

STATE OF OHIO EMERGENCY OPERATIONS PLAN



CATASTROPHIC INCIDENT RESPONSE ANNEX

PRIMARY AGENCY

Ohio Emergency Management Agency

OHIO EMERGENCY OPERATIONS PLAN CATASTROPHIC INCIDENT RESPONSE ANNEX

PRIMARY AGENCY: Ohio Emergency Management Agency (Ohio EMA)

SUPPORT AGENCIES: All Ohio Emergency Operations Plan Primary and Support Agencies, dependent on the activation of individual Emergency Support Functions

I. INTRODUCTION

A. Purpose

1. The State of Ohio's Catastrophic Incident Annex to the Ohio Emergency Operations Plan establishes the State's strategy for implementing and coordinating an accelerated, pro-active state response to in-state and out-of-state catastrophic incidents.

B. Definition

1. A catastrophic incident, as defined in the National Response Framework, is 'any natural or manmade incident, including terrorism, that results in extraordinary levels of mass casualties, damage, or disruption severely affecting the population, infrastructure, environment, economy, national morale, and/or government functions'.

C. Plan Scope

1. This annex was developed incorporating planning elements from the New Madrid Seismic Zone Catastrophic Earthquake Response Planning initiative. The objective of the multi-State, multi-regional Federal earthquake planning project was to coordinate catastrophic earthquake planning actions at the local, State, regional, and Federal levels.
2. The determination of whether an incident is or is not catastrophic in nature may be relative to the available resources in the area where the incident occurs. This determination will be made by the State Emergency Operations Center (State EOC) Executive Group in consultation with state and local partners.
3. A catastrophic incident that affects Ohio could be an acute (suddenly occurring) incident such as an earthquake or an accidental or intentional nuclear event; or a non-acute (slowly-developing) incident such as a prolonged high-heat incident or a pandemic.

4. A catastrophic incident could result in sustained national impacts over a prolonged period of time, and may almost immediately exceed resources that are normally available to State, local, and private-sector authorities in the impacted area; and may significantly interrupt governmental operations and emergency services to such an extent that national and local security could be threatened.
5. Ohio may be impacted by catastrophic incidents that occur outside the borders of the state, but necessitate the application/employment of Ohio-based response resources.
6. As detailed in Tab A to this Plan (see below), depending on the nature of an incident, the applicability of doing so, the capabilities of local jurisdictions and agencies, and the availability of critical situational awareness information, the State of Ohio may elect to employ an Areal Tiered Response system that is designed to effectively focus response resources to the most critical needs.

II. SITUATION

A. Catastrophic incidents that could affect Ohio could include widespread, significant, prolonged and/or severe:

- Flooding
- High wind events
- Winter storms, blizzards, cold and ice storms
- High heat and/or drought
- Earthquakes
- Utility outages and interruptions
- Nuclear and radiation emergency incidents
- Radioactive material releases
- Chemical/hazmat spills/releases
- Cyber incidents (attacks and unintentional incidents)
- Interruptions of electronic communication and control systems
- Pandemics and epidemics
- Biological infections or exposures to toxins

- B. Catastrophic-level impacts that could affect Ohio could include widespread, significant, prolonged and/or severe:
1. Disruptions to commerce and health and lifesaving systems.
 2. Numbers of human and/or animal casualties and/or fatalities.
 3. Damage/impacts to utility distribution and/or delivery infrastructure and/or systems.
 4. Damage/impacts to transportation infrastructure and/or routes.
 5. Damage/impacts to communication infrastructure and/or systems.
 6. Significant damage/impacts to crops and/or soils.
 7. Numbers of human radiation exposures and/or radioactive contaminations and/or casualties and/or fatalities.
 8. Amounts of prolonged infrastructure, property and/or critical facilities being left uninhabitable and/or unusable.
 9. Numbers of short- and/or long-term human, business, and/or critical facility displacements.
 10. Increases to the response time of public safety and other critical resources and/or services, and/or interruptions of the application and/or availability of resources.

C. Out-of-State Incidents

- i. Catastrophic incidents that occur outside the borders of the State of Ohio but necessitate the application of Ohio-based response resources could include those listed above and additional incidents such as hurricanes.
- ii. Out-of-state catastrophic incidents could result in a large number of persons from other states/countries being evacuated to, or through, the State of Ohio. Out-of-state catastrophic incidents could also result in requests being made to the State of Ohio for the allocation of personnel and/or material resources via the Emergency Management Assistance Compact (EMAC) and other processes/systems for moving resources across state lines during an emergency.
- iii. Public response to a perception of risk may result in a surge in use of medical supplies, equipment, facilities and shelter services.

- D. Actions under certain Emergency Support Functions (ESF) could be expedited and/or streamlined to address the magnitude and/or the urgent requirements of a catastrophic incident.
- E. Multiple catastrophic incidents may occur simultaneously or sequentially in contiguous and/or noncontiguous areas
- F. Some catastrophic incidents could be dispersed over a large geographic area or over multiple state jurisdictions, and lack a defined incident site.
- G. A catastrophic incident could occur with little or no warning.
- H. Some incidents could be well underway before they are detected.
- I. A catastrophic incident could cause significant disruption of the State's or an impacted area's critical infrastructure, such as energy, transportation, telecommunications, law enforcement and public health and healthcare systems and/or services.
- J. The response capabilities and resources of the State and the federal government, including mutual aid from surrounding states, could be unavailable and/or insufficient and may be quickly overwhelmed, which could result in a prioritization of response.
- K. The unavailability and/or scarcity of resources could may result in the establishment of adjusted standards of care.
- L. Resource prioritization decisions for Ohio-controlled assets will be made by the State EOC's Executive Group.
- M. Emergency personnel (e.g. law enforcement, fire, hospital, public health, primary care, EMS, infrastructure) who normally respond to incidents could be among those affected and may be unable to perform their duties.
- N. A detailed and credible common operating picture might not be achievable for 24-to-48 hours (or longer) after the incident. As a result, response activities may need to begin without the benefit of a detailed or complete situation and critical needs assessment.
- O. Large-scale evacuations, organized or self-directed, could occur. More people initially are likely to flee and seek shelter for attacks involving chemical, biological, radiological, or nuclear agents than for natural events. The health-related implications of an incident could aggravate attempts to implement a coordinated evacuation management strategy.
- P. Large numbers of people could be left temporarily or permanently homeless and may require prolonged temporary housing.

- Q. A catastrophic incident could produce environmental impacts (e.g., persistent chemical, biological, or radiological contamination) that severely challenge the ability and capacity of governments and communities to achieve a timely recovery.
- R. A catastrophic incident could have significant interstate and international effects. These include potential impacts on the health and welfare of border community populations, cross-border trade, transit, law enforcement coordination, and other areas. If the incident is the result of terrorism, the Homeland Security Advisory System (HSAS) level likely may be raised regionally, and perhaps nationally. Elevation of the HSAS level carries additional local, State, and Federal security enhancements that may affect the availability of certain response resources.
- S. When a catastrophic incident overwhelms State-level resources, the Governor might request Federal assistance. In such cases, the affected community, the State and the Federal Government will collaborate to provide the necessary assistance and support.
- T. Upon the occurrence of a catastrophic incident, or in advance of one if determined by the Secretary of Homeland Security, the Federal Government might, in accordance with the NRF-CIS and in coordination with the affected State and incident command structure (NRF CIA, 2008, p. CAT-1), deploy Federal resources.
- U. Where local authorities are unable to establish or maintain an effective incident command structure due to catastrophic conditions, the State might, in consultation with remaining elements of local government, establish a unified command structure or implement the use of an Incident Management Team (IMT) to save lives, protect property, secure critical infrastructure/key resources, contain the event, and protect national security. The State shall transition to its normal coordination and support functions once impacted local jurisdictions are capable of reestablishing their incident command.
- V. The initial response to a catastrophic incident will start at the local level, however, there may be circumstances and/or challenges that exceed the capabilities of State and local authorities in which they might be unable to initially establish or maintain a command structure for incident response. In these instances, accelerated Federal response might be warranted, and the Department of Homeland Security (DHS)/Federal Emergency Management Agency (FEMA) might be requested to coordinate response activities until local and/or State authorities are capable to re-establish their incident command structure.

W. Response Phases

1. A catastrophic incident could present a dynamic response and recovery environment that could require response plans, and strategies flexible enough to effectively address emerging or changing needs and requirements. Because of the dynamic nature of catastrophic incident response and recovery, there will be

overlaps between phases, and in practice, response phases may not adhere to the time periods that are assigned, as below.

2. Depending on the nature of an incident and the applicability of doing so, the State of Ohio may employ a Phased Response Framework that categorizes response according to a series of Phases from initial response, through sustained response, through recovery. The first three planning Phases are Response Phases and the second three Phases are Recovery Phases. The six phases are:
 - Phase I: Life Saving – Notification, situational awareness, damage assessment, and State emergency response force activation, mobilization, and deployment with a priority on life saving.
 - Phase II: Life Sustaining – Continued priority on life saving, as well as life-sustaining operations. Emergency Management Assistance Compact (EMAC) and Federal resources activated, mobilized, and deployed.
 - Phase III: Emergency Repair, and Services – Continue life-sustaining operations, as required, and focus on essential emergency repairs to critical infrastructure.
 - Phase IV: Basic Restoration, and Human Services – Federal Emergency Management Agency (FEMA) disaster assistance programs begin implementation, debris management, and repair/restoration of critical infrastructure.
 - Phase V: Initial Recovery – Continue housing assistance, FEMA assistance programs, and initiation of long-term recovery strategy/programs.
 - Phase VI: Sustained Recovery – Fully implement long-term recovery programs.

X. Electromagnetic Pulse and Geomagnetic Disturbance Incidents

1. As stated in an Executive order, signed by the President of the United States in March 2019, “An electromagnetic pulse (EMP) has the potential to disrupt, degrade, and damage technology and critical infrastructure systems, including the electric power grid, communications and transportation. Human-caused EMPs or naturally-occurring geomagnetic disturbances (GMDs) can affect large geographic areas, disrupting elements critical to the Nation’s security and economic prosperity, and could adversely affect global commerce and stability.”
2. EMPs and GMDs have the potential to negatively affect technology systems on Earth and in space. A high-altitude EMP (HEMP) is a type of human-made EMP that occurs when a nuclear device is detonated at approximately 40 kilometers or more above the surface of Earth. Depending on the altitude of a nuclear detonation, a generated EMP could impact critical systems as far as 300 miles away. Because the ground acts as a radiation absorber and reduces the effect of EMPs, high-altitude EMPs can be more than 1,000 times as intense as low-altitude EMPs.

3. An EMP's origination may be a natural occurrence (i.e. solar flares and coronal mass ejections originating from the sun, or lightning) or human-caused (i.e. a nuclear detonation or a conducted electric current), and can occur as a radiated, electric, or magnetic field, or a conducted, non-atmospheric electric current. Both HEMPs and GMDs can affect large geographic areas.
4. A geomagnetic disturbance (GMD) or solar storm occurs when a magnetic cloud, called a coronal mass ejection, which is emitted from the sun as part of a solar eruption, collides with the Earth's shielding magnetic field. This collision generates currents in the magnetosphere and ionosphere of the Earth's outer atmosphere, which in turn induces a geo-magnetically induced current (GIC) in transmission lines and transformers at the Earth's surface.
5. Damage to critical infrastructure systems from an EMP or a GMD could have a debilitating impact on security, economic security, and public health and or safety. To support the Executive Order, the State is taking steps to engage public- and private-sector resources and entities to plan, organize, equip, train, and exercise to build and sustain capabilities necessary to protect against, mitigate the effects of, respond to, and recover from the threat of EMPs and GMDs.

III. ASSUMPTIONS

- A. The Governance of the State of Ohio and the functionality of the State EOC will remain capable throughout the duration of a catastrophic incident.
- B. Continuity of Government and Continuity of Operations measures will be implemented as necessary.
- C. Necessary waivers, authorities and liability protections will be granted to assure continuity of operations and services.
- D. A catastrophic incident may immediately exceed resources normally available to the State of Ohio and its local jurisdictions and may require immediate national and/or Federal assistance.
- E. In a catastrophic incident, the Federal Government or other entities outside the State will provide expedited assistance and support when:
 1. The Secretary of Homeland Security directs implementation of the National Response Framework Catastrophic Incident Annex (NRF-CIA).
 2. Actions are taken under the Catastrophic Incident Supplement (NRP-CIS).
 3. A catastrophic mass casualty/mass evacuation incident triggers a Presidential disaster declaration.

- F. Local jurisdictions and the State of Ohio will employ, to the best of their abilities, all available local resources and implement established mutual aid agreements as needed. Federal assistance will be requested only after it is determined that local- and state-level resources will be inadequate for response or have been exhausted.
- G. Damage to transportation (roads, bridges, rail, air, etc.), communication (phone, cell, emergency 911, public warning sirens, etc.), utility distribution systems (electric, gas, and water, etc.), pipelines, chemical and fuel storage and other infrastructure systems could isolate communities creating islands within disaster areas. Impacted transportation routes may not be functional for many weeks or months.
- H. A number of people might self-evacuate impacted areas, while others may stay for a variety of reasons including protecting property or caring for farm and/or companion animals. Evacuation operations will be conducted in accordance with existing local evacuation and/or State-level plans.
- I. Shelters that are identified for use during other natural disasters might not be available in impacted areas. Dependent on weather and safety conditions, temporary sheltering in campers and/or tents may be determined to be the safest option until buildings and residences are inspected. Prudent and safe actions will be considered when determining whether people should remain in their residences or be moved to temporary shelters. People may be directed to shelters outside the impacted area.
- J. Local jurisdictions and the State of Ohio will employ, to the best of their abilities, all available local resources and implement established mutual aid agreements as needed. Federal assistance will be requested only after it is determined that local- and state-level resources will be inadequate for response or have been exhausted.

IV. CONCEPT OF OPERATIONS

A. Command and Control

1. Local jurisdictions will maintain control of incident command and their assets as they are able, either through use of their own assets or through mutual aid.
2. When necessary or when requested to do so, the State EOC Executive Group will establish and assign IMTs, under the authority of the Governor, to exercise command and control of an incident and to make resource allocation and application decisions on behalf of a local jurisdiction.
3. Command and control actions and decisions may be made directly by the State EOC Executive Group, or through forward-deployed IMTs.

4. Single-Incident Command

- a. If a catastrophic incident occurs within a single jurisdiction and there is no jurisdictional or functional agency overlap, the incident will be managed by a single Incident Commander who has overall incident management responsibility.

5. Area Command

- a. If a catastrophic incident initially impacts a wide area of the state, the impacted area crosses jurisdictional boundaries, or the incident site evolves and becomes geographically dispersed over time, Area Command may be established to oversee the management of a single incident or multiple incidents that are each being managed by a separate ICS organization.
- b. An Area Command may be utilized to assist in:
 - i. Ensuring that overall strategies and priorities are set and followed.
 - ii. Managing the allocation of critical resources between multiple incidents and/or multiple incident sites.
 - iii. Ensuring that incidents are properly managed and that response objectives are met.
 - iv. The coordination and delivery of critical resources.

6. Unified Command

- a. If a catastrophic incident involves the response of more than one responding agency with responsibility for the incident, or if an incident site(s) cross political jurisdictions, Unified Command may be established, or an existing Area Command may be transitioned to a Unified Command.
- b. Under a Unified Command, response agencies and/or multiple jurisdictions will work together to analyze intelligence information, and establish a common set of objectives and strategies for a single Incident Action Plan to allow all involved agencies/jurisdictions to participate in the decision making process.

7. Incident Management Teams (IMT)

- a. If all available local and regional command and control mutual aid resources have been exhausted, an IMT may be assigned to an incident and supplemental resources may be assembled to assist local authorities who are unable to establish or maintain an effective incident command structure due to catastrophic conditions.
- b. An IMT is a scalable group of specially trained individuals who work closely in support of the locally-elected jurisdictional authority/officials to provide

for the command, control, coordination, and support of the incident organization and available resources to address the needs of an incident.

- c. In Ohio, an assigned IMT would consist of one of the following: a Type 3 IMT (State or Metropolitan area level; usually 4-20 positions), a Type 2 IMT (National or State level; usually 10-30 positions), or a Type 1 IMT (National or State level; usually 20-50 positions). These IMTs are all-hazard national level teams, and to a lesser extent the state and metropolitan area level teams, are self-contained and bring everything they need to operate.
- d. An assigned IMT will focus on the following ICS components: Planning Section (Resource Unit - accountability issues), Situation Unit (maps, intelligence, forecasts), Logistic Section, Communication Unit, and Medical Unit (responder care).
- e. A primary purpose of an IMT is to manage, or assist with the management of, the incident organization. Among the initial goals of an IMT would be to establish and/or enhance situational awareness, resource management and accountability, address incident span of control issues, establish and/or enhance communications capabilities, support and enhance responder health and safety, establish and/or improve situational awareness, and establish and/or enhance the incident planning process.
- f. If needed, a State- or Federal-level IMT or IMAT would be requested by an impacted local jurisdiction through the State EOC, and a local-level IMT would be requested through the Ohio Fire Service or through the Law Enforcement Emergency Response System.
- g. An IMT will work in concert with external resources that might need to be acquired/assembled through the policies of state-level Associations and Agencies to augment and/or supplement local command and control. These Supplemental Resources are outlined in Chart 1, below.

Chart 1: Supplemental Resources

Emergency Operations Center	State-level resources will be assembled from existing State EOC-responding agencies to supplement the functions of a local EOC, and additional State EOC resources could be accessed through the Emergency Management Assistance Compact.
Joint Information Center	The Catastrophic Incident Annex to the National Response Framework states that when State, tribal, and local public communications channels are overwhelmed during a catastrophic incident, the Federal Government will immediately provide resources to assist in delivering clear and coherent public information guidance and consistent messages to affected areas.
County Commissioner(s)	The County Commissioners Association of Ohio manages a process that is covered in statutory provisions (305.02, 305.03, 305.30 and 307.86) that cover the replacement of absent County Commissioners and elected county officials. Under the statutes, an affected county's central committee of the official's political party appoints a replacement. Further, if two Commissioners are absent, then the County Coroner can sign for him/her (to make a quorum) until a replacement is named.
County Engineer	According to County Engineers Association of Ohio procedures, in the event of death, resignation or removal from office, the vacancy of the Office of County Engineer may be filled by appointment or at the next general election dependent upon the time of the occurrence of the vacancy. Upon creation of a vacancy in the Office of County Engineer, the County Executive or Central Committee of the political party of the previous engineer must meet in accordance with the provisions of the ORC and name an appointment who serves as County Engineer until his successor is elected and qualified. The Board of County Commissioners makes the appointment if the previous office holder was elected as an independent candidate. County Commissioners may appoint a person to be acting County Engineer and perform the duties of County Engineer for the period of time between the occurrence of the vacancy and the time when the officer appointed takes office.
Public Health Commissioner	See County Commissioners, above. In addition, each Local Health District maintains a Continuity of Operations Plan that has provisions for the temporary replacement of their Local Health Commissioner.
Sanitary Engineer	See County Commissioners, above.
County Coroner	See County Commissioners, above.
County Sheriff	Supplemental resource assistance will be accessed through the Buckeye State Sheriffs Association's Mutual Aid Agreement.
Fire Service, Law Enforcement, Search and Rescue and Ambulance Service Response Operations	Fire Service, Search and Rescue and Ambulance Service operations supplemental resource assistance will be accessed through the Ohio Fire Response Plan and Law Enforcement operations supplemental resource assistance will be accessed through the Law Enforcement Response Plan. If these two response plan systems are not capable of supplying sufficient supplemental assistance resources, then resources will be accessed through the federal-level Emergency Management Assistance Compact.
Mass Care Coordination (Feeding, Sheltering, First Aid)	Under the authority and requirements of the National Response Plan's Catastrophic Incident Supplement, the American Red Cross will be the sole lead for the Mass Care Appendix and is required to provide mass care services (feeding, sheltering, first aid) for up to hundreds of thousands of people for up to 90 days and provide coordination services with other non-governmental organizations.

Recovery and Assessment	Ohio VOAD, USA VOAD, FEMA and USACE will provide assistance with physically securing property, debris removal and critical infrastructure assessment, demolition and repair. Additional supplemental resources may also be available through the Ohio Building Officials Association.
Recovery Assistance for Schools, Banks, Jails, Courts, etc.	Post-incident recovery for schools, banks, courts, jails and other community institutions will depend on strong public-private partnerships to provide temporary support services to public- and private-sector institutions, their customers and other institutions that depend on inter-related relationships.
Communication and Maintenance	Applicable resources will be assembled through the State EOC/ESF-2 coordination entity.

B. Employment of Ohio EOP-defined Emergency Support Functions (ESF), Annexes and Tabs

1. Ohio’s local- and state-level emergency response resources have been proven to be able to adequately and effectively respond to a wide range of emergencies and disasters. Although resources that are available within the state of Ohio may not be adequate to effectively respond to a catastrophic incident, these resources will be employed, coordinated and facilitated via local- and state-level emergency operation centers for as long as they are available and/or effective.
2. When it is determined that available in-state resources will no longer be able to effectively respond to the needs that arise from a catastrophic incident, resources from outside the state will be requested to aid in response.
3. The State of Ohio will continue to employ, coordinate and facilitate locally-available resources in response to a catastrophic incident until doing so is no longer an effective means of response.

C. Additional considerations regarding Emergency Support Function response to a catastrophic incident:

1. Mass Evacuation (ESF-1, Transportation and ESF-6 – Mass Care) – While primarily a local responsibility, State support could be required as large-scale evacuations, organized or self-directed, occur. There could also be a need for the evacuation of large numbers of persons out of impacted areas to safe areas in other parts of the state or to other states, requiring significant transportation, shelter coordination and resources.

There could be a need to offer temporary sheltering and mass care assistance to persons who are evacuating within the state, from another state through Ohio, or from another state to Ohio. The State of Ohio is developing a separate plan for this purpose. There also could be a need to transport, or manage the transport, of persons from other states who are evacuating to or through the State of Ohio. There is likely to be significant shortage of response and casualty/evacuee reception capabilities throughout the impacted area or throughout the state.

2. Mass Care, Housing, and Human Services (ESF-6 – Mass Care) – The ability to support the provision of temporary shelter, food, emergency first aid, and other essential life support to people in the affected area could be complicated by contaminated resources or facilities and may impact the ability to quickly transport resources into the area.
3. Decontamination (ESF-8 – Public Health and Medical Services and ESF-10 – Hazardous Materials) – Incidents involving a hazardous material or a weapon of mass destruction (WMD) could require decontamination of casualties, evacuees, animals, equipment, buildings, critical infrastructure, and other areas. Because of the potentially large numbers of casualties and evacuees, resulting decontamination requirements could quickly outstrip local capabilities.
4. Public Health and Medical Support (ESF-8 – Public Health and Medical Services) – There might be a significant need for public health and medical support, including behavioral health services. Medical support could be required not only at medical facilities, but at casualty evacuation points, evacuee and refugee points and shelters, and other locations to support field operations. In addition, contamination issues could increase the requirement for technical assistance/resources.

Federal-level medical response resources may need to be requested through the National Disaster Medical System, the Disaster Mortuary Operational Response Team, or a Disaster Medical Assistance Team.

5. Medical Equipment and Supplies (ESF-8 – Public Health and Medical Services) – Shortages of available supplies of preventive and therapeutic pharmaceuticals and qualified medical personnel to administer available prophylaxis are likely. Timely distribution of prophylaxis may forestall additional illnesses, and reduce the impact of disease among those already exposed.
6. Casualty and Fatality Management and Transportation (ESF-8 – Public Health and Medical Services) – State resources may be required to manage the transportation and storage of deceased, injured, and exposed victims if their numbers are extremely high. In addition, the immense numbers of casualties are likely to overwhelm the bed capacities of local medical facilities.
7. Search and Rescue (ESF-9 – Search and Rescue) – State-level resources and personnel to perform search and rescue operational activities (locating, extricating, and providing onsite medical treatment to victims trapped in collapsed structures) are limited. If search and rescue operations are required in contaminated areas, the limited availability of properly equipped resources would support the need for prompt State- or Federal-level response.
8. Public Safety and Security (ESF-13 – Law Enforcement) – State resources may be required to augment local authorities to protect the public and secure the impacted area. Law enforcement and emergency management officials who

normally respond to incidents may be among those affected and unable to perform their duties.

9. Recovery (ESF-14 – Community Recovery and Mitigation) – The recovery phase usually overlaps the response phase. It may begin a few days after a catastrophic incident occurs and may last for many years beyond the completion of response operations. During the recovery phase, the federal government may provide disaster relief under a Presidential Declaration. Recovery functions during this phase may include federal public and individual assistance; the establishment of Disaster Recovery Centers; the establishment of temporary housing facilities; and the distribution of federal disaster loans and grants. Long-term recovery operations may include assistance for the restoration of affected areas to their normal state, or to a substantially-improved state.

The State of Ohio and the federal government may assign liaisons to monitor and manage recovery operations, and may hold meetings of state and local agencies, non-governmental organizations, and volunteer groups that have played significant roles in returning communities to livable conditions. The overall focus of these operations would be on returning social services, schools, environmental issues and public utilities to normal as quickly as possible.

10. Public Information (ESF-15 – Emergency Public Information and External Affairs) – When local public communications channels are overwhelmed during a catastrophic incident, the State will provide resources to assist in delivering clear and coherent public information guidance and consistent messages to the affected areas.
11. General Response Concept – Local- and state-level jurisdictions will activate their plans and will respond to the best of their abilities and will take appropriate actions for a catastrophic event response, including: saving lives; protecting property; minimizing economic impacts; assessing and responding to human casualties and fatalities; assessing and responding to animal casualties and fatalities; and assessing and responding to crop damage and infrastructure damage. Initial and ongoing injury, fatality and damage field assessments will be forwarded to the State Emergency Operations Center.
12. Tiered Response – In order to implement a coordinated response, if the character of an incident permits it, and if it is feasible to do so, the state may be divided into response tiers: Affected Tier, Initial Response Tier, and Support Tier (see Tab A, attached).

The Affected Tier consists of jurisdictions that have been identified as the most likely to be impacted by the incident. The Initial Response Tier will consist of jurisdictions that are designated as potential sources of immediate response assets for impacted areas. The Support Tier will consist of jurisdictions that have been identified as potential sources of support and replenishment of assets, including sheltering, medical surge, and staging areas. The application of a

Tiered Response approach would be flexible and fluid to an incident's ongoing development and needs.

13. Area Coordination Centers – Area Coordination Centers could be established at state-run facilities in order to facilitate the state's response and recovery actions. Once established, these Area Coordination Centers might coordinate response in their respective areas between local emergency operation centers and the State EOC. Incident Management Teams might be deployed by the state to assist state area coordination operations and to facilitate ICS organization. Additional area coordination centers may be established as the situation warrants.

14. Mutual Aid and Federal Support – A catastrophic event will likely necessitate the activation of local, intrastate, and interstate mutual aid agreements, including the application of federal resources. The Emergency Management Assistance Compact (EMAC) is one of the primary vehicles for states to implement interstate mutual aid.

The State EOC will coordinate EMAC requests for resources either requested from other states, or provided to other states in need. Resources coming into the state will be integrated into the incident management structure by the lead ESF or directly by local authorities as appropriate for any given mission.

15. Local Emergency Operations Centers – Local jurisdictions may need to coordinate and support initial emergency response and recovery activities for at least the first 72 hours through internal capabilities and/or mutual aid agreements.

16. Damage Assessment – Damage assessments will be conducted by local jurisdictions as they are able. Local jurisdictions will report damage assessment information to the State EOC as soon as possible, using any available means (web based, faxed, phone, radio, etc.). One of the first priorities of damage assessment for local jurisdictions would be the inspection of local transportation and utility infrastructure. If local jurisdictions do not have the resources to perform damage assessment operations, state-level or out-of-state resources will be employed to perform these operations. Technical assistance for the assessment of transportation infrastructure may be available from the Ohio Department of Transportation (ODOT), the federal government and from other states through EMAC.

17. Communications – In a catastrophic incident, telephone systems will be the first-line interoperable resource for initial emergency communications to-and-from affected areas. The MARCS radio system will be a back-up system. Supplemental communication systems could include two-way radios, satellite capabilities, WebEOC, and data systems (electronic mail, State EOC mission/message management software, and the Law Enforcement Automated Data System – LEADS).

18. Points of Distribution – Points of Distribution (POD) are temporary locations at which commodities are distributed directly to disaster victims. It is the responsibility of local jurisdictions to identify and operate PODs in their jurisdiction. If local jurisdictions do not have the resources to identify and operate PODs, state-level or out-of-state resources will be employed to perform these operations.
19. Transportation – Local jurisdictions must identify available transportation resources for the movement of personnel and/or equipment. They also have the responsibility to identify appropriate vehicles that can be used for transportation of the functional needs population. If local jurisdictions do not have the resources to identify transportation resources for the movement of personnel and/or equipment, and if state-level systems and equipment are available, operating and functional, state-level resources will be employed to perform these operations. If needed and available, resources from outside the state may also be requested to assist.
20. Mitigation and Prevention – Although catastrophic events cannot be prevented, ongoing mitigation and prevention actions may lessen their effect. These actions may include: mitigation projects that reduce risk to people and property, strict compliance with state and local floodplain management regulations, and preparing family emergency kits. State mitigation staff may be required to perform various functions during the initial response to a catastrophic event including but not limited to situation assessment, damage assessment, etc. Information gathered during these tasks will be used to identify long-term mitigation opportunities. As the recovery phase unfolds, mitigation staff will work with all stakeholders to develop mitigation projects and identify funding sources.

D. Community preparedness in preparation for catastrophic incidents may include:

1. Acquiring materials and equipment to respond to a catastrophic incident
2. Conducting exercises and training and equipping emergency response personnel.
3. Conducting public information programs.
4. Maintaining emergency resources inventory lists.
5. Identifying local and State staging areas and fuel sources.
6. Identifying transportation resources and facilities, including resources for the transportation of the injured, deceased and functional needs populations.
7. Identifying large, appropriately equipped shelter facilities and transportation resources.

8. Identifying adequate locations that could serve as Points of Distribution for the distribution of food, water, clothing and other mass care (sheltering) supplies.
9. Promoting personal preparedness.

V. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. Organization

1. The organization of response for a catastrophic incident will be according to the implemented Emergency Support Functions of the Ohio Emergency Operations Plan, the Emergency Operations Plans of affected areas, and the federal government's National Response Framework.
2. As required by the National Response Framework, all operations will be conducted in compliance with the requirements of the National Incident Management System (NIMS).

B. Assignment of Responsibilities

1. Assignments of Responsibility for agencies that are partners to the State of Ohio Emergency Operations Plan will be according to activated Emergency Support Functions and may include the response of any of the Primary and Support Agencies that are listed in Tab A of the Base Plan of the Ohio Emergency Operations Plan – *Primary and Support Agencies by Emergency Support Functions, Annexes and Other Plan Elements*.
2. As always, agencies and organizations with primary and/or support assignments are responsible for developing and maintaining implementing instructions, including standard operating procedures, checklists, and other supporting documents that detail how to perform their assigned tasks.

OHIO EMERGENCY OPERATIONS PLAN CATASTROPHIC INCIDENT ANNEX

Tab A – TIERED RESPONSE ACTIONS

Depending on the nature of an incident, the applicability of doing so, the capabilities of local jurisdictions and agencies, and the availability of critical situational awareness information, the State of Ohio may elect to employ an Areal Tiered Response system that is designed to effectively focus response resources to the most critical needs.

Actions by Response Tier level following a catastrophic incident might include:

A. Impacted Tier

- a. Immediate assessments of injuries and medical system status, including functioning hospitals, clinics and patient transfer resources will be conducted by local jurisdictions and authorities, or by State-level resources.
- b. Initial injury and damage assessments will be forwarded to the State of Ohio's Emergency Operations Center (State EOC).
- c. Points of Distribution Sites will be identified to facilitate the distribution of commodities to the affected population.
- d. Locally-coordinated evacuation actions will be conducted in coordination with state agencies through the State EOC.
- e. The priority of movement will be for responders into the affected area and movement/evacuation of victims with life threatening conditions out of the affected area.

B. Initial Response Tier

- a. Immediate assessments will be conducted to ascertain available resources that are available to be deployed to impacted areas.
- b. Incident and site assessments will be conducted to determine medical surge capacity to support critical patient evacuation from the affected tier.
- c. A coordinated response will be achieved by prioritizing the mobilization and allocation of resources through the State EOC, in coordination with area and unified commands.
- d. All activated response elements will report to and be deployed from assigned staging areas.

- e. Discipline-specific staging areas may be established for initial response tier resources.
- f. To facilitate evacuation operations, local jurisdictions will, as able, identify, establish, and support emergency rest area sites outside the impacted area in coordination with the State EOC.
- g. Emergency rest area sites will be designed to distribute information, emergency medical treatment, fuel, food and water to evacuating populations.
- h. Missions to responding state-level agencies will be assigned through the State EOC.
- i. The priority of movement will be for responders into the Impacted Tier and movement of victims with life threatening conditions out of the Impacted Tier.

C. Support Tier

- a. Mass care operations in support of deployed resources and evacuated populations are the primary functions of the Support Tier. Support Tier jurisdictions will activate sites to support mass care of the evacuated population.
- b. Immediate assessments will be conducted by an able agency and/or authority to evaluate resources that could be used to support mass care of the evacuated population from the Impacted Tier.
- c. Assessments will be conducted to determine medical surge capacity to support critical patient evacuation needs from the Impacted Tier.
- d. Assessments will be conducted to prepare for mass care operations in support of evacuated populations.
- e. Response resource enhancement and replacement will be drawn from the Support Tier.
- f. Transfer of personnel and resource response from the Support Tier to the Impacted Tier will be coordinated through the State EOC.
- g. The State EOC will assign missions to State-level responding resources.
- h. Evacuation missions will be conducted according to State- and local-level evacuation plans.