

OHIO EMERGENCY OPERATIONS PLAN

BASE PLAN

I. FORWARD

Section 5502 of the Ohio Revised Code requires the State of Ohio to develop and maintain a statewide Emergency Operations Plan. The Ohio Emergency Operations Plan is an all-hazards plan and the Ohio Emergency Management Agency coordinates state-level assistance and resources during an emergency and prepares the state for all hazards through planning, training, exercises and funding activities at the state and local level. These activities include providing planning assistance and administering state and federal assistance to individuals and governmental entities recovering from disaster-related damage and costs.

This Ohio Emergency Operations Plan (Ohio EOP) establishes a framework through which State Departments and Agencies and other designated non-governmental agencies assist local jurisdictions to respond to and recover from disasters that affect the health, safety, and welfare of the citizens of Ohio. The Ohio EOP follows the Emergency Support Function structure as outlined in the U.S. Department of Homeland Security's National Response Framework (NRF), and incorporates the National Incident Management System (NIMS) and the Incident Command System (ICS).

The Ohio EOP presents an emergency operations structure that encourages a cooperative, seamless relationship between all levels of official public response to emergencies and disasters. The Executive Director of Ohio EMA is responsible for coordinating all activities of all agencies for emergency management within the state.

In carrying out and prioritizing emergency operations, and in assigning resources under this Plan, the State of Ohio's first priority is saving lives. The State's second priority is incident stabilization. The State's third priority is property preservation.

Established under Section 5502.22 of the Ohio Revised Code, the Ohio EMA is the central point of coordination within the state for response and recovery from disasters. The primary focus of the agency when not in a response or recovery mode is to ensure that the state, and the 11 million citizens residing in it, are prepared to respond to emergencies and to lead mitigation efforts against the effects of future incidents.

The EOP's Base Plan describes the structure and processes comprising Ohio's approach to all-hazards emergency management and the integration of the resources of Federal, State, local, and nongovernmental organizations. The Base Plan includes an Introduction, Background, Roles and Responsibilities, Concept of Operations, and Tabs (Primary and Support Agency Chart and Terms and Acronyms).

A. Emergency Support Functions

The Ohio EOP is structured on 15 Emergency Support Functions (ESF) that correspond to the format of the NRF. Each ESF is headed by a Primary Agency that coordinates and reports activity under the ESF's function. The Primary Agency is supported by a number of Support Agencies, which are selected based upon their legislative authorities, knowledge, resources, and capabilities. The ESF is the primary mechanism through which federal assistance to the state, and state assistance to local governments is managed during emergencies. Any of the Primary or Support Agencies to an ESF can function as a Lead Agency by taking the lead for and carrying out missions that are assigned to the ESF within the State EOC operations. State assistance can include the allocation of state resources and technical assistance and the coordination of federal, interstate, intra-state, local government and non-government agencies in response to emergency events or incidents.

The ESFs detail the roles and responsibilities of state, federal and other public and private agencies that are charged with carrying-out functional missions to assist local jurisdictions in response to emergency events or incidents. Each primary and support agency has internal plans and procedures that detail how it will address responsibilities during state-level emergencies. Primary and Support Agencies are required to address any emergency response or recovery responsibilities in accordance with the legal authority governing their agency. Primary and support agencies will be activated and notified for activation of the State of Ohio's Emergency Operations Center (EOC) by Ohio EMA. Activation will be based upon the requirements for emergency response and recovery and the agencies that are activated will vary depending on those requirements.

B. Notes on the 2008 Edition

The Ohio EOP is promulgated annually. The 2008 edition of the Ohio EOP is the result of the cooperative effort of a number of state, federal and non-governmental organizations over the past year to update and/or create Ohio EOP elements. Elements that were created or have had major changes or additions are:

1. Base Plan – Minor updates to Plan to account for Plan activity in the past year and to account for Plan changes to be made in the coming year.
2. Addition of Tab A to ESF-2 – Communications and Information Technology – Warning Plan – This Plan describes the process for the dissemination of warning information throughout the State of Ohio.
3. Addition of Tab E to ESF-8 – Public Health and Medical Services – The Non-Acute Mass Fatality Incident Plan. This plan addresses deaths due to mass fatality incidents that are caused by slowly-developing incidents, including pandemics.
4. Addition of Tab A to ESF-11 – Animal Disease Incident Plan. This Plan replaces the Animal Disease Incident Annex, which has been removed from the Plan.

5. Terrorism Incident Annex – Major rewrite of Annex in response to DHS’s Target Capabilities List.

The Ohio EOP is updated continuously, with changes and additions to Plan elements occurring to respond to issues that arise. The date that appears at the lower right of each page is the date that each element was last updated.

C. Updates and Changes Planned to be Completed During Calendar Year 2009

The following Plan elements are planned to be updated or created during the 2009 Calendar Year:

1. Base Plan – Update
2. Tab A to ESF-1 – Transportation – Aviation Support – update
3. ESF-3 – Engineering and Public Works – update
4. Tab A to ESF-3 – Engineering and Public Works – Debris Management Plan – new
5. ESF-4 – Firefighting – update
6. ESF-8 – Public Health and Medical Services – update
7. Tab F to ESF-8 – Mass Casualty Response Plan – new
8. ESF-11 – Agriculture – update
9. ESF-13 – Law Enforcement – update
10. Drought Incident Annex – update
11. Hazardous Materials Incident Annex – update

The Ohio EOP is available electronically at the Ohio EMA website at www.ema.ohio.gov. Questions regarding the Ohio EOP should be sent to the State of Ohio EOP Planner via email at baschwartz@dps.state.oh.us, or via mail at:

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

II. BACKGROUND

A. Ohio Hazard Analysis and Risk Assessment

According to the 2000 U.S. Census, Ohio is the most densely populated state in the Midwest with a population of 11,353,140, making it the 7th most populous state in the nation. Fifteen key hazards that could affect Ohio are addressed in the 2005 Ohio Hazard Assessment.

In addition to the 2005 document, the State of Ohio Hazard Analysis, a detailed natural hazard risk assessment has been developed. This document was completed in response to the Disaster Mitigation Act of 2000 and its subsequent enacting legislation. Specific nuclear power plant risk assessments have also been completed for the three stations which could potentially affect Ohio.

B. Planning Assumptions

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

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

- a. Checklists
- b. Resource listings
- c. Maps, charts and other pertinent information
- d. Staff notification and activation mechanisms
- e. Processes for obtaining and using equipment, supplies and vehicles
- f. Methodologies for obtaining mutual aid
- g. Mechanisms for reporting information to Multi-Agency Coordination Systems, including Department Operation Centers and County and State Emergency Operations Centers
- h. Communication System operating instructions, including systems to provide connectivity with private-sector and non-governmental organizations

5. All State of Ohio Departments and Agencies of state government will support the Ohio EOP to the level of their abilities, resources and expertise.

C. Authorizations

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

1. Federal

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

2. State

- a. Ohio Revised Code, Sections 5502.21 through 5502.5 and 5502.99, Emergency Management
- b. Ohio Administrative Code, Chapter 4501:3
- c. Ohio Revised Code Chapter 3750, State Emergency Response Commission
- d. Ohio Revised Code Chapter 4937, Utility Radiological Safety Board
- e. Ohio Administrative Code, Rules, Chapter 3750
- f. Ohio Administrative Code, Rules, Chapter 4937

D. References

1. Federal

- a. National Response Framework, 2007
- b. The National Incident Management System, 2004

2. State

- a. State of Ohio Hazard Analysis and Risk Assessment, 2007
- b. State of Ohio Enhanced Mitigation Plan, 2004
- c. Ohio Plan for Response to Radiation Emergencies at Licensed Nuclear Facilities

E. Overview of Emergency Support Functions

ESF-1 - Transportation addresses emergency-related transportation issues including: 1. Assessing damage to, restoring, and maintaining land, air and water transportation routes during emergencies in coordination with governmental and private organizations as required, 2. Transportation of state personnel, materials, goods, and services to emergency sites, and 3. Supporting evacuation and re-entry operations for threatened areas.

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

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

ESF-3 – Engineering and Public Works addresses most engineering concerns that are not related to transportation systems, therefore, ODNR serves as the primary agency for this function. All ESF-3 support agencies might be required to report individually on their emergency missions when activated in the SEOC, the Joint Field Office or at the site of the disaster.

ESF-3 agencies become involved in a wide array of mission types to assist local governments in response and recovery efforts. These missions could include damage

inspection and assessment; demolition and stabilization missions; reconnaissance; emergency repairs; temporary and permanent construction; and debris management.

ESF-4 – Firefighting agencies and departments are responsible for fire suppression in rural, urban, and wildland settings that result from naturally-occurring, technological or man-made emergency incidents. Local jurisdictions have the responsibility of providing basic fire service protection. In disaster situations, the functions and duties of the responders will mimic normal day-to-day operations with the addition of following duties. The Ohio Department of Commerce, Division of State Fire Marshal is the Primary Agency for ESF-4.

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

In the activated EOC, ESF-5 personnel report to the Response and Recovery Branch Chief. ESF-5 does not collect raw data in the field, but collects information from state and local personnel in the field, from personnel within EMA, from state personnel in other ESFs, from private and volunteer organizations and from federal personnel. Ohio EMA is the Primary Agency for ESF-5.

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

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

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

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

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

ESF-10 – Hazardous Materials is unique because the Primary Agency designation depends on the hazardous material involved. If more than one hazardous material is involved, the designation is based on which type of material presents the greatest hazard. The Primary Agency designations are as follows:

<u>Material</u>	<u>Primary Agency</u>
Chemical	Ohio Environmental Protection Agency
Radiological	Ohio Department of Health, Bureau of Radiation Protection
Biological	Ohio Department of Health, Bureau of Infectious Disease Control
Flammables/Explosives	State Fire Marshal

In a major hazardous materials incident, the appropriate primary agency for Crisis Management will act as the lead agency for the Crisis Action Team (CAT). The CAT's responsibilities can include: provision of a coordinated state response, in accordance with the incident command system, to hazardous materials incidents; coordination of the response of local, state, and federal agencies; assistance of local agencies in the assessment of, response to, and recovery from hazardous materials incidents; ensuring that prompt measures are taken to contain, remove, and dispose of spilled hazardous materials; and advising the public, in concert with local agencies, of the situation, potential dangers, and precautionary actions they should take.

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

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

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

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

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

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

F. Overview of Annexes

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

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

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

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

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

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

The **Hazardous Materials Incident Annex** describes roles and coordinating mechanisms for managing hazardous materials incidents in the State of Ohio. This annex delineates the responsibilities of each of the primary state agencies that regulate various hazardous materials under the statutory authority of the Ohio Revised Code. This includes substances considered Weapons of Mass Destruction (WMD) (i.e. chemical agents, biological agents, radiological/nuclear material, and explosive devices) (Ref: State of Ohio Emergency Operations Plan, Terrorism Incident Annex).

A chart of ESF and Annex Primary and Support Agency assignments for each organization appears in Tab 1 to the Base Plan.

III. INTRODUCTION

The Nation's domestic incident management landscape changed dramatically following the terrorist attacks of September 11, 2001. Today's threat environment in the United States and in the State of Ohio includes not only the traditional spectrum of manmade and natural hazards – wildland and urban fires, floods, hazardous materials releases, transportation accidents, tornadoes, blizzards, drought, pandemics, and disruptions to the information technology infrastructure – but also the threat of devastating terrorist attacks using chemical, biological, radiological, nuclear, and high explosive weapons.

The complex array of traditional and emerging threats and hazards demands the application of a unified and coordinated approach to emergency incident management. The *National Strategy for Homeland Security*; *Homeland Security Act of 2002*; *Homeland Security Presidential Directive-5 (HSPD-5)*, *Management of Domestic Incidents*; and *Homeland Security Directive-8 (HSPD-8)*, *National Preparedness*, establish clear objectives for a “concerted national effort to prevent terrorist attacks within the United States; reduce America’s vulnerability to terrorism, natural disasters, and other emergencies; and minimize the damage and hasten the recovery from attacks, natural disasters, and other emergencies that might and will occur.”

To achieve these objectives at the state level, Ohio has adopted the Incident Management constructs as spelled out by the National Incident Management System (NIMS) and the National Response Framework (NRF). These two documents provide details of a response system for addressing an all-hazards approach to emergency and disaster management.

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

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

The NRF, using the NIMS, establishes mechanisms to:

- Maximize the integration of incident-related prevention, preparedness, response, and recovery activities
- Improve coordination and integration of Federal, State, local, tribal, regional, private sector, and non-governmental organization partners

- Maximize efficient utilization of resources needed for effective incident management and critical infrastructure protection and restoration
- Improve incident management communications and increase situational awareness across jurisdictions and between the public and private sectors
- Facilitate emergency mutual aid and Federal emergency support to State, local, and tribal governments
- Facilitate Federal-to-Federal interaction and emergency support
- Provide a proactive and integrated Federal response to catastrophic events; and
- Address linkages to other Federal incident management and emergency response plans developed for specific types of incidents or hazards

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

A. Purpose

The purpose of the Ohio EOP is to:

1. Ensure that a documented system exists to manage the prompt and efficient deployment of state-level emergency response and recovery resources, and that the system is coordinated with and communicated to agencies that will be responsible for resource deployment.
2. Ensure that a documented system exists to effectively implement and employ systems, plans, and resources necessary to preserve the health, safety, and welfare of persons affected by an emergency.
3. Ensure that a documented system exists to provide state-level resources to persons in need and for the rapid and orderly restoration and rehabilitation of persons and property affected by emergencies.

B. Scope and Application

1. The Ohio EOP:

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

2. Phases Of Emergency Management

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

a. Mitigation

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

Mitigation is accomplished in conjunction with a hazard analysis. A hazard analysis identifies:

- i. What events can occur in-and-around the community
- ii. The likelihood that an event will occur
- iii. The consequences of the event in terms of casualties, destruction, disruption to critical services, and costs of recovery

b. Preparedness

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

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

c. Response

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

Recovery

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

Incident Management Structure

1. CAS Level #1 – Situational Awareness and Monitoring

The declaration of CAS Level #1 in the SEOC starts a formal assessment process designed to create situational awareness, stimulate communication within the Ohio EMA staff, and structure ongoing information sharing and consultation with local jurisdictions and/or state organizations to assess and monitor the incident from the time of inception to transition to Joint Field Office operations.

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

2. CAS Level #2 – Increased Monitoring/State Agencies Providing Direct Assistance

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

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

needed, the state will continue to monitor the incident until the incident is closed or is transitioned to CAS Level #1.

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

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

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

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

2. The Ohio Emergency Operations Center

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

b. State of Ohio EOC (SEOC) Capabilities:

i. The SEOC is composed of the following functional areas: Assessment Room, Executive Room, Operations Room, Communications Center and the Joint Information Center.

ii. The Operations Room has fifty-two work stations for state agencies and workstations for the SEOC staff. These workstations accommodate up to 104 personnel.

iii. The SEOC uses a Duty Officer system to take incident reports.

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

D. Cooperative Relationships between Levels of Government

1. When county-level capabilities, including mutual aid are not sufficient to address a disaster, the chief executive or their designee may declare an emergency for their affected jurisdiction and request state assistance in coordination with the County EMA Director by calling the Ohio Emergency Management Agency at 614-889-7150.
2. Depending upon the scope and intensity of the event, the Governor may declare a state of emergency, which will activate state resources and allow them to assist in local response. All state assistance is designed to support ongoing local response efforts.
3. State ESFs address emergency response/recovery missions given to them by county EMA Directors through the SEOC. It is the responsibility of the state to determine how to prioritize, plan for, and address the incident needs expressed by County EMA Directors. State missions will be closely coordinated with local EMA officials and responders through county EOCs throughout the duration of the emergency or incident.
4. Ohio EMA will contact FEMA Region V in Chicago, Illinois to alert them if it is determined that the Governor will be submitting a formal request for federal assistance. The state request, including a FEMA review of eligibility, will be channeled through FEMA Region V to FEMA Headquarters in Washington D.C. for submission to the President. FEMA is authorized to use the full authority of the Stafford Act and may deploy a Liaison Officer or the Federal Emergency Response Team (ERT) to the SEOC.
5. Through implementation of the NRF, assistance will be provided to Ohio through federal ESFs. Federal and state ESFs will establish a direct liaison relationship with one another at the SEOC, at the JFO and at the site of the incident or event. These state-federal ESF relationships will remain in effect throughout response and recovery operations, or until the federal ESFs are deactivated.
6. The Governor, through the Executive Director of Ohio EMA and the Director of the Department of Public Safety, is responsible for overall decision-making and coordination of state emergency operations. The Operations Division Director supports the responsibilities of the Executive Director of Ohio EMA during response operations

and the Recovery & Mitigation Section supports the responsibilities of the Executive Director of EMA during recovery operations.

IV. CONCEPT OF OPERATIONS

All emergency incidents begin locally and initial response is by local jurisdictions working with county EMAs. It is only after local emergency response resources are exhausted or local resources do not exist to address a given emergency that state emergency response resources and assistance may be requested by local authorities. Police, fire, emergency medical, emergency management, public health, public works, environmental agencies, and other personnel are often the first to arrive and the last to leave an incident site.

The national structure for incident management establishes a clear progression of coordination and communication from the local level to state to regional to national level. Local incident command structures (ICP(s) and Area Command) are responsible for directing on-scene emergency management and maintaining command and control of on-scene incident operations. Support and coordination components consist of multi-agency coordination centers/emergency operations centers (EOCs), and multi-agency coordination entities.

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

Reflecting the NIMS construct, the NRF integrates the ICS/Unified Command on-scene (the Incident Command Post(s)), an Area Command (if needed), a JFO (which is the multi-agency entity responsible for coordinating Federal assistance and incident management operations locally), the IIMG (which serves as the headquarters-level Multi-agency coordination entity for domestic incident management operations), and the Homeland Security Council (HSC)/National Security Council (NSC) (which serve as the headquarters-level multi-agency coordination entities for policy adjudication and direction for those issues outside the authority of the Secretary of Homeland Security).

A. Adoption of National Response Framework and the National Incident Management System

The NRF organizational structure addresses both site-specific incident management activities and the broader regional or national issues related to the incident, such as impacts to the rest of the country, immediate regional or nationwide actions required to avert or prepare for potential subsequent events, and the management of multiple threats or incidents; particularly those that are non site-specific, geographically dispersed or evolve over a long period of time.

The Ohio Emergency Management Agency has made it a policy to adopt, where possible, the organizational structure and concepts presented in the National Response Framework (NRF). Ohio has taken the following actions in adopting the NRF structure and its concepts:

1. Adoption of the National Incident Management System

a. In April 2006, section 5502.28 of the Ohio Revised Code was amended to require that the National Incident Management System (NIMS) as the standard procedure for incident management in the State of Ohio. Ohio EMA has carefully reviewed the State EOP and has incorporated a number of NIMS concepts and has incorporated NIMS concepts into the operational structure of the State EOC.

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

Ohio EMA, through its Training Branch, has encouraged and facilitated NIMS training at the state and county level by making available NIMS course materials and tracking the completion of NIMS training. NIMS training at all levels from first responders to elected officials has been made a requirement for the receipt of Homeland Security and Emergency Management funding that passes through from the state to local jurisdictions.

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

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

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

Development of the ORS meets a requirement of the Ohio Homeland Security Strategic Plan. Under the ORS, emergency response is provided through a tiered arrangement of strategically located local, county and state-level Regional Response Teams.

2. Integration of ICS into Operational Standards

Ohio EMA uses an ICS-based Multi-Agency Command System organizational structure for the operation of the Ohio Emergency Operations Center. Ohio EMA also supports the adoption and employment of ICS concepts and operational constructs through training

and through support of the efforts of other state agencies that have adopted ICS as their emergency response organizational model.

3. State-Level Agencies and Authorities to Monitor, Assess and Respond to Incidents of National Significance

- a. Ohio's homeland security efforts have been strengthened by the establishment of functions within the Ohio Department of Public Safety, Ohio Homeland Security Division (OHS) that oversee critical statewide protective actions. Through the Division, the Department has a goal of ensuring that Ohio is taking every possible measure to protect the safety and well-being of our citizens. OHS's mission is to work with federal, state and local governments to ensure that our people and assets are protected from the possibility of a terrorist attack.

The roles and responsibilities of Ohio EMA and OHS are organized according to the National Response Framework's five phases; Prevention, Protection, Response, Recovery, and Preparedness.

OHS is responsible for **Prevention** activities that gather, analyze and share intelligence (primarily the Strategic Analysis and Information Center) and **Protection** activities that identify and protect Ohio's critical infrastructure (primarily OHS's Critical Infrastructure Protection program). OHS keeps these functions aligned with law enforcement through their Domestic Preparedness program.

Ohio EMA is responsible for **Response** activities that develop plans for response to all hazards, including terrorism, and managing the overall direction and control of the state's emergency response; and **Recovery** activities that restore impacted areas to pre-event conditions.

Preparedness activities are a component of each of the four phases (Prevention, Protection, Response and Recovery) and preparedness responsibilities remain with the agency that has responsibility for that phase. OHS takes responsibility for preparedness activities related to prevention and Ohio EMA takes responsibility for preparedness activities related to response and recovery.

4. Coordination with Federal-Level Facilities and Organizational Entities

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

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

- b. The **Federal Coordinating Officer (FCO)** manages Federal resource support activities related to *Stafford Act* events and incidents. The FCO has the authority under the *Stafford Act* to request and/or direct Federal agencies to utilize authorities and resources granted to it under Federal law (including personnel, equipment, supplies, and managerial, technical, and advisory services) in support of State and local assistance efforts. The FCO assists the Unified Command and/or the Area Command. The FCO works closely with the PFO, SFLEO, and other SFOs. In *Stafford Act* situations where a PFO has not been assigned, the FCO provides overall coordination for the Federal components of the JFO and works in partnership with the SCO to determine and satisfy State and local assistance requirements.
- c. The **Federal Resource Coordinator (FRC)** manages Federal resource support activities related to non-*Stafford Act* Incidents of National Significance when Federal-to-Federal support is requested from DHS. In non-*Stafford Act* situations when a Federal department or agency acting under its own authority has requested the assistance of the Secretary of Homeland Security in obtaining support from other Federal departments and agencies, DHS designates an FRC to coordinate Federal assistance. In these situations, the FRC coordinates support from other Federal departments and agencies using interagency agreements and memoranda of understanding rather than the mission assignment process used for *Stafford Act* incidents. Relying on the same skill set, DHS will select the FRC from the FCO cadre. The FRC is responsible for coordinating the timely delivery of resources to the requesting agency.
- e. The **Senior Federal Law Enforcement Official (SFLEO)** is the senior law enforcement official from the agency with primary jurisdictional responsibility as directed by statute, Presidential directive, existing Federal policies, and/or the Attorney General. The SFLEO directs intelligence/investigative law enforcement operations related to the incident and supports the law enforcement component of the Unified Command on-scene. In the event of a terrorist incident, this official will normally be the FBI SAC.
- f. **Senior Federal Officials (SFOs):** The JFO Coordination Group may also include other Federal department or agency officials representing agencies with primary statutory responsibility for incident management. SFOs utilize existing authorities, expertise, and capabilities to assist in management of the incident working in coordination with the PFO, FCO, SFLEO, and other members of the JFO Coordination Group.
- j. When activated, a **Disaster Recovery Center (DRC)** is a satellite component of the JFO and provides a central facility where individuals affected by an incident

can obtain information on disaster recovery assistance programs from various Federal, State, local, tribal, private sector, and voluntary organizations.

B. Federal Response Actions

Once an incident occurs, the priorities shift from prevention, preparedness, and incident mitigation to immediate and short-term response activities to preserve life, property, the environment, and the social, economic, and political structure of the community. In the context of a terrorist threat, simultaneous activities are initiated to assess regional and national-level impacts, as well as to assess and take appropriate action in response to other potential threats. Reinforcing the initial response to an incident, some Federal agencies may operate in the Incident Command Post as Federal first responders and participate in the Unified Command structure. Once the JFO is established, the JFO Coordination Group sets Federal operational priorities. The JFO provides resources in support of the Unified Command and incident management teams conducting on-scene operations through the State and local EOCs.

Federal response activities include elevating the level of activation for the HSOC, including both the Operational Information and Intelligence and the Resource Management Branches. The National and/or the Regional Response Coordination Centers (NRCC/RRCC) activate the appropriate federal ESFs as needed to mobilize assets and the deployment of resources to support the incident. The NRCC and/or the RRCCs facilitate the deployment and transportation of the ERT, and other teams, such as teams under the National Disaster Medical System, or Urban Search and Rescue teams. Other response actions include the establishment of the JFO and other field facilities, and providing a wide range of support for incident management, public health, and other community needs.

Federal response actions include immediate law enforcement, fire, and medical service actions; emergency flood fighting; evacuations; transportation system detours; emergency public information; minimizing additional damage; urban search and rescue; the establishment of facilities for mass care; the provision of public health and medical services, food, ice, water, and other emergency essentials; debris clearance; the emergency restoration of critical infrastructure; control, containment and removal of environmental contamination; and protection of responder health and safety.

During the response to a terrorist event, law enforcement actions to collect and preserve evidence and to apprehend perpetrators are critical. These actions take place simultaneously with response operations necessary to save lives and protect property, and are closely coordinated with the law enforcement effort to facilitate the collection of evidence without impacting ongoing life-saving operations.

In the context of a single incident, once immediate response missions and lifesaving activities conclude, the emphasis shifts from response to recovery operations and, if applicable, hazard mitigation. The JFO Planning Section develops a demobilization plan for the release of appropriate components.

C. Recovery Actions

Recovery involves actions needed to help individuals and communities return to normal when feasible. The JFO is the central coordination point among Federal, State, local, and tribal agencies and voluntary organizations for delivering recovery assistance programs. The JFO Operations Section includes the Individual Assistance Branch, the Public Assistance Branch, and the Community Recovery and Mitigation Branch. The Individual and Public Assistance Branches of the JFO Operations Section assess State and local recovery needs at the outset of an incident and develop relevant timeframes for program delivery. These branches insure Federal agencies that have appropriate recovery assistance programs are notified of an incident and share relevant applicant and damage information with all involved agencies.

The federal Individual Assistance Branch also coordinates assistance programs to help individuals, families, and businesses meet basic needs and return to self-sufficiency. This branch also coordinates with volunteer organizations and is involved in donations management. The Human Services Branch also coordinates the need for and location of DRCs with state, local and tribal governments. Federal, State, local, tribal, voluntary, and nongovernmental organizations staff the DRCs, as needed, with knowledgeable personnel to provide recovery and mitigation program information, advice, counseling, and related technical assistance.

The federal Public Assistance Branch of the JFO coordinates “public assistance programs” authorized by the *Stafford Act* to aid State and local governments and eligible private nonprofit organizations with the cost of emergency protective measures, the repair or replacement of incident-damaged public facilities, debris removal and associated environmental-related measures.

The federal Community Recovery and Mitigation Branch works with the other Operations branches and State and local officials to assess the long-term impacts of an Incident of National Significance, define available resources, and facilitate the development of a course of action to most efficiently apply available resources to restore and revitalize the community.

The above branches assist in identifying appropriate agency assistance programs to meet applicant needs, synchronizing assistance delivery, and encouraging incorporation of hazard mitigation measures where possible. Hazard mitigation measures are identified in concert with congressionally mandated, locally developed plans. Hazard mitigation risk analysis, technical assistance to State and local governments, citizens, and business, and grant assistance are included within the mitigation framework. Additionally, these branches track overall progress of the recovery effort, particularly noting potential program deficiencies and problem areas.

Long-term environmental recovery may include cleanup and restoration of public facilities, businesses, and residences; re-establishment of habitats and prevention of subsequent damage to natural resources; protection of cultural or archeological sites; and

protection of natural, cultural, and historical resources from intentional damage during other recovery operations.

The Ohio EMA Disaster Recovery Branch (DRB) provides training, guidance and technical assistance regarding supplemental disaster assistance programs. DRB provides guidance for damage assessment activities following the occurrence of disasters. The branch also has the responsibility for administering the Individual Assistance Program and the Public Disaster Relief Program. These programs are designed to assist the public (state and local governments and certain eligible private non-profit organizations) and private (individuals and families) sectors following declared disasters.

The Disaster Recovery Branch

1. Administers disaster assistance programs for individual victims and for governmental entities.
2. Coordinates local government's requests for technical and financial assistance from the state following a local or gubernatorial disaster declaration.
3. Conducts damage assessment to determine the impact of an incident and the types of supplemental assistance needed to recover from uninsured losses or damages to the private and public sectors.
4. Provides disaster recovery assistance training for state, county and local governments, voluntary organizations and members of the general public.
5. Provides technical assistance to public officials regarding emergency management programs and types of available disaster assistance.

D. Mitigation Actions

1. Hazard mitigation involves reducing or eliminating long-term risk to people and property from hazards and their side effects. The JFO is the central coordination point among Federal, State, local, and tribal agencies and voluntary organizations for beginning the process which leads to the delivery of mitigation assistance programs.

The JFO's Community Recovery and Mitigation Branch is responsible for the delivery of all mitigation programs within the affected area, including hazard mitigation and grant programs for:

- i. Loss reduction measures
- ii. Delivery of loss reduction building science expertise
- iii. Coordination of Federal flood insurance operations, integration of mitigation with other program efforts
- iv. Conducting flood recovery mapping to permit expedited and accurate implementation of both recovery and mitigation programs
- v. Predictive modeling to protect critical assets
- vi. Early documentation of losses avoided due to previous hazard mitigation measures
- vii. Community education and outreach necessary to foster loss reduction

The federal Community Recovery and Mitigation Branch works with the Infrastructure and Human Services Branches, and with State, local, and tribal officials to facilitate the development of a long-term recovery strategy.

The Ohio EMA Mitigation Branch implements procedures to reduce the cost of damage caused by incidents, and minimize the impact on citizens, businesses, and properties. The Mitigation Branch maintains the State and Local Mitigation Program, as well as the State Mitigation Plan. Its staff also ensures the implementation of the Hazard Mitigation Grant Program, the Flood Mitigation Assistance Program, and the Pre-Disaster Mitigation Program.

2. Hazard Mitigation Planning

Hazard mitigation planning involves identification of hazards, assessing the risk the pose (frequency and magnitude), assessing the vulnerability of the built and natural environment to those risks, and identifying mitigation goals/objectives/actions to address the risk and vulnerability. The Mitigation Branch develops and maintains the State Mitigation Plan and assists Ohio communities with the development and update of local mitigation plans through training, funding, and technical assistance. The state and local mitigation plans must be developed and updated to ensure continued mitigation program funding through FEMA.

3. Hazard Mitigation Grant Program

The purpose of the Hazard Mitigation Grant Program is to reduce the loss of life and property due to natural disasters and to enable mitigation measures to be implemented during the immediate recovery from an incident. Projects utilizing these grant funds may be used for mitigation planning activities, innovative mitigation actions that may be difficult to quantify from a benefit/cost perspective, and traditional mitigation projects such as protecting buildings and property from damages resulting from natural hazard events.

4. Flood Mitigation Assistance Program

The Flood Mitigation Assistance Program was created as part of the National Flood Insurance Reform Act (NFIRA) of 1994 (42 USC 4101) with the goal of reducing or eliminating claims under the National Flood Insurance Program (NFIP). There are three types of FMA grants available: Planning, Project and Technical Assistance.

Planning grants are available to states and communities to prepare flood mitigation plans. States and NFIP-participating communities (with approved flood mitigation plans) can apply for project grants such as the elevation, acquisition and/or relocation of NFIP-insured structures. Ten percent of the project grant is made available to states as a technical assistance grant. These funds may be used by the state to help administer the program. Project funding is utilized to fund flood mitigation actions only (i.e., acquire/demolish, elevate, relocate flood-prone buildings).

5. Pre-Disaster Mitigation Competitive Program

The Pre-Disaster Mitigation Competitive (PDMC) Program provides grants to states/tribes that, in turn, provide sub-grants to local governments for cost-effective mitigation activities that are selected via a national ranking and evaluation process. Funds are used to implement a sustained pre-disaster natural hazard mitigation program to reduce overall risk to the population and structures, while also reducing reliance on funding from actual disaster declarations. Two types of PDMC grants are available: Planning and Project.

E. Demobilization and Transition

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

Similarly, at the state level, the state's Disaster Recovery Branch participates in operations from the beginning of a disaster through the completion of long-term recovery assistance. Ohio employs a Response Transition Plan to coordinate transition of personnel and agency responsibilities from the Emergency Response Operations phase, to the Recovery Operations phase, to the Long-Term Recovery Operations phase.

During the Emergency Response Operations phase, Recovery Branch personnel collect private and public damage information from local jurisdictions.

During the Recovery Operations phase, the Recovery Branch coordinates and staffs onsite Disaster Recovery Centers where disaster victims can come to apply for and receive financial and other assistance. The state's long-term recovery operations are coordinated through the JFO, working in close cooperation with federal officials to administer assistance to disaster victims.

F. Remedial Actions and After-Action Reporting

The Department of Homeland Security (DHS) formally convenes interagency meetings called Hotwashes to identify critical issues requiring headquarters-level attention, lessons learned, and best practices associated with the Federal response to Incidents of National Significance. Hotwashes typically are conducted at major transition points over the course of the conduct of incident management operations. Identified issues are validated and promptly assigned to appropriate organizations for remediation, in accordance with DHS/EPR/FEMA's Remedial Action Management Program (RAMP). DHS/EPR/FEMA manages the RAMP and coordinates, monitors, and reports the status of Federal remediation actions for issues arising from Incidents of National Significance.

Following an incident, the JFO Coordination Group submits an after-action report to DHS Headquarters detailing operational successes, problems, and key issues affecting incident

management. The report includes appropriate feedback from all Federal, State, local, tribal, nongovernmental and private sector partners participating in the incident.

The Emergency Support Function Leaders Group (ESFLG) and the Regional Interagency Steering Committees (RISCs), the headquarters-level and regional-level interagency NRP preparedness organizations (described in section VI.A.1), use information from these reports to update plans and procedures as required.

Each Federal agency involved should keep records of its activity to assist in preparing its own after-action report. The DHS Office of State and Local Government Coordination and Preparedness (SLGCP) has established and maintains the Lessons Learned Information Sharing system (formerly Ready-Net) as the national repository for reports and lessons learned. The NIMS Integration Center will support and contribute to this national system.

The State of Ohio's roles and responsibilities in working to carry out remedial actions and after-action reporting include, but are not limited to:

1. Establishing, maintaining and revising After-Action Procedures.
2. Facilitating the collection of feedback from all agencies and individuals involved in incidents or exercises, including the utilization of After-Action Meetings and After-Action Surveys.
3. Proposing, assigning, and tracking the progress of corrective actions.
4. Disseminating the results of corrective actions and lessons learned.

Ohio EMA has established an After-Action Team which is part of ESF-5 (Information and Planning). The After-Action Team is tasked with establishing simple, yet effective processes for capturing the key issues that arise during incidents or exercises in order to develop corrective action plans to resolve problems, or to disseminate best practices. The After-Action Team provides the means for Ohio EMA and other State and local agencies to make inquiries and recommendations through After-Action Survey forms, which can be submitted at any time, and via participation in After-Action Meetings.

Ohio's after-action feedback mechanisms contribute to the creation of an after-incident preliminary Corrective Action Plan. The Corrective Action Plan presents issues and inquiries raised by State and local agencies, and recommended improvements and corrective action measures that are assigned to the appropriate Ohio EMA branches for follow-up. Individuals in Ohio EMA are responsible for following-up on their assigned issue(s), following progress of its resolution from beginning to end, and providing progress updates to the After-Action Team throughout the process. Progress updates are sent to all affected agencies, some of whom may be actively cooperating in the resolution of the issues.

G. Emergency Operations Plan Maintenance

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

H. Coordination and Approval

When all Primary and Support Agencies have reviewed and commented on a plan segment and have made recommendations for changes, the agencies usually meet with Ohio EMA staff for a roundtable discussion to reach agreement on agency roles and responsibilities and the segment's purpose, mission, scope, and concept of operations. If the changes to a Plan (ESF, Annex, Tab) are small enough, this process is sometimes accomplished via telephone and/or electronic mail.

When all involved agencies have provided input to the update process and a final document has been decided on, Agency Directors sign an acceptance document stating they understand the assignments of responsibility for their agency that they will give operational support.

I. Record of Change

When a change is made to an Ohio EOP's element, an entry will be made into the EOP's Record of Change page that identifies what the change was. The Notice of Change process is managed by the Ohio EMA Plans Branch.

J. Promulgation

1. The State EOP is promulgated by the Governor of the State of Ohio annually.

Approximately one month prior to the desired promulgation date, the State EOP Planner will implement the following promulgation procedures:

- a. Review the existing version of the EOP for content in light of changes in policy, content and general directional changes.
- b. Replace EOP elements with versions of those elements that have been updated since the last promulgation.
- c. Determine other changes, other than full-scale updates, that need to be made to Plan elements to prepare them for promulgation. These changes might include formatting changes, changes to listings of federal and local partners, and other changes that bring the EOP into sync with current policies and directional changes, but don't change any of the elements' purpose or scope.
- d. Engage EOP Primary and Support agencies in the promulgation process as needed.

- e. Update Terms and Acronyms to include terms and acronyms that have come into use since the last promulgation.
- f. Distribute a draft of the updated Plan for review by Ohio EMA senior staff three weeks prior to the planned submission to the Governor. Produce a transmittal memo for transmission of the Plan to the Governor that describes the document, lists recent changes, talks about future plan changes, and other elements as appropriate.
- g. Final approval of the plan for promulgation and distribution will be by the Executive Director of the Ohio EMA.
- h. Review and incorporate changes to the Plan and produce a final hard copy and electronic file copy of the Plan for submission to the Governor for review and promulgation.

K. Distribution

1. The Ohio Emergency Operation Plan will be filed and distributed as follows:
 - a. Notification of the Promulgation of the Emergency Operations Plan will be transmitted to state departments and non-governmental organizations that are listed as either a Primary or Support Agency in the Plan, FEMA Region V, Region V states, and neighboring states.
 - b. The Plan will be placed on the Ohio EMA website and an email communication will be sent to all parties identified on Ohio EMA's State Situation Report Group and the County EMA Directors' list informing them of its existence.
 - c. Hard copies of the Plan will be produced and delivered to the Governor; Ohio EMA Executive Director, State EOP Planner; and the Director of the Ohio Department of Public Safety.

1. The Ohio EOP is available via the internet by downloading the information from Ohio EMA's website at:

<http://www.ema.ohio.gov/ohioeop/contents.pdf>, or by contacting the State EOP Planner at baschwartz@dps.state.oh.us, or by writing to:

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

V. ROLES AND RESPONSIBILITIES

A. Operational Overview

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

1. Direction and Control

- a. The Governor, the Executive Director of Ohio EMA, or their designated representative may activate the SEOC in order to coordinate state emergency response and recovery activities.
- b. During response and recovery operations, the Governor of the State of Ohio may designate the Executive Director of Ohio EMA to serve as the State Coordinating Officer (SCO), and to function as the designated liaison between the State of Ohio and the Federal Emergency Management Agency (FEMA). The SCO acts in coordination with FEMA's Federal Coordinating Officer (FCO) when federal response and recovery operations are activated in Ohio. FEMA and the State of Ohio work together at the site of the incident, in the SEOC and in the Joint Field Office (JFO), which is the site for FEMA operations. FEMA will support public information efforts throughout the emergency either at the State EOC or from a remote location.
- c. The Executive Director of Ohio EMA, the Governor or the Governor's designee and appropriate and necessary members of the SEOC Executive Group and state executives manage state emergency response and recovery resources.
- d. Ohio EMA will notify state agencies and other appropriate organizations when the SEOC is activated.
- e. Each ESF in Ohio's EOP has one-or-more Primary Agencies and several Support Agencies. The Primary Agency acts as a team leader for the overall coordination of the functional activities of that ESF. A Lead Agency is an agency that because of their expertise and ability has the responsibility of carrying-out a specific function within the operations of an ESF team. Any of an ESF's Primary or Support Agencies may serve as a Lead Agency. ESF teams are designed to coordinate with federal ESF counterparts when federal response and recovery teams are activated in Ohio in the SEOC and/or the JFO.
- f. A non-governmental organization (association, board, commission, agency) will be considered for a role as a Primary or Support Agency in the State EOP if they meet the following criteria:

- i. The organization has a unique set of resources, expertise, information, skills or assets that is not available from a state agency.
 - ii. The organization is the known and accepted provider of a set of resources, expertise, information, skills or assets that is needed/called for in the State EOP.
 - iii. The organization can demonstrate/assure that they will be capable of fulfilling the assignments of responsibility that are assigned to them on a statewide basis.
 - iv. The organization has the authority to provide a support function in an Ohio EOP-related role.
 - v. The organization has the necessary resources to adequately provide services on a state-wide basis.
- g. In accordance with the NRF, federal assistance for incident response and recovery is provided through the activation of federal ESFs at a Regional Operations Center (ROC), through activation of a federal Emergency Response Team (ERT) and/or through activation of a JFO. Ohio and its local governments will maintain direction and control over their response operations throughout federal activation. Federal resources will be used to augment and support state and local response operations when operational needs exceed the capabilities of state and local jurisdictions and exhausts state and local resources. Ohio EMA and state ESF teams will maintain close coordination and communication with their federal counterparts during emergency response and recovery operations.
- h. The Ohio Constitution and the State's Continuity of Government Plan address the succession of state-level executive authority to ensure that, if needed, a designated successor is available to coordinate emergency response activities. Article 3, Sec. 15 of the Ohio Constitution states that: In the event of a vacancy in the office of Governor is unable to discharge the duties of office, the line of succession to the office of Governor shall proceed from the Lieutenant Governor to the President of the senate and then to the Speaker of the House of Representatives.
- The line of succession of executive-level authority at the Ohio Emergency Management Agency begins with the Executive Director and then proceeds to one of the three Division Directors. The choice of Division Director to assume authority may be based either on type of incident, availability or on rotation.
- i. The Executive Group in the SEOC maintains on-going communications with local executives in the affected area(s).
 - j. Ohio EMA maintains continuous contact with County EMA Directors in affected area(s).
 - k. Detailed procedures covering SEOC operations and coordination with state liaisons/responders at sites other than the SEOC are addressed in the Emergency

Operations Center Standard Operation Procedures (EOC-SOP) maintained by Ohio EMA.

2. Situational Assessment

- a. In the SEOC, situational assessment is a function of the Information and Planning Section.
- b. During rapidly-escalating events, Ohio EMA staff and staff from other agencies may be designated to conduct various assessment functions at the incident/disaster site. The SEOC Director provides executive-level support and coordination when personnel from other state departments are assigned assessment functions.
- c. Personnel who carry out assessment functions at the incident/disaster site maintain on-going communication with the SEOC to ensure that accurate information is relayed to the Information and Planning Section.

B. SEOC Functional Groups

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

C. State-Level Response and Recovery Organizations

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

D. Responsibilities

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

1. Standard Operating Procedures

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

2. Resources

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

3. Liaisons

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

4. Reports

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

5. Emergency Staff

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

6. Executive Group

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

7. Lead Agencies

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

8. Training and Exercises

In order to ensure maximum levels of readiness for state emergency response and recovery operations, organizations that have defined EOP roles and responsibilities will cooperate

and participate in Ohio EMA-sponsored emergency exercises and training. These agencies will provide emergency resource and planning information and will be prepared to meet the emergency responsibilities listed in the Ohio EOP.

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

9. Local Chief Executive Officers

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

- a. Is responsible for coordinating local resources to address the full spectrum of actions to prevent, prepare for, respond to, and recover from incidents involving all hazards including terrorism, natural disasters, accidents, and other contingencies
- b. Dependent upon State and local law, has extraordinary powers to suspend local laws and ordinances, such as to establish a curfew, direct evacuations, and, in coordination with the local health authority, to order a quarantine
- c. Provides leadership and plays a key role in communicating to the public, and in helping people, businesses, and organizations cope with the consequences of any type of domestic incident within the jurisdiction
- d. Negotiates and enters into mutual aid agreements with other jurisdictions to facilitate resource sharing; and
- e. Requests State and, if necessary, Federal assistance through the Governor of the State when the jurisdiction's capabilities have been exceeded or exhausted

10. Federal Agencies

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

The individual or agency may participate as a Senior Federal Official (SFO), a Senior Federal Law Enforcement Official (SFLEO, such as the FBI Special Agent-in-Charge (SAC) for a terrorist event) in the Joint Field Office (JFO), in the Coordination Group at the field level, or as part of the Interagency Incident Management Group (IIMG) at the

national level. Some Federal agencies with jurisdictional authority and responsibility may also participate in the Unified Command at the Incident Command Post (ICP).

11. Citizens

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

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

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

E. Operations Software

The Ohio EMA utilizes an electronic operations software system for situation management in the SEOC. The software provides information sharing and communications capabilities to facilitate critical systems management. The system replaced a manual situation management methodology with a computerized system that adds speed, accuracy and accountability for a more efficient response.

F. Emergency Support Functions and Annexes

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

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

G. Mutual Aid

1. Ohio EMA maintains mutual aid agreements, Memoranda of Understanding (MOU) and other written agreements (collectively, Agreements) with a number of agencies at various levels of government. Agreements between the Ohio EMA and other agencies include:

- a. National Oceanic and Atmospheric Administration (NOAA)/National Weather Service (NWS), May 2001

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

- b. Ohio Task Force -1 (Urban Search and Rescue Task Force), February 2006.

Agreement to employ Ohio Task Force-1 to rapidly deploy search and rescue resources in the State of Ohio.

- c. Adjutant General's Department, Ohio National Guard (ONG), various dates.

Various agreements that: authorize the use of ONG printing services; state an agreement to develop, operate, maintain and test an efficient communication system for statewide response; state and agreement to provide efficient and coordinated public information to the citizens of Ohio; allow Ohio EMA to access the Beightler Complex to utilize the radio antenna, tower, radio equipment room and radio frequencies for communications both during emergencies and during normal operating conditions; an agreement to cooperate in the supply of City of Columbus water to the Emergency Operations center/Joint Dispatch Facility (EOC/JDF); allow for the storage of approximately 250,000 sandbags which belong to the U.S. Army Corps of Engineers, and a supply of radiation monitoring instruments; state an agreement to jointly maintain the tunnel connecting the Beightler Complex and the EOC/JDF.

- d. American Red Cross, June 2004.

The Agreement provides for the cooperation between the State of Ohio and the American Red Cross through National Headquarters and/or chapters, in carrying out their assigned responsibilities.

- e. The Buckeye State Sheriffs' Association, April 2004.

Agreement establishes the process for receiving, transmitting and responding to notification of Personal Locator Beacon activations within the geographic boundaries of the State of Ohio.

- f. SAR Coordinator for the Inland Region, September 1991.

Agreement ensures the effective use of all available resources for Search and Rescue activities, incorporates Search and Rescue agencies of various states into the SAR network, provides an avenue for further agreements between the Air Force Rescue Coordination Center and the State of Ohio.

- g. Air Force Rescue Coordination Centers; Tyndall Air Force Base, Florida, September 1991.

Agreements delineate the operational procedures between the State of Ohio and the Executive Agent for Inland Search and Rescue for use within the geographic boundaries of the State of Ohio.

- h. Memoranda of Understanding with Eleven County Sheriffs' Offices

These agreements among the Ohio Department of Public Safety, Ohio EMA, the Buckeye State Sheriffs' Association and the eleven county sheriffs placed interoperable communications vehicles regionally around the state. This allows deployment to all parts of the state within one hour of an incident to enable law enforcement and other first responders to better communicate when responding to large-scale events.

2. Other Plans and Agreements

- a. Section 5502.41 of the Revised Code is the **Ohio Intrastate Mutual Aid Compact (IMAC)** which complements existing mutual aid agreements in the event of a disaster that results in a formal declaration of emergency by a participating political subdivision.
- b. Section 5502.40 of the Revised Code is the **Emergency Management Assistance Compact** which is the interstate mutual aid agreement to which all states and territories belong that allows states to assist each other in times of disaster. When any member state's Governor declares a disaster or when a disaster is imminent, other member states may agree to provide assistance in response to requests from the impacted state(s).
- c. The deployment of locally- and regionally-based personnel and other resources under the Ohio Fire Chiefs' Emergency Response Plan is coordinated by the Central Dispatch Facility, and is monitored by the State Fire Marshal. The Ohio Emergency Management Agency is notified of deployments made under that Plan.