 6) Florida Department of Education, Disaster and Crisis Management Guidebook, <http://www.ncef.org/pubs/edfacilities-disaster-management-guidebook-2007.pdf>

5. State and Federal Response Plans

a. State

- 1) State of Ohio, [Emergency Operations Plan](#) (SEOP), August 2007.

b. Federal

- 1) FEMA, [National Response Framework, March 2008](#).



Emergency Operations Plan Development & Review Checklist

Ohio Revised Code 5502 states that each EMA must develop an Emergency Operations Plan (EOP), and must annually review and update their EOP. The following *Plan Development and Review Checklist* provides a standard for the elements that should be included in an EOP.

The list of elements is divided into Standards Elements and Additional Elements. The Standards Elements identify planning issues that are critical for a jurisdiction's response and readiness. Therefore, an EOP should contain the Standards Elements. The Additional Elements identify those planning elements that support the Standards Elements and the inclusion of these elements will improve the overall functionality of the EOP.

The jurisdiction's planning team needs to determine how the elements listed in the Checklist should be added to the EOP to enhance local users' full understanding of the defined functions.

The checklist uses the framework below to identify essential planning elements. The checklist is not a required framework for an EOP. The local planning team needs to determine which plan format will best suit the needs of the jurisdiction.

Remember, use the "Plan, Section, Page" line to identify the location of each element. See Chapter One, Section 2 of this guidance for additional information on various plan frameworks.

Using the Checklist

To use the checklist in the **initial development process**, the planning team needs to review and discuss each planning element and determine how a community will address the various topics. The team should then convert those discussions into clear and concise functions for each of the defined planning elements. As the team develops the plan, they should place a checkmark in the box or circle next to each. The team is to use the line on the left side of the checklist to identify what plan, section and page addresses each of elements. Finally, the team should use the two lines that follow each group of elements to identify other steps that may be needed to continue work on a given procedure, or to include explanatory information regarding that set of elements. Add lines as needed.

To use the checklist in the **annual review process**, the planning team should go through the existing EOP and assess which elements need to be added or updated. This process will be made easier if the "Plan, Section, Page" line has been maintained.

Once the Emergency Operations Plan has developed or reviewed, the checklist should show that each element has been addressed, and that the plan is ready for distribution and use. The checklist will also serve as a tool to indicate what work remains to be addressed in the EOP.



Emergency Operations Plan Development & Review Checklist

Plan, Section & Page

Plan Elements

1. **Basic Plan** - Provides an overview of the jurisdiction's emergency management/response program and the jurisdiction's ability to prepare for, respond to, and recover from emergencies and disasters.

A. **Table of Contents and Plan Development and Review Checklist** - An outline of the plan's format, key sections, attachments, charts, etc.

To meet standards, the plan should, at a minimum:

Include a Table of Contents that lists/identifies the major sections/chapters and/or key elements of the plan.

Include a completed, current copy of the Plan Development and Review Checklist.

B. **Promulgation Statement** – A signed statement formally recognizing and adopting the plan as the jurisdiction's all-hazard EOP.

To meet standards, the plan should, at a minimum:

Include the plan's Promulgation Statement, signed by the jurisdiction's Chief Elected Official(s). This statement should be updated each time a new Chief Elected Official takes office.

C. **Introduction** - This explains the plan's intent, who it involves, and why it was developed.

To meet standards, the plan should, at a minimum:

Describe the purpose for developing and maintaining the EOP.

Describe what types of incidents and under what conditions the plan will be activated.

Describe who has the authority to activate the plan.

List and define words, phrases, acronyms and abbreviations that have special meaning to emergency management and that are used repeatedly in the plan.

Additional planning elements could include:

Identify and describe the Local, State, and Federal laws that specifically apply to the development and implementation of the plan.



- Identify other response/support agency plans that directly support the implementation of the plan (Hospital, School Emergency, Facility plans, etc.)
- Identify and describe the reference materials that were used to develop the plan and/or that the use to prepare for and respond to disasters/emergencies (see Chapter One, Section 3, of this manual for suggested materials).

D. **Assignment of Roles & Responsibilities** - Provide an overview of the key functions and procedures that local agencies will accomplish during an emergency, including the roles that state, federal, and private agencies will take to support local operations.

To meet standards, the plan should, at a minimum:

- Outline the responsibilities assigned to each organization that has an emergency response and/or recovery assignment of responsibility in the plan.
- Identify and describe mutual aid agreements that the have been entered into for the quick activation and sharing of resources during an emergency or disaster.

Note: The actual Mutual Aid Agreements should not be included in the plan in their entirety. The EOP should only identify that the agreement exists and briefly summarize who is covered by the agreement, for what goods or services, and what limitations apply if any.

Note: In addition, the may also address mutual aid separately in each section of the EOP if the believe that will help to better explain how a mutual aid agreement directly supports a specific procedure.

- Identify and describe how the jurisdiction ensures that all tasked organizations maintain current notification rosters and standard operating procedures/guidelines (SOPs) for all assignments of responsibility in the plan.
- Include a matrix that lists Primary and Support roles for all tasked agencies by Functional Annex/ESF/Appendix.

E. **Continuity of Operations and Continuity of Government - Continuity of Operations Planning (COOP)** is an internal effort within governmental agencies that ensures that vital functions can be implemented and managed across a wide range of potential emergencies. These events may include localized acts of nature (flood, tornado, snow emergencies, etc.), accidents (chemical spills, transportation incidents), and technological or attack-related emergencies.

Continuity of Government (COG) refers to the continued functioning of government under all circumstances. COG is a coordinated effort within each governmental branch to continue its essential responsibilities during an emergency. COG is the implementation of measures to ensure that each of the three branches, the Executive, the Legislative and the Judicial, continue to function in a manner consistent with and prescribed by the Constitution of the State of Ohio. COG is dedicated to ensuring that our three branches of government would be able to function after a catastrophic attack that killed or incapacitated large numbers of our legislators, executive officials, or judges.



To meet standards, the plan should, at a minimum:

- Identify and describe the essential functions of government (functions that must continue with minimal interruption or cannot be interrupted for more than 12 hours without compromising the organization's ability to perform its mission and functions assigned to the agency by law), and describe the plans that the jurisdiction has in place to maintain these identified essential functions.
- Identify the order of succession to the agency head.
- Identify the documents that document legal authority to make policy decisions in an emergency.
- Describe the jurisdiction's provisions for alternate work facilities.
- Describe the jurisdiction's provisions of back-up and interoperable communications.
- Describe the jurisdiction's plans to protect vital records essential for government functions (tax records, birth/death/marriage certificates, payroll and accounting data, etc.).

Additional planning elements could include:

- Describe the jurisdiction's provisions for the conduct of regular tests, training, and exercises of COOP and COG plans.

F. **Plan Maintenance** - Identifies the process the jurisdiction uses to regularly review and update the EOP.

Associated Target Capabilities: [Planning](#)

To meet standards, the plan should, at a minimum:

- Outline the process used to annually review and revise the plan, including the role of support agencies in the process.

Additional planning elements could include:

- Describe how the plan is coordinated with EOPs from other jurisdictions (local political subdivisions who develop their own EOPs as per OAC 4501:3-6-01, and adjoining jurisdictions).
- An overview of how and where the plan is made available to the public.
- A Record of Changes page.
- Include a list of persons, agencies and jurisdictions to whom/which the plan is distributed.



2. **Preparedness Overview** - Provide a brief overview of the steps taken by the jurisdiction to prepare for disasters.

- A. **Hazard Analysis Summary** – Summary of the major findings of the jurisdiction’s Hazard Analysis and a discussion of the hazards that are likely to impact the jurisdiction. This section needs to provide an overview of the analysis process and its results, and provide a reference to the Mitigation Plan where appropriate.

Associated Target Capabilities: [Risk Management](#)

To meet standards, the plan should, at a minimum:

- Identify and describe the hazards that pose a unique risk to the jurisdiction and would create a need to activate this plan (natural, technological, public health and man-made hazards).
- Identify and describe the probable high risk areas, both population and environmental, that are likely to be impacted by the defined hazards (special needs facilities, wildlife refuges, types/numbers of homes/businesses in floodplains, areas around chemical facilities, etc.).
- Identify and describe the likelihood that the defined hazards have and will continue to occur within the jurisdiction (historical frequency, probable future risk).
- Include maps that show the high risk areas that are likely to be impacted by the identified hazards (residential/commercial areas within defined floodplains, earthquake fault zones, vulnerable zones for hazardous material facilities/routes, areas within ingestion zones for nuclear power plants, etc.).

Additional planning elements could include:

- Identify and describe the assumptions made and the methods used to complete the jurisdiction’s Hazard Analysis, to include what tools or methodology were used to complete the analyses (Ohio’s Hazard Analysis and Risk Assessment manual, Mitigation Plan guidance, etc.).
- Identify and describe the hazards that could originate in a neighboring jurisdiction and that would create a hazard to this jurisdiction (watershed runoff, chemical incident, riot/terrorist act, etc.).
- Identify and describe unique time variables that may influence the hazard analysis and pre-planning for the emergency (rush hours, annual festivals, seasonal events, etc.).

- B. Assessment of **Capabilities and Limitations** – A Capability Assessment is used to determine a jurisdiction’s capabilities and limitations to prepare for and respond to their defined hazards. The plan should also include a discussion of gaps that exist between the jurisdiction’s capabilities and needs, and the measures that the have taken to resolve these gaps through mutual aid and other sources of assistance.

A jurisdiction may wish to address their Capability Assessment in the EOP as part of the hazard-specific sections or address it in the Base Plan. Addressing the capabilities and limitations in the hazard-specific sections will allow the jurisdiction to address the readiness and limitations based on each hazard. If they choose to do that, the Base Plan should include an overview of the jurisdiction’s abilities and limitations, and the hazard-specific sections should contain more detailed information.



To meet standards, the plan should, at a minimum:

- Summarize the jurisdiction’s ability to respond to and recover from an emergency or disaster based on the jurisdiction’s capability assessment.
- Summarize the jurisdiction’s limitations to respond to and recover from an emergency or disaster based on training, equipment, or personnel.
- Identify and describe the methods used and agencies involved in the jurisdiction’s Capability Assessment, including a description of the process and schedule for conducting and updating the assessment.

C. **Mitigation Program Overview** - The actions taken, in advance and ongoing, to minimize the impact likely to be created by an emergency, to include short and long-term strategies. **Note:** Specific Mitigation Plan guidance is available from Ohio EMA and should be consulted for detailed information.

To meet standards, the plan should, at a minimum:

- Provide a brief overview of the mitigation programs used locally to reduce the chance that a defined hazard will impact the community (move homes/businesses out of floodplain, establish and enforce zoning/building codes, etc.), to include short and long-term strategies.

Additional planning elements could include:

- Identify and describe the actions that will be taken to educate and involve the public in the mitigation programs (building safe rooms/homes, home relocation, streambed cleaning, Project Impact, etc.).
- Identify the agencies and the actions they will take to develop mitigation plans, and how their plans will be coordinated with State and Federal agencies’ plans.

D. **Resource Management Overview** - The mechanism used to identify and acquire resources *in advance of* a disaster, especially to overcome gaps that were identified by the capability assessment. This also includes resource support and logistics actions that address the following resource issues:

Identification	Procurement	Facility Activation	Tracking	Mobilization	Delivery
Staging	Warehousing	Distribution	Maintenance	Demobilization	Recovery

Associated Target Capabilities: [Critical Resource Logistics and Distribution](#)

To meet standards, the plan should, at a minimum:

- Identify and describe the agencies and the actions they will take to use the existing hazard analysis and capability assessment to identify what resources are needed for a response to a



defined hazard, to include using past incident critiques to identify/procure additional resources. They should consider the 15 National Planning Scenarios in the analysis to assist in the identification of needed capabilities specific to the jurisdiction's identified hazards.

- Identify and describe the steps that the jurisdiction has taken to overcome the identified resource gaps, to include identifying those resources that are only available from sources outside the jurisdiction (Hazmat, Water Rescue, & Search and Rescue teams, etc.).

The Target Capabilities List, NIMS, and other guidance should be considered to assist the in identifying the jurisdiction's resource gaps. NIMS requires the jurisdiction to have the ability to link capabilities between local, state and federal responders, the National Response Plan and the accompanying Catastrophic Incident Supplement for local responsibilities in receiving and distributing federal resources during emergencies.

- Provide a brief summary statement of specialized equipment, facilities, personnel, and emergency response organizations currently available for a response to the defined hazards. A Tab to the plan or a separate Resource Manual should be used to list the types of resources available, amounts on-hand, locations maintained, and any restrictions on their use. Whenever possible, these resources should be typed based on FEMA resource-typing standards.

- Describe the process used to identify private agencies/contractors that will support resource management issues (waste haulers, spill contractors, landfill operators, etc.).

E. **Training Program** - The process used by the jurisdiction to provide or develop training programs and other types of educational programs for emergency responders, medical personnel, and local government officials.

To meet standards, the plan should, at a minimum:

- Identify and describe the actions that will be taken to ensure that the jurisdiction meets National Incident Management System (NIMS) training requirements.
- Identify and describe the training requirements of emergency response personnel and local officials to prepare for and respond to a disaster (ICS/EOC interface, emergency planning, damage assessment, etc.)
- Identify and describe the agencies that will be used to provide/coordinate training, to include refresher training.

Additional planning elements could include:

- Identify and describe the sources/agencies that will be used to provide emergency preparedness training (Ohio EMA, SFM Fire Academy/Outreach programs, FEMA EMI, Universities, etc.).
- Summarize the methods that the jurisdiction will use to evaluate their ability to respond to emergencies and disasters (orientation seminars, exercises, etc.) based on training.



F. **Public Education Program** – How educational tools are used in the jurisdiction to teach the public about disasters and what they should do when an emergency occurs.

Associated Target Capabilities: [Emergency Public Information and Warning](#); [Community Preparedness and Participation](#)

To meet standards, the plan should, at a minimum:

- Identify and describe the agencies and the actions they will take to explain the hazards and risks faced by the jurisdiction (Hazmat/Risk Communication, Project Impact, etc.).
- Identify and describe local programs and agencies that are used to educate the public about how to prepare for, and what response actions they will need to take during emergencies (pamphlets, school outreach, local fairs, winter/flood safety week, etc.).
- Identify and describe the agencies and the actions they will take to prepare/distribute emergency management information to targeted groups and locations within the jurisdiction (general public, special locations, special needs/functional needs populations, etc.).

G. **Exercise Program** - The methods, schedules, and agencies used to conduct and evaluate an exercise of the plan. **Note:** As per Revised Code sections 5502.26, .27, & .271, all agencies, boards, or divisions having emergency management functions within the jurisdiction shall cooperate in the preparation and conduct of an annual exercise.

To meet standards, the plan should, at a minimum:

- Describe the schedule that the jurisdiction has established to periodically test its EOP
- Based on exercise results, describe the actions and methods the jurisdiction will use to evaluate the preparedness for the identified hazards, including documenting recommendations made to improve the local emergency management/response program (training, resources, procedures, exercise design, etc.).
- Identify and describe the actions the jurisdiction will take and identify the agencies and tools that will be used to develop and conduct the exercise(s). Guidance in exercise design and conduct is available by contacting the Ohio EMA Exercise Staff at either (614) 799-3660 or (614) 799-3830, as well as from HSEEP Volume II.

Additional planning elements could include:

- Describe how the jurisdiction will incorporate exercise requirements of other laws/committees into the exercise program. (ARC, Hospital, LEPC, State, Terrorism, etc.).
- Identify and describe the types of exercise activities that will be employed in the jurisdiction (Seminars, Workshops, Tabletop Exercises, Drills, Functional Exercises, Full-Scale Exercises), including how actual events may be used in lieu of exercises. Refer to Homeland Security Exercise and Evaluation Program (HSEEP) Volume I for exercise definitions.



- Identify the agencies that will be responsible and the actions they will take to ensure that deficiencies and recommended changes that are discovered through exercises are implemented/accomplished, including ensuring that changes are made to the plan. After-Action Reporting and Corrective Action Plan/Improvement Plan guidelines and templates are contained in HSEEP Volume III.

3. **Response Operations** - This section contains the methods and procedures to be followed by first responders and government agencies to respond to an emergency, and to protect the public and environment from the immediate impacts of the disaster.

A. **Initial Notification** - The process used to recognize that an emergency has occurred and then to notify the proper agencies to respond to the emergency.

Associated Target Capabilities: [Communications](#); [Emergency Operations Center Management](#)

To meet standards, the plan should, at a minimum:

- Identify and describe the agencies and the actions they will take to receive and document the initial notification of an incident/emergency.
- Identify and describe the agencies and the actions they will take to alert/dispatch response and support agencies (911 Centers, individual Fire/Police dispatch offices, etc.) in response to an incident/emergency.
- Identify and describe the agencies and the actions they will take to notify and coordinate with adjacent jurisdiction(s) regarding an incident/emergency that may pose to them a risk (flash flood, chemical release, terrorism).

Additional planning elements could include:

- Describe the jurisdiction's use of Emergency Condition/Action Levels in the initial notification process (Snow emergency levels 1-3, Chemical levels 1-3, Crisis Stages 1-4, etc.).

B. **Incident Assessment** - The procedures followed by those who arrive on-scene first and identify the risks posed by the disaster. This assessment is used to develop a response action plan.

Associated Target Capabilities: [On-site Incident Management](#)

To meet standards, the plan should, at a minimum:

- Describe the actions used by first response agencies to gather essential information and to assess immediate risks posed by an incident/emergency/disaster.
- Describe how the initial assessment is used to make protective action decisions and establish response priorities, to include the need to declare a state of emergency.
- Identify and describe the agencies and the actions they will take to monitor, communicate and record immediate and future effects of an incident/emergency/disaster (Record of Significant Events, Incident Action Plan, etc.).



- C. **Incident Command** – Discuss the jurisdiction’s implementation of the Incident Command System (ICS) and how they manage response operations during an emergency or disaster. This may also be referred to as an Incident Management System or Unified Command System.

Associated Target Capabilities: [On-site Incident Management](#)

To meet standards, the plan should, at a minimum:

- Identify the agency/position/title that will command incidents and have overall responsibility to coordinate response operations (Fire Service for chemical, Law Enforcement for riot, Mayor/Manager for natural hazard, etc.), including how they will share command if the incident cross multiple jurisdictional boundaries.
- Describe the actions that will be used to implement ICS (first arriving unit, etc.) and to coordinate response operations, including the identification of key positions used to staff the ICS (Operations, Agency Liaisons, Safety, etc.).
- Indicate who is responsible for establishing an Incident Command Post (ICP), where it may be located (chief’s car, command bus, nearest enclosed structure, etc.), and how it will be identified during the emergency (green light, flag, etc.).
- Describe the actions that will be used to coordinate activities between the ICP and an activated EOC; including how and when an Incident Commander (IC) can request the activation of an EOC.
- Describe the actions that will be taken to coordinate direct communications between on-scene responders, and between off-scene agencies that have a response role (Hospital, ARC, Health Department, etc.).
- Describe the actions that will be taken by the IC to secure additional resources/support when local assets are exhausted or become limited, to include IMAC, and planned State, Federal, and Private assets.
- Describe the actions that will be taken by the IC to coordinate and integrate the unplanned arrival of individual spontaneous/unsolicited citizen-responders and volunteer groups into the response system.

- D. **Emergency Operations Center (EOC)** - The process the jurisdiction uses to activate and utilize an EOC to support and coordinate response operations during the disaster.

Associated Target Capabilities: [Emergency Operations Center Management](#)

To meet standards, the plan should, at a minimum:

- Describe the purpose and functions of an EOC during an emergency/declared disaster.
- Identify and describe under what circumstances the jurisdiction will activate their EOC and identify who has the activation authority.



- Identify the jurisdiction's Primary and Alternate EOC facilities.
- Describe the actions used by the jurisdiction to activate the primary and alternate EOC facilities. The description should cover staff notification, equipment setup, etc.; and should describe the procedures for moving from one EOC to another.
- Identify who is authorized and trained to lead EOC operations (EMA Director, Chief Elected Official, Fire/Police Chief, etc.), and describe how EOC operations will be managed.

E. **Communications** - The system for providing reliable and effective communications among responders and local government agencies during an emergency.

Associated Target Capabilities: [Communications](#)

To meet standards, the plan should, at a minimum:

- Identify the agencies and the actions they will take to manage communications between on-scene personnel/agencies (radio frequencies/tactical channels, cell phones, CP Liaisons, communications vehicle/van, etc.).
- Identify the agencies and the actions they will take to identify and overcome communications shortfalls (personnel with incompatible equipment, use of ARES/RACES at the CP/off-site locations, CB radios, etc.).
- Identify the agencies and individual personnel, and the actions they will take to manage communications between on-site and off-site personnel and agencies (shelters, hospitals, EMA, etc.).
- Describe the actions that 911/Dispatch Centers will take to support/coordinate communications between on-scene personnel/agencies, including alternate methods of service if 911/Dispatch is out of operation (resource mobilization, documentation, backup, etc.).
- Describe the actions that will take place within the County EOC to support and coordinate communications between on-scene and off-scene personnel and agencies.

Additional planning elements could include:

- Identify the compatible frequencies/trunking systems used by agencies during a response (who can talk to whom, including contiguous local, state, and private agencies).
- Describe how 24-hour emergency communications are provided and maintained.

F. **Incident Scene Operations** - The actions used by jurisdiction personnel to implement the immediate life safety procedures and to stabilize the actual scene of the emergency so that recovery operations can proceed.



Associated Target Capabilities: [On-site Incident Management](#); [Emergency Public Safety and Security Response](#); [Search and Rescue](#)

To meet standards, the plan should, at a minimum:

- Identify the actions (scope of work) that will be taken by fire service personnel to contain and stabilize disasters (fire suppression, victim rescue, equipment staging, etc.).
 - Identify the actions (scope of work) that will be taken Law Enforcement personnel to contain and stabilize a disaster (crowd control, hostage negotiation, evacuate areas, collect evidence, etc.).
 - Identify the actions (scope of work) that will be taken by personnel to implement specific Search and Rescue operations (confined space, heavy equipment, river rescue, dive teams, etc.).
 - Identify which agency(ies) can/will provide Search and Rescue Operations.
 - Identify the actions that will be taken by support agencies to assist in the stabilization of an emergency or disaster site (public works to support heavy equipment rescue needs, engineer's office to control or provide access to/from the immediate area, etc.).
 - Identify the actions that will be taken by the jurisdiction to arrange and integrate outside response/support efforts at the incident scene when local abilities are limited or exhausted (Mutual Aid, and Private, State, & Federal assets).
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Additional planning elements could include:

- Identify the functions related to establishing formal exclusion zones to protect the public (Hot or Evacuation Area, and Warm or Safety/Buffer zones).
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G. **Emergency Medical Services** - Functions used to provide immediate medical assistance to those directly impacted by the emergency.

Associated Target Capabilities: [Emergency Triage and Pre-Hospital Treatment](#); [Medical Surge](#); [Medical Supplies Management and Distribution](#); [Fatality Management](#)

To meet standards, the plan should, at a minimum:

- Identify and describe the actions that will be taken by Emergency Medical personnel to contain and stabilize a disaster (setup triage, provide initial treatment, conduct/coordinate transport, etc.).
- Identify and describe the actions that will be taken to coordinate with private agencies to support on-scene medical operations (life-flight, private EMS, etc.) including the actions to stage and integrating assets at the scene.



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- Identify the agencies and the actions they will take to manage on-scene functions of mass casualty/fatality events (body identification, expanded mortuary services, notify next of kin, etc.).
- Identify and describe the actions that will take place to utilize hospitals, nursing homes, and/or other facilities as emergency treatment centers or as mass casualty collection points.
- Identify and describe the actions that will take place to identify shortfalls in medical supplies (backboards, meds, etc.) and then to acquire those additional resources either locally or from external sources.
- Identify and describe the actions that will take place to activate Hospital and EMS CHEMPACKS from the Strategic National Stockpile Program in the event of a nerve agent or organophosphate poisoning of at least 50 victims.
- Identify and describe the actions that hospitals, within or outside the jurisdiction will undertake to assist medical operations with on-scene personnel (prioritizing patient arrival, diverting patients to other sites when full/less capable, conducting decontamination operations, providing triage team support, etc.).
- Identify and describe the tasks that the coroner will take during an emergency or disaster (victim identification, morgue operations and expansion, mortuary services, DMORT activation, etc.), and how their actions will be coordinated with responders (EMS officer, ICP/EOC, local Hospitals, etc.).
- Describe the actions that health department personnel will take to support on-scene medical and local hospital operations in obtaining additional resources when local supplies are likely to be exhausted.

H. Response Personnel Safety - The actions employed on-scene to ensure responder safety.

Associated Target Capabilities: [Responder Health and Safety](#)

To meet standards, the plan should, at a minimum:

- Describe the purpose of appointing a Safety Officer and the procedures the officer will use to manage the safety of on-scene personnel (brief personnel on existing hazards, halt operations that are unsafe, monitor and manage responder stay-times, etc.).
- Identify and describe the agencies and the actions they will take to recognize and provide rest/rehabilitation for responders (heat stress & fluid retention, mental fatigue & backup personnel, etc.).
- Identify and describe the agencies/resources and the actions they will take to establish an accountability system for on-scene personnel who are operating in/around the immediate hazard area.

Additional planning elements could include:

- Describe/Identify the safety actions that are in-place to operate within a defined exclusion zone (Hot or Evacuation Area, and Warm or Safety/Buffer Zone) to include accounting for personnel as they enter and leave the hazard zones.



- Identify and describe the agencies and the actions they will take to setup and/or provide decontamination at the scene of any emergency (contamination by floodwaters or other infectious hazards, for example).
- Identify and describe the agencies and the actions they will take to provide mental health support to responders during and after an incident.

I. **Public Notification & Warning** - The system for providing reliable, timely, and effective information/warnings to the public at the onset and throughout a disaster.

Associated Target Capabilities: [Emergency Public Information and Warning](#)

To meet standards, the plan should, at a minimum:

- Identify and describe the agencies and the actions they will take to assist in initiating/disseminating initial notification that an emergency/disaster has occurred (EAS activation, door-to-door, sirens, cable/TV messages, etc.).
- Identify and describe the agencies and the actions they will take to provide continuous public information about an emergency/disaster (media briefings, press releases, cable interruptions, EAS, etc.).
- Identify and describe the agencies and the actions they will take to alert and inform special/functional populations (schools, hospitals, shopping centers, hearing/visually impaired, non-English speaking, elderly, handicapped, etc.).
- Describe the role of public information officer(s) and describe the how public information releases will be coordinated within a Joint Information Center (JIC), coordinating information between agencies/elected officials, etc.).
- Describe how the JIC will work with news media, agencies, elected officials, etc., to ensure that a unified message will be disseminated to the public during and emergency/disaster.
- Describe how emergency responders/local officials will work with the media during an emergency (scheduling press briefings, establishing media centers on-scene, controlling access to the scene/responders/victims, etc.).

Additional planning elements could include:

- Describe the jurisdiction's use of Emergency Condition Levels (ECL) in the public notification process (snow emergencies, hazmat incidents, nuclear power plant events, etc.).
- Identify the agencies and systems that will be used and will assist in managing rumor control on- and off-scene (monitoring AM/FM radio and television broadcasts).



J. **Evacuation** - The procedures used to implement and coordinate an evacuation.

Associated Target Capabilities: [Citizen Evacuation and Shelter-in-Place](#); [Emergency Public Information and Warning](#)

To meet standards, the plan should, at a minimum:

- Describe incidents that would necessitate an evacuation and identify who has the authority to initiate an evacuation.
 - Identify the agencies that would assist in conducting an evacuation (establishing alternate transportation/detour routes, and providing transportation, housing, security, etc.).
 - Describe how and when the public will be notified of evacuations, and what actions they may be advised to follow during an evacuation.
 - Identify the resources that will be used to assist in moving evacuees, including assisting special/functional needs populations, mobility impaired individuals, and institutionalized persons.
 - Describe the actions that will be taken to care for evacuee's animals/pets/livestock or to instruct evacuees on how to manage the care of their animals/pets/livestock during an evacuation.
 - Describe how agencies will coordinate the decision to return evacuees to their homes, including informing evacuees about health concerns and actions they should take when returning to homes/businesses.
 - Describe the actions that will be taken if the general public refuses to evacuate (forced removal, contact of next of kin, unique marking on home, take no action, etc.).
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K. **Sheltering & Mass Care** - The procedures used to implement sheltering and mass care operations for the evacuees.

Associated Target Capabilities: [Mass Care](#); [Citizen Evacuation and Shelter-in-Place](#); [Emergency Public Information and Warning](#)

To meet standards, the plan should, at a minimum:

- Identify and describe the agencies and the actions they will take to identify, open, and staff emergency shelters, including the temporary use of reception centers while waiting for shelters to officially open.
- Identify and describe the agencies and the actions they will take to provide short-term lodging and other mass care needs (beds/rest, food/water, crisis counseling, phones, clergy support, etc.).
- Describe how shelters will coordinate their operations with on-scene and other off-site support agencies.
- Describe how shelters will keep evacuees informed about the status of the disaster, including information about actions that shelter residents may need to take when they return home.



- Identify and describe the agencies and the actions they will take to provide care and support for institutionalized or special/functional needs populations (medical/prescription support, transportation, etc.).
- Identify and describe the agencies and the actions they will take to care for pets/animals brought to shelters, including service and companion animals.
- Identify and describe the agencies and the actions they will take to notify and inform the public about the status of injured or missing relatives.
- Identify and describe the agencies and the actions they will take to to identify, screen, and handle evacuees exposed to hazards that might be posed by a disaster (infectious waste, polluted floodwaters, chemical hazards, etc.) and to keep the shelter free of contamination.
- Describe the conditions under which in-place and non-congregate sheltering will be used (snow emergencies, chemical incidents, pandemics, etc.) and identify which agencies will determine when to implement these operations.
- Identify and describe the agencies and the actions they will take to support in-place and non-congregate sheltering.
- Identify and describe the agencies and the actions they will take to inform the public about what actions they will be advised to follow when implementing in-place sheltering and then kept informed throughout the incident, including the termination of in-place sheltering.
- Identify and describe the agencies and the actions they will take to inform the public about what actions they will be advised to follow when implementing in-place sheltering and then kept informed throughout the incident, including the termination of in-place sheltering.

L. **Public Health** - The actions that will be taken to provide for the public’s general health as a result of the emergency.

Associated Target Capabilities: [Food and Agriculture Safety and Defense](#); [Epidemiological Surveillance and Investigation](#); [Laboratory Testing](#); [Environmental Health](#); [Isolation and Quarantine](#); [Emergency Public Information and Warning](#); [Medical Surge](#); [Medical Supplies Management and Distribution](#); [Mass Prophylaxis](#); [Fatality Management](#)

To meet standards, the plan should, at a minimum:

- Identify and describe the agencies and the actions they will take to assess and address public health issues resulting from emergencies and disasters (food/water safety, biological concerns, transportation, etc.) and to prioritize how those issues will be managed, including how these actions are coordinated between the local health department (LHD) and the local EOC (issue vaccinations, establish quarantines, etc.).
- Identify and describe the agencies and the actions they will take to provide public health surveillance to assess and address public health issues resulting from emergencies and disasters (sanitarian and epidemiological) operations.
- Identify and describe the agencies and the actions they will take to provide environmental sampling and analysis and the testing and confirmation of lab specimens.
- Identify and describe the agencies and the actions they will take to provide testing of products for public consumption.
- Identify and describe the agencies and the actions they will take to provide assistance and support for mass casualty and mass fatality incidents.



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- Identify and describe the agencies and the actions they will take to provide potable water to the jurisdiction when water systems are not functioning (private sources, boil orders, use private wells, etc.).
- Identify and describe the agencies and the actions they will take to provide alternate sources for human waste disposal (arrangements for portable latrines, encouragement to share with those on their own septic systems, etc.).
- Identify and describe the agencies and the actions they will take to assess and provide behavioral services for the general public impacted by an emergency or disaster.
- Identify and describe the agencies and the actions they will take to assess and provide vector control services (insect & rodent controls, biological wastes/contamination, use of pesticides, etc.).
- Describe the use and coordination of health professionals, incident commanders, and PIO to issue public health alerts and media releases.
- Describe the public health actions related to isolation and quarantine operations and identify the agencies that would have responsibilities for those actions.
- Identify and describe the agencies and the actions they will take to assess and provide animal care services (remove and dispose of carcasses, rescue/recover displaced pets/livestock, treatment of endangered wildlife, etc.) and the agencies that will perform these tasks, including, but not limited to veterinarians, animal hospitals, the Humane Society, Ohio Dept. of Natural Resources.

Additional planning elements could include:

- Identify and describe the agencies and the actions they will take to identify and respond to grave sites/cemeteries that are impacted by the disaster (i.e. recover and replace unearthed/floating/missing coffins, review records to confirm identification, manage closed/historical gravesites, etc.).
- Describe the use and coordination of health professionals from outside agencies to support local response needs (i.e. Poison Control Centers, Ohio Dept. of Health (ODH), Center for Disease Control (CDC), Funeral Director's Assoc., etc.).
- Identify potential sources for medical and general health supplies that will be needed during a disaster (i.e. medical equipment, pharmaceutical supplies, labs, toxicologists, etc.). This information could be maintained as a separate Tab in this plan, or in the jurisdiction's Resource Manual.



M. **Infrastructure** - The response need to identify and coordinate the control of public utilities and transportation issues that otherwise can create additional hazards to the local population.

Associated Target Capabilities: [Restoration of Lifelines](#); [Critical Infrastructure Protection](#)

To meet standards, the plan should, at a minimum:

- Identify the conditions that could result from energy and utility problems that will be created as a result of identified hazards (downed power lines, wastewater discharges, ruptured underground storage tanks, etc.).
 - Identify and describe the agencies and the actions they will take to identify, prioritize, and coordinate response to energy and utilities problems that could be created as a result of identified hazards (shutoff of gas/electric in flooded areas, restoration of critical systems, controlling underground water/gas main breaks, etc.).
 - Identify and describe the agencies and the actions they will take to identify, prioritize, and coordinate the removal of debris from roadways to ensure access for local responders (snow/debris removal, stream clearance of debris/ice, etc.), including the coordination of road closures and the establishment of alternate access routes.
 - Identify and describe the agencies and the actions they will take to protect affected populations during incidents that could result in periods of extreme temperatures and/or shortages of energy and other utilities, and discuss how the jurisdiction will coordinate with utility-providing entities during utility outages.
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4. **Recovery Operations** - These are the activities taken to restore vital services and return the jurisdiction to its pre-disaster conditions.

A. **Damage Assessment** - The actions to be taken to determine the extent of damage caused by the disaster to private and public property and facilities.

Associated Target Capabilities: [Structural Damage Assessment](#)

To meet standards, the plan should, at a minimum:

- Identify the agencies and the actions they will take to conduct and coordinate damage assessments on private property (homeowners, businesses, renters, etc.).
 - Identify the agencies and the actions they will take to conduct and coordinate damage assessments on public property (government, private-non-profit, etc.).
 - Identify the agencies and the actions they will take to collect and report initial damage assessment information within 36 hours of the disaster/emergency.
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B. **Debris Management-** The actions to be taken to coordinate the clean-up and disposal of debris from a disaster site. Ohio EMA has developed specific planning guidance on how to develop a debris management program and subsequent plans. This guidance should be used to assist in the development of the jurisdiction's separate Debris Management Plan.

Associated Target Capabilities: [Environmental Health](#); [Structural Damage Assessment](#); [Economic and Community Recovery](#)

To meet standards, the plan should, at a minimum:

- _____ Identify the agencies and the actions they will take to assist in the management of debris during emergencies and disasters.
- _____ Identify the agencies and the actions they will take to communicate debris management instructions to the general public, (separating/sorting debris, scheduled pickup times, drop-off sites for different materials, etc.) including actions to issue updated information.
- _____ Identify the agencies and the actions they will take to ensure the safety of those involved in debris operations and how their actions are compliant with applicable federal, state and local safety standards.
- _____ Identify the agencies and the actions they will take to assess and resolve potential health-related debris management issues (mosquito/fly infestation, hazardous and infectious waste, etc.).
- _____ Identify the agencies and the actions they will take to address environmental requirements for managing solid waste, hazardous waste, construction and demolition debris, infectious waste and radiological waste.
- _____ Identify the agencies and the actions they will take to handle and process unique debris types such as white metals (household appliances), woody/agricultural debris, tires, vehicles, mobile homes, food, dead animals, human remains, etc.
- _____ Identify the agencies and the actions they will take to inspect and/or arrange for the inspection and disposal of contaminated food supplies (from restaurants, grocery stores, etc.).
- _____ Identify the agencies that will provide technical assistance for the debris removal process (Ohio EPA, U.S. EPA, Ohio Dept. of Health, Ohio Dept. of Agriculture, Solid Waste Management Districts, local health departments, etc.).
- _____ Identify the agencies (local building inspectors, private contractors, Department of Commerce inspectors, etc.) and the actions they will take to condemn, demolish, and dispose of structures that present a public safety hazard.
- _____ Identify potential Debris Management Sites (DMS) or Temporary Debris Storage and Reduction Sites (TDSR) and disposal facilities and plans for their staffing, operating, managing and monitoring.

Additional planning elements could include:

- _____ Identify the agencies and the actions they will take to clear, collect, dispose and recycle, reduce (grind, chip, incinerate, etc.) debris.
- _____ Identify the agencies and the actions they will take to obtain regulatory permits and other authorizations for debris operations.
- _____ Identify the agencies and the actions they will take for contracting and procurement of debris management resources.



- Describe the authority and actions for private property debris removal.
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C. Infrastructure/Public Works/Public Facilities – The actions used to repair and replace roads and bridges, and to restore public utilities and facilities.

Associated Target Capabilities: [Restoration of Lifelines](#)

To meet standards, the plan should, at a minimum:

- Identify the agencies and the actions they will take to identify, prioritize, and coordinate the work to repair/restore local roads, bridges, and culverts (along city, county, township, state, US, interstate routes).
 - Identify the agencies and the actions they will take to identify, prioritize, and coordinate the work to repair/restore public facilities.
 - Identify the agencies and the actions they will take to repair/restore local water and waste systems (water/waste treatment plants, sewer/water lines, public/private wells, etc.) to include providing temporary water and waste systems until normal operations resume.
 - Identify the agencies and the actions they will take to prioritize and coordinate the repair/restoration of vital services (gas, electric, phone, etc.) to include conducting safety inspections before the general public is allowed to return to the impacted area.
 - Identify the agencies and the actions they will take to incorporate and coordinate assistance from state, federal, and private organizations (Ohio Department of Development (ODOD) Building Inspectors/Contractors, Ohio Historical Preservation office, Federal Highway Administration, private contractors, etc.).
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D. Donations Management - The actions for coordinating and collecting and distribution of goods and monetary donations donated following an emergency.

Associated Target Capabilities: [Volunteer Management and Donations](#); [Community Preparedness and Participation](#); [Emergency Public Information and Warning](#)

To meet standards, the plan should, at a minimum:

- Identify and describe the agencies and the actions they will take to establish and staff donations management functions (activation, recordkeeping, cost documentation, reporting, setup toll-free hotlines, creating and managing databases, identify a donations coordinator/agency, use support organizations, etc.).
- Identify and describe the agencies and the actions they will take to collect, sort, manage, and distribute in-kind contributions.
- Identify and describe the agencies and the actions they will take to collect, sort, manage, and distribute un-solicited contributions.



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- Identify and describe the agencies and the actions they will take to manage the receipt, storage and distribution of large-scale donations.
- Identify and describe the agencies and the actions they will take to receive, manage, and distribute cash contributions during and following an emergency or disaster.
- Identify and describe the agencies and the actions they will take to manage the disposal of, or refusal of unacceptable goods.
- Identify and describe the agencies and the actions they will take to coordinate donations management issues with neighboring districts and the state's donations management system.
- Identify and describe the agencies and the actions they will take to communicate current donations needs to the general public (instructions on what are acceptable donations, scheduled drop-off sites and times, how and where to send cash, etc.) including a process for issuing routine updates.
- Identify and describe the agencies and the actions they will take to establish and manage a Volunteer Reception Center (VRC), including the identification of VRC sites and facilities.
- Identify and describe the agencies and the actions they will take to manage a spontaneous influx of volunteers.
- Identify and describe the agencies and the actions they will take to coordinate the provision of services related to unmet needs during response and recovery operations.
- Identify and describe the agencies and the actions they will take to manage the demobilization of donations management operations following an emergency or disaster.

Additional planning elements could include:

- Pre-Identify sites that will be used to sort and manage in-kind contributions (private warehouses, government facilities, etc.).

E. **Documentation** - The actions the jurisdiction uses to document the response to and recovery from a disaster. **Note:** This information can also be discussed for each emergency response function or for the specific hazards.

To meet standards, the plan should, at a minimum:

- Identify and describe the agencies and the actions they will take to document the actions taken during both the response and recovery phases of an incident (damage assessment, incident command logs, cost-recovery, creation of historical records, after-action reporting addressing insurance needs, developing mitigation strategies, etc.).
- Identify and describe the agencies and the actions they will take to identify and record the actions taken, resources expended, economic and human impacts, and lessons learned from an incident.



F. **Critique** – The actions the jurisdiction takes to review and discuss their response to identify strengths and weaknesses in the emergency management and response program.

Associated Target Capabilities: [Planning](#)

To meet standards, the plan should, at a minimum:

- Describe the actions that will be taken by the jurisdiction to review actions taken, identify equipment shortcomings, improve operational readiness, highlight strengths/initiatives, etc.
 - Identify and describe the agencies and the actions they will take to organize and conduct incident critiques, and discuss how recommendations will be used to improve local readiness (planning, change in procedures, acquisition of new or replacement of out-dated resources, personnel training, etc.).
 - Discuss what actions the jurisdiction will take to ensure that deficiencies and recommendations identified during a critique will be corrected.
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G. **Cost Recovery/Reimbursement** - The actions used by the jurisdiction to recover the costs incurred during the response to a disaster.

Associated Target Capabilities: [Economic and Community Recovery](#)

To meet standards, the plan should, at a minimum:

- Describe/Identify the various programs that allow the jurisdictions and the response/support agencies to recover their costs (Small Business Administration (SBA), Public Administration (PA), etc.).
 - Describe the actions that will be taken to document extraordinary costs incurred during response and recovery operations (personnel overtime, equipment used/expended, contracts initiated, etc.).
 - Identify and describe the agencies and the actions/programs they will take/use to assist the general public to recover their costs and begin rebuilding following an emergency or disaster (SBA, IHP, unemployment, worker's comp, etc.).
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Additional planning elements could include:

- Identify and describe the agencies and the actions they will take to educate responders and local officials about the cost recovery process.
 - Describe the impact and role that insurance has in recovering costs (self-insured, participation in the National Flood Insurance Program (NFIP), homeowner policies, etc.).
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5. **Hazard-Specific Planning** - These are emergency planning and response considerations that apply to a specific hazard.

Some hazards have unique planning requirements that are required and/or recommended to be discussed as per specific State and Federal laws. Other hazards require more detailed planning specific to that hazard. They should review planning requirements for each of the jurisdiction’s identified hazards and determine how the EOP can best address and meet the planning needs.

A. **Natural Hazards** - These are events created by nature and are typically weather-related. This is not an exhaustive list of natural hazards. They should conduct a hazard analysis for the jurisdiction that identifies what natural hazards could require the activation of the EOP.

1) **Floods** - Address the hazard unique procedures and methods the jurisdiction uses to prepare for and respond to flood emergencies/disasters (flash floods, inundation floods, floods resulting from dam failures or ice jams, etc.).

To meet standards, the plan should, at a minimum:

- Identify/discuss the jurisdiction’s specific concerns, capabilities, training, procedures, agencies, and resources that will be used to mitigate against, prepare for, respond to, and recover from floods. Include a hazard summary that discusses 100-year & common floodplains, etc., and how floods are likely to impact the jurisdiction.

2) **Tornadoes** - Address the hazard-unique actions and methods that the jurisdiction will use to prepare for and respond to tornado emergencies/disasters.

To meet standards, the plan should, at a minimum:

- Identify/discuss the jurisdiction’s specific concerns, capabilities, training, procedures, agencies, and resources that will be used to mitigate against, prepare for, respond to, and recover from tornadoes. Include a hazard analysis summary that discusses where/how tornadoes are likely to impact the jurisdiction, historical/seasonal trends, damage levels F1-F5, etc.

3) **Winter Storms** - Address the hazard-unique actions and methods that the jurisdiction will use to prepare for and respond to winter storm emergencies/disasters.

To meet standards, the plan should, at a minimum:

- Identify/discuss the jurisdiction’s specific concerns, capabilities, training, procedures, agencies, and resources that will be used to mitigate against, prepare for, respond to, and recover from winter storms, blizzards, ice jams, ice storms, etc. Include a hazard analysis summary that discusses where/how winter storms are likely to impact the jurisdiction.



- 4) **Droughts** - Address the hazard-unique actions and methods that the jurisdiction will use to prepare for and respond to drought emergencies/disasters.

To meet standards, the plan should, at a minimum:

- Identify/discuss the jurisdiction’s specific concerns, capabilities, training, procedures, agencies, and resources that will be used to mitigate against, prepare for, respond to, and recover from droughts, including water conservation, public water outages, wildfire issues, etc. Include a hazard analysis summary that discusses where/how droughts are likely to impact the jurisdiction.
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- 5) **Earthquakes** - Address the hazard-unique actions and methods that the jurisdiction will use to prepare for and respond to earthquake emergencies/disasters.

To meet standards, the plan should, at a minimum:

- Identify/discuss the jurisdiction’s specific concerns, capabilities, training, procedures, agencies, and resources that will be used to mitigate against, prepare for, respond to, and recover from earthquakes. Include a hazard analysis summary that discusses where/how earthquakes are likely to impact the jurisdiction.
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B. **Technological Hazards** - These are incidents that involve materials created by man and pose a hazard to the general public and environment. The jurisdiction should consider those events that could be caused accidentally (mechanical failure, human mistake, etc.), could be the result of another hazard (flood, storm), or could be caused intentionally.

- 1) **Radiological** - Address the hazard-unique actions and methods that the jurisdiction will use to prepare for and respond to releases that involve radiological materials that are at licensed facilities, or are in transport.

Associated Target Capabilities: [CBRNE Detection](#); [WMD and Hazardous Materials Response and Decontamination](#)

To meet standards, the plan should, at a minimum:

- Identify/discuss the jurisdiction’s specific concerns, capabilities, training, procedures, agencies, and resources that will be used to mitigate against, prepare for, respond to, and recover from radiological hazards. Include a hazard analysis summary that discusses where/how radiological materials are likely to impact the jurisdiction to include incidents at fixed facilities, along transportation routes, or as fallout from a nuclear weapon.
- If applicable**, describe/include procedures that address the requirements of FEMA’s/NRC’s NUREG 0654 and the Code of Federal Regulations Chapter 44, Section 350, as it applies to the jurisdiction’s planning for emergencies/disasters involving regulated Nuclear Power Plants (Davis Besse NPS, Perry NPP, and Beaver Valley NPS).
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- 2) **Hazardous Materials** - Address the hazard-unique actions and methods that the jurisdiction will use to prepare for and respond to hazardous material releases that are manufactured, stored, or used at fixed facilities, or that are in transport within the jurisdiction. This may include materials that exhibit incendiary or explosive properties when released.

Associated Target Capabilities: [CBRNE Detection](#); [WMD and Hazardous Materials Response and Decontamination](#)

Note, ORC 3750.04 requires each LEPC to develop a Chemical Emergency Preparedness and Response Plan that this topic. ORC 5502.38 requires that the local EMA shall incorporate the LEPC’s plan into the EMA’s planning and preparedness activities. Specific planning criteria established by Ohio’s State Emergency Response Commission (SERC) must be reviewed and addressed in order to develop the LEPC Plan.

To meet standards, the plan should, at a minimum:

- Describe how the Local Emergency Planning Committee’s (LEPC) ‘Stand-Alone’ Plan is coordinated with the jurisdiction’s EOP.
- Describe the actions that the planning team used to adhere to the SERC (State Emergency Response Commission) criteria in the development of the EOP.

- 3) **Biological Emergencies** - Address the hazard-unique actions and methods that the jurisdiction will use to prepare for and respond to incidents that are biological in nature (viruses, bacteria, infectious wastes, epidemics, etc.)

Associated Target Capabilities: [CBRNE Detection](#); [Animal Disease Emergency Support](#); [Epidemiological Surveillance and Investigation](#); [Laboratory Testing](#); [Food and Agriculture Safety and Defense](#)

To meet standards, the plan should, at a minimum:

- Identify/discuss the jurisdiction’s specific concerns, capabilities, training, procedures, agencies, and resources that will be used to mitigate against, prepare for, respond to, and recover from epidemic diseases and biological incidents (West Nile Virus, Hoof and Mouth, Small Pox, etc.). Include a hazard analysis summary that discusses where/how biological incidents are likely to impact the community.

- C. **Man-Made Hazards** - These are incidents that are created by man, either intentionally or accidentally. This is not an exhaustive list of man-made hazards. They should conduct a hazard analysis to identify what man-made incidents could require activation of the EOP.

- 1) **Terrorism** - Because of the complexities of terrorism-related events (criminal intent and investigation, protection of evidence, interaction with federal partners during the response phase, possible contamination, etc.) this checklist is being provided as a starting point. It is suggested that you also refer to the terrorism response planning links that are provided on page 22 of this Guidance.

Associated Target Capabilities: [Intelligence and Information Sharing and Dissemination](#); [Information Gathering and Recognition of Indicators and Warnings](#); [Intelligence Analysis and Production](#); [Counter-Terror Investigation and Law Enforcement](#); [Critical Infrastructure Protection](#); [Food and Agriculture Safety and Defense](#); [Epidemiological Surveillance and Investigation](#); [Laboratory Testing](#); [Explosive Device Operations](#); [CBRNE Detection](#); [WMD and Hazardous Materials Response and Decontamination](#)



To meet standards, the plan should, at a minimum:

- Identify and describe as part of the jurisdiction’s Hazard Analysis or other relevant Plan(s), terrorism hazards and terrorism events to potential targets, critical infrastructures, key industries, etc.
- Identify and describe as part of the jurisdiction’s Hazard Analysis or other relevant Plan(s), the impacts of terrorism hazards and events that may confront the jurisdiction.
- Identify the agencies and the actions that they will take for direction and control during a local terrorism threat/event response.
- Identify and describe the actions to be taken within the jurisdiction at each level of terrorism threat/event response (minimal threat, potential threat, credible threat, WMD incident).
- Identify and describe mutual aid and related resource support efforts that will/can be applied by the jurisdiction in a terrorism threat/event response.
- Identify and describe the communications and notification systems among local, state, and federal sources that may be employed in a terrorist threat/event response.
- Identify the agencies and the actions that they will take to warn and inform local officials of terrorism threats/events.
- Identify the agencies and the actions that they will take to warn and inform the general public of terrorism threats/events.
- Identify and describe the actions that will be taken to decontaminate buildings and other sites that have been adversely impacted by terrorism prior to their reoccupation.
- Identify and describe the actions that will be taken to preserve evidence and provide site security.
- Identify and describe the actions that will be taken to provide communications and information security.
- Identify and describe the actions that will be taken to decontaminate farms and cropland that have been adversely impacted prior to their re-use.
- Identify and describe the actions that will be taken to temporarily relocate and shelter people prior to the decontamination of affected areas and to relocate people for an extended period.

2) **Civil Unrest** – Address the hazard-unique actions and methods that the jurisdiction will use to prepare for and respond to civil unrest incidents.

Associated Target Capabilities: [Emergency Public Safety and Security Response](#)

To meet standards, the plan should, at a minimum:

- Identify/discuss the jurisdiction’s specific concerns, capabilities, training, procedures, agencies, and resources that will be used to mitigate against, prepare for, respond to, and recover from civil unrest emergencies (riots, school shootings, etc.).



D. **Additional Hazards (as applicable)** – This section is to be used to account for actions that will be taken to prepare for and respond to other hazards that have been identified in the jurisdiction’s hazard analysis (mass casualty, airline/plane crash, train crash/derailment, school emergencies, etc.).

To meet standards, the plan should, at a minimum:

- Identify/discuss the jurisdiction’s specific concerns, capabilities, training, procedures, agencies, and resources that will be used to mitigate, prepare for, respond to, and recover from other hazards as defined in the jurisdiction’s hazard analysis.
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