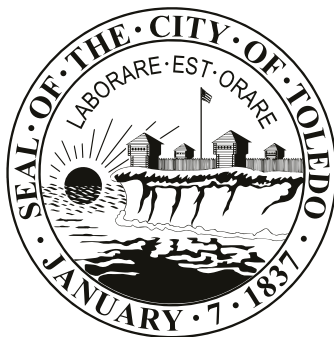


2022

LUCAS COUNTY / CITY OF TOLEDO

EMERGENCY OPERATIONS PLAN



LUCAS COUNTY EMERGENCY MANAGEMENT AGENCY
PUBLIC DOMAIN DOCUMENT

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Emergency Operations Base Plan **for** **Lucas County and The City of Toledo**

Large-scale emergencies and catastrophic events occur with little or no warning. Preparedness to cope with the effects of natural disasters, technological accidents, and man-made incidents necessitates an integrated system for emergency management. Many emergencies result in damage or loss of critical infrastructure and disruption of essential services. Sudden escalation in material needs of a community can overwhelm emergency responders and other services. The emergency planning process must be coordinated in order to save and protect lives and property, and to restore the community to a pre-disaster condition with the support of local, state, and federal entities. The Lucas County Emergency Management Agency (EMA) is charged with the responsibility for mitigating the impact of disasters, preparing for likely events, supporting responders with planning and resources, and supporting long-term recovery needs of citizens and communities.

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I. Base Plan

A. Purpose Statement

This Emergency Operations Plan (EOP) (or “Base Plan”) provides guidance to local jurisdictions and private-sector organizations for managing large-scale emergencies and catastrophic events. This Base Plan provides an assessment of historical threats and potential risks to Lucas County, as well as our capability to respond effectively to each. It explains the concept of operations for mitigation, preparedness, response, and recovery phases of emergency management. It serves as a guide to local jurisdictions in developing internal plans and procedures for emergency response and recovery operations. Tab A provides a Glossary of Terms and Acronyms used throughout this document.

B. Promulgation of the Base Plan

This Base Plan is a statement of policy regarding the function of Emergency Management for all political subdivisions within Lucas County. The Base Plan assigns or reaffirms roles and responsibilities of local officials, heads of departments and agencies, non-governmental and community service organizations, and certain entities of the private sector during, before, and after major incidents or disasters.

This plan supersedes all previous plans. An Annual review and re-promulgation of this plan is recommended.

The Base Plan is developed pursuant to Sections 3750 and 5502.26 of the *Ohio Revised Code* (ORC); the National Incident Management System (NIMS) under Homeland Security Presidential Directive-5 (HSPD-5); and a resolution by the Board of Lucas County Commissioners, dated December 14, 1990; and is hereby promulgated for the benefit of the citizens of Lucas County.

President of the Board of County Commissioners

Date

Lucas County Commissioner

Date

Lucas County Commissioner

Date

Mayor of the City of Toledo

Date

(Note the original signature page will be maintained by Lucas County EMA with the master copy of this EOP)

C. Plan Distribution

Note that the original Plan Distribution list will be maintained by Lucas County EMA with the master copy of this EOP.

COPY NO.	JURISDICTION or ORGANIZATION	PLAN HOLDER	DATE
1*	Lucas County	Emergency Management Agency*	
2	Lucas County	Emergency Management Agency	
3	Lucas County	Emergency Management Agency	
4*	Lucas County	Emergency Operations Center*	
5*	Lucas County	Board of Commissioner's*	
6*	Lucas County	Sheriff's Office*	
7	Lucas County	Engineer's Office	
8	Lucas County	Coroner's Office	
9	Lucas County	Auditor's Office	
10	Lucas County	Treasurer's Office	
11	Lucas County	Prosecutor's Office	
12	Lucas County	Job and Family Services	
13	Lucas County	Canine Care and Control	
14	Metro Parks Rangers	Metro Parks Rangers	
15	Toledo-Lucas County	Health Department	
16	City of Toledo	Mayor	
17*	City of Toledo	Safety Director*	
18*	City of Toledo	Chief of Police*	
19*	City of Toledo	Chief of Fire*	
20	City of Toledo	Public Service Department	
21	City of Toledo	Environmental Services	
22	City of Maumee	Mayor	
23	City of Maumee	Chief of Police	
24	City of Maumee	Chief of Fire	
25	City of Maumee	Public Service Department	
26	City of Oregon	Mayor	
27	City of Oregon	Chief of Police	
28	City of Oregon	Chief of Fire	
29	City of Oregon	Public Service Department	
30	City of Sylvania	Mayor	
31	City of Sylvania	Chief of Police	
32	City of Sylvania	Public Service Department	
33	Village of Berkey	Chief of Police	
34	Village of Harbor View	Mayor	
35	Village of Holland	Chief of Police	
36	Village of Ottawa Hills	Chief of Police	
37	City of Waterville	Chief of Police	
38	City of Waterville	Chief of Fire	
39	Village of Whitehouse	Chief of Fire	
40	Village of Whitehouse	Chief of Police	
41	Jerusalem Township	Chief of Fire	
42	Monclova Township	Chief of Fire	

COPY NO.	JURISDICTION or ORGANIZATION	PLAN HOLDER	DATE
43	Providence Township	Chief of Fire	
44	Richfield Township/Berkey Village	Chief of Fire	
45	Springfield Township	Chief of Fire	
46	Swanton Township	Chief of Fire	
47	Sylvania Township	Chief of Fire	
48	Sylvania Township	Chief of Police	
49	Washington Township	Chief of Fire	
50	Washington Township	Chief of Police	
51	Waterville Township	Chief of Police	
52	Lucas County LEPC	Executive Chair	
53	State of Ohio	Emergency Management Agency	
54	State of Ohio	Environmental Protection Agency, District Office	
55	State of Ohio	Department of Natural Resources, District Office	
56	State of Ohio	Department of Transportation, District 2	
57	State of Ohio	State Highway Patrol, Post 48	
58	State of Ohio	Department of Health	
59	State of Ohio	Department of Agriculture	
60	U.S. Coast Guard	Marine Safety Office -Toledo	
61	American Red Cross	Executive Director	
62	United Way	President	
63	Northern Ohio/Michigan Mutual Aid	Executive Chair	
64	Toledo Edison	Emergency Operations Center	
65	Columbia Gas		
66	Hospital Council of Northwest Ohio	Regional Coordinator	
67	Lucas County Fire Chiefs Assn	Assn. Pres.	
68	University of Toledo	University of Toledo Police	

Note:

Controlled copies designated by an asterisk (*) will receive printed and digital copies of the Base Plan. All others will be provided with a digital copy only.

Public Access/Distribution of the EOP

The public may access selected portions of the Base Plan. The Base Plan for all hazards along with the Incident Specific Appendices is on file for public review in the Government Documents section of the Lucas County Library and, beginning in 2011 on the Lucas County Emergency Management Agency webpage.

D. Record of Changes and Revisions

Note that the original Record of Changes and Revisions will be maintained by Lucas County EMA with the master copy of this EOP.

CHANGE NO.	SECTION CHANGED	PAGE #	LAST REVIEW	LAST UPDATE
3	Base Plan	All	8/2022	8/2022
2	ESF 1 – Transportation	All	8/2022	11/2017
2	ESF 2 – Communications	All	8/2022	8/2022
2	ESF 3 – Public Works and Engineering	All	8/2022	8/2022
2	ESF 4 – Firefighting	All	8/2022	11/2017
2	ESF 5 – Emergency Management	All	8/2022	11/2017
2	ESF 6 – Mass Care, Housing & Human Services	All	8/2022	11/2017
3	ESF 7 – Logistics Management and Resource Support	All	8/2022	8/2022
3	ESF 8 – Public Health and Medical	All	8/2022	8/2022
3	ESF 9 – Search and Rescue	All	8/2022	8/2022
1	ESF 10 – Oil and Hazardous Materials Response	All	8/2022	8/2022
2	ESF 11 – Agriculture, Food, & Water	All	8/2022	11/2017
1	ESF 12 – Energy	All	8/2022	11/2013
3	ESF 13 – Public Safety and Security	All	8/2022	8/2022
0	ESF 14 – Long Term Recovery and Mitigation	All	8/2022	11/2017
2	ESF 15 – Public Information, Warning and Notification		8/2022	11/2017
3	Appendix 1 - Tornado	All	8/2022	8/2022
2	Appendix 2 - Flooding	All	8/2022	11/2017
0	Appendix 3 - Earthquake	All	8/2022	
2	Appendix 4 - Hazardous Material Release	All	8/2022	11/2017
3	Appendix 5 - Homeland Security	All	8/2022	8/2022
3	Appendix 6 - Severe Winter Storm	All	8/2022	8/2022
2	Appendix 7 - Animals in Disaster	All	8/2022	11/2017

3	Appendix 8 - Aviation Emergency	All	8/2022	8/2022
1	Appendix 9 - Radiological Incidents	All	8/2022	11/2017
2	Appendix 10 - Evacuation	All	8/2022	11/2017
2	Appendix 11 - Debris Management	All	8/2022	11/2017
1	Appendix 12 - Mass Casualty	All	8/2022	8/2022
2	Appendix 13 - Recovery Operations	All	8/2022	11/2017
3	Appendix 14 - Emergency Services COOP/GOG Plan	All	8/2022	11/2017
1	Appendix 15 – Civil Unrest	All	8/2022	8/2022
NEW	Appendix 16 – Cyber Security	All	8/2022	8/2022

E. Hazards and Vulnerability Assessments and Capability Assessments

Hazards and Vulnerability Assessments (HVA) and Capability Assessments (CA) are updated each year for Lucas County. Potential natural and man-made disaster events that could affect all or a portion of Lucas County are researched, evaluated, and ranked in order of their probability, historical record of occurrence, and vulnerability (impact) on the County or the region. The compilation provides a Disaster Risk Analysis that is used as the basis for developing a comprehensive EOP for disaster readiness. A Hazard Gradation Chart is included in Tab B, Hazard Vulnerability Assessment.

1. Situation and Assumptions

a) Geography and Environment

- (1) Lucas County is located in Northwest Ohio, encompassing an area of approximately 843.5 square miles. The adjacent political jurisdictions that surround Lucas County are Fulton, Henry, Wood, and Ottawa Counties in Ohio, and Monroe County, Michigan, directly to the north. Lucas County is situated at the southwestern basin of Lake Erie. The Maumee River runs the full length of the County's southern boundary, which creates its unique wedge shape. The Maumee River channel is navigable for approximately 10 miles by lake and ocean-going vessels, and for another 10 miles by smaller watercraft.
- (2) The topography of much of Lucas County is alluvial plain; however, the County has numerous rivers and smaller tributaries that run toward the northeast into Lake Erie. These waterways create numerous small valleys and ravines in the central region of the County. Lucas County is heavily forested over most of its residential areas. Smaller areas under cultivation are largely clear of natural vegetation.

- (3) The Climatic Region in the Midwest is temperate, with a maximum of 104 degrees Fahrenheit (°F) and a low to -20 °F. Mean annual precipitation is 32.9 inches. Mean annual snowfall is 38 inches.
- (4) Lucas County is a major urban region in Ohio, with approximately 70 percent of its area residentially or commercially developed.
- (5) Lucas County has a manufacturing, transportation, and service sector economic base. Major auto and glass industries maintain large facilities, and two corporations maintain their global headquarters within the region. Banking and finance industries are concentrated in the County alongside local, State Government, and Federal Government offices. Major centers for the arts and recreation are dispersed throughout the county's 22 political subdivisions.

b) Population

- (1) Within Lucas County are 11 municipal jurisdictions and 11 Townships. The population of Lucas County is 441,815 (2010 Census estimate). The largest jurisdictions include the following (2010 Census estimate):

Toledo	287,208
Oregon	20,291
Sylvania	18,965
Maumee	14,286
Waterville	5,523
Ottawa Hills	4,517
Whitehouse	4,149
Holland	1,764

- (2) The present population demographic (2010 Census estimate) for Lucas County is 76.4% white, 17.8% African-American or Black, and 5.5% Hispanic. While the median age of residents is 36.2 years old, and 12.8% of the population is 65 years and more.
- (3) Lucas County continues to be a major center of employment and commerce for the surrounding region. This results in a swelling of the population during the work week by up to 22 per cent during peak periods according to local workforce projections.

c) Infrastructure

- (1) Lucas County has approximately 700 miles of public roadways. Four major interstate highways bisect the

County: Interstates US-23, I-75, I-475 and I-280 running north and south; and Interstate 80/90 (The Ohio Turnpike) running east and west. Four interstate bridges and two municipal bridges provide the principal means of crossing the Maumee River.

- (2) Two major railways, Norfolk and Southern and CSX, criss-cross Lucas County, with major rail terminals in and around its urban center.
- (3) The Toledo Seaport is a mid-sized port facility that receives cargo from all over the Great Lakes region, Europe, Asia, and the Middle East. The Port is a major shipper of grains and fuel.
- (4) Oil refinery facilities and pipelines transport petrochemical products between the Port and major urban centers.
- (5) The Toledo Express Airport handles both international air-cargo and continental passenger flights on its 13,000-foot runway that also provides access to National Guard (NG) flight operations.
- (6) Municipal water supply and wastewater treatment are provided by facilities in two jurisdictions. Electricity and natural gas services are provided by the private sector.

2. Threat and Hazard Assessment

- a) Tornadoes, severe lightening, large hail, heavy snow, and ice can accompany many severe storms. The impact of severe storms is usually widespread and can cause disruptions in electrical services, communications, travel, and other critical services. Injuries and fatalities may result from severe storm conditions; however, property and infrastructure damage is most common. Lucas County lies within the maximum frequency belt for formation of tornadoes.
- b) Flooding can occur anywhere throughout Lucas County, and eight political subdivisions have an elevated risk of major flooding. Flooding may result from above-average rainfall, rapid snow melt, frozen ground conditions that cause runoff, or an extended storm surge in the western Lake Erie basin.
- c) Energy emergencies due to reduction, disruption, or loss of electric power, natural gas, liquid petroleum gas (LPG), fuel oil, or gasoline may result in a crisis that could quickly rise to the level of a disaster. Loss of energy supplies may result from a large natural disaster, man-made incident/accident, or interruption of raw materials necessary for energy production. Any extended loss of electricity and home heating fuels would be of serious

concern during extreme seasonal periods, exerting strong social and economic impacts.

- d) Lucas County has a significant risk of exposure to a hazardous materials release, fire, or explosion due to concentration of chemical industries and transportation infrastructure. The Lucas County Emergency Response Plan (for Hazardous Materials), Rev. 1993
- e) Lucas County has experienced seismic activity over the past 100 years but not with serious impact, given the region's history of low-intensity seismic activity (see Mercalli Scale) events. However, several earthquake faults lie beneath Lucas County. Northern Ohio is within an earthquake zone that extends from western Tennessee. While earthquakes in our region are rare and of low intensity, they pose greatest concern for pre-1930 structures, underground infrastructure, and buildings constructed on areas of unconsolidated refill next to rivers, former wetlands, and bay areas. A significant portion of the City of Toledo is built over the above regions. A moderate earthquake could result in damage and loss of life.
- f) Civil disorders resulting in both personal and property damage have impacted the County within isolated urban areas. Historical incidences have been the result of social/economic policies or racial/ethnic tensions or disputes.
- g) Viral epidemics and pandemics have occurred within the past 100 years, with smaller, less lethal outbreaks occurring in recent decades. Citizens are vulnerable to many existing viruses or bacterial infections. Newly evolving potentially lethal viruses pose a threat to urban populations that have little or no resistance.
- h) While we can never dismiss the possibility of a direct attack by a foreign nation, recent threats to public safety and security have taken the form of non-aligned terrorist actions. Most acts of terrorism are directed against people; however, social-economic targets such as centers of government and military facilities, communications and cyber networks, business, commercial, and religious centers, manufacturing and transportation infrastructure, agriculture, utilities, and other critical services are vulnerable to international or domestic terrorist attack.
- i) All of Lucas County falls within a 50-mile Ingestion Plume Pathway Zone (IPZ) of two nuclear power facilities, while a portion of eastern Jerusalem Township lies within a 10-mile radius designated as an Emergency Planning Zone (EPZ). An accidental air-borne release containing harmful radiation from either facility is possible. In addition, radiological materials are commonly transported, stored, and used throughout the County in industry and medicine. The Lucas County Emergency Response Plan (for Hazardous Materials), Rev. 1993

- j) Extended droughts have affected large regions of the State of Ohio, including Lucas County. Extended drought conditions could result in significant economic losses to both the public and private sectors in the future.
- k) One Class I Dam affecting Lucas County is located at Grand Rapids, Ohio. While loss of life is possible, a major dam failure is more likely to result in property damage, possible releases of hazardous materials (HAZMAT) into the environment, or hazards to downstream navigation. The location of this Class I Dam is depicted in Appendix 2 - Flooding.
- l) See Tab B Hazard Vulnerability Assessment.

3. Capability and Readiness Assessment

- a) Lucas County's 22 political subdivisions support 14 fire departments that maintain mutual aid compacts among one another and adjacent jurisdictions beyond County boundaries.
- b) The Toledo Fire Division Special Operations Branch coordinates planning, training, and exercising for potential weapons of mass destruction (WMD) incidents. The Toledo Police Department supports a Chemical, Ordnance, Biological, and Radiological (COBRA) team for response to incidents involving WMD materials. Several police departments support Special Weapons and Tactics (SWAT) team operations.
- c) Lucas County is home to a number of regional emergency response teams operated and maintained by the City of Toledo. Among them are the Toledo Fire Hazardous Materials, Radiological Response, Biological Response, Collapse Search and Rescue, Region One Disaster Animal Response Teams (DART), and Northwest Ohio Bomb Squad (NOBS). These teams would form the backbone of any response requiring their specialized training and equipment capabilities.
- d) The Lucas County Emergency Medical Services (EMS) coordinates and supports training and logistics for each of the county fire services that staff Advanced Life Support units that are distributed throughout Lucas County in jurisdictional fire stations. The Lucas County EMS provides four mass casualty response trailers to be pre-positioned at fire stations. These trailers include equipment for treatment and triage of mass casualties. An emergency generator and emergency lighting system are included. The Lucas County EMS also provides coordination with private-sector basic life support suppliers and all local medical service providers.
- e) The Lucas County Sheriff is the chief law enforcement official with countywide jurisdiction. The Sheriff may contract with outlying political subdivisions for law enforcement response. Fourteen jurisdictions support local law enforcement departments in line

with their population and security requirements. Several law enforcement departments maintain mobile disaster command and control vehicles, to include the Buckeye State Sheriff's Association (BSSA) Communications Van with extensive interoperable communications capability.

- f) The Lucas County 911 Regional Council of Governments and Lucas County Department of Emergency Services maintain and support a Joint Communications Center located at 2144 Monroe Street that houses the primary Public Safety Answering Point (PSAP) for all local law enforcement, fire, and EMS agencies which are integrated through a county wide Computer Aided Dispatch (CAD) mobile data terminals and 800mhz system (MARCS).
- g) The Lucas County EMA supports emergency planning and readiness measures for all jurisdictions under a countywide Emergency Management Agreement. The Lucas County EMA conducts an annual threat risk capability assessment for all hazards, and facilitates development of a comprehensive, integrated Emergency Plan. The Plan provides for participation of most departments of local government and organizations in the private sector. The Lucas County EMA maintains public warning systems in each jurisdiction and trains those who would implement these. The Lucas County EMA provides facilities and equipment necessary to support operations of the Lucas County Emergency Operations Center (EOC) for use in major emergencies, catastrophic events, and declared disasters.
- h) Lucas County encourages and actively supports organized volunteer efforts under the national Citizen Corps initiative. The Toledo-Lucas County Health Department coordinates training of citizen volunteers under Medical Reserve Corps (MRC) program in support of local jurisdictions and community service organizations.

F. Concept of Operation

1. General

- a) The EOP is consistent with the policies and guidance contained within the National Response Framework (NRF) and NIMS.
- b) Organizations with primary or support responsibilities for emergency planning, preparedness, response, and recovery are involved in the development and maintenance of the EOP.

2. Mitigation and Preparedness

- a) The Lucas County Disaster Mitigation Program exists to identify strategies for eliminating or reducing impacts of catastrophic incidents. This Program provides for creation of detailed plans and procedures. It results in the adoption of preparedness measures in the form of training and commitment of resources.

- b) The Disaster Mitigation Program includes the following three components. Each of the plans is integral to the EOP for all-hazards
 - (1) The Lucas County Countywide All Natural Hazard Mitigation Plan, which addresses natural disasters.
 - (2) The Local Emergency Planning Committee (LEPC) Plan that address hazards associated with incidents involving release of HAZMAT from sources within the commercial/industrial private sector.
 - (3) The Lucas County Radiological Emergency Response Plan (RERP) that address measures to reduce the impact of an accidental radiological release. The Lucas County RERP provides detailed preparedness measures and standardized operating procedures to mitigate the impact of an accidental airborne release of radiological material. The RERP identifies responding organizations and assigns responsibilities for specific functions. Reference Lucas County RERP.
- c) In order to spread the message of preparedness, Lucas County EMA provides informational brochures, maintains an internet website at (www.co.lucas.oh.us), and participates in social media. In addition, the Lucas County EMA office coordinates with other organizations such as the American Red Cross (ARC) to provide critical information and education to families, senior citizens, and persons with access and functional needs.

3. Response

- a) The initial incident report or request for emergency response will come to the appropriate local response agency. 9-1-1 operators are on duty at all times to receive calls for assistance. Call takers collect information and forward to police, fire, and EMS dispatchers who notify appropriate emergency responders of emergency calls or requests for assistance. Dispatchers maintain contact with responding units to monitor the incident status and provide additional support as needed. See Emergency Support Function (ESF) 2 - Communications.
- b) The first arriving emergency service unit will assume command of the incident scene and initiate an incident "size up." The Incident Commander will manage all aspects of the incident response utilizing the Incident Command System (ICS) and expand or contract the ICS based upon need. The Incident Commander will call for additional resources from within the impacted jurisdiction(s) or through local mutual aid compacts. The Incident Commander will notify local officials of the need to activate the existing EOP should the needs of the incident exceed the available resources of the jurisdiction(s). See ESF 13 - Public

Safety & Security, ESF 4 - Firefighting, ESF 10 - Oil and Hazardous Materials Response, and ESF 9 - Search and Rescue.

- c) Local officials, emergency responders, and the Lucas County EMA will coordinate local damage assessments to determine the initial impact of any disaster event and the capability of each jurisdiction to respond with all available resources. When the scope of an event causes a community or Lucas County to commit or exhaust all available local resources, and the initial assessment indicates that additional resources are necessary to meet the needs of the public and private sectors, or further harm seems likely, as determined by the initial assessment, the EOP shall be activated by the Lucas County EMA Director. (Reference ORC. 5502.25). Upon activation of the EOP, the Lucas County EMA Director shall notify and mobilize the appropriate members of the EOC staff to conduct multi-jurisdictional coordination operations in the Lucas County EOC.
- d) The Lucas County EOC shall be formally activated by the Board of Lucas County Commissioners or the County Sheriff. When activated, the operation of the Lucas County EOC will be managed by the Lucas County EMA Director. Each of the above officials may direct an EOC activation when multiple jurisdictions are impacted, when the area affected by a disaster encompasses an unincorporated sub-division, or at the request of a public safety officer of another jurisdiction. Officials may choose to open the Lucas County EOC without formal activation for the purpose of coordinating with public safety officials and executive managers to discuss assessments and options prior to making a decision to formally activate the EOC.
- e) A local Proclamation or Declaration of Emergency may result in mobilization of additional resources for response and recovery functions in support of the affected jurisdiction(s). The Lucas County EMA Director will complete and forward an EMA Incident Report Form and provide regular updates on the situation to the Ohio EMA upon activation of the EOP.
- f) Upon receipt of a request of a State Declaration of Emergency, the Lucas County EMA Director will complete an Initial Damage Report for the Ohio EMA within 12 hours. A Damage and Needs Assessment will be completed within 24-72 hours (or as soon as possible), and forwarded to the Ohio EMA for action.
- g) The Lucas County RERP, specifies detailed planning and procedures for responding to a declared event resulting from an accident at the Davis-Besse Nuclear Power Station. The RERP provides for training, drills, and exercises under state and federal guidelines and regulations.
- h) The Region One (Northwest Ohio) Pandemic Response Plan was developed to address the need for strategic planning and coordination for health emergencies that generally have no defined jurisdiction. Strategic planning and resource management

may be assigned to an area command authority. Response operations will remain the responsibility of local Incident Commanders who will exercise tactical control to carry out regional strategies.

G. Organizations and Assignments

1. Chief executives and public safety officials of each jurisdiction have authority to provide for protection of citizens, with specific responsibilities identified within the ORC.
2. Public and private organizations have responsibility for specific emergency support functions identified within each ESF of the EOP. Primary authority for an ESF will usually fall to one agency, department, or organization; however, since this is a shared EOP between Lucas County and the City of Toledo, dual organizations may share some primary responsibility. Tab C, Organizations and Assignments, provides a table that displays the inter-relationships among ESFs primary and support agencies for all phases of emergency management.
3. The majority of organizations with responsibility for emergency management will serve in a support capacity for response and/or recovery operations. See Tab C, Organizations and Assignments.

H. Continuity of Government (COG)

1. ICS provides for transfer of command or authority from one Incident Commander to another during the emergency response. This transfer of responsibility can extend beyond the response through the disaster recovery phase of the emergency for a declared disaster. The Incident Commander can transfer authority for subsequent actions in the recovery to the Chief Executive of the jurisdiction or that jurisdiction's appointed official with pecuniary authority to direct actions by departments.
2. Local officials are responsible for pre-designating lines of succession or pre-delegating authorities for decision-making where and when provided for in law (ORC 161.01-161.29 – COG, and ORC 305.30 J.). The Lucas County EMA Director is responsible for the day to day and emergency management operations authorized by state and local statute. In his/her absence, next line of succession falls to the Director of Emergency Services as authorized or designated by the jurisdictions chief elected officials or agency chief executive officer having authority.
3. In order to assure the continuity of essential services of government, all departments and organizations shall identify an alternate location for continuance of operations. Tab D, Essential Functions of Local Government.
4. Organizations and departments will develop procedural documents to support relocation and sustainment of operations and essential services.

I. Administration and Logistics

1. Administration

- a) The Lucas County Emergency Management Agency is organized under ORC 5502.271, with all political subdivisions in Lucas County participating under a countywide agreement. The Lucas County EMA Director will administer policies and procedures necessary to fulfill the responsibilities identified in the Lucas County EOP.
- b) The Lucas County EMA is responsible for administration of a comprehensive Emergency Plan that addresses mitigation, preparedness, response, and recovery for hazards identified in the HVA.
- c) Lucas County EMA is responsible for management of the EOC that will serve as a Multi-Agency Coordinating Center (MACC) to provide support for any large-scale emergency response.
- d) The Lucas County EOC will provide necessary materials, administrative supplies, and equipment for all ESF representatives and other EOC staff as needed.
- e) Representatives of local governments and other community service organizations may staff a Federal Emergency Management Agency (FEMA) Disaster Application Center to provide assistance to the public in the short-term disaster recovery period.
- f) Disaster Declarations, with accompanying requests for specific state/federal assistance, will be made according to Tabs E, F, and G of this Base Plan. Local jurisdictions shall support requests for disaster assistance with documentation as needed.
 - (1) A local Proclamation or Declaration of Emergency will result in mobilization of additional resources to support response and recovery functions in support of the affected jurisdiction(s). The Lucas County EMA Director will complete and forward an EMA Incident Report Form and provide regular updates on the situation to the Ohio EMA upon activation of the EOP.
 - (2) Upon receipt of a request for a State Declaration of Emergency, the Lucas County EMA Director will complete an Initial Damage Report for the Ohio EMA within 12 hours. A Damage and Needs Assessment will be completed within 24-72 hours (or as soon as possible), and forwarded to the Ohio EMA for action.
- g) Provisions for retention and preservation of records and documents of record will be in accordance with local records retention policies and schedules. Reference Lucas County Records Retention Plan dated November 17, 2000.
- h) Lucas County and its political jurisdictions will utilize the processes, guides, protocols, and procedures prescribed in NIMS. NIMS standardizes incident management for all hazards, regardless of scale or capability of the incident, across all levels of

government. The NIMS structure is based on ICS and the Unified Command System.

- i) First responders in Lucas County, including volunteers, are afforded liability protection by state law, specifically section 5502.30 of the Ohio Revised Code – Immunity from liability.

2. Logistics and Resource Management

- a) ESF 7 – Logistics and Resource Management will coordinate to support requests from the ICS Logistics Section Chief for additional or other resources when local resources and/or capabilities have been committed or exhausted.
- b) All fire departments (including adjacent jurisdictions) and most police departments in Lucas County have informal mutual aid agreements in place to augment personnel and equipment.
 - (1) The Lucas County Fire Chief's Association Mutual Aid Compact and the State Fire Marshall's Mutual Aid Compact provide the process of accessing personnel and equipment for local fire response.
 - (2) The Northwest Ohio Regional Law Enforcement Mutual Aid Agreement provides for the sharing of resources in times of emergency between local, regional and State law enforcement agencies and departments
- c) Lucas County is a member of the Intrastate Mutual Aid Compact (IMAC) that provides for regional and state assets through the Ohio EMA. The Emergency Management Assistance Compact (EMAC) provides for sharing of assets requested by member states through Ohio EMA.
- d) Logistical support will be available countywide on a priority basis until available resources are expended or committed. Every attempt will be made to locate and procure existing local resources before seeking authorization to purchase.
- e) Purchase requests for additional materials, equipment, or services in support of a disaster response will be forwarded through the EOC to the Lucas County Department of Support Services under existing rules governing emergency authorization for acquisitions and contracting.
- f) All assets employed in the emergency response and recovery will be assigned, maintained, and tracked to assure accountability. Any assets that have not been expended in the response will be demobilized through the ICS Logistics Section Chief and/or the ESF 7 Desk in the Lucas County EOC.
 - (1) The ICS Logistics Section and/or ESF 7 Desk will develop procedures to acquire, maintain, deploy, and recover resources used in a disaster response.

- (2) Detailed records and documentation of committed resources will be maintained to support requests for reimbursement under a Public Assistance Declaration.

J. Plan Development and Maintenance

1. The Lucas County EMA is charged with development and maintenance of a comprehensive, integrated EOP that includes a Mitigation Plan addressing planning and preparedness, and an all-hazard EOP that addresses response and recovery operations. This EOP is developed in coordination with and support of representatives of local jurisdictions, community service organizations, and the private sector.
 - a) The Lucas County Mitigation Planning Committee (MPC) is organized from the public and private sectors to review policies and procedures that could reduce impacts of specific disasters and potentially eliminate some risks identified in the County Threat Risk and Needs Capability Assessment.
 - b) The MPC meets regularly to develop an overall mitigation strategy and make recommendations for local planning groups, emergency responders, and policy makers. See local Mitigation Plan.
 - c) The MPC reviews current threats, hazards, and capabilities identified in the Disaster Risk Analysis, to determine local needs. The MPC reports its findings to local and state officials in order to induce funding for specific mitigation projects and changes to existing plans and procedures.
 - d) The MPC seeks the support of the private sector for business continuity planning and preparedness measures, encourages inter-operable mutual assistance within business and industry, and elicits support for emergency response organizations and communities by businesses in times of disaster.
2. Organizations will review and comment on relevant sections of the Mitigation Plan based upon actual experience in emergencies, drills, and exercises. All jurisdictions and organizations referenced within the Mitigation Plan shall provide revisions upon completion of an annual review, or more often as needed.
3. The Lucas County EMA Director is responsible for ensuring that necessary changes and revisions to the EOP are completed, published, and distributed as necessary in accordance with Sections C and D of the Base Plan.
4. The EOP shall be submitted to Ohio EMA and FEMA upon each major revision (minimum every four years). This schedule will not preclude Lucas County EMA from conducting annual reviews of the EOP and its ESF Annexes and Hazard/Common Appendices in order to revise specific sections.
5. Training will be conducted in accordance with cooperative agreements among the Lucas County EMA, county political subdivisions, and other private sector or non-profit organizations included within the EOP.

- a) The Lucas County EMA supports and encourages local officials and emergency service officers within each jurisdiction to attend resident or non-resident courses related to emergency management.
 - b) The Lucas County EMA will provide information and schedules for training courses offered by other departments and agencies of State Government and the Federal Government.
 - c) The Lucas County EMA will promote and encourage enrollment in independent study program courses through FEMA's Emergency Management Institute.
- 6. The Lucas County EMA will develop a three-year All-Hazards Exercise Schedule that will include at least one full-scale exercise. An annual schedule of drills and exercises will be maintained and shared with the county political subdivisions and other participating organizations as needed.
 - a) The Lucas County EMA will plan, design, coordinate, and facilitate drills and exercises each year for public and private sectors, taking into account factors described in the annual Threat Risk and Needs Assessment.
 - b) Exercises will be conducted in order to test functions outlined in existing plans and procedures. The Lucas County EMA staff, along with participating organizations and individuals, will support development of tabletop, functional, and full-scale exercises.
 - c) The Lucas County EMA Staff will further provide for a "Hot-Wash," and a formal After-Action Review/Report (AAR) following each exercise. Shortfalls and deficiencies, identified in the evaluation process, will require development of a Corrective Action Plan that identifies revisions to plans and procedures and additional training needed within and among organizations.
- 7. The Lucas County EMA will provide support and conduct annual training sessions, workshops, and seminars on emergency preparedness issues for public and private organizations as needed or as specifically requested.

K. Authorities and References

- 1. Authorities
 - a) Federal
 - (1) The Emergency Planning and Community Right-to-know Act of 1986 (Title III, Superfund Amendments and Re-authorization Act [SARA]) as amended.
 - (2) Federal Emergency Management Rules, 44 *Code of Federal Regulations* (CFR), Part 302.
 - (3) National Flood Insurance Act of 1968 as amended.

- (4) Robert T. Stafford Disaster Relief and Emergency Assistance Amendments of 1988 (PL 100-707) as amended.
- (5) Public Health Services Act of 1950 as amended.
- (6) 28 CFR, Part 65, Emergency Federal Law Enforcement Assistance, Final Rule.
- (7) Department of Defense (DOD) Directive 3025.1 – Use of Military Resources During Peacetime Civil Emergencies, May 23, 1980.
- (8) Homeland Security Act of 2002 (PL 107-296) as amended by the Department of Homeland Security Appropriations Act, 2007 (PL 109-295).
- (9) Post Katrina Emergency Management Reform Act (PKEMRA) (PL 109-295) October 4, 2006.
- (10) Homeland Security Grant Program PL110-53 9/11 Act, 2010
- (11) Urban Area Security Initiative UASI, PL110-53 9/11 Act, 2010

b) State

- (1) State of Ohio Constitution, Article II, Section 42.
- (2) ORC

(a) Title 1 State Government

(i) Section 125.061 Suspending purchasing and contracting requirements in case of emergency

(ii) 149.433 Exempting security and infrastructure records

(b) Title 3 Counties

(i) Section 305.30 County Administrator - powers and duties.

(ii) Chapter 307 Board of County Commissioners - Powers

(iii) Section 311.07 General Powers and duties of Sheriff

- (c) Title 5 Townships
- (d) Title 7 Municipal Corporations
- (e) Title 15 Conservation of Natural Resources
 - (i) Section 1521.13 Floodplain management activities*
 - (ii) Section 1521.18 Floodplain management ordinance or resolution*
- (f) Title 23 Courts, Common Pleas
 - (i) Section 2305.232 Immunity of person assisting in clean-up of hazardous material*
- (g) Title 37 Health/Safety/Morals
 - (i) Chapter 3709 Health Districts*
 - (ii) Chapter 3716 Labeling of Hazardous Substances*
 - (iii) Chapter 3727 Hospitals*
 - (iv) Chapter 3734 Solid and Hazardous Wastes*
 - (v) Chapter 3737 Fire Marshall; Fire Safety*
 - (vi) Chapter 3745 Environmental Protection Agency*
 - (vii) Chapter 3747 Low-level Radiological Waste Act*
 - (viii) Chapter 3750 Emergency Planning*
 - (ix) Chapter 3751 Hazardous Substances*
 - (x) Chapter 3761 Assemblies; Mobs*
- (h) Title 39 Insurance
 - (i) Section 3901.27 Adoption of emergency bylaws*
 - (ii) Section 3901.28 Provisions effective if no emergency bylaws*
 - (iii) Section 3901.29 Succession List*
 - (iv) Section 3901.30 Emergency business location*
- (i) Title 41 Labor & industry
 - (i) Chapter 4123 Workers Compensation (Sections 4123.03 - 4123.037)*

(ii) Section 4123.03 Employee performing special services for the state or a political subdivision

(iii) Section 4123.031 Emergency management worker definitions

(iv) Section 4123.032 Benefits for emergency management workers

(v) Section 4123.033 Compensation for accidental injury while performing emergency management duties

(vi) Section 4123.034 Unpaid emergency management workers qualify for maximum benefits

(vii) Section 4123.035 Finality of decision as to emergency management claimants

(viii) Section 4123.036 Participation in emergency management benefits

(ix) Section 4123.037 Loyalty oath for emergency management workers.

(x) Section 4163.07 Notice to executive director of the emergency management agency prior to shipment of nuclear materials into or through the state

(j) Title 47 Occupations - Professions

(i) Chapter 4765 Division of Emergency Medical Services

(k) Title 49 Public Utilities

(i) Chapter 4901 Public Utilities Commission - Organization

(ii) Section 4905.80 State policy regarding motor carriers

(iii) Section 4905.81 Duties of public utilities commission

(iv) Section 4923.04 Rules applicable to transportation of persons, property, or hazardous materials; authority of commission to obtain warrant or subpoena

(v) Section 4923.041 Definitions for section 4923.04

(vi) Section 4923.11 Rules regarding routing of hazardous materials

(l) Title 51 Public Welfare

(i) Chapter 5101 Department of Job and Family Services

(ii) Chapter 5119 Department of Mental Health and Addiction Services

(m) Title 55 Roads - Highways - Bridges

(i) Section 5501.03 Department of Transportation – powers and duties

(ii) Section 5501.04 Distribution of duties, powers, and functions of the department; deputy directors

(iii) Section 5501.31 Director of transportation powers and duties

(iv) Chapter 5502 Department of Public Safety

(v) 5502.01 General duties of department.

(vi) 5502.21 Emergency management definitions.

(vii) 5502.22 Emergency management agency.

(viii) 5502.24 Designation of temporary seats of state and local government in event of emergency.

(ix) 5502.25 Rules for emergency management of state.

(x) 5502.26 Countywide emergency management agency.

(xi) 5502.261 Appropriation from general fund for agency functions.

(xii) 5502.27 Regional authority for emergency management.

(xiii) 5502.271 Program for emergency management.

(xiv) 5502.28 Cooperation with governor and executive director.

(xv) 5502.281 Volunteer database; registration; privacy provisions; liability

(xvi) 5502.29 Mutual emergency management assistance or aid agreements

(xvii) 5502.291 Interstate arrangements - coordination of mutual aid plans.

(xviii) 5502.30 Immunity from liability.

(xix) 5502.31 Appropriations for expenses.

(xx) 5502.32 Acceptance of private offers of assistance for purposes of emergency management.

(xxi) 5502.33 Political activity prohibited.

(xxii) 5502.34 Disqualification for subversive activities - registration and oath required.

(xxiii) 5502.35 Exercising emergency management powers outside jurisdiction.

(xxiv) 5502.36 Judicial notice.

(xxv) 5502.37 Emergency management prohibitions.

(xxvi) 5502.38 Emergency response provisions not affected by emergency planning provisions.

(xxvii) 5502.39 Emergency management agency service and reimbursement fund.

(xxviii) 5502.40 Emergency management assistance compact.

(xxix) 5502.41 Intrastate mutual aid compact.

(xxx) 5502.42 Civil defense certificate of necessity - application.

(xxxi) 5502.43 Notice and hearing prior to issuance of certificate - revocation or modification.

(xxxii) 5502.44 Distribution of certificate.

(xxxiii) 5502.45 Appeal.

(xxxiv) 5502.46 Revocation due to fraud - taxes and penalties.

(xxxv) 5502.47 Exemption from real property tax.

(xxxvi) 5502.48 Exemption from personal property tax.

(xxxvii) 5502.49 Exemption from corporate franchise tax.

(xxxviii) 5502.50 Cost of superior protection from attack does not increase tax value of structure.

(xxxix) 5502.51 Rules and standards for issuance of certificates.

(xl) 5502.52 Statewide emergency alert program - abducted children - false report.

(xli) 5502.521 AMBER alert advisory committee.

(xlii) 5502.522 Statewide emergency alert program.

(xlili) Chapter 5503 State Highway Patrol

(xliv) 5503.02 State Highway Patrol – powers and duties

(n) Title 61 Water Supply/Sanitation/Ditches

(i) Chapter 6101 Conservancy Districts

(ii) Chapter 6109 Safe Drinking Water

c) Ohio Administrative Code

(1) 121:40-1-01 Registration of Volunteers

(2) 4501:3 Emergency Management Agency

(a) Chapter 4501:3-1 General Provisions

(b) Chapter 4501:3-2 State Organization

(c) Chapter 4501:3-3 Local Organization

(d) Chapter 4501:3-4 Emergency Management Funding

(e) Chapter 4501:3-5 Training

(f) Chapter 4501:3-6 Emergency Operations Plans

d) Other Legal Authorities

The specific powers and duties of elected officials are contained within the following Sections of the ORC:

ORC	Description of Powers and Duties
107.01 et seq	Powers & Duties of the Governor
305	Filling Elected Vacancies
307	Commissioners, Powers/Duties

311.07	Sheriffs, Powers/Duties
313.06	Coroners, Powers/Duties
315.08	Engineers, Powers/Duties
329.01	Job and Family Services, Powers/Duties
505	Trustees, Power/Duties
733.03	City Mayors, Powers/Duties
733.24	Village Mayors, Powers/Duties

Resolution No. 90-1429, for Countywide Agreement

2. References

a) Plans

- (1) State of Ohio Hazardous Materials Emergency Plan.
- (2) Ohio Plan for Response to Radiation Emergencies at Commercial Nuclear Power Plants.
- (3) National Response Framework (NRF)
- (4) Lucas County Radiological Emergency Response Plan.
- (5) Lucas County Emergency Response Plan (for Hazardous Material Response).
- (6) Oil Pollution Act of 1990/OPA90/ US Coast Guard & USEPA
- (7) U.S. Coast Guard Northwest Ohio & Southeast Michigan Area Contingency (NOSMAC) Plan.
- (8) U.S. Coast Guard Southeast Michigan Area Maritime Security Plan.

b) Guidance Documents

- (1) Comprehensive Preparedness Guide: Developing and Maintaining Emergency Operations Plans (FEMA, CPG-101, Version 2.0).
- (2) Site Emergency Planning Workbook.
- (3) Ohio Attorney General's Opinion; 97-015, Snow Emergency.
- (4) Ohio Attorney General's Opinion; 64-1532, Compulsory Evacuation.
- (5) Plan Development and Review Guidance For Local Emergency Operations Plans (Ohio EMA).

c) FEMA Materials

(1) Are You Ready? An In-depth Guide to Citizen Preparedness (FEMA)

(2) Webpage: www.ready.gov

L. Base Plan Addendums

TAB A – EOC Layout

TAB B – Hazard Vulnerability Assessment (HVA)

TAB C – Organizations and Assignments

TAB D – Essential Functions of Local Government

TAB E – Requesting State/Federal Disaster Assistance GTA-100

TAB F – Requesting Assistance for Civil Disorder

TAB G – Disaster Declaration Resolution Template

TAB H - Glossary of Terms and Acronyms

M. Authentication & Authorization

The following pages 33 and 35 with original signatures will be maintained by the Lucas County EMA with the master copy of the EOP.

Jurisdiction/Agency/Office	Chief Executive	Print Name	Signature	Date
Lucas County Sheriff's Office	Sheriff			
Lucas County Engineer's Office	Engineer			
Lucas County Coroner's Office	Coroner			
Lucas County Auditor's Office	Auditor			
Lucas County Treasurer's Office	Treasurer			
City of Toledo	Mayor			
City of Maumee	Mayor			
City of Oregon	Mayor			
City of Sylvania	Mayor			
City of Waterville	Mayor			
Village of Berkey	Mayor			
Village of Harbor View	Mayor			
Village of Holland	Mayor			
Village of Ottawa Hills	Mayor			
Village of Whitehouse	Mayor			

Note - the pages with original signatures will be maintained by the Lucas County EMA with the master copy of the EOP.

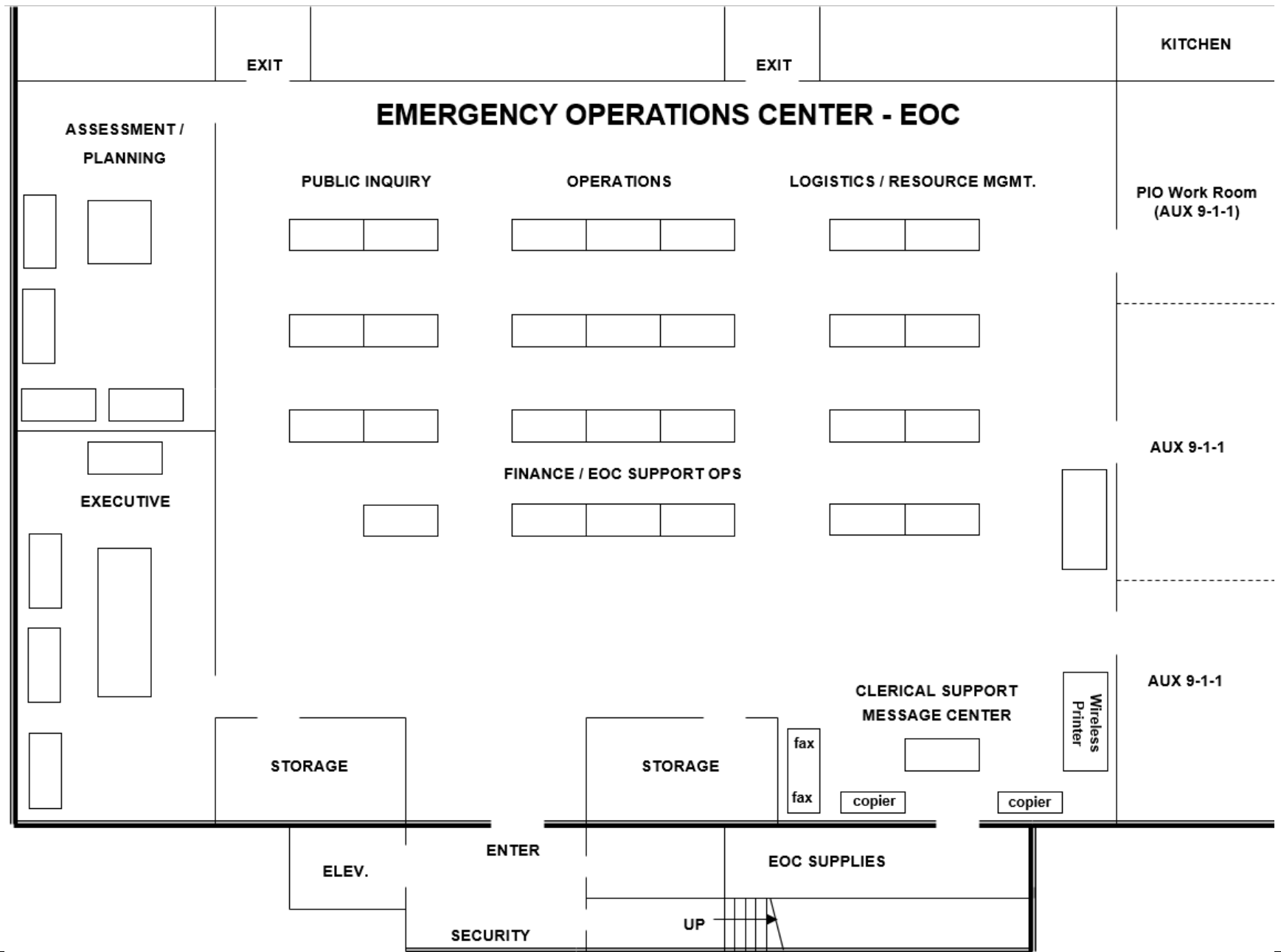
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Jurisdiction/Agency/Office	Chief Executive	Print Name	Signature	Date
Harding Township	Trustee			
Jerusalem Township	Trustee			
Monclova Township	Trustee			
Providence Township	Trustee			
Richfield Township	Trustee			
Spencer Township	Trustee			
Springfield Township	Trustee			
Swanton Township	Trustee			
Sylvania Township	Trustee			
Washington Township	Trustee			
Waterville Township	Trustee			
American Red Cross	Executive Director			
United Way of Greater Toledo	Executive Director			
NW Ohio Hospital Council	Director			
Amateur Radio Emergency Services	Director			
Toledo-Lucas County Health Department	Commissioner			
Local Emergency Planning Committee	Chair			

Note - the pages with original signatures will be maintained by the Lucas County EMA with the master copy of the EOP.

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TAB A – EOC Layout



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Tab B - Hazard Vulnerability Assessment

HAZARD AND VULNERABILITY ASSESSMENT TOOL ALL HAZARD INCIDENTS AND EVENTS								
EVENT	PROBABILITY	SEVERITY = (MAGNITUDE - MITIGATION)						RISK
		HUMAN IMPACT	INFRASTRUCTURE IMPACT	COG/COOP IMPACT	PREPARED-NESS	RESPONSE	RECOVERY	
	<i>Likelihood this will occur</i>	<i>Possibility of death or injury</i>	<i>Moderate to Severe Damage / Disruptions</i>	<i>Disruption of Services</i>	<i>Preplanning Resilience</i>	<i>Time, effectiveness, resources</i>	<i>Community/ Mutual Aid staff and supplies</i>	
SCORE	0 = N/A 1 = Low 5 = High	0 = N/A 1 = Low 5 = High	0 = N/A 1 = Low 5 = High	0 = N/A 1 = Low 5 = High	0 = N/A 1 = Trained 5 = Low or none	0 = N/A 1 = Effective 5 = Limited to Cap	0 = N/A 1 = Long 5 = Short to Med	0 - 100%
Severe Thunderstorm	5	1	2	2	1	2	2	33%
Drinking Water Emergency	3	1	3	4	2	3	3	32%
Flood, Declared	3	1	4	2	4	2	3	32%
Snow Level 3 Emergency	2	4	3	4	3	4	2	27%
Energy Disruption	3	0	2	2	1	3	3	22%
Ice Storm >1/4 Inch	2	1	3	3	1	2	3	17%
Tornado F2-F3	2	1	2	2	4	2	1	16%
Tornado F1	2	0	1	2	3	1	2	12%
Hazmat EHS Roadway	2	3	2	1	1	1	1	12%
Tornado F4 -F5	1	2	5	5	4	1	1	12%
Earthquake Moderate	1	1	3	3	5	2	3	11%
Blizzard Conditions	1	1	2	3	2	4	3	10%
Epidemic >5% Mortality	1	2	0	4	1	2	3	8%
Cyber Disruption	1	0	1	4	3	3	1	8%
Hazmat Railway	1	2	3	3	1	1	1	7%
Hazmat Lvl 3 Fixed	1	1	2	2	1	1	1	5%
Temperature Extremes	1	2	0	1	2	1	2	5%
Hazmat Radiological	1	0	0	3	1	1	1	4%
Hazmat Waterway	1	0	0	0	2	1	3	4%
Nuclear Pwr Accident	1	0	1	2	1	1	1	4%
AVERAGE SCORE	1.75	1.15	1.95	2.60	2.15	1.90	2.00	14%
*Threat increases with percentage.								
		RISK = PROBABILITY * SEVERITY						
		0.14	0.36	0.40				

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Tab C - Organization and Assignments

Organizations and Assignment of Responsibilities	Incident Response	Multi-Agency Coordination	Emergency Support Functions														
			Transportation	Communication	Public Works	Fire & Rescue	Emergency Management	Mass Care & Sheltering	Logistics	Public Health & Medical	Search & Rescue	Hazardous Materials	Food & Water Safety	Energy	Public Safety	Recovery	External Affairs
P=Primary S=Support																	
Sheriff's Office	P			S			S								P		P*
Fire and Rescue	P			S			P			S	P	P			P*		P*
Municipal Law Enforcement	P		P	P			S		S		S	S	P*		P*		P*
Coroner	P						S			S					P*		
Public Health	P*						S		S	P*	P		S	P		P*	S
Port Authority – Airport / Seaport	P	S	S							S						P*	
9-1-1 Communications	P			P			S			S	S	S			S		
Emergency Management	S	P		S				P	S	P					S	P	P
County Emergency Medical Service	S								S		P				S		
County Engineer		S				P*		S		S			S		S		
Public Works		S	S			P*		S		S			S		S		
American Red Cross	S		S				S	S	P	S	S		S		S	S	
United Way		S						S	S	S						P	
First Energy / Toledo Edison		S												P*		S	
Columbia Gas		S												P*		S	
Job & Family Services	S	S						S	S						S	S	
Environmental Services	S	S					S			S	S		S		S		
Hospital Council		S							S	S	S					S	
Public Transportation (TARTA/TARPS)	S	S	S				S		S						S		
County Educational Services		S						S									
School Districts	S	S	S						S		S				S	S	
Solid Waste Division		S				S	S			S			S			S	
Building Regulations / Inspection	S	S				S	S									S	
Salvation Army	S	S	S				S			S						S	
Toledo Area Ministries		S	S						S	S						S	
Area Office on Aging		S	S						S	S						S	
Volunteer Ag. Asst. Disasters		S	S						S	S							
Amateur Radio Emergency Services (A.R.E.S.)	S	S				S	S			S	S				S		
NW Emergency Alert System		S				S		S									S
Canine Care & Control		S							S	S			S		S	S	
Toledo Area Humane Society		S								S		S			S	S	
NWO Disaster Animal Response Team (DART)		S															
LEPC		S						S		S			S				
NOMMAD		S								S			S				
Parks and Forestry		S								S						S	
Goodwill Industries		S								S						S	
Salvation Army		S					S			S						S	
OSU Agriculture Extension		S								S						S	
County Facilities Maintenance Services		S						S		S						S	
County Support Services, Vehicle Maint.		S	S					S		S						S	
County Mental Health Services		S														S	
Community Emergency Response Team		S							S							S	
Medical Reserve Corps		S								S	S						

*- Denotes Primary responsibility for a specific incident category, i.e. Public Health and Epidemics.

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Tab D - Essential Functions of Local Government

There are critical essential functions that government organizations must be able to perform, either continuously or without significant disruption, during and following a crisis, if required, in the assurance of COG/COOP. Though it may not be necessary for every function to be performed during every emergency, procedures must be in place to enable each function to be performed regardless of the disruption that is occurring, or has occurred.

Further, local governmental organizations must ensure that its agencies, departments and facilities, throughout the jurisdiction, can support performance of their essential functions, as required.

The Homeland Security Council has approved eight National Essential Functions (NEFs) that must be performed by the Federal government during an emergency. Guidance was provided to local governments on the development of plans and policies to support these national functions.

National Essential Functions (NEFs) are functions that represent the overarching responsibilities of the Executive Branch to lead and sustain the country and will generally be the primary focus of the President.

Mission Essential Functions (MEFs) are those Department specific mission essential functions that support the NEFs and flow directly up from supporting activities or capabilities within Departments or Agency COOP Plans.

The following are the local Mission Essential Functions:

- 1. Preserve our Constitutional Form of Government.** Ensure the continued functioning of our duly elected representative form of government. This includes policies related to session of authority for elected as well as senior departmental officials.
- 2. Provide visible leadership to the local Jurisdiction;** This MEF includes Department and Agency functions to demonstrate that local governments are viable, functioning, and effectively addressing the emergency in order to maintain the trust and confidence of the public. This includes the interface between government organizations and private sector media.
- 3. Provide for Public Safety and Security of citizens in their homes, at work, school and travel.** This MEF includes departmental and agency functions to protect local communities and to maintain readiness and preparedness for natural, technological and human engineered disasters. In addition, this MEF requires that local jurisdictions protect against threats to the broader homeland for crimes or attacks against the nation, its citizens or interests. In order to assure the effective response to emergencies of all types it is essential that the means to communicate within and between public safety organizations be protected and preserved.
- 4. Provide for critical government services that address the health and welfare needs of each Community.** This MEF includes Department and Agency functions that ensure that the critical needs of each jurisdiction are met during an emergency with regard to food and water safety and insure that the environment is free of harmful pollutants. This MEF requires that In addition, this MEF provides for a system to deliver critical medical and economic support to individuals and families that are affected by disasters.

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Tab E - Requesting State/Federal Disaster Assistance GTA-100

STATE OF OHIO

PROCEDURES FOR REQUESTING STATE DISASTER ASSISTANCE

ALL AVAILABLE LOCAL RESOURCES MUST BE COMMITTED PRIOR TO DETERMINING IF STATE ASSISTANCE IS REQUIRED.

--1--

- a. COORDINATE WITH THE LUCAS COUNTY EMA*
Office: *****: Alternate 24hr Lucas County 911 RCOG: *****

- b. ISSUE LOCAL/COUNTY DECLARATION OF EMERGENCY

--2--

- a. THROUGH LUCAS COUNTY EMA*, PROVIDE THE FOLLOWING INFORMATION TO:

OHIO EMERGENCY MANAGEMENT AGENCY

***** (24 HOURS A DAY)

IN NATURAL OR MAN-MADE DISASTERS	IN CIVIL DISTURBANCES
<ul style="list-style-type: none">❖ Name and title of person making request❖ Description of disaster❖ Statement of actions taken❖ Specific help needed❖ Estimate of number of persons affected❖ Estimate of damage to public and private property	<ul style="list-style-type: none">❖ Name and title of person making request❖ Description of disaster❖ Statement of actions taken❖ Estimate number of persons involved❖ Statement of number of law enforcement officers available and committed❖ Explanation why force is inadequate

--3--

- b. CONFIRM YOUR REQUEST BY FAX *****

FROM: LOCAL HEAD OF GOVERNMENT (NAME AND TITLE)

TO: GOVERNOR, STATE OF OHIO
ATTN: EXECUTIVE DIRECTOR, EMA
2855 W. DUBLIN GRANVILLE ROAD
COLUMBUS, OH 43235-2206

*If the Lucas County EMA cannot be reached immediately and STATE assistance is critical, proceed with steps 2 and 3.

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Tab F - Requesting Assistance for Civil Disorder

STATE OF OHIO REQUESTING STATE DISASTER ASSISTANCE FOR CIVIL DISORDER/DISTURBANCE

Provide the following information to the Ohio State Highway Patrol Communications Center at the following numbers:

***** OSP Duty Officer

***** OSP Fax

1. Name and title of requesting official.
2. Description of the disorder.
3. Statement of action(s) taken.
4. Estimate of number of persons involved.
5. Statement of number of law enforcement officers available and committed,
6. Explanation of why committed force is inadequate.

Note: In accordance with ORC 5503.02 (b), this type of request can be made only by the county sheriff or the mayor or other chief executive of the municipality involved.

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Tab G - Disaster Declaration Resolution Templates

LUCAS COUNTY

Date: _____ **Resolution No.** _____

Title: Declaration of a Disaster for all or a portion of Lucas County.

Department/Agency: Lucas County Emergency Management Agency

Contact: Director, Lucas County Emergency Management Agency

Summary/Background: In the event of a natural, technological, or man-made incident or event resulting in widespread injury, loss of life, or property damage, the Board of Lucas County Commissioners is authorized to proclaim a Declaration of Disaster in order to grant emergency powers or authorities to local officials, restore public safety, maintain essential services, and seek disaster aid and assistance as provided for by the Constitution of the State of Ohio and federal statutes.

Budget Impact: All available local resources have been exhausted or committed.

Statutory Authority/ORC: O.R.C. 5502.21, para. (e.) and (f.).

Commissioner _____ **offered the following resolution:**

WHEREAS, in consideration of the above, NOW, THEREFORE, BE IT RESOLVED, that The Board of Lucas County Commissioners do hereby declare that a State of Emergency exists in Lucas County Ohio, effective at _____ on _____, 20____, as a result of _____ (description of the incident/event) _____.

Section 1 - The Board directs that the Lucas County Emergency Management Agency activate the Lucas County Emergency Operations Plan, under ORC 5502.26, and communicate the above declaration to the State of Ohio with a request for specific assistance based upon an Initial Damage Assessment.

Section 2 - The Board directs that the Lucas County Emergency Management Agency coordinate with heads of departments, officials of affected jurisdictions, and community service organizations for support in accordance with local emergency response and recovery plans and procedures.

Section 3 - The Board directs that all department heads provide support to the Emergency Management Agency for staffing the County Emergency Operations Center, Joint Information Center, and other locations as provided for in existing plans and procedures to restore and maintain public safety and security.

Section 4 - The Board authorizes purchase of materials and contract services in accordance with existing emergency procedures and rules governing such policies.

Section 5 - This Board finds and determines that all formal actions of this Board concerning and relating to the adoption of this resolution were taken in an open meeting of this Board and that

all deliberations of this Board that resulted in those formal actions were in meetings open to the public in compliance with the law.

Section 6 - This resolution shall be in full force and effect immediately upon its adoption.

Action Taken:

Commissioner _____ voted ____

Commissioner _____ voted ____

Commissioner _____ voted ____

(PLACE ON CITY OR VILLAGE LETTERHEAD)

LOCAL EMERGENCY DECLARATION

WHEREAS, a sudden, generally unexpected catastrophic event or occurrence of circumstances demanding public action has arisen within the CITY/VILLAGE; and

WHEREAS, The TITLE of the CITY/VILLAGE, in Lucas County, Ohio, upon advice from the Chiefs of Public Safety, or their designees, have determined that the incident poses a present, reasonable and imminent danger to public health, safety, or general welfare of the people of CITY/VILLAGE or their property so that it has become necessary for the Chiefs of Public Safety to utilize and coordinate the services, equipment, supplies, and facilities of existing departments, offices, and agencies of the affected community or Lucas County for the purposes of emergency management and emergency functions; and

WHEREAS, the Chiefs of Public Safety, or their designees, have determined that the incident requires the implementation of emergency policies, mutual aid agreements, regulations and/or restrictions needed to mitigate the impact(s) of an event to aid in emergency response and recovery operations; and

WHEREAS, the assessment of Public Safety Officials has determined that the immediate public action is needed to prevent, minimize, or mitigate damage to public health, safety, or general welfare of the people of CITY/VILLAGE or the property which may otherwise result from the above described incident and that taking the time required to comply with the various state and local procurement laws would endanger the health or safety of the people or their property; and procurement laws would endanger the health and safety of the people and their property; and

WHEREAS, the people of the community of CITY/VILLAGE should be able to depend upon guidance from their Chief Municipal and Public Safety Officials;

NOW THEREFORE, I, NAME CHIEF MUNICIPAL OFFICIAL, TITLE of the community of CITY/VILLAGE, Lucas County, Ohio, hereby declare that as of TIME, DAY, YEAR a State of Emergency exists in the community of CITY/VILLAGE. This Declaration of Emergency shall remain in effect until notice is given, pursuant to the assessment of public safety officials, that the State of Emergency is no longer required.

Date: _____

TITLE of CITY/VILLAGE

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Tab H - Glossary of Terms and Acronyms

The National Incident Management System (NIMS) establishes parameters for uniformity in the manner in which site-specific emergency response operations are conducted and coordinated with emphasis on uniformity in organization, terminology, and incident management. This Emergency Operations Plan (EOP) provides insights and guidance on the methodologies to integrate or establish new elements in emergency response plans that comply with NIMS and the elements of the Incident Command System (ICS). This EOP identifies the methods, systems, and organizational parameters that establish effective and NIMS-compliant response plans, and identifies the elements of ICS for site-specific internal operations or activities requiring off-site municipal resources and agency responses. Terms and acronyms used within NIMS are as follows:

Air Burst: The explosion of a nuclear weapon at such a height that the expanding fireball does not touch the earth's surface, resulting in little or no fallout.

Allocation (General): (Community Shelter Planning) The process of allocating areas of population to areas of shelter concentration.

Allocation (Special): (Community Shelter Planning) The process of allocating geographically defined areas of population to a specific shelter facility or group of shelter facilities.

American Red Cross (ARC): A quasi-governmental agency largely for relief of suffering and welfare activities during war, local emergencies, and disasters. The ARC operates under a Congressional charter and is supported by citizens and volunteers. Internationally, it operates in accordance with the Treaty of Geneva.

Agency: A division of government with a specific function offering a particular kind of assistance. In ICS, agencies are defined either as jurisdictional (having statutory responsibility for incident management) or as assisting or cooperating (providing resources or other assistance).

Agency Representative: A person assigned by a primary, assisting, or cooperating federal, state, local, or tribal government agency or private entity that has been delegated authority to make decisions affecting that agency's or organization's participation in incident management activities following appropriate consultation with the leadership of that agency.

Annex: As used in this plan, an Annex is an element that is specific to one function of emergency operations and describes Lucas County's approach to conducting that activity in response to emergencies.

Appendix: Stand-alone attachment to the Basic Emergency Plan providing technical information, detailed methods, and/or hazard-specific procedures.

Assessment: The evaluation and interpretation of measurements and other information to provide a basis for decision-making.

Assignments: Tasks given to resources within a given operational period that are based on operational objectives defined in the IAP.

Assistant: Title for subordinates of principal Command Staff positions. The title indicates a level of technical capability, qualifications, and responsibility subordinate to the primary positions. Assistants may also be assigned to unit leaders.

Assisting Agency: An agency or organization providing personnel, services, or other resources to the agency with direct responsibility for incident management. See also Supporting Agency.

Area Command (Unified Area Command): An organization established (1) to oversee management of multiple incidents that are each being handled by an ICS organization or (2) to oversee the management of large or multiple incidents to which several Incident Management Teams have been assigned. Area Command has the responsibility to set overall strategy and priorities, allocate critical resources according to priorities, ensure that incidents are properly managed, and ensure that objectives are met and strategies followed. Area Command becomes Unified Area Command when incidents are multi-jurisdictional. Area Command may be established at an emergency operations center facility or at some location other than an incident command post (ICP).

Available Resources: Resources assigned to an incident, checked in, and available for a mission assignment, normally located in a Staging Area.

Attack Warning: A civil defense warning that an actual attack against this country has been detected.

Blast Wave: A sharply defined but invisible ridge of increased air pressure that moves rapidly through the surrounding air from the center of a detonation or similar disturbance (i.e., Volcanic Blast Wave). This is similar to the Pressure Wave phenomenon of Tsunamis caused by underwater earthquakes.

Branch: The organizational level having functional or geographical responsibility for major aspects of incident operations. A branch is organizationally situated between the section and the division or group in the Operations Section and between the section and units in the Logistics Section. Branches are identified by the use of Roman numerals or by functional area.

Census Tract: A geographical subdivision of no standard size within a political jurisdiction; it is used by the U.S. Bureau of Census as a convenient and flexible unit for surveying and aggregating population, housing, and other demographic or economic statistics.

Chain of Command: A series of command, control, executive, or management positions in hierarchical order of authority.

Check-In: The process through which resources first report to an incident. Check-in locations include the Incident Command Post (ICP), Resources Unit, incident base, camps, staging areas, or directly on the site.

Chief: The ICS title for an individual responsible for management of a functional section: Operations, Planning, Logistics, Finance/Administration, and Intelligence (if established as a separate section).

Code of Federal Regulations (CFR): CFR Title 44 refers to Emergency Management and Assistance funding through a Federal Grant Program entitled Participating Partnership Agreement. The grant is administered by the State and requires regular activity and financial

reports on local Comprehensive Cooperative Agreements that identify specific goals and objectives for each fiscal year.

Command: The act of directing, ordering, or controlling by virtue of explicit statutory, regulatory, or delegated authority.

Command Staff: In an incident management organization, the Command Staff consists of the Incident Commander and the special staff positions of Public Information Officer, Safety Officer, Liaison Officer, and other positions as required, who report directly to the Incident Commander. They may have an assistant or assistants, as needed.

Common Operating Picture: A broad view of the overall situation as reflected by situation reports, aerial photography, and other information or intelligence.

Communications Unit: An organizational unit in the Logistics Section responsible for providing communication services at an incident or an EOC. A Communications Unit may also be a facility (e.g., a trailer or mobile van) used to support an Incident Communications Center.

Comprehensive Emergency Management: A functional planning approach for any potential hazard that addresses the four phases of emergency management, which are (1) Mitigation: those activities which eliminate or reduce the probability of disaster; (2) Preparedness: those activities which governments, organizations, and individuals develop to save lives and minimize damage; (3) Response: To prevent loss of lives and property and provide emergency assistance; and (4) Recovery: Short- and long-term activities which return all systems to normal or improved standards.

Congregate Care Facilities: Public or private buildings in the host areas that may be used to lodge and care for evacuees. Generally, assigned space is approximately 40 square feet per person. The facility may or may not meet criteria for designation as "fallout shelter."

Cooperating Agency: An agency supplying assistance other than direct operational or support functions or resources to the incident management effort.

Coordinate: To advance systematically an analysis and exchange of information among principals who have or may have a need to know certain information to carry out specific incident management responsibilities.

Damage Assessment:

- a. The process utilized to determine the magnitude of damage and the unmet needs of individuals, businesses, the public sector, and the community caused by a disaster or emergency event.
- b. The appraisal or determination of the actual effects resulting from conventional or nuclear bombs and missiles.

Deputy: A fully qualified individual who, in the absence of a superior, can be delegated the authority to manage a functional operation or perform a specific task. In some cases, a deputy can act as relief for a superior and, therefore, must be fully qualified in the position. Deputies can be assigned to the Incident Commander, General Staff, and Branch Directors.

Dirty Bomb: A Radiological Dispersal Device (RDD) that simply uses a low level detonation to disperse harmful radioactive dust and particles.

Disaster: Any large-scale event that causes or threatens to cause loss of life, human suffering, property damage, or economic and social disruption. Disaster events may occur suddenly or gradually become apparent over a period of days, weeks, or months.

Disaster Application Center: A local facility established following a major disaster, staffed by various state and federal agencies to provide a one-stop location to process assistance to individuals.

Dispatch: The ordered movement of a resource or resources to an assigned operational mission or an administrative move from one location to another.

Division: The partition of an incident into geographical areas of operation. Divisions are established when the number of resources exceeds the manageable span of control of the Operations Chief. A division is located within the ICS organization between the branch and resources in the Operations Section.

Dose: A quantity (total or accumulated) of ionizing (or nuclear) radiation, experienced by a person or animal.

Dose Rate: As a general rule, the amount of ionizing (or nuclear) radiation to which an individual would be exposed, or which he would receive per unit of time.

Dosimetry: An instrument for measuring and registering total accumulated exposure to ionizing radiations.

Dosimeter Charger: An instrument used to reset a dosimeter to a beginning or zero reading.

Electromagnetic Pulse (EMP): Energy radiated by nuclear detonation which may affect or damage electronic components and equipment.

Emergency: Absent a Presidentially declared emergency, any incident(s), human-caused or natural, that requires responsive action to protect life or property. Under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, an emergency means any occasion or instance for which, in the determination of the President, federal assistance is needed to supplement state and local efforts and capabilities to save lives and to protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States.

Emergency Public Information: Information disseminated primarily in anticipation of an emergency or during an emergency. In addition to providing situational information to the public, it also frequently provides directive actions required to be taken by the general public.

Emergency Responder: Includes federal, state, local, and tribal emergency public safety, law enforcement, emergency response, emergency medical (including hospital emergency facilities), and related personnel, agencies, and authorities. See Section 2 (6), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002). Also known as Emergency Services.

Emergency Alert System (EAS): Consists of a network of commercial broadcasters and interconnecting facilities which have been authorized by the Federal Communications Commission to operate in a controlled manner during war-time, a state of public peril or disaster, or other national emergency as provided by the Emergency Alert System Plan.

Emergency Management Grant Program (EMPG): Federal Grant funding to state and local agencies for personnel and administrative expenses necessary to provide for emergency planning and preparedness activities.

Emergency Management Director: The individual at the local jurisdiction who is directly responsible on a day-to-day basis for that jurisdiction's efforts to develop and implement an Integrated Comprehensive Emergency Plan to mitigate and prepare for, respond to, and recover from potential large-scale disasters.

Emergency Operations Center (EOC): The physical location at which coordination of information and resources to support domestic incident management activities normally takes place. An EOC may be a temporary facility or may be located in a more central or permanently established facility, perhaps at a higher level of organization within a jurisdiction. EOCs may be organized by major functional disciplines (e.g., fire, law enforcement, and medical services), by jurisdiction (e.g., federal, state, regional, county, city, tribal), or some combination thereof.

Emergency Operations Plan (EOP): The "steady-state" plan maintained by various jurisdictional levels for responding to a wide variety of potential hazards. The EOP identifies potential hazards and capabilities, the Concept of Operations for coordinated actions to be taken by individuals and government services before, during, and after the occurrence of natural, man-made, or technological disasters. The Base Plan is supported by Emergency Support Function Annexes and Hazard/Common Appendices.

Emergency Support Function (ESF): Emergency Support Functions refer to the 15 major activities that must be addressed by ICS and local officials when responding to large-scale emergencies to meet incident management needs.

Evacuation (Planned): Organized, phased, and supervised withdrawal, dispersal, or removal of civilians from dangerous or potentially dangerous areas, and their reception and care in safe areas.

Evacuee(s): An individual or group who voluntarily or as compelled moves to a less hazardous area. Also, may be referred to as a relocated person or group of people.

Executive order (EO): A rule or order having the force of law, issued by an executive authority of a government.

Event: An incident that may require emergency response. Also a Special Event that may require an Incident Action Plan (IAP) and/or an established ICS organization that can be used as the management system for a wide range of events, such as, parades, concerts, or sporting activities.

Fallout: Particles of radioactive dust that descend to earth following ground-level detonation of a nuclear warhead.

Federal: Of or pertaining to the Federal Government of the United States of America.

Functions of Emergency Management: Basic functions that serve the emergency management system: Direction and Control, Communications, Warning and Notifications, Public Information, Evacuation, Mass Care and Sheltering, Emergency Medical System and Health, Law

Enforcement, Public Works, Fire and Rescue, Radiological Protection, Resource Management, Damage Assessment, and Disaster Assistance.

Fusion Center: one of 72 centers that makeup the National Network of Fusion Centers. Their mission is to develop and support a statewide information sharing environment that is engaged with local, state and federal agencies to increase homeland security and support the national intelligence community.

Greenwich Mean Time (GMT or Zulu): The standard reference time used throughout the world based on the time at the Royal Observatory in Greenwich, England. GMT, also called "ZULU" Time for Zero Meridian, uses the 24 hour system. To convert other time zones to Greenwich Time:

Add 5 hours to Eastern Standard Time (EST).

Add 6 hours to Central Standard Time (CST).

Add 7 hours to Mountain Standard Time (MST).

Add 8 hours to Pacific Standard Time (PST).

General Staff: A group of incident management personnel organized according to function and reporting to the Incident Commander. The General Staff normally consists of the Operations Section Chief, Planning Section Chief, Logistics Section Chief, and Finance/Administration Section Chief.

Ground Zero (GZ):

- a. The epicenter of a disaster, whether natural or human caused. Used in reference to the site of the 9/11 World Trade Center terror attack.
- b. The point on the surface of land or water vertically above or below the center of a burst of a nuclear or conventional weapon

Group: Established to divide the incident management structure into functional areas of operation. Groups are composed of resources assembled to perform a special function not necessarily within a single geographic division. Groups, when activated, are located between branches and resources in the Operations Section. (See Division.)

Hazard: A natural, technological, or man-made event or situation that presents a threat to lives and property.

Hazardous Material (HAZMAT): Any substance or material which may be toxic or otherwise harmful to living organisms when released into the environment. Hazardous materials are classified as chemical, biological, or radiological, and may exist as a solid, liquid, or gaseous vapor.

Hazardous Chemical: Toxic, corrosive, or injurious substance because of inherent chemical properties; these chemicals include but are not limited to petroleum products, paints, plastics, acids, caustics, industrial chemicals, poisons, drugs, and mineral fibers (asbestos).

Hazardous Biological Agents: Microorganisms such as germs or bacteria or their associated products which may cause harm to humans, animals, or economic crops. Bio Agents include

pathogenic wastes from medical institutions, slaughterhouses, poultry processing plants, and research laboratories.

Hazardous Radiological: Any radioactive substance emitting ionizing radiation at a level to produce a chronic or acute health hazard in humans, animals, or the environment.

Hazard-Specific Appendix: A stand-alone document that supports the Base EOP. Appendices are specific to a potential hazard and contain information on procedures to be followed in any response and recovery effort.

High-Altitude Burst: A nuclear detonation at an altitude over 100,000 feet.

Host Area: A specified area relatively unlikely to experience direct weapons effects (blast of 2 psi or more, heat and initial nuclear radiation) from a nuclear attack, and designated for reception and care of Risk Area evacuees.

Incident: An occurrence or event, natural or human-caused that requires an emergency response to protect life or property. Incidents can, for example, include major disasters, emergencies, terrorist attacks, terrorist threats, wild land and urban fires, floods, HAZMAT spills, nuclear accidents, aircraft accidents, earthquakes, hurricanes, tornadoes, tropical storms, war-related disasters, public health and medical emergencies, and other occurrences requiring an emergency response.

Incident Action Plan (IAP): An oral or written plan containing general objectives reflecting the overall strategy for managing an incident. It may include the identification of operational resources and assignments. It may also include attachments that provide direction and important information for management of the incident during one or more operational periods.

Incident Command Post (ICP) : The field location at which the primary tactical-level, on-scene Incident Command (IC) functions are performed. The ICP may be collocated with the incident base or other incident facilities, and is normally identified by a green rotating or flashing light.

Incident Command System (ICS): A standardized on-scene emergency management construct specifically designed to provide for adoption of an integrated organizational structure that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure, designed to aid in the management of resources during incidents. It is used for all kinds of emergencies and is applicable to small and large, complex incidents. ICS is used by various jurisdictions and functional agencies, both public and private, to organize field-level incident management operations.

Incident Commander: The individual responsible for all incident activities, including the development of strategies and tactics and the ordering and the release of resources. The Incident Commander has overall authority and responsibility for conducting incident operations and is responsible for management of all incident operations at the incident site.

Incident Management Team (IMT): The Incident Commander and appropriate Command and General Staff personnel assigned to an incident.

Incident Objectives: Statements of guidance and direction necessary for selecting appropriate

strategy(s) and the tactical direction of resources. Incident objectives are based on realistic expectations of what can be accomplished when all allocated resources have been effectively deployed. Incident objectives must be achievable and measurable, yet flexible enough to allow strategic and tactical alternatives.

Initial Action: Action by responders first to arrive at an incident site.

Initial Incident Report: A standardized report form for local jurisdictions to use in transmitting critical information regarding the occurrence of an event that poses a threat to the health and safety of residents or has resulted in physical damage to properties and facilities. In addition, this form provides for regular updates.

Initial Response: Resources initially committed to an incident.

Intelligence Officer: The officer responsible for managing internal information, intelligence, and operational security requirements supporting incident management activities. These may include information security and operational security activities, as well as the complex task of ensuring that sensitive information of all types (e.g., classified information, law enforcement-sensitive information, proprietary information, or export-controlled information) is handled in a way that not only safeguards the information, but also ensures that it gets to those who need access to it to perform their missions effectively and safely.

Ion: An atom which bears an electrical charge, either positive or negative.

Ionization: The process by which ions are produced.

Isotope: Atoms which have the same atomic number of protons, but different atomic mass or mass number. Isotopes of a particular element have almost identical properties.

Joint Information Center (JIC): A facility established to coordinate all incident-related public information activities. It is the central point of contact for all news media at the scene of the incident. Public information officials from all participating agencies should collocate at the JIC.

Joint Information System (JIS): Integrates incident information and public affairs into a cohesive organization designed to provide consistent, coordinated, timely information during crisis or incident operations. The mission of the JIS is to provide a structure and system for developing and delivering coordinated interagency messages; developing, recommending, and executing public information plans and strategies on behalf of the Incident Commander; advising the Incident Commander concerning public affairs issues that could affect a response effort; and controlling rumors and inaccurate information that could undermine public confidence in the emergency response effort.

Jurisdiction: A range or sphere of authority. Public agencies have jurisdiction at an incident related to their legal responsibilities and authority. Jurisdictional authority at an incident can be political or geographical (e.g., city, county, tribal, state, or federal boundary lines) or functional (e.g., law enforcement, public health).

Liaison: A form of communication for establishing and maintaining mutual understanding and cooperation.

Liaison Officer: A member of the Command Staff responsible for coordinating with

representatives from cooperating and assisting agencies.

Local Government: A county, municipality, city, VILLAGE, Township, local public authority, school district, special district, intrastate district, council of governments (regardless of whether the council of governments is incorporated as a nonprofit corporation under state law), regional or interstate government entity, or agency or instrumentality of a local government; an Indian tribe or authorized tribal organization, or in Alaska, a Native village or Alaska Regional Native Corporation; a rural community, unincorporated VILLAGE or village, or other public entity. (See Section 2 (10), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002).

Local Warning Point: A facility in a city, VILLAGE, or community which receives warnings and activates the public warning system in its area of responsibility.

Logistics: Provision of resources and other services to support incident management.

Logistics Section: The section responsible for providing facilities, services, and material support for the incident.

Major Disaster: As defined under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. 5122), a major disaster is any natural catastrophe (including any hurricane, tornado, storm, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought), or, regardless of cause, any fire, flood, or explosion, in any part of the United States, which in the determination of the President causes damage of sufficient severity and magnitude to warrant disaster assistance under this Act to supplement the efforts and available resources of states, tribes, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby. Public Law 93-288, as amended, provides for any flood, drought, fire, hurricane, earthquake, storm, or other catastrophe in any part of the United States which, in the determination of the President, is or threatens to be of sufficient severity and magnitude to warrant disaster assistance by the Federal Government to supplement the efforts and available resources of state and local governments in alleviating the damage, hardship, or suffering caused thereby.

Management by Objective: A management approach that involves a four-step process for achieving the incident goal. The Management by Objective approach includes the following: 1) established overarching objectives; 2) developing and issuing assignments, plans, procedures, and protocols; 3) establishing specific, measurable objectives for various incident management functional activities and directing efforts to fulfill them, in support of defined strategic objectives; and 4) documenting results to measure performance and facilitate corrective action.

Megaton Energy (MT): The energy of a nuclear (or atomic) explosion which is equivalent to 1,000,000 tons (or 1,000 kilotons) of TNT.

Mitigation: The activities designed to reduce or eliminate risks to persons or property or to lessen the actual or potential effects or consequences of an incident. Mitigation measures may be implemented prior to, during, or after an incident. Mitigation measures are often informed by lessons learned from prior incidents. Mitigation involves ongoing actions to reduce exposure to, probability of, or potential loss from hazards. Measures may include zoning and building codes, floodplain buyouts, and analysis of hazard-related data to determine where it is safe to build or locate temporary facilities. Mitigation can include efforts to educate governments, businesses, and the public on measures they can take to reduce loss and injury.

Mobilization: The process and procedures used by all organizations (federal, state, local, and tribal) for activating, assembling, and transporting all resources that have been requested to respond to or support an incident.

Multi-agency Coordination Entity: A multi-agency coordination entity functions within a broader multi-agency coordination system. It may establish the priorities among incidents and associated resource allocations, deconflict agency policies, and provide strategic guidance and direction to support incident management activities.

Multi-agency Coordination Systems: Multi-agency coordination systems provide the architecture to support coordination for incident prioritization, critical resource allocation, communications systems integration, and information coordination. The components of multi-agency coordination systems include facilities, equipment, EOCs, specific multi-agency coordination entities, personnel, procedures, and communications. These systems assist agencies and organizations to fully integrate the subsystems of the NIMS.

Multi-jurisdictional Incident: An incident requiring action from multiple agencies that each has jurisdiction to manage certain aspects of an incident. In ICS, these incidents will be managed under Unified Command.

Mutual-Aid Agreement: Written agreement among agencies and/or jurisdictions that they will assist one another on request by furnishing personnel, equipment, and/or expertise in a specified manner.

National: Of a nationwide character, including the federal, state, local, and tribal aspects of governance and polity.

National Disaster Medical System (NDMS): A cooperative, asset-sharing partnership between the Department of Health and Human Services, the Department of Veterans Affairs, the Department of Homeland Security (DHS), and the Department of Defense (DOD). NDMS provides resources for meeting the continuity of care and mental health services requirements of ESF-8 in the Federal Response Plan (FRP).

National Incident Management System (NIMS): A system mandated by HSPD-5 that provides a consistent nationwide approach for federal, state, local, and tribal governments; the private-sector; and non-governmental organizations (NGO) to work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents, regardless of cause, size, or complexity. To provide for interoperability and compatibility among federal, state, local, and tribal capabilities, the NIMS includes a core set of concepts, principles, and terminology. HSPD-5 identifies these as the ICS; multi-agency coordination systems; training; identification and management of resources (including systems for classifying types of resources); qualification and certification; and collection, tracking, and reporting of incident information and incident resources.

National Response Framework (NRF): The nationwide plan for Emergency Preparedness which sets forth the basic principles, policies, responsibilities, preparations, and response of civil government to meet any kind of national emergency. The NRF, mandated by HSPD-5, integrates federal domestic prevention, preparedness, response, and recovery plans into one all-discipline, all-hazards plan.

National Warning Center (NWC): The facility staffed by Attack Warning Officers situated within the combat operations center at North American Air Defense Command (NORAD) Headquarters. Controls the National Warning System (NAWAS) when the Regional Warning Circuits are tied together.

National Warning System (NAWAS): The federal portion of the Civil Defense Warning System, used for dissemination of warning and other emergency information from the Warning Centers or Regions to Warning Points in each state.

Non-governmental Organization (NGO): An entity with an association that is based on interests of its members, individuals, or institutions, and that is not created by a government, but may work cooperatively with government. Such organizations serve a public purpose, not a private benefit. Examples of NGOs include faith-based charity organizations and the American Red Cross (ARC).

Nuclear Radiation: Particulate and electromagnetic radiation emitted from atomic nuclei in various nuclear processes. The important nuclear radiations, from the weapons standpoint, are alpha and beta particles, gamma rays, and neutrons.

Nuclear Weapon (or Bomb): A general name given to any weapon in which the explosion results from the energy released by reactions involving atomic nuclei, either fission or fusion, or both. Thus, the A-(or atomic) bomb and the H-(or hydrogen) bomb are both nuclear weapons.

Operational Period: The time scheduled for executing a given set of operation actions, as specified in the Incident Action Plan (IAP). Operational periods can be of various lengths, although usually not over 24 hours.

Operations Planning: The process of determining the need for application of resources and determining the method of obtaining and committing these resources to the operations plan.

Operations Section: The section responsible for all tactical incident operations. In ICS, it normally includes subordinate branches, divisions, and/or groups.

Personnel Accountability: The ability to account for the location and welfare of incident personnel. It is accomplished when supervisors ensure that ICS principles and processes are functional and that personnel are working within established incident management guidelines.

Planning Meeting: A meeting held as needed prior to and throughout the duration of an incident to select specific strategies and tactics for incident control operations and for service and support planning. For larger incidents, the planning meeting is a major element in the development of the IAP.

Planning Section: Responsible for collection, evaluation, and dissemination of operational information related to the incident, and for preparation and documentation of the IAP. This section also maintains information on the current and forecasted situation and on the status of resources assigned to the incident.

Political Subdivisions: Local governments including but not limited to cities, villages, incorporated communities, counties, parishes, and townships.

Preparedness: The range of deliberate, critical tasks and activities necessary to build, sustain, and improve the operational capability to prevent, protect against, respond to, and recover from domestic incidents. Preparedness is a continuous process. Preparedness involves efforts at all levels of government and between government and private-sector and nongovernmental organizations to identify threats, determine vulnerabilities, and identify required resources. Within the NIMS, preparedness is operationally focused on establishing guidelines, protocols, and standards for planning, training and exercises, personnel qualification and certification, equipment certification, and publication management.

Preparedness Organizations: The groups and forums that provide interagency coordination for domestic incident management activities in a non-emergency context. Preparedness organizations can include all agencies with a role in incident management, for prevention, preparedness, response, or recovery activities. They represent a wide variety of committees, planning groups, and other organizations that meet and coordinate to ensure the proper level of planning, training, equipping, and other preparedness requirements within a jurisdiction or area.

Prevention: Actions to avoid an incident or to intervene to stop an incident from occurring. Prevention involves actions to protect lives and property. It involves applying intelligence and other information to a range of activities that may include such countermeasures as deterrence operations; heightened inspections; improved surveillance and security operations; investigations to determine the full nature and source of the threat; public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and, as appropriate, specific law enforcement operations aimed at deterring, preempting, interdicting, or disrupting illegal activity and apprehending potential perpetrators and bringing them to justice.

Private Sector: Organizations and entities that are not part of any governmental structure. It includes for-profit and not-for-profit organizations, formal and informal structures, commerce and industry, and private voluntary organizations.

Processes: Systems of operations that incorporate standardized procedures, methodologies, and functions necessary to provide resources effectively and efficiently. These include resource typing, resource ordering and tracking, and coordination.

Public Information Officer (PIO): A member of the Command Staff responsible for interfacing with the public and media or with other agencies with incident-related information requirements.

Public Information Liaison (PIL): A member of EOC staff who gathers information from the EOC staff for the PIO, prepares news statements for review by the EOC Executive Group for their approval, and maintains information flow between the County Commissioners and PIO at JIC.

Publications Management: The subsystem that conducts publication materials development, publication control, publication supply, and distribution. Development and distribution of NIMS materials is managed through this subsystem. Consistent documentation is critical to success, because it ensures that all responders are familiar with the documentation used in a particular incident regardless of the location or the responding agencies involved.

Qualification and Certification: This subsystem provides recommended qualification and certification standards for emergency responder and incident management personnel. It also allows development of minimum standards for resources expected to have an interstate application. Standards typically include training, currency, experience, and physical and medical fitness.

Radiation: The emission and propagation of energy through space or through a material medium in the form of waves; as electromagnetic, sound, or elastic waves.

Radiation Exposure Record: The card issued to individuals for recording their personal radiation exposure doses.

Radioactivity: The liberation of energy by spontaneous disintegration of nuclei.

Radio Amateur Civil Emergency Services (RACES): An emergency service designated to make efficient use of the vast reservoir of skilled radio amateurs throughout the nation in accordance with approved communications plans. Many states and local governments have federally approved RACES communications plans whereby radio amateurs participating in these plans are permitted to operate during an emergency or emergency condition.

Radiological Dispersal Device (RDD): An explosive device or Dirty Bomb that simply uses a low-level detonation to disperse harmful radioactive dust and particles.

Radiological Monitor: An individual trained to measure, record, and report radiation doses and dose rates; provide limited field guidance on radiation hazards associated with operations to which he/she is assigned; and perform operator's maintenance of radiological instruments.

Radiological Monitoring: The procedure or operation of locating and measuring radioactive contamination by means of survey instruments which can detect and measure (as dose rates) ionizing radiations. The individual performing the operation is called a monitor.

Reception Area: This refers to a location separate from staging areas, where resources report in for processing and out-processing. Reception Areas provide accountability, security, situational awareness briefings, safety awareness, distribution of IAPs, supplies and equipment, feeding, and bed down.

Recovery: The development, coordination, and execution of service- and site-restoration plans; reconstitution of government operations and services; individual, private sector, non-governmental and public-assistance programs to provide housing and to promote restoration; long-term care and treatment of affected persons; additional measures for social, political, environmental, and economic restoration; evaluation of the incident to identify lessons learned; post-incident reporting; and development of initiatives to mitigate the effects of future incidents.

Recovery Plan: A plan developed by a state, local, or tribal jurisdiction with assistance from responding federal agencies to restore the affected area.

Resources: Personnel and major items of equipment, supplies, and facilities available or potentially available for assignment to incident operations, and for which status is maintained. Resources are described by kind and type and may be used in operational support or supervisory capacities at an incident or at an EOC.

Resource Management: Efficient incident management requires a system for identifying available resources at all jurisdictional levels to enable timely and unimpeded access to resources needed to prepare for, respond to, or recover from an incident. Resource management under the NIMS includes mutual-aid agreements; use of special federal, state, local, and tribal teams; and resource mobilization protocols.

Resources Unit: Functional unit within the Planning Section responsible for recording the status of resources committed to the incident. This unit also evaluates resources currently committed to the incident, effects additional responding resources will have on the incident, and anticipated resource needs.

Response: Activities that address the short-term, direct effects of an incident. Response includes immediate actions to save lives, protect property, and meet basic human needs. Response also includes execution of emergency operations plans and of mitigation activities designed to limit loss of life, personal injury, property damage, and other unfavorable outcomes. As indicated by the situation, response activities include applying intelligence and other information to lessen the effects or consequences of an incident; increased security operations; continuing investigations into nature and source of the threat; ongoing public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and specific law enforcement operations aimed at preempting, interdicting, or disrupting illegal activity, and apprehending actual perpetrators and bringing them to justice.

Risk: Risk is the result of the combined assessments for threats, hazards, vulnerability, and capabilities.

Safety Officer: A member of the Command Staff responsible for monitoring and assessing safety hazards or unsafe situations and for developing measures for ensuring personnel safety.

Secondary Effects: A chain of catastrophic events that can develop as a reaction to an initiating emergency, often referred to as the “Disaster Cascade.”

Section: The organizational level having responsibility for a major functional area of incident management, e.g., Operations, Planning, Logistics, Finance/Administration, and Intelligence (if established). The section is organizationally situated between the branch and the Incident Command.

Shelter, Expedient: A group fallout shelter constructed of available materials in a period of crisis.

Span of Control: The number of individuals for whom a supervisor is responsible, usually expressed as the ratio of supervisors to individuals. (Under the NIMS, an appropriate span of control is between 1:3 and 1:7.)

Staging Area: Location established where resources can be placed while awaiting a tactical assignment. The Operations Section manages Staging Areas.

Standard Operating Procedure (SOP): Directives or guidance documents developed by response and support organizations that detail responsible individuals by name and phone number, and delineate in detail specific organizational emergency activities. SOPs should support the concept of operation expressed in the countywide Basic Plan and its ESF Annexes and Hazard/Common Appendices.

State: When capitalized, refers to any State of the United States, the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, American Samoa, the Commonwealth of the Northern Mariana Islands, and any possession of the United States. (See Section 2 (14), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002).

Strategic: Elements of incident management involving continuous long-term, high-level planning by organizations headed by elected or other senior officials. These elements involve adoption of long-range goals and objectives, and setting of priorities; establishment of budgets and other fiscal decisions; policy development; and application of measures of performance or effectiveness.

Strike Team: A set number of resources of the same kind and type that have an established minimum number of personnel.

Strategy: The general direction selected to accomplish incident objectives set by the Incident Commander.

Supporting Technologies: Any technology that may be used to support the NIMS is included in this subsystem. These technologies include orthophoto mapping, remote automatic weather stations, infrared technology, and communications, among various others.

Surface Burst: The explosion of a nuclear weapon at the surface of the land or water or at a height above the surface less than the radius of the fireball at maximum luminosity (in the second thermal pulse). An explosion in which the weapon is detonated actually on the surface is called a contact surface burst, or true surface burst resulting in fallout.

Tabs: Maps, charts, checklists, resources, inventories, sample forms, and diagrams all used to support the Basic Plan, its ESF Annexes, and Hazard/Common Appendices.

Task Force: Any combination of resources assembled to support a specific mission or operational need. All resource elements within a Task Force must have common communications and a designated leader.

Technical Assistance: Support provided to state, local, and tribal jurisdictions when they have the resources but lack the complete knowledge and skills needed to perform a required activity (such as mobile-home park design and HAZMAT assessments).

Terrorism: Under the Homeland Security Act of 2002, terrorism is defined as activity that involves an act dangerous to human life or potentially destructive of critical infrastructure or key resources and is a violation of the criminal laws of the United States or of any state or other subdivision of the United States in which it occurs, and is intended to intimidate or coerce the civilian population or influence a government or affect the conduct of a government by mass destruction, assassination, or kidnapping. See Section 2 (15), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002).

Threat: An indication of possible violence, harm, or danger.

Tools: Those instruments and capabilities that allow for the professional performance of tasks, such as information systems, agreements, doctrine, capabilities, and legislative authorities.

Traffic Control Points (TCP): Key locations along roadways that are manned by law enforcement personnel to direct and control movement to and from the area.

Tribal: Any Indian tribe, band, nation, or other organized group or community, including any Alaskan Native Village as defined in or established pursuant to the Alaskan Native Claims Settlement Act (85 stat. 688) [43 U.S.C.A. and 1601 et seq.], that is recognized as eligible for

the special programs and services provided by the United States to Indians because of their status as Indians.

Type: A classification of resources in the ICS that refers to capability. Type 1 is generally considered to be more capable than Types 2, 3, or 4, respectively, because of size, power, capacity, or, in the case of incident management teams, experience and qualifications.

Unified Area Command: A Unified Area Command is established when incidents under an Area Command are multi-jurisdictional. (See Area Command.)

Unified Command: An application of ICS used when more than one agency has incident jurisdiction or when incidents cross political jurisdictions. Agencies work together through the designated members of the Unified Command, often the senior person from agencies and/or disciplines participating in the Unified Command, to establish a common set of objectives and strategies and a single IAP.

Unit: The organizational element having functional responsibility for a specific incident planning, logistics, or finance/administration activity.

Unity of Command: The concept by which each person within an organization reports to one and only one designated person. The purpose of unity of command is to ensure unity of effort under one responsible commander for every objective.

Volunteer: For purposes of the NIMS, a volunteer is any individual accepted to perform services by the lead agency, which has authority to accept volunteer services, when the individual performs services without promise, expectation, or receipt of compensation for services performed. See, e.g., 16 U.S.C. 742f(c) and 29 CFR 553.101.

ACRONYMS (NIMS) COMPLIANT

Emergency Management Acronyms

AAR	-	After-action Review
ADC	-	Aid to Dependent Children
ALS	-	Advanced Life Support
ANG	-	Air National Guard
AOA	-	Area Office on Aging
ARC	-	American Red Cross
ARES	-	Amateur Radio Emergency Service
ARNG	-	Army National Guard
ASCS	-	Agricultural Stabilization and Conservation Service (USDA)
BSSA	-	Buckeye State Sheriff's Association
BW	-	Block/Neighborhood Watch
CA	-	Capability Assessment
CAP	-	Civil Air Patrol
CB	-	Citizen's Band
CBRNE	-	Chemical, Biological, Radiological, Nuclear, and Explosive
CEO	-	Chief Executive (Elected) Officer (Official)
CERT	-	Community Emergency Response Team

CFR	-	<i>Code of Federal Regulations</i>
CHEMTREC	-	Chemical Transportation Emergency Center
ci	-	Curie
COBRA	-	Chemical, Ordnance, Biological, and Radiological (Response Team)
COG	-	Continuity of Government
CONUS	-	Continental United States
COOP	-	Continuity of Operations
CP	-	Command Post
CSP	-	Community Shelter Plan
°F	-	Degrees Fahrenheit
DA	-	Damage Assessment
DAC	-	Disaster Assistance Center
DAP	-	Disaster Assistance Program
DART	-	Disaster Animal Response Team
DAS	-	Damage Assessment Section
D&C	-	Direction and Control
DCPA	-	Defense Civil Preparedness Agency
DHEW	-	Department of Health, Education, and Welfare
DHS	-	Department of Homeland Security
DFO	-	Disaster Field Office
DOC	-	Department Operations Center
DOD	-	Department of Defense
DOE	-	Department of Energy
DOI	-	Department of Interior
DOJ	-	Department of Justice
DOT	-	Department of Transportation
EBS	-	Emergency Broadcast System
ECC	-	Emergency Communication Center
EMA	-	Emergency Management Agency
EMAC	-	Emergency Management Assistance Compact
EMC	-	Emergency Management Coordinator
EMI	-	Emergency Management Institute
EMP	-	Electromagnetic Pulse
EMS	-	Emergency Medical Services
EMT	-	Emergency Medical Technician
EOC	-	Emergency Operations Center
EOP	-	Emergency Operations Plan
EPI	-	Emergency Public Information/Instructions
EPA	-	Environmental Protection Agency
EPZ	-	Emergency Planning Zone
ESF	-	Emergency Support Function
FAA	-	Federal Aviation Administration
FCC	-	Federal Communications Commission
FEMA	-	Federal Emergency Management Agency
FIRM	-	Flood Insurance Rate Map
FM	-	Frequency Modulation
FOG	-	Field Operations Guide
GIS	-	Geographic Information System
GSA	-	General Services Administration
GZ	-	Ground Zero
HAZMAT	-	Hazardous Material

HSPD-5 -	Homeland Security Presidential Directive-5
HVA -	Hazards and Vulnerability Assessment
IA -	Individual Assistance
IAP -	Incident Action Plan
IAO -	Individual Assistance Officer
IC -	Incident Command
ICP -	Incident Command Post
ICS -	Incident Command System
IEMS -	Integrated Emergency Management System
ILO -	Intelligence Liaison Officer (Ohio)
IMAC -	Intrastate Mutual Aid Compact
IMT -	Incident Management Team
IPZ -	Ingestion Plume Pathway Zone
JFS -	Job and Family Services
JIC -	Joint Information Center
JPIC -	Joint Public Information Center
KT -	Kiloton
LCSO -	Lucas County Sheriff's Office
LEADS -	Law Enforcement Automated Data System
LEERN -	Law Enforcement Emergency Radio Net
LEPC -	Lucas County Emergency Planning Committee (HAZMAT)
LNO -	Liaison Officer
LPG -	Liquid petroleum gas
LZ -	Landing Zone (Aircraft)
MACC -	Multi-agency Coordinating Center
MPC -	Mitigation Planning Committee
MSO -	Marine Safety Office
MR/HR -	Milliroentgens per hour
MRC -	Medical Reserve Corps
MT -	Megaton
MYDP -	Multi-Year Development Program
NAWAS -	National Warning System
NEMA -	National Emergency Management Association
NEST -	Nuclear Emergency Support Team
NFA -	National Fire Academy
NFS -	National Fallout Survey
NDMS -	National Disaster Medical System
NG -	National Guard(s)
NGO -	Non-Governmental Organization
NIMS -	National Incident Management System
NOAA -	National Oceanic and Atmospheric Administration
NOBS -	Northwest Ohio Bomb Squad
NOMMAD -	Northern Ohio / Michigan Mutual Aid
NORAD -	North American Air Defense Command
NRC -	Nuclear Regulatory Commission
NRF -	National Response Framework (Formerly National Response Plan)
NRP -	National Response Plan
NWC -	National Weather Center
NWS -	National Weather Service
POLREP -	Pollution Report
PIO -	Public Information Officer

ODH - Ohio Department of Health
 ODNR - Ohio Department of Natural Resources
 OHP - Ohio Highway Patrol
 ORC - *Ohio Revised Code*
 PAD - Protective Action Decision
 PAG - Protective Action Guide
 PAO - Public Assistance Officer
 PDA - Preliminary Damage Assessment
 PF - Protection Factor
 PIO - Public Information Officer
 PIS - Public Information System
 PPA - Participating Partnership Agreement
 PSAP - Public Safety Answering Point (9-1-1 System)
 PUCO - Public Utilities Commission of Ohio
 R - Roentgen (Ex. 1.5R/hour)
 R&D - Research and Development
 R/HR - Roentgens per hour (Radiation Dose Equivalent in Humans)
 RCRA - Resource Conservation and Recovery Act (U.S. EPA 1976)
 REACT- Radio Emergency Associated Communications Team
 REP - Radiological Emergency Plan(s)
 RERP - Radiological Emergency Response Plan (for Davis-Besse NPS)
 RMRS - Regional Medical Response System (MMRS)
 RO - Radiological Officer
 ROSS - Resource Ordering and Status System
 RP - Radiological Protection
 RPP - Radiological Protection Program
 RRT - Radiation Response Team
 RZ - Restricted Zone
 SAC - Strategic Air Command
 SAR - Search and Rescue
 SAIC - Strategic Analysis and Information Center
 SARA - Super-fund Amendments and Reauthorization Act
 SBA - Small Business Administration
 SCBA - Self-Contained Breathing Apparatus
 SITREP - Situation Report
 SO - Safety Officer
 SOP - Standard Operating Procedure
 SWAT - Special Weapons and Tactics
 TARTA - Toledo Area Regional Transit Authority
 TMACOG - Toledo Metropolitan Area Council of Governments
 UIC - Unified Incident Command
 UHF - Ultrahigh frequency
 USCG - U.S. Coast Guard
 USDA - U.S. Department of Agriculture
 USGS - U.S. Geological Survey
 UTM - Universal Transverse Mercator
 VHF - Very high frequency
 VLF - Very low frequency
 VOAD - Volunteer Organizations Assisting in Disaster
 WMD - Weapons of mass destruction
 (ZULU) Time - Mean solar time (GMT) at the zero meridian at Greenwich, England.

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APPENDIX 1

SEVERE THUNDERSTORMS AND TORNADOES



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I. PURPOSE

- A. The primary purpose of this appendix is to identify the steps to be taken by the departments and agencies of each jurisdiction within Lucas County to mitigate, prepare for, respond to, and recover from the effects of a severe thunderstorm and/or tornado.
- B. This appendix provides information, guidelines, and recommendations for direction and control, communication, administration, and resource management functions that will aid local officials in effectively coordinating among local Incident Commander(s), other jurisdictions, and non-governmental representatives at the Lucas County Emergency Operations Center (EOC).

II. SITUATIONS AND ASSUMPTIONS

- A. Lucas County is located in the northeast area of the Maximum Frequency Belt (Tornado Alley) and has a history of severe storm activity, having experienced a Fujita Tornado Damage Scale (F)-5 Tornado in 1964, F-2 Tornadoes in 1989/1992, F-1 Tornado in 1999, and an F-3 to F-4 Tornado in June 2010. See Tab A - Wind Zone Assessment and Tornado Occurrence Map and Tab B - The Fujita Tornado Scale.
- B. Approximately 95% of all severe storms occur between the months of March and July. Nearly 90% of severe storms generally form in a southwesterly direction from Lucas County and move in a northeasterly path. Although severe storms can occur at any time of the day, most develop between the hours of two o'clock in the afternoon and ten o'clock in the evening. All storms vary in intensity, size, track, duration, and time in contact with the ground. As a consequence of these factors, they will vary in amount and type of damage they cause. See Tab C - High Wind/Tornado Hazard Risk Assessment.
- C. Lucas County was designated as a "Storm Ready" jurisdiction by the National Weather Service (NWS) in May 2008.
- D. All eight public school districts and licensed educational institutions are required by state regulation to plan, prepare for, and drill/exercise for the potential of tornadoes.
- E. The County maintains and routinely tests a countywide outdoor warning system. The Lucas County 911 Regional Council of Governments (RCOG) dispatch supervisors will activate the warning system with a 3-minute steady tone alerting citizens who are outdoors of the approach of severe weather. There is no "all-clear" siren signal.
- F. Despite the present distribution of sirens, each unit is designed to provide audible coverage to a limited region (between 800 – 6400 ft. radius). Further, tall trees, large buildings, newer construction, background noise, and wind conditions also limit the ability to hear a siren. These conditions result in gaps in some urban and most rural areas. Institutions, schools, businesses, and the general public are

encouraged to use a tone-activated alert weather radio for primary warning of severe weather conditions.

- G. The outdoor (siren) warning system will be activated throughout the County to alert the public to the imminent approach of severe weather conditions and the need to go indoors and access specific information on hazardous conditions. The public should tune into local radio or television broadcast for specific information and take appropriate actions to prevent injuries. When a tornado warning is issued, individuals should immediately go to and remain in safe rooms or other protected areas until the expiration of the NWS warning period. See Tab D - NWS Skywarn Network.
- H. The recommended safe shelter location is in the center of any building, away from windows and doors, in a confined space, on the lowest floor possible with some type of overhead protection. In schools, businesses, manufacturing facilities, and other institutions, shelter areas should be pre-designated and clearly marked with signs or placards. It is recommended that students, staff, and other employees practice procedures for taking shelter and survival techniques at least once a year.
- I. There may be little or no warning that a tornado has formed or is imminent. For this reason, people need to be as informed and as prepared as possible under conditions of possible tornado formation.
- J. The NWS and National Oceanographic and Atmospheric Administration (NOAA) provide weather information for Northwest Ohio, including Lucas County. This information is updated routinely every 4 hours. Under threat of severe weather, the Weather Service at Cleveland-Hopkins Airport issues an appropriate advisory or alert.
 - 1. A Tornado Watch condition is broadcast via NOAA weather radio and repeated by commercial broadcasters when local conditions indicate the potential for development of a tornado in affected regions.
 - 2. Tornado warnings are broadcast when a rotating wall-cloud or funnel in the air or affecting the ground is confirmed by NWS radar or local storm watchers. Other privately contracted services provide routine weather forecast and advisory information to the County Engineer, Lucas County Emergency Management Agency (EMA), and other departments.
- K. Countywide emergency service organizations are alerted to the approach of severe weather conditions via NOAA/NWS broadcast and/or commercial radio or television broadcast. Operational plans and procedures contain guidelines for augmenting normal emergency response staffing and equipment resources.
- L. County and municipal road maintenance, law enforcement, and fire and rescue services are encouraged to implement a policy of critical equipment dispersal for relocation of resources to remote locations when alerted to the approach of severe storms. This is prudent so as not to have a majority of critical response assets concentrated in one area or in a facility that may be isolated, damaged, or destroyed as a result of severe storms or a tornado. Dispersal of first responders

also facilitates reporting of actual storm conditions and rapid damage assessments.

- M. With the approach of any severe weather system, trained volunteer weather watchers will self-activate and report actual local conditions or events through a regional radio network. Amateur radio operators serve on the Skywarn Network. They monitor the approach of the storm front and relay observations to the NWS. Other emergency services monitor Skywarn on a 2-meter frequency of 146.375 megahertz (MHZ). See Tab D - NWS Skywarn Network.

III. Concept of Operations.

A. Fire and Rescue Operations.

1. In advance of severe weather, fire services monitor NOAA/NWS frequencies to be informed of changing and potentially dangerous weather conditions. When alerted to the approach of severe and potentially catastrophic weather, fire services will take measures to disperse critical equipment and personnel and directly monitor storm conditions in their areas.
2. Should severe weather result in a sudden catastrophic event such as a damaging downburst or tornado, fire services are dispatched and respond to incidents within affected jurisdictions under the Incident Command System (ICS).
3. The on-scene Incident Commander will develop an initial assessment of the incident and will request additional resources as necessary. At the earliest possible time the Incident Commander or designee will notify the Lucas County EMA of the incident and provide an initial damage assessment report that will be forwarded to the State EMA by Lucas County EMA.
4. Potential for severe weather to persist in the area is always a concern of responders. Conditions that may continue to affect the response are continued heavy rainfall, flooding, power outages, and limited visibility.
5. The initial priority of emergency responders is to provide immediate lifesaving and search and rescue (SAR) of survivors. Fire suppression and hazardous materials (HAZMAT) containment may also be required. Depending upon the number of victims the Incident Commander may activate the County Mass Casualty Response Plan. SAR teams may employ heavy equipment to clear roadways of debris and to move material in order to provide access to trapped victims.
6. The on-scene Incident Commander will coordinate with the Lucas County 911 Regional Council of Governments (RCOG) EMS dispatchers and local hospitals for transport of injured persons, and with



the Lucas County Coroner's Office for care of fatalities. In the event of mass casualties, the Lucas County Mass Casualty Plan will be activated for patient triage, treatment, and transport.

7. The on-scene Incident Commander will coordinate any temporary evacuation of survivors. Any evacuation order should be made as soon as possible to allow sufficient time for residents to make an orderly departure. The use of mass transit assets of local schools (under *Ohio Revised Code* [ORC] 3301-83-16 – Non-routine use of school buses) or of municipal transit authorities may be warranted for moving transportation-dependent populations such as senior citizens, those who lack personal transport, and the disabled. The Incident Commander will coordinate with American Red Cross (ARC) to provide for temporary sheltering of survivors (see Appendix 10 – Evacuation).
8. Affected Incident Commanders in adjoining jurisdictions should coordinate response actions with their fire service counterparts, and may choose to form a Unified Command structure to improve overall response. Unaffected jurisdictions may be asked to provide support by ESF 4 (Firefighting) under existing local mutual aid agreements or the State of Ohio's Intra-state Mutual Aid Compact (IMAC) (see ESF 7 – Logistics Management and Resource Support).
9. Downed electrical wires and leaking gas lines and water mains will require safeguarding to prevent further injuries and property damage. Reports of affected lines will be made to the appropriate utility company liaison and or ESF 12 (Energy), who will coordinate repairs and restoration efforts to safeguard the public and speed the recovery operations.

B. Law Enforcement Operations.

1. In advance of severe weather, law enforcement communications will monitor NOAA/NWS frequencies and be informed of changing and potentially dangerous weather conditions. When alerted to the approach of severe and potentially catastrophic weather, law enforcement officers and deputies will take measures to disperse critical equipment and personnel, and directly monitor storm conditions in their areas.
2. Should severe weather result in a sudden catastrophic event such as a damaging downburst or a tornado, law enforcement will respond to incidents within affected jurisdictions to provide safety and security under existing ordinances and statutes, and coordinate with Incident Command (IC).
3. Upon notification of a tornado warning from the NWS Cleveland, the LCSO dispatchers will activate the outdoor warning siren system to alert the public, and send a CAD message to public safety departments. In addition, the LCSO dispatchers may be alerted by any public safety official or Skywarn Weather Spotter to a tornado touchdown or sighting of a funnel cloud with rotation. Sirens will be sounded for 3 full minutes

followed by a notification to regional commercial broadcasters regarding the nature of the warning. The warning will expire at the time specified by NWS. There is no “all-clear” signal, as sirens may need to be reactivated for additional reports or sightings.

4. The chief law enforcement official on scene is encouraged to physically locate within the existing Incident Command Post (ICP) and integrate law enforcement operations into the IC structure. Close coordination among all emergency response services is essential to an effective response. Unified Command is the best strategy to accomplish this goal.
5. Law enforcement officers will secure routes of access and egress for emergency vehicles while assisting in any area evacuations. Traffic control will consist of route closures, detours, and/or limits on the number and types of vehicles that may be allowed passage.
6. Potential for severe weather to persist in the area is always a concern of responders. Conditions that may continue to affect the response are continued heavy rainfall, flooding, power outages, and limited visibility.
7. If necessary, access to the affected area may be restricted to authorized emergency response personnel by law enforcement under existing local ordinances and state statutes. Re-entry of local residents and business owners will be coordinated through on-scene IC and local authority. Re-entry may be limited by the time of day, the number of individuals allowed entry at any one time, and the amount of time that individuals may remain within the affected zone.
8. Law enforcement will take appropriate measures to prevent further loss of property due to theft by looters. Law enforcement officials can order curfews and other restrictions that may be authorized by the Incident Commander or other local authority.
9. Law enforcement officers will be alert to reports on potential secondary hazards such as downed electrical wires, gas leaks, and hazardous materials. Law enforcement officers will provide resources to safeguard locations of these incidents in order to prevent further injuries until such time as other public- or private-sector resources can be employed.
10. On-scene command may request additional law enforcement support from adjacent jurisdictions under existing local mutual aid agreements, or from ESF 13 (Public Safety and Security) via the State of Ohio’s IMAC (see ESF 7 – Logistics Management and Resource Support).

C. RCOG: 9-1-1 Dispatchers

1. The LCSO dispatchers monitor NWS Cleveland for weather alerts and warnings.

2. When advised by NWS Cleveland of the issuance of a tornado warning, LCSO dispatchers will activate the county outdoor (siren) warning system, and send a CAD message to public safety departments. Sirens may also be activated upon notification of an actual sighting or confirmation of public report of a funnel cloud with rotation, or upon sight of a tornado in contact with the ground by any public safety officer.
3. In the event that the LCSO dispatcher is unable to activate the warning system from the dispatch consoles, the dispatcher or Lucas County EMA staff can activate the sirens from a desktop computer located in the EMA administrative office, or a digital encoder located at the Sergeant's desk.
4. Upon activation of the outdoor warning system for a tornado warning, the LCSO dispatch supervisor or EMA staff will confirm the activation with the NWS Cleveland (see Tab D - NWS Skywarn Districts).

D. Lucas County EMA

1. Lucas County EMA will forward reports of storm damage received from police and fire agencies to the NWS office in Cleveland via telephone # (216) 265-2372.
2. Local communities may activate their own EOCs to provide for multi-agency coordination (MAC) and may declare a disaster for their own jurisdiction as provided for under local ordinances.
3. Lucas County may activate its EOC to support local on-scene command and provide MAC of response and recovery efforts, and may declare a countywide emergency.
4. On-scene Incident Commanders will rapidly provide an initial damage assessment to the Lucas County EMA/EOC (within 3 hours of incident notification). The assessment will be updated throughout the response to provide an ongoing picture of the scope and impact of the incident. Lucas County EMA will forward the initial assessment to the State EMA office. A formal damage assessment will be completed and forwarded to the State EMA, with any request for a Declaration of Emergency.
5. Communication via radio will be critical, as many landline and cellular phone services may be disrupted. (See ESF 2 – Communications for detailed information on radio networks.).
6. The need for local temporary shelters for evacuees will be coordinated by the local on-scene commander and ESF 6 (Mass Care, Housing, and Human Services), which maintains a list of potential shelter locations and a trained volunteer workforce. (See ESF 6 – Mass Care, Housing, and Human Services).

7. Debris clearance from roads and highways will begin as soon as possible under the direction of the IC (see Appendix 11 - Debris Management).
8. Other departments and organizations not involved or needed for life saving will conduct operations to restore essential services, defined as follows:
 - a) Debris removal to assure access to roadways and other transportation.
 - b) Restoration of utilities, such as water, gas, electricity, and telephone service.
 - c) Support for hospitals, clinics, and nursing homes.
 - d) Implementation of security and law enforcement.
 - e) Pollution control and hazardous materials spill response and cleanup.
9. Other agencies, departments, and organizations will coordinate necessary services as needed through the Incident Commander or the EOC in the event that IC has terminated the emergency response phase. These services, for the most part, will be provided in the recovery phase of the disaster and may include the following:
 - a) Health and Safety Services (food and water) (see ESF 8 – Public Health and Medical Services).
 - b) Demolition and Debris removal and solid waste disposal (see ESF 3 – Public Works/Engineering and Appendix 11 - Debris Management).
 - c) Administration of Public and Private Assistance Programs (see ESF 14 – Long-term Community Recovery).
 - d) Long-term shelter/lodging programs (see ESF 14 – Long-term Community Recovery).

IV. DIRECTION AND CONTROL

A. Response

1. The EOC is the central point for coordinating multi-agency logistical and administrative support needs of response personnel at the disaster scene via Lucas County agencies and departments and jurisdictions within the County. Within the EOC, local officials coordinate emergency support activities. The EOC staff gathers and disseminates situation reports and information for the decision-makers and other units of local, state, and federal governments. Through this process, resources can be utilized without duplication of effort and operations can be made more efficient.

2. The decision to activate the primary/alternate EOC is made by the EMA Director upon consultation with members of the EOC Executive Group and officials of any affected jurisdictions. (See Base Plan and ESF 5 – Emergency Management).
3. Key officials and executive department heads will be notified of any activation of the EOC by telephone, personal pager, or radio in accordance with an emergency notification procedure and related call-up roster.
4. EOC responders are responsible for conducting emergency support functions assigned to their ESFs or determined by the EOC Operations Section Chief. They will respond to and fulfill resource- and service-related requests, develop situational awareness, maintain reports/situation reports (sitrep), and make recommendations to the EOC Operations Section Chief as warranted.
5. The Executive Group will develop policy on critical issues regarding the response and support of the response. This will guide the overall relationship between the EOC and on-scene command.
6. Internal EOC procedures are the responsibility of the EMA Director and the EMA operations staff (see ESF 5 – Emergency Management).
7. When the EOC is not activated, all emergency support functions will be accomplished via the ICP and functional departments under the authority of respective department heads or the Chief Executive Officer for that jurisdiction.
8. Public- and private-sector organizations should be prepared to activate internal continuity of operations (COOP) and continuation of government (COG) plans in order to assure continued delivery of services necessary to recovery.

B. Damage Assessment

1. The initial damage assessment (1-12 hours) will be communicated electronically or in person from the ICP to the Lucas County EMA or EOC as soon as possible using a standard format.
2. For large-scale emergencies or disasters, the Damage Assessment Coordinator will coordinate activities from the EOC Assessment Group. All damage information will be forwarded to the Status Board Keeper and posted in the EOC.
3. The Assessment Group will obtain information and intelligence related to disaster damage and provides ongoing assessments and updates to the State EMA Damage Assessment Coordinator by calling the 24-hour emergency number for Ohio EMA.

4. The damage assessment report may contain information that will aid local emergency responders in prioritizing task and organization of critical resources.
5. Repairs to public facilities will begin as soon as possible. Priority for repairs will be given to those public facilities that are critical to emergency response operations. County, city, and township resources, including private-sector, will be relied upon for most of the work, with support from state, federal, and other jurisdictions as available. Second priority will be given to restoring essential services.
6. Local jurisdictions will direct operations within their own boundaries; however, each should maintain coordination with the EOC, as well as adjacent entities.
7. All requests of the Governors' Office for Proclamations or Declarations of Emergency shall be coordinated through the EOC ESF 5 (Emergency Management) and the EOC Executive Group.

V. Organization and Assignments

- A. The Lucas County EMA (ESF 5 – Emergency Management) is responsible for coordinating activities before, during, and following severe storms and tornados. The Lucas County EMA will provide the following direct support for Lucas County:
 1. Activate the EOC as needed.
 2. Communicate "wind-shield" damage report to the State of Ohio.
 3. Prepare Disaster Declaration for officials as needed.
 4. Coordinate detailed damage assessments.
 5. Assist jurisdictions with public assistance grant applications.
 6. Support operations of Disaster Information Center(s).
 7. Collect and maintain detailed records and documentation.
 8. Provide for emergency public notification and media releases.
 9. Manage ESF activities within the EOC.
- B. Law enforcement officials should plan for expansion of their normal resources through call-up of off-duty personnel and auxiliaries as needed. Principal concerns/duties in the aftermath of a tornado will be as follows:
 1. Public safety
 2. Protection of property

3. Traffic control
 4. Coordination with EOC ESF 13 (Public Safety and Security)
- C. Fire services should plan to augment normal response capabilities with additional personnel and volunteers. They may elect to activate mutual aid agreements with adjoining jurisdictions. The primary focuses of their response will be as follows:
1. Emergency life saving measures
 2. Fire suppression and containment
 3. Emergency search and rescue operations
 4. HAZMAT spill containment
 5. Coordination with ESF 4 (Firefighting) and ESF 10 (Oil and Hazardous Materials Response)
- D. EMS will respond to declared medical emergencies. EMS paramedics will stabilize and transport individuals to hospital trauma centers when injuries are life threatening. The EMS will respond as needed in the following ways:
1. Activate the County Mass Casualty Response Plan as needed.
 2. Call private ambulance service for non-life threatening injury.
 3. Establish triage center(s) as needed for mass casualties.
 4. Coordinate support from local hospitals and disaster medical assistance teams.
 5. Provide damage assessment to the Lucas County EMA.
 6. Coordinate with ESF 8 (Public Health and Medical)
- E. Emergency 9-1-1 Service will take calls from the public and direct them to the appropriate jurisdiction for emergency response by police, fire, and/or EMS.
1. Coordinate with ESF 2 (Communications) and ESF 15 (Public Information, Warning, and Notification)
- F. Engineer, Solid Waste, and Public Works Departments will provide for maintenance of important transportation routes. They will support the following activities:
1. Erect barricades as needed.
 2. Repair damaged streets and public walkways.
 3. Remove and dispose of storm-generated debris.

4. Provide maps for emergency responders and relief organizations.
 5. Provide for county road and street signage as needed.
 6. Provide damage assessments to the Lucas County EMA.
 7. Coordinate with ESF 3 (Public Works and Engineering) and ESF 1 (Transportation)
- G. Local elected officials may declare an emergency for all or a portion of their jurisdictions. They are encouraged to send a representative to the EOC for coordination of any emergency response. They are critical to the response in the following areas:
1. Leadership and public information.
 2. Emergency broadcast messages.
 3. Emergency fund authorization.
 4. Disaster recovery teams representation.
 5. Ensuring unity of command among responders.
 6. Ensuring unified management of the response.
 7. Coordination with the EOC Director.
- H. Building regulation inspectors will survey the damage to county facilities and residential/commercial structures in all non-incorporated jurisdictions. They will act to protect the public in the following manner:
1. Specify necessary repairs for safe occupancy of damaged buildings.
 2. Condemn structures that have sustained major damage.
 3. Provide damage assessments to the Lucas County EMA.
 4. Coordinate with EOC Manager and ESF 14 (Long-term Community Recovery).
- I. Military Liaison Officer
1. Coordinate support of civil/military operations from the EOC activated and assigned under state orders.
 2. Provide for additional security forces as needed.
 3. Provide for transportation of personnel and resources.
 4. Coordinate with EOC Manager (Operations Section Chief).

J. Medical/Radiological Protection Professionals

1. Monitor radiological emergencies and obtain information on potential threat to emergency workers and the public.
2. Analyze and plot any hazardous substance threat on EOC maps and coordinate information with Incident Commander(s).
3. Make recommendations to local officials on protective actions that may be taken for the safety of emergency personnel and the public.
4. Receive reports from field monitors and issue instructions to emergency workers and command officers.
5. Consolidate reports and provide information to state and federal agencies as required.
6. Coordinate with ESF 8 (Public Health and Medical).

K. Environmental/Agricultural Agents

1. Obtain information on the potential threat to the public from contamination of agricultural products.
2. Issue instructions to farmers and the public on safeguarding crops and animals. Advise on methods that can be used to make food products safe.
3. Provide damage assessment reports to the Lucas County EMA.
4. Coordinate with ESF 11 (Agriculture, Food, and Water) and ESF 10 (Oil and Hazardous Materials Response).
5. Assess and quantify the health threat that may be generated by a disaster.
6. Obtain information on any known or potential threats, and make recommendations to the EOC Executive Group
7. Instruct EOC staff and field officers on health issues. Advise the public on measures to protect their personal health.
8. Determine the personal needs of any affected population and establish systems to provide resources.
9. Assist damage assessment and other recovery measures.
10. Coordinate with ESF 6 (Mass Care, Housing, and Human Services) and ESF 8 (Public Health and Medical).

L. Communications Officers

1. Staff the EOC Communications and Dispatch Center.
2. Establish and maintain links with field operations centers, the ICP, adjacent jurisdictions, and state/federal agencies.
3. Monitor emergency radio transmissions and relay messages between the EOC and other responders.
4. Maintain communications logs.
5. Supervise amateur radio and PACKET operations.
6. Coordinate with EOC ESF 2 (Communications) and ESF 15 (Public Information, Warning, and Notification).

M. Public Information Officer (PIO)

1. Direct public information, education, and rumor control functions from the EOC.
2. Perform Public Information and External (PI&E) communication functions from a Joint Information Center (JIC) with links to the EOC when activated.
3. Prepare, review, and distribute official statements and press releases for the EOC.
4. Coordinate media interviews.
5. Coordinate with ESF 15 (Public Information, Warning, and Notification).

N. Message Center Coordinator

1. Expedite EOC message flow.
2. Provide for message accountability.
3. Provide for posting of information for EOC staff.
4. Maintain message file for reference.
5. Coordinate with EOC Manager (Operations Section Chief)

O. Shelter/Mass Care Officials

1. Provide for shelter and essential needs of evacuees.
2. Assist relocation efforts with documentation.
3. Assist damage assessment in the recovery phase.

4. Coordinate with ESF 6 (Mass Care, Housing, and Human Services).

P. EOC Operations Section Chief/EOC Manager

1. Coordinate Operations of ESFs within the EOC.
2. Brief the EOC Executive Group and the EOC staff as necessary.
3. Maintain the EOC(s) in a constant state of readiness.
4. Review, update, and train personnel in EOC operations procedures.
5. Ensure resource requests are properly managed.
6. Ensure security within the EOC.
7. Report to Lucas County EMA Director.

Q. Municipal Officials and Trustees

1. Coordinate with the EOC Executive Group during any major emergency that impacts local jurisdictions.
2. Coordinate public warnings and notifications with the EOC.
3. Coordinate local Emergency Proclamations/Declarations and request state/federal assistance through the EOC.
4. Assist in damage assessment activities in the recovery.
5. Jointly coordinate public information activities.
6. Coordinate with ESF 5 (Emergency Management).

R. Private Sector Liaison/Technicians

1. Support the assessment group with technical knowledge and/or expertise on a given hazard.
2. Advise the EOC Executive Group on measures being taken to manage incidents.
3. Provide advice and recommendations to officials and emergency workers on personal protective measures that should be followed.
4. Assist in damage assessment activities in the recovery.
5. Coordinate media relations and press releases.
6. Coordinate with ESF 5 (Emergency Management).

VI. COG

- A. The line of succession is as follows:
 - 1. Command: per ICS.
 - 2. EOC Director: per policy.
 - 3. EOC Operations Officer: per policy.
- B. Succession of authority is in accordance with local ordinance or internal procedures and directives of each participating organization.

VII. ADMINISTRATION / FINANCE

- A. Records and reports.
 - 1. All documentation related to the emergency response and recovery will be the responsibility of the affected jurisdictions. Documentation will be maintained in accordance with ORC.
 - 2. Reports will be the responsibility of emergency responders and supporting organizations within the affected jurisdiction(s) per local operating procedures and directives. Critical reports will be documented by the respective EOC ESF desk and used to provide situational awareness to local, State and Federal officials throughout the incident period.
- B. Personnel rosters, notification lists, etc.
 - 1. Rosters of personnel and equipment records will be developed and maintained by the respective ESF and affected jurisdiction. Such documentation will be used to support requests for financial aid and/or reimbursement for cost associated with the emergency response and recovery operations.
 - 2. Notification rosters will be developed and maintained by Lucas County EMA and other jurisdictions/organizations with responsibility for response to catastrophic incidents. Such rosters will be reviewed and updated in accordance with local operating procedures or at a minimum of annually.

VIII. RESOURCE MANAGEMENT AND LOGISTICS

- A. Equipment, Materials, and Services
 - 1. Equipment, materials, and personnel requests exceeding local capability or memoranda of understanding (MOU) will be coordinated by the appropriate ESF within the EOC. Resource requests that cannot be

filled by the ESFs will be referred to ESF 7 (EOC Logistics Section Chief) for disposition.

2. All emergency responders have personal protective equipment (PPE) with which to perform essential assigned tasks in a contaminated environment.
3. Authorization for emergency procurement of equipment, materials, or services will be included in local declarations of emergency.
4. Re-supply of equipment and material that is needed for response and recovery operations will be coordinated by the on-scene ICS Logistics Section with the support of the EOC ESF 7 Logistics Section Chief.

B. Sustainment Assets

1. Emergency responders and support personnel may require material support for sustained operations. Such support would include food, water, shelter, and rest. The on-scene ICS Logistics Section will coordinate initial support with the assistance of the local Salvation Army and ARC. For longer term needs of responders, the appropriate EOC ESF or ESF 7 Logistics Section Chief will coordinate with commercial vendors for identified sustainment support.
2. American Red Cross has identified temporary shelter units that are part of the emergency response assets present in most jurisdictions. Additional temporary shelter assets are available through mutual aid and coordination with the EOC ESF 6. Longer term shelter needs will be met through coordination with local jurisdictions for use of existing public buildings such as schools, libraries, and government offices, and with EOC ESF 6.
3. Reception centers, care facilities, and public shelters may also support emergency responders' needs.

IX. PLAN DEVELOPMENT AND MAINTENANCE

- A. All agencies, departments, and organizations are responsible for reviewing this appendix at least once per year and submitting new or updated information.
- B. All agencies, departments, and organizations are also responsible for developing and maintaining SOPs, mutual aid agreements, personnel rosters including

24-hour emergency notification telephone numbers, and resource inventories (including source, location, and quantity).

C. The EMA Director is responsible for printing and distributing changes, updates, and revisions of this appendix to all departments, agencies, and organizations retaining a copy of this plan.

D. Training and Exercises

1. A Lucas County Operations Officer will attend training on new equipment and will undertake to provide for instruction to other local emergency responders in proper utilization of newly acquired equipment.
2. Exercises and drills will be conducted annually to evaluate planning and performance on functional objectives for all-hazards. A schedule of exercises and drills will be posted annually.
3. Additional training will be conducted as needed or requested by local emergency responders.

X. AUTHORITIES AND REFERENCES

See Section K. of the Base Plan

XI. ADDENDUMS

Tab A – Wind Zone Assessment and Tornado Occurrence Maps

Tab B – Enhanced Fujita Tornado Scale

Tab C – High Wind/Tornado Hazard Risk Assessment

Tab D – NWS Skywarn Districts

XII. AUTHENTICATION

Authentication and authorization is documented in the Base Plan Section M (pages 33 and 35) and the original signatures will be maintained by the Lucas County EMA with the master copy of the EOP.

TAB A

Wind Zone Assessment and Tornado Occurrence Maps

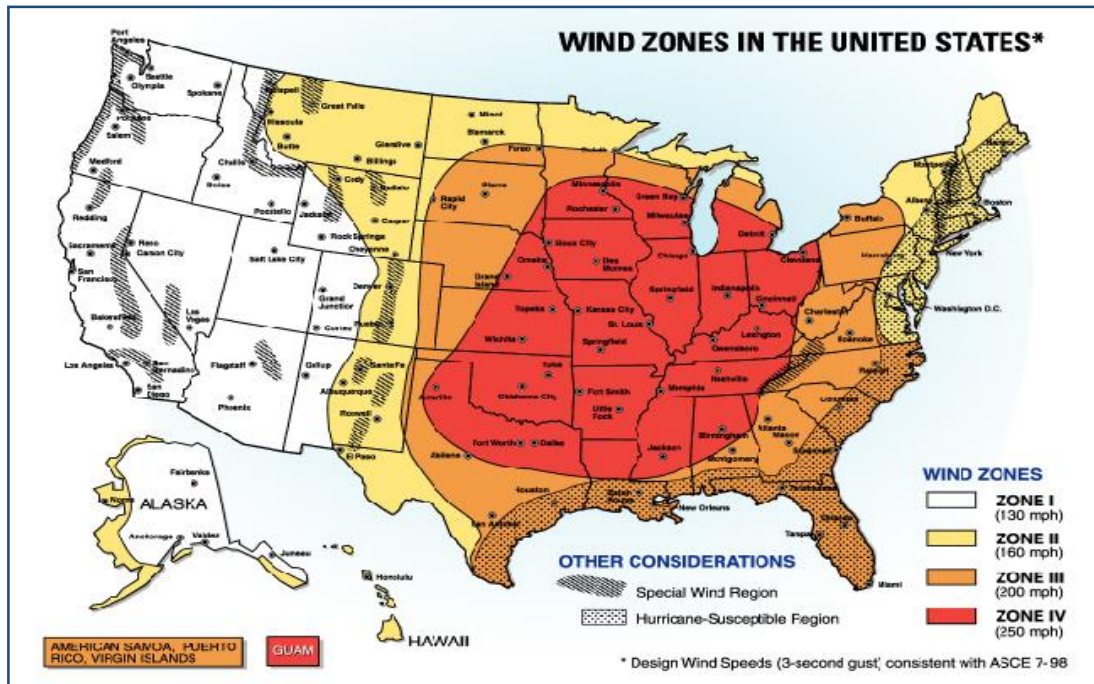
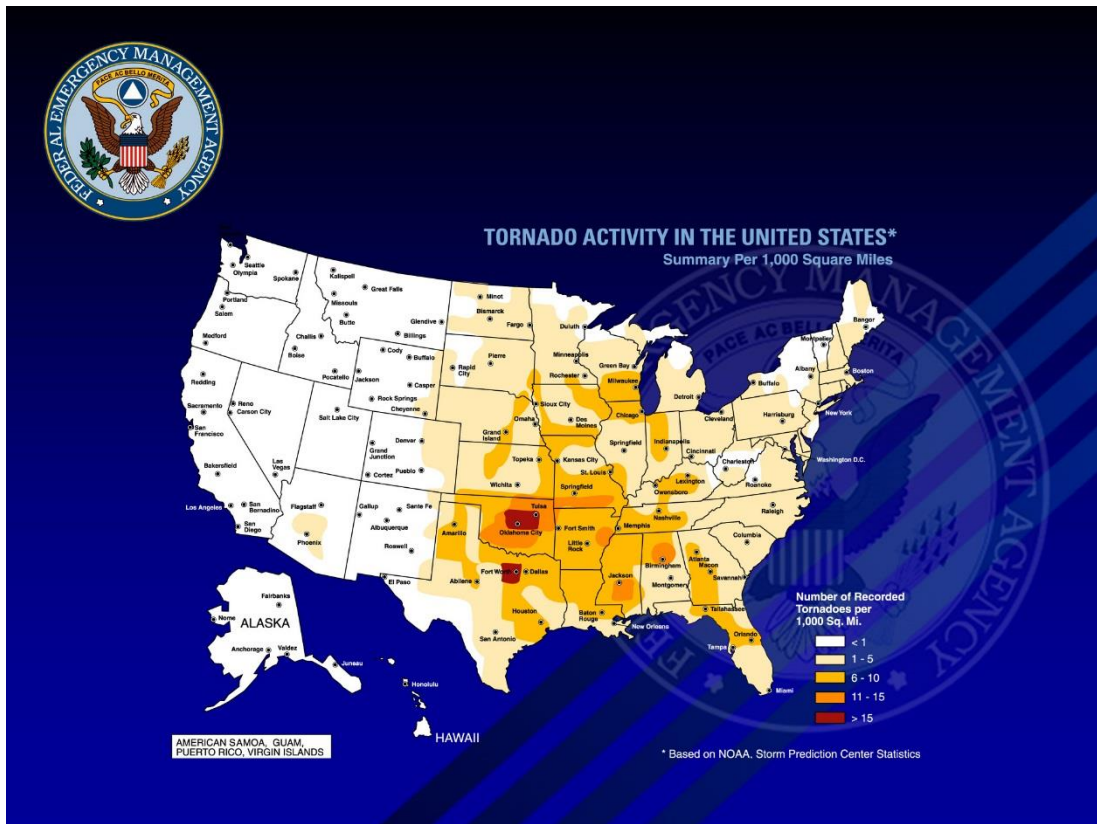


Figure 1. Created by FEMA in 2011



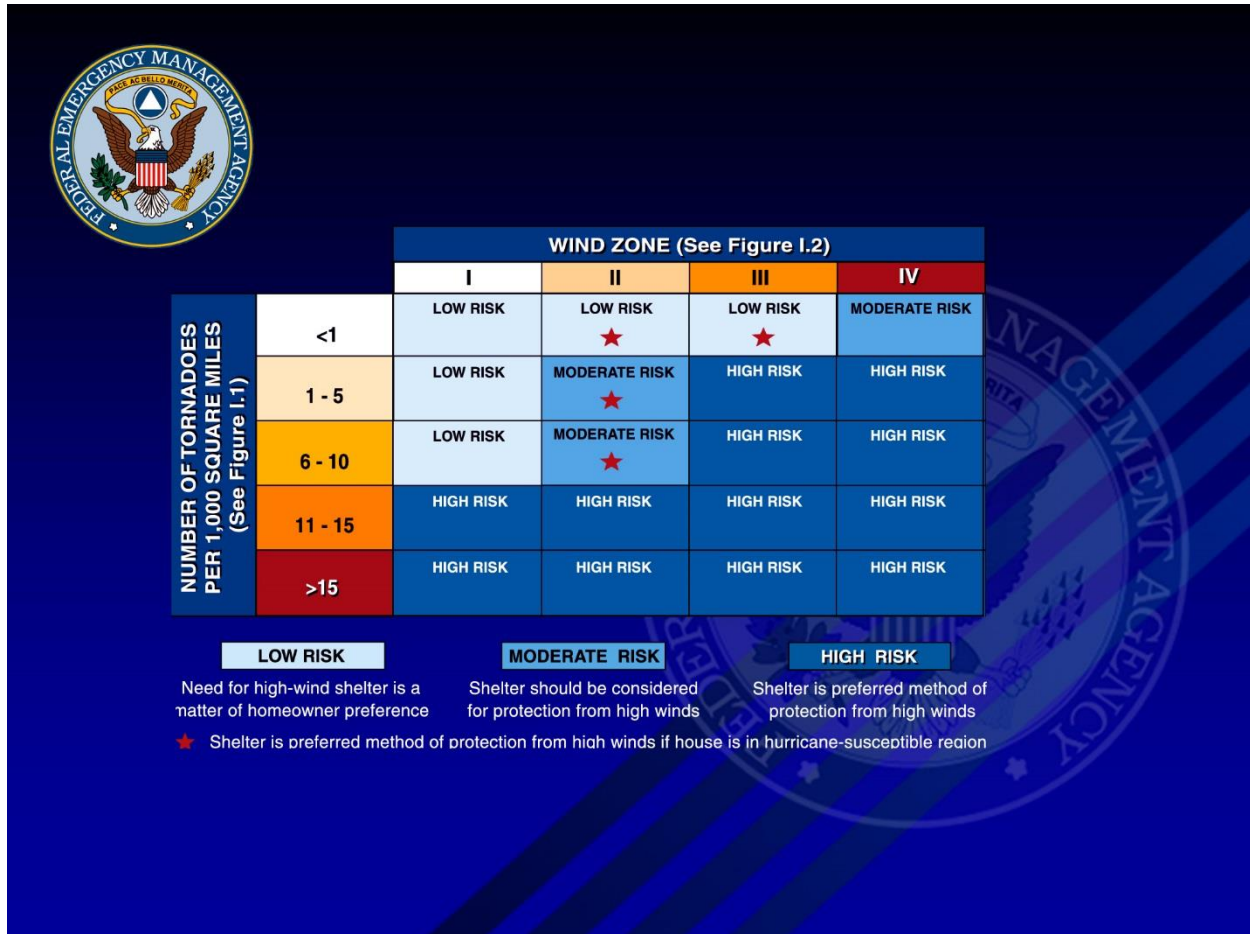
TAB B

The Enhanced Fujita Tornado Scale

EF Rating	Wind Speeds	Expected Damage	
EF-0	65-85 mph	'Minor' damage: shingles blown off or parts of a roof peeled off, damage to gutters/siding, branches broken off trees, shallow rooted trees toppled.	
EF-1	86-110 mph	'Moderate' damage: more significant roof damage, windows broken, exterior doors damaged or lost, mobile homes overturned or badly damaged.	
EF-2	111-135 mph	'Considerable' damage: roofs torn off well constructed homes, homes shifted off their foundation, mobile homes completely destroyed, large trees snapped or uprooted, cars can be tossed.	
EF-3	136-165 mph	'Severe' damage: entire stories of well constructed homes destroyed, significant damage done to large buildings, homes with weak foundations can be blown away, trees begin to lose their bark.	
EF-4	166-200 mph	'Extreme' damage: Well constructed homes are leveled, cars are thrown significant distances, top story exterior walls of masonry buildings would likely collapse.	
EF-5	> 200 mph	'Massive/incredible' damage: Well constructed homes are swept away, steel-reinforced concrete structures are critically damaged, high-rise buildings sustain severe structural damage, trees are usually completely debarked, stripped of branches and snapped.	

TAB C

High Wind/Tornado Hazard Risk Assessment and Safe Rooms

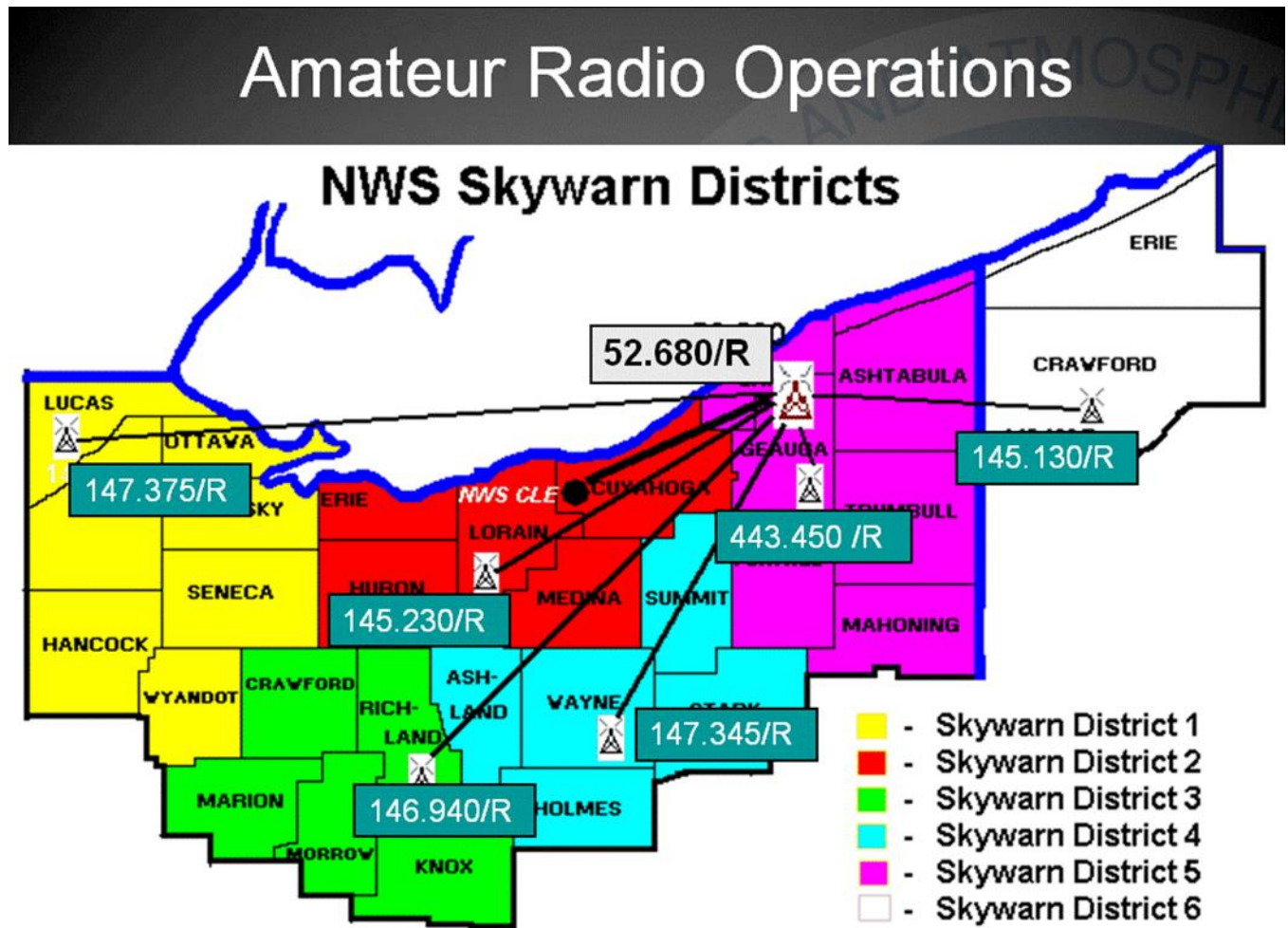


Building a Safe Room in your home or business can be the difference between survival or catastrophe.



TAB D

NWS Skywarn Districts



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APPENDIX 2

FLOODING



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- **PURPOSE**

- The purpose of this appendix is to identify steps to mitigate, prepare for, respond to, and recover from the effects of flooding in Lucas County.
- Appendix 2 assigns responsibility for primary, secondary or support functions. It provides an overview of the concept of operations for emergency response procedures and actions of supporting departments and agencies in Lucas County.
- This appendix outlines the recovery process from initial measures to meet basic needs of individuals to short and long-term social and economic assistance programs.

- **SITUATIONS AND ASSUMPTIONS**

- Flooding is a regular occurrence in many areas of Lucas County. Flooding usually occurs during periods of high precipitation that may last hours or days, or as a result of rapid snow melting with rain. The immediate danger in any flood event results from one or a combination of factors. The depth and location of floodwaters, the strength of wave action or current, impacts from floating debris, contamination with hazardous materials, the impact on utilities, roads, and commerce are all factors that must be weighed. Low lying areas may be isolated or evacuated due to road closures. Most flood related fatalities are caused when timely warnings of high water are delayed, ignored, or not issued.
- The National Weather Service (NWS) and National Oceanographic and Atmospheric Administration (NOAA) provide weather information and alerts for Northwest Ohio. Information and forecasts are updated every 4 hours. When severe weather threatens, the NWS in Cleveland, Ohio issues an appropriate advisory or alert.
 - A Flood Watch condition is broadcast for counties and regions when the potential for flooding exists.
 - A Flood Warning is broadcast for specific communities when local rivers and smaller tributaries are expected to reach specified levels commonly referred to as "flood stages."
 - A flood stage is a pre-determined level within a waterway at which a specified jurisdiction or community in the flood zone begins to be impacted. Subsequent reports will refer to conditions or levels at or above flood stage.
 - Flood stages are pre-determined for areas that are highly populated or at specific locations on rivers and along lakeshore areas. Flood level gauges are placed within or along major waterways.
 - A "crest" is the level at which a river level peaks before it goes down. Forecasters may issue a "rise to" prediction if unsure how

high a river will crest. "Rise to" means the river is expected to reach a certain level but could crest at an even higher level later on.

- The National Flood Insurance Program (NFIP) provides information for homeowners and businesses in the form of guidance documents, detailed plans, and flood maps. These tools are designed to reduce the impact of flooding of homes and businesses.
- Lucas County has numerous designated flood zones. Flood zones are generally near drainage features, streams, rivers, and the lakeshore area. The primary types of flood events in Lucas County are sheet flooding, river/stream overflows, and lakeshore storm surge or "Seiche." While we do not normally experience flash flooding, some flood events may occur suddenly with little or no warning.
- Farming operations are often impacted when soil is eroded, contaminated and animals and crops are injured or destroyed by standing water.
- Lucas County has only one Type II Dam on the Maumee River in Providence Township. A 5-mile levee on Lakeshore Drive in Jerusalem Township and an approximately 100-foot-long levee along Bay Shore Road in the City of Oregon provide flood protection along the southern shore of Lake Erie. Approximately 3.5 miles of dikes line the drainage ditches of a Conservancy District within Jerusalem Township.
- Flooding is the major cause of fatalities caused by natural disasters. While many may drown, other hazards associated with flooding are outbreaks of diseases in humans and animals, broken or inoperative sewage systems, contaminated wells or water supply systems, damage to underground pipe lines and other utilities, downed power lines, fires, and explosions.
- **COMMUNITY EMERGENCY PLANNING ACTIONS**
 - Mitigation: Reducing the impact of an emergency event.
 - Flood mitigation measures range from not building or developing in the known flood plain or flooded way, retro-fitting existing structures to protect them from flood waters, and having a plan and preparing for potential floods by purchasing flood insurance and knowing what to do should flooding occur.
 - Flood zones are identified on Digital Flood Insurance Rate Maps (DFIRM). These maps, produced by FEMA, are distributed to regulatory agencies in local jurisdictions, insurance companies, and financial institutions. Special flood hazard areas are identified on FEMA Flood Hazard Boundary Maps. Flood zone elevations are noted for the expected 50 and 100-year flood events.
 - Retrofitting existing structures may include a range of measures. Elevating the structure above the known Base Flood Elevation (BFE) for a region is the most effective but costly measure. Having an unfinished

basement and elevating utilities above the BFE is another effective step. Landscaping can also be used to protect against some types of flooding by creating barriers to high water or providing efficient drainage away from structures.

- The National Flood Insurance Program (NFIP) provides the sole source of insurance to homeowners and many businesses. Current NFIP regulations require that mortgaged structures within an identified flood zone must purchase flood insurance. Individuals can insure homes and contents against financial loss due to flooding.
- Land use management practices, such as Zoning and strict enforcement of building codes, with special attention to flood zones reduce residential, commercial property losses due to flooding.
- Establishment and enforcement of local ordinances that require flood control measures and storm drain maintenance further reduce flooding. Programs that provide for or preserve conservation areas, green spaces, and wetlands slow the flow of storm water.
- All communities should become aware of designated flood zones and identify areas that typically flood during periods of snow melt and intense or sustained rainfall. Public safety and departments of drainage and road maintenance must be prepared to position barriers to traffic and post public warning signs prior to arrival of flood waters. Each jurisdiction should maintain necessary flood fighting materials and equipment, and be prepared to move these to threatened areas when necessary.

- **PROTECTIVE ACTIONS FOR FLOOD RESPONSE**

- Fire Service
 - Local fire services will continue to provide routine response actions during a flood event. In addition, fire services may conduct expanded search and rescue operations. Increased calls for service and restricted access to areas may result in delayed responses. The Incident Commander may reposition or stage equipment and personnel to improve response as needed.
 - Jurisdictions in Lucas County, as well as the State of Ohio and the US Coast Guard, maintain watercraft to support operations in response to flooding or water rescue. Public safety officials may call upon citizens to provide watercraft to support search and rescue operations.
 - The Region One Urban Search and Rescue Team, based within Lucas County, as well as other state and federal assets can be mobilized to rescue flood survivors within an impacted community or region. Regional urban Search and Rescue (SAR) teams are self-sufficient for several days, after which they will require support by the local jurisdiction for sustained operations.

- Emergency Medical Services (EMS) personnel will respond to emergency calls for medical assistance for flood victims. EMS personnel will operate under the local Incident Command System (ICS) Operations Section Chief in response to flooded areas to prevent loss of critical assets. EMS personnel may request watercraft or aviation support to reach inaccessible areas.
- When threatened by flooding, some residents, businesses, and institutions may elect to evacuate without order or direction. A voluntary evacuation of a community may result in traffic congestion and raise concerns about protection of property. The local Incident Commander should coordinate with local law enforcement for support when operations are affected by a spontaneous evacuation.
- Coordinate with Lucas County Emergency Operations Center (LCEOC) Emergency Support Functions (ESF) to obtain additional support when local resources and capabilities, and those furnished through memoranda of understanding (MOU), have been exceeded.
 - Evacuation of citizens in threatened areas will be initiated by the local Incident Commander (IC) in coordination with local officials, other public safety officers, and the ARC as needed.
 - Advance Flood Warnings may result in the issuance of an evacuation recommendation or advisory to provide residents and institutions the earliest opportunity to avoid the projected flood risk.
 - The IC may issue a mandatory evacuation order, however, some residents may choose to remain in their property at their own risk. Upon issuing an evacuation order the IC organizes all local assets and calls for outside resources to support local evacuation measures. See Appendix 10 – Evacuation.
 - Any decision to evacuate institutionalized individuals and/or special needs persons should be made as soon as possible to allow sufficient time to complete operations, given the available resources in advance of any expected flooding.
- Law Enforcement
 - Local law enforcement officials will provide for public safety and security of the affected community or area.
 - Law enforcement may institute traffic control measures and restrict access to areas.
 - Law enforcement will coordinate with the IC for evacuation and Search and Rescue SAR operations.
 - Law enforcement chiefs will develop re-entry and return policies and

procedures for the public following an evacuation, once the immediate danger has passed and the area is determined to be safe to enter.

- Law enforcement may provide additional equipment resources to support communications, transportation, and search and rescue.
- Local law enforcement will conduct civil/military support operations when State National Guard or federal forces are mobilized to aid in a Declared Disaster.
- Law enforcement should provide for a liaison to coordinate with ESF 13 (Public Safety) to obtain additional support when local resources and capabilities, and those furnished through MOUs, have been exceeded.
- Emergency 9-1-1 Communications Centers and most emergency service organizations monitor NOAA and NWS broadcasts, and are alert to the approach of severe weather conditions.
- Equipment specific to needs of local jurisdictions and the type of weather condition can be provided to emergency responders upon request under existing mutual aid agreements, the Ohio Intra-State Mutual Aid Compact (IMAC), or the Federal Emergency Mutual Aid Compact (EMAC). See ESF 7 – Logistics Management and Resource Support.
- County and municipal road crews, law enforcement, and fire services may move, stage or deploy resources to predetermined locations in anticipation of potential flooding so as not to have these concentrated in one area or facility that may be isolated or damaged and have them readily available for use in affected areas.
- Amateur radio operators may be activated to monitor and report on conditions via the Sky-Warn network. Sky Warn volunteers monitor the approach of the storm front and communicate observations to the NWS on specific conditions of a particular storm, providing information on estimated wind speed, rainfall amounts, severe or large-size hail, and any localized flooding or tornados.
- The Lucas County Emergency Management Agency (EMA) will coordinate with the Incident Commander, departments and agencies of cities, the County and State, non-governmental organizations (NGO), non-profit organizations, and businesses in the private sector to support operations in order to maintain and/or restore critical infrastructure and essential services of government and the private sector.
 - Lucas County EMA will conduct damage assessment operations with the support of local officials to determine the scope and impact of flooding.
 - Upon a request of local officials, the Lucas County EMA will prepare and forward a Declaration of Emergency for Flooding to the Ohio EMA (OEMA) for executive action by the Governor or President of the United States in accordance with guidance provided in the Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended.

- Lucas County EMA will coordinate with local and state officials for delivery of disaster assistance and short-term aid to residents, businesses, organizations, and institutions.
- Lucas County EMA will manage the EOC and support local on-scene response efforts through enhanced planning, resource acquisition, multi-agency coordination (MAC), and joint public information systems.

• **ORGANIZATION AND ASSIGNMENTS**

- The Lucas County EMA is responsible for coordinating planning and preparedness activities for severe storms and flooding. When a major flood event overwhelms the capabilities of local jurisdictions, the EMA will provide the following direct support for the County:
 - Activate the EOC to coordinate support of local officials and Incident Commander(s).
 - Communicate an initial "wind-shield" report on damages to the State of Ohio within the first 12 hours.
 - Prepare and forward a Disaster Declaration to the State of Ohio for action by the Governor as warranted by a Preliminary Damage Assessment (PDA).
 - Collect detailed information on disaster impacts and complete a formal Preliminary Damage Assessment (PDA) within 3 days of the incident to support a request for a Federal Emergency Declaration.
 - Assist jurisdictions with public assistance grant applications.
 - Coordinate and support operation of local Disaster Application Center(s) (DAC).
 - Maintain records and documentation related to reported incidents and disasters.
 - Provide for emergency public notification/emergency alert system (EAS) and coordination of public information
 - Manage ESF 5 (Emergency Management) activities in the EOC.
- Local law enforcement will coordinate and support operations under ICS and support a Unified Command organization as needed. They will recall off-duty personnel and auxiliaries as needed and provide for expanded communications capabilities. Principal duties in the aftermath of a flood will be as follows:
 - Public safety and security
 - Protection of property

- Traffic management and control
- Evacuation operations
- Coordination with ESF 13 (Public Safety) in the EOC
- Fire services will provide for the safety of the public from impacts of flooding. They will recall personnel as needed. They may activate local mutual aid agreements with other jurisdictions. The primary functions for the fire services are as follows:
 - Search and Rescue (SAR) operations
 - Evacuation of local residents, special needs, and institutionalized persons
 - Firefighting and protection from secondary hazards, such as hazardous materials and damaged utilities
 - Support Emergency Medical Services (EMS)
 - Coordination with EOC ESF 4 (Firefighting), ESF 10 (Oil and Hazardous Materials Response), and ESF 9 (Search and Rescue)
- EMS serves both within each fire department jurisdiction and in the private sector ambulance service to respond to medical emergencies. EMS Advance Life Support (ALS) squads will stabilize and transport individuals to hospital trauma centers when injuries are life threatening. EMS units will respond as needed in the following manner:
 - Activate Basic Life Support (BLS) ambulance services for non-life threatening injured
 - Establish triage, treatment, and transportation operations as needed
 - Coordinate support with hospitals, the County EMS, and disaster medical assistance teams when mobilized
 - Coordinate for IMAC/EMAC support
 - Coordinate with EOC ESF 8 (Public Health and Medical) and ESF 4 (Firefighting)
- Emergency 9-1-1 Service will take calls from the public and direct individuals to the appropriate jurisdiction for emergency response by police, fire, and/or EMS.
- Engineer and public works departments will provide support to public safety officers and coordinate with emergency management officials. They will provide for protection and maintenance of critical infrastructure. The Engineers Office will support the following activities:
 - Provide materials and establish barricades to block or divert traffic

- Deliver materials and equipment in support of flood fighting operations such as construction of sandbag dikes/levees
- Repair damaged streets, roads, and public walkways
- Assist in removal and disposal of flood-generated debris
- Coordinate with ESF 3 (Public Works and Engineering) and ESF 1 (Transportation)
- Elected officials may issue a Declaration of Emergency when confronted by a catastrophic event and engagement or exhaustion of all available resources and capabilities. Elected officials are critical for reassuring the public in times of crisis and providing leadership and oversight via the following:
 - Declarations of Emergency
 - Public information policy and organization
 - EOC staffing
 - Emergency fund authorization
 - Disaster recovery team liaison
 - Coordination with the EMA Director and the Executive Planning Group
- **CONTINUITY OF GOVERNMENT (COG)**
 - The line of succession is as follows:
 - Command: per ICS.
 - EOC Director: per policy.
 - EOC Operations Officer: per policy.
 - Succession of authority is in accordance with local ordinance or internal procedures and directives of each participating organization.
- **ADMINISTRATION / FINANCE**
 - Records and reports
 - Initial windshield damage assessment
 - Preliminary damage assessment
 - Daily situation reports (SITREPs)
 - Disaster declaration closeout

- Fiscal Documentation
 - Personnel rosters
 - Notification lists
 - Material and equipment acquisition and utilization logs
 - Mutual aid agreements/compacts
 - Contracts and purchase orders
- **RESOURCE MANAGEMENT AND LOGISTICS**
 - Equipment, Materials, and Services
 - Equipment will be coordinated by the on-scene ICS Logistics Section with support of the appropriate EOC ESF. If the ESF is unable to support the request, it will be handled by the ESF 7 Logistics Section Chief.
 - All emergency responders should have personal protective equipment (PPE) with which to perform essential assigned flood fighting tasks in a contaminated environment, including personal flotation devices.
 - Allocations of materials to tasks, repairs to critical infrastructure, and restoration of essential services will be undertaken by the responsible entity and coordinated with the appropriate EOC ESF or the EOC ESF 7 Logistics Section Chief.
 - Authorization for emergency procurement of equipment, materials, or services will be included in the local declaration of emergency.
 - Re-supply of equipment and material needed for response and recovery operations, including items needed for sustainment of forces, will be coordinated by the on-scene ICS Logistics Section with the support of the appropriate EOC ESF or the EOC ESF 7 Logistics Section Chief.
 - Sustainment Assets
 - Emergency responders and support personnel may require material support for sustained operations. Such support would include food, water, shelter, and facilities for rest and rehabilitation. The on-scene ICS Logistics Section will coordinate initial support with the assistance of the local Salvation Army and ARC. For longer term needs of responders, the appropriate EOC ESF will coordinate with commercial vendors for identified sustainment support. In the event the ESF cannot provide this service, the EOC ESF 7 Logistics Chief will manage the request.
 - Modular shelter units are part of the emergency response assets present in most jurisdictions. Additional temporary shelter assets are available through mutual aid and coordination with EOC ESF 6 (Mass Care,

Housing, and Human Services). Longer term shelter needs will be met through coordination with local jurisdictions for use of existing public buildings such as schools, libraries, and government offices. EOC ESF 6 is tasked with supporting these efforts.

- Reception centers, care facilities, and public shelters may also support emergency responder's needs.

- **PLAN DEVELOPMENT AND MAINTENANCE**

- All agencies, departments, and organizations are responsible for reviewing this appendix at least once per year and submitting new or updated information.
- All agencies, departments, and organizations are responsible for developing and maintaining SOPs, local mutual aid agreements as needed, personnel rosters including 24hour emergency notification telephone numbers, and resource inventories (including sources, locations, and quantities of items).
- The Lucas County EMA Director is responsible for printing and distributing changes, updates, and revisions of this appendix for all departments, agencies, and organizations retaining a copy of this plan.
- Training and Exercises:
 - Exercises and drills will be conducted annually to evaluate planning and performance on functional objectives for all-hazards. A schedule of exercises and drills will be posted annually.
 - Additional training will be conducted as needed or requested by local emergency responders.

- **AUTHORITIES AND REFERENCES**

- Authorities: See Section K of the Base Plan
- References:
 - Public Assistance Policy Digest, FEMA 321, January 2008.
 - Protecting Building Utilities from Flood Damage, FEMA 348, November 1999.
 - Homeowners Guide to Retrofitting from Flooding, FEMA 312, June 1998.

- **ADDENDUMS**

Tab A - Lake Storm Surge or Seiche Area

Tab B - Lucas County Flood Zone Areas

Tab C - Sand Bag Flood Protection

Tab D - Class I Dam Locations

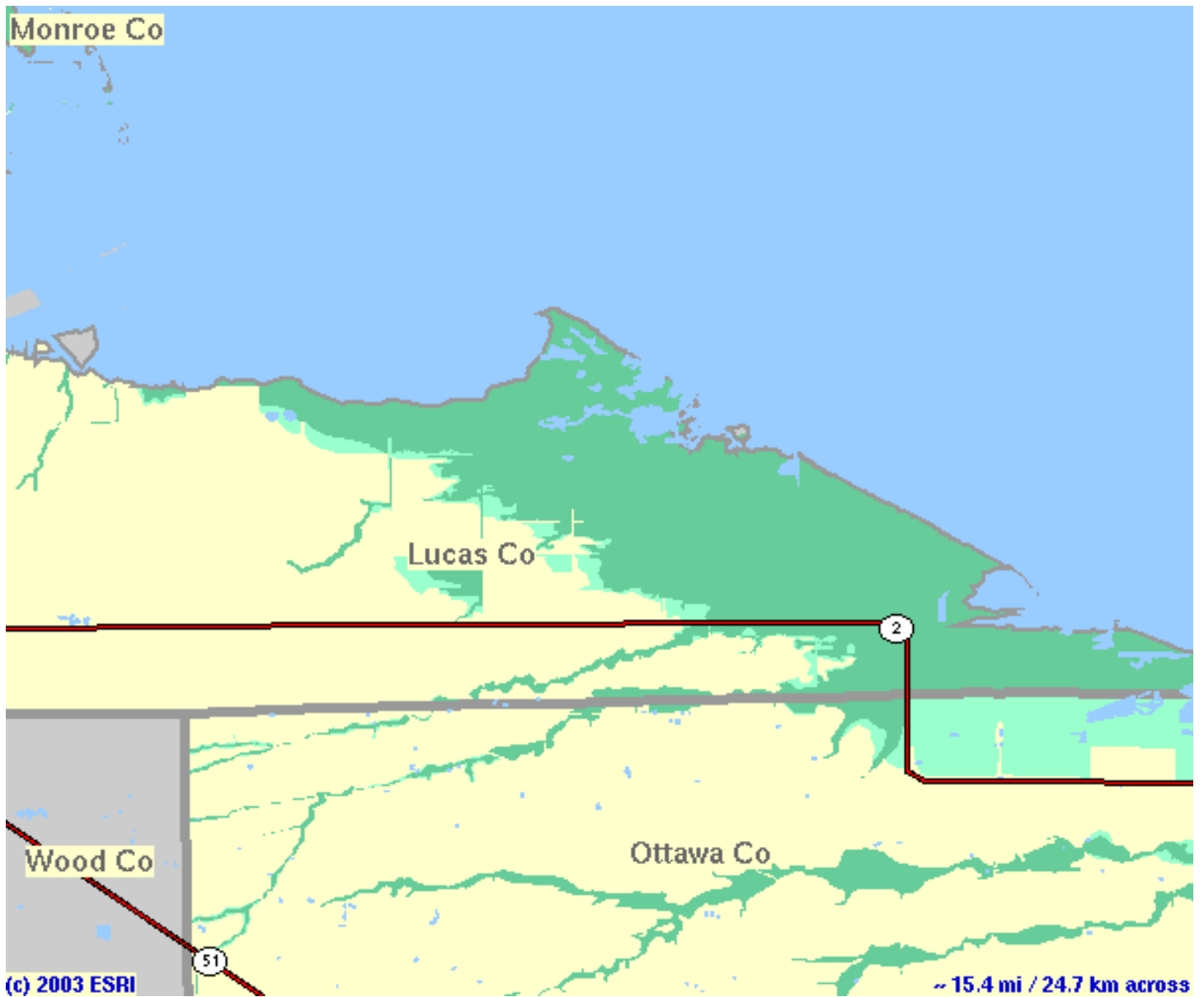
Tab E - Anchor Outside Propane Tanks
Tab F - Flood Preparedness Measures
Tab G - Public Response Actions
Tab H - Public Recovery Actions

- **AUTHENTICATION**

Authentication and authorization is documented in the Base Plan Section M (pages 33 and 35) and the original signatures will be maintained by the Lucas County EMA with the master copy of the EOP.

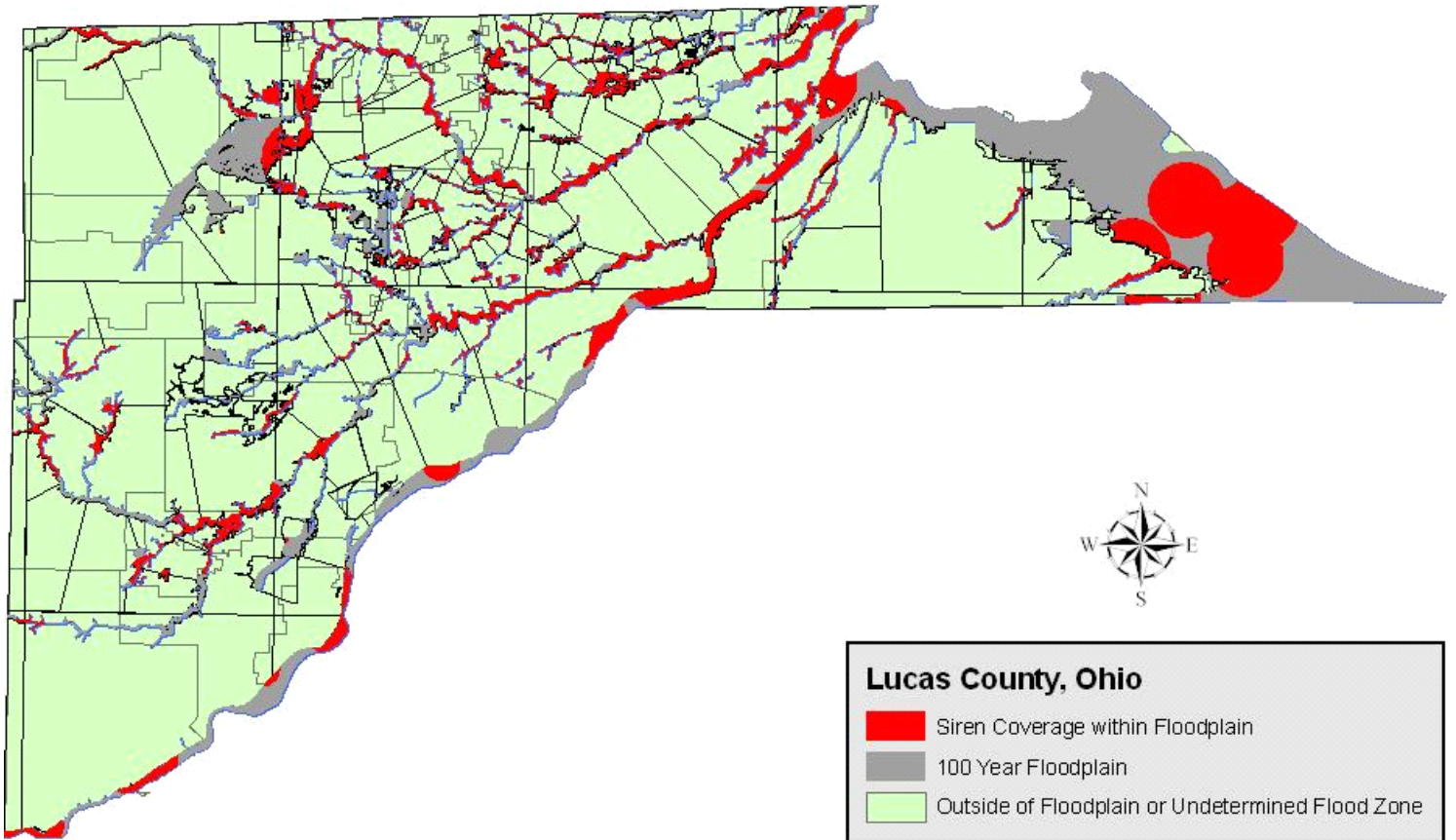
TAB A

Lake Storm Surge or Seiche Area



TAB B

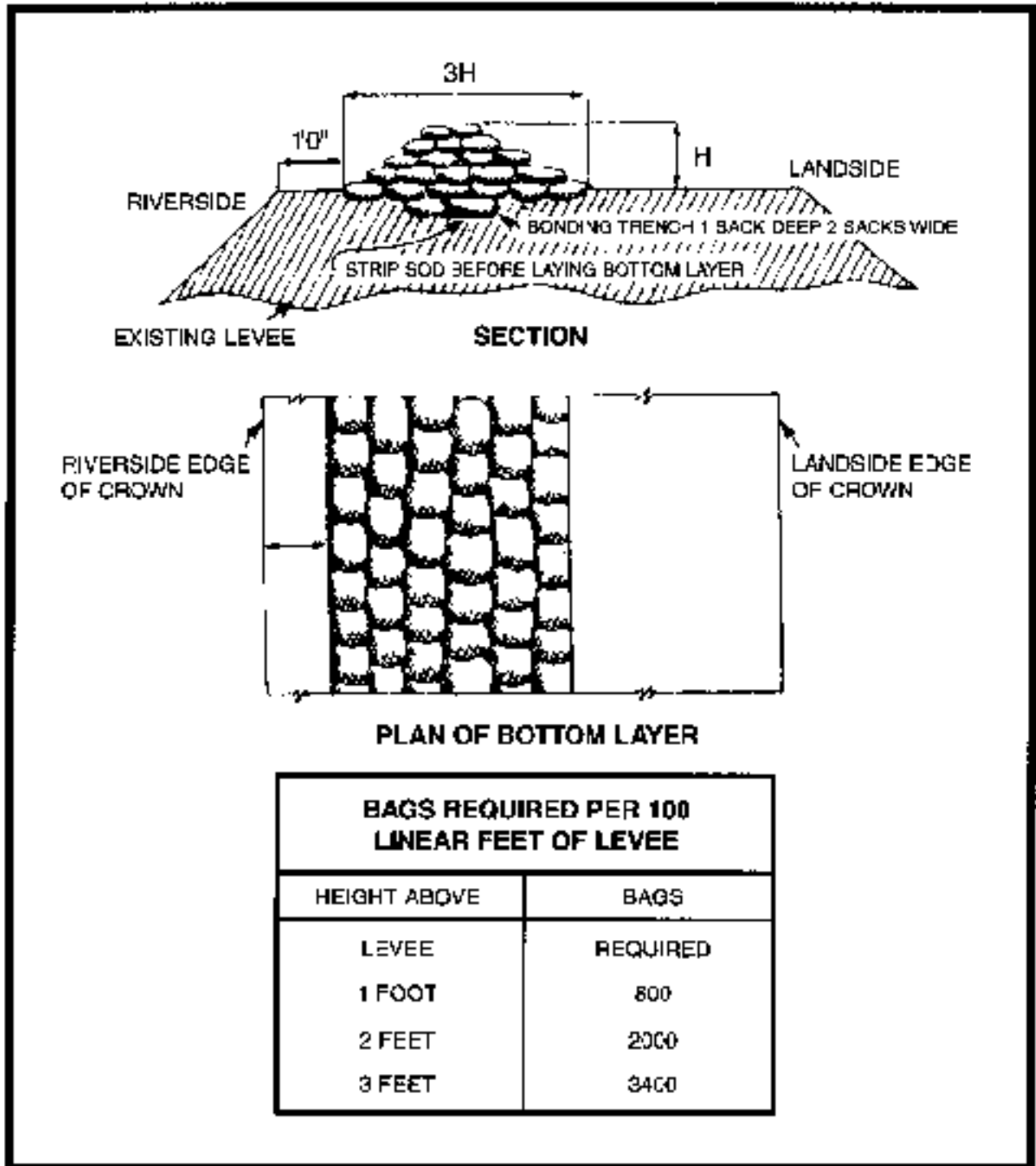
Lucas County Flood Zone Areas



TAB C

Sand Bag Flood Barriers

Polypropylene or cloth sand bags can be used to prevent flood damage however the method of construction must be correct and is very labor and material intensive.



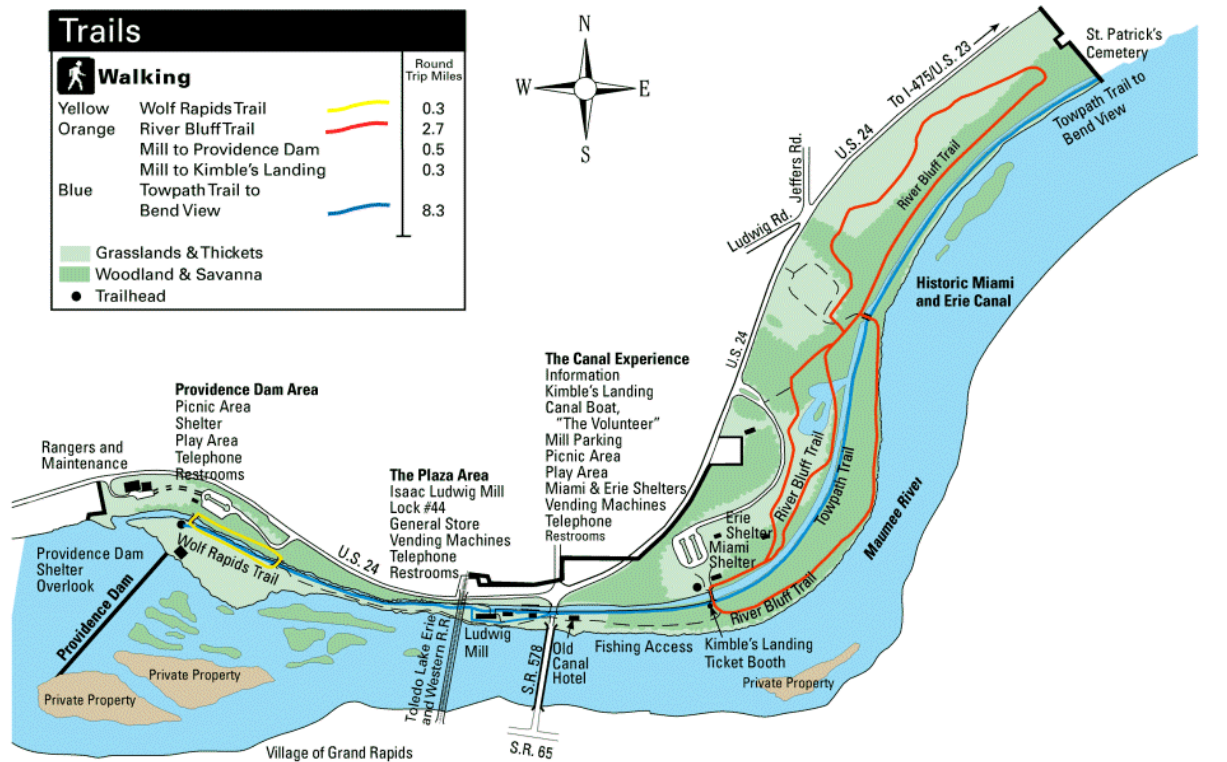
TAB D

Class I Dam Locations

Providence Metropark

Miami and Erie Canal Experience

142 acres



TAB E

Anchor Outside Propane Tanks

Unanchored heating oil and propane tanks can be easily moved by flood waters. These tanks pose serious threats not only to families and homes, but also to public safety and the environment. Propane is stored in pressurized vessels as liquefied petroleum gas (LPG), which can be extremely volatile and potentially explosive if the tank is ruptured and the escaping LPG is ignited by a spark. An unanchored tank outside a home can be driven into the home walls by flood waters, or can be swept downstream, where it can damage other houses.

An inexpensive way to secure a horizontal outside propane tank is to install four ground anchors connected across the top of the tank with metal straps. Secure vertical tank (120-gallon, 420-pound size) with two ground anchors. Set each anchor on opposite sides of the vertical tank. Attach a strap from each anchor to collar secured around top of tank. Attach another metal strap connected from one anchor to the other through the tank base. These ground anchors and straps are the same products required by building codes to tie down mobile homes. These products are available from suppliers and installers that service the manufactured housing industry.

Check local listings or call your local Department of Building Regulation for tank suppliers in your community.

TAB F

Preparedness in the Home or Business.

- For basement areas, install one or more sump pumps sized appropriately to handle the expected inflow of water. Inspect basement walls and floors for structural damage that would allow for the seepage of ground water. Install a backflow preventer, check valve or temporary floor drain plug in existing floor drains.
- Ensure that water can quickly drain away and not pool around foundation walls.
- Elevate utilities and appliances in flood-prone areas of homes.
- Stockpile emergency building materials such as sand and sand bags, plywood, plastic sheeting, duct tape, lumber, and nails or screws in advance of expected storms for a home in a flood zone or prone to flooding.
- Prepare a family communication and evacuation plan and have several alternate routes to ensure rapid evacuation. Know which routes will be affected by rising waters.
- Have a plan for meeting special needs of individual family members and any pets.
- Keep vehicle fuel tanks at least half full before severe weather arrives.
- Maintain a disaster kit in a designated area.
- Be alert for severe weather alerts issued by the NWS and rebroadcast via local radio and television stations. When severe weather threatens, residents should monitor NWS broadcasts throughout the day on a “tone-activated” alert weather radio, weather-specific internet site, or local radio and television stations.
- Prepare for severe weather before hand by taking the following steps:
 - Secure all outdoor items or store them inside on upper levels.
 - Safeguard valuables and important documents.
 - Move vehicles, machinery, and pets or livestock to higher ground.
 - Secure emergency food and water supplies. Keep them high and dry.
 - Secure fuel, kerosene, and liquid propane tanks to prevent them from becoming floating hazards.

TAB G

Public Actions in Response.

- A Flood Warning is issued by the NWS when forecast models or automated systems indicate that flooding will occur in a specific community within an approximate time period. Public safety officials, the media and others are notified of the potential flooding via NOAA Alert Weather Radio broadcast that also provide warning to the public. Citizens should tune into local broadcasters for information and instructions.
- The Lucas County siren system is not activated for flood warnings, as in many other areas in the State that are prone to flash floods.
- When flood waters threaten communities, homeowners should implement family emergency plans accordingly. Residents should be aware of evacuation routes and prepare to evacuate before any escape route is cut off. If people are unable to reach a pre-planned shelter location, the American Red Cross (ARC) may open a shelter to provide basic needs and assist families with temporary lodging as necessary.
- If in a vehicle, be alert to flooding on roadways, under highway or railroad underpasses, near bridges, and in low-lying areas. Do not attempt to drive through flooded roadways. A driver can become stranded or trapped if the vehicle stalls, floats free of the pavement, and begins to sink. The public should be advised to "Turn around; Don't drown." Look for an alternate route or call 9-1-1 to request emergency assistance.
- If a vehicle stalls while in flowing or rapidly rising water, abandon it immediately. Exit through windows if unable to open the doors. If the vehicle begins to sink lower, break out a window and exit as quickly as possible. Take refuge on the roof of the vehicle if you are unable to reach high ground safely.
- When trapped in a flooded area do not attempt to wade through rapidly moving water above your ankles. Signal or call for help and wait for rescue.
- If water begins to rise within a home before family member(s) can evacuate, turn off gas, water, and electric utilities and move to a higher elevation within the home.

TAB H

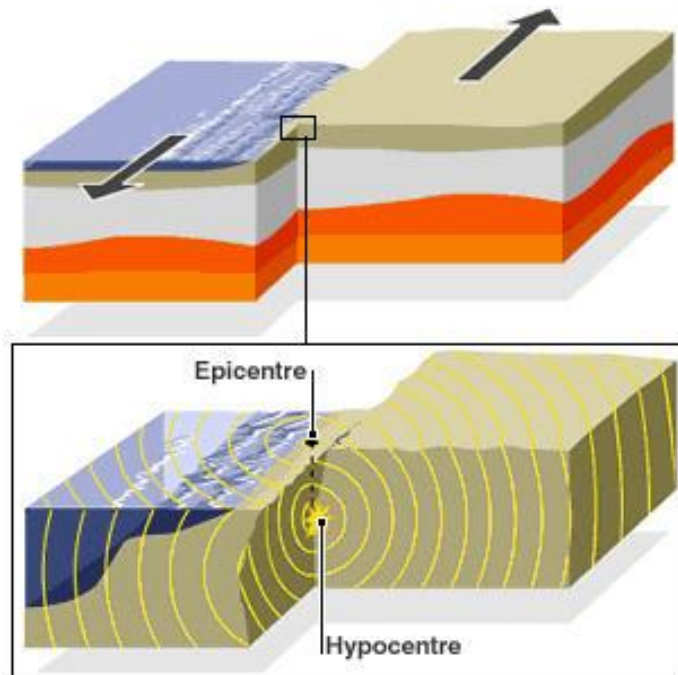
Public Actions In Recovery

- If a home, apartment, or property has been damaged, immediately call the appropriate insurance agent and the local ARC. You may also contact the United Way's Disaster Referral and Information Service by calling 2-1-1.
- Avoid contaminated fresh foods and thoroughly clean all canned food containers that were in contact with floodwaters.
- Private water wells must be pumped out and tested prior to use. Non-bottled water will need to be treated or boiled for at least 15 minutes to make it safe for cooking or drinking.
- Treat minor injuries quickly to prevent infection, and seek necessary medical care at the nearest hospital for more serious injuries. Wash with soap or sanitize hands frequently to prevent introduction of contamination or diseases.
- When authorized to return to a flood damaged home, check for structural damage before entering. Open the building to let foul odors and possible trapped gases escape for 30 minutes prior to entering.
- Upon entering, use a battery-operated flashlight — never a match, candle, or a lantern because of the possibility of gas buildup.
- Remove all water-soaked carpeting, furniture, clothing, and wallboards, and ventilate each room to dry out the building. Fans and heaters may be necessary to aid the drying process.
- Spray or wash contaminated surfaces with a solution of ½ cup of chlorine bleach per gallon of water to kill mold and bacteria. Use a dust mask to prevent inhaling harmful bacteria or mold spores that are in the air.
- Floods can cause land subsidence and mudflows that can further damage a home. Inspect foundations, walls, and footings for damage.
- Flooding may also result in power outages, disrupt communications, and generate shortages in subsistence items such as food and fuel due to stockpiling and delays in transportation.

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APPENDIX 3

EARTHQUAKE



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I. PURPOSE

The primary purpose of this procedure is to identify the steps to be taken by local government agencies and departments to mitigate, prepare for, respond to, and recover from the effects of an earthquake. This procedure provides specific information on direction and coordination, communications, administration, and resource management.

II. SITUATION AND ASSUMPTIONS

- A. Earthquakes rank as one of the most destructive natural events. An earthquake is a sudden movement of the earth, caused by the abrupt release of strain that has accumulated over a long time (see Tab A - Geologic Terms). Sometimes, the movement along plate boundaries is steady, releasing energy at an even rate. At other times, the plates are locked together, unable to release the accumulating energy. When the accumulated energy grows strong enough, the plates break free. Intervals between earthquakes can be very long, sometimes 50 to 250 years, making earthquake predictions very difficult. Many generations of families can pass during intervals between large earthquakes, resulting in lack of understanding and preparedness. Earthquakes in populated areas cause many deaths and injuries, along with extensive property damage. See Tab B - Earthquake Hazard Areas in the United States.
- B. Low- to moderate-level earthquakes (Mercalli Scale 3.0-5.0) have occurred in several regions of Ohio (see Tab C - Earthquake Epicenters in Ohio). The level of earthquake intensity that has affected Lucas County ranges between 1.0 and 3.0 on the Mercalli Scale (see Tab D - Mercalli Modified Intensity Scale). Due to our lack of experience with moderate to severe quakes, even a moderate earthquake probably would cause significant structural damage to older buildings and infrastructure not built to resist these forces.
- C. Earthquakes cannot be predicted, thus precluding initiation of emergency actions before an earthquake impacts an area.
- D. The immediate danger from an earthquake stems from the strength and duration of ground movement as the earthquake surges through an area, causing falling debris, surface subsidence, structural collapse, and multiple secondary incidents such as fires and pipeline ruptures.
- E. The long-term risk from an earthquake involves impacts to critical infrastructure, such as damaged roads, bridges, and railway lines. In addition, broken or inoperative communications, water supplies, environmental contamination, broken gas lines, downed power lines, and fires can result from an earthquake. The effects of resource shortages, outbreak of diseases in human populations due to lack of sanitation, and disruption of transportation systems all contribute to post-incident impacts on communities.

III. CONCEPT OF OPERATIONS

- A. Countywide emergency service organizations are aware of the potential for natural disasters, including earthquakes, to occur in our area. Existing emergency plans require provisions for continuity of government (COG), and for augmenting normal emergency response manpower, designating alternate facilities, and providing equipment resources.
- B. Special equipment is available to responders to improve communications and search and rescue (SAR) operations, and to support increased security. See Emergency Support Function (ESF) 7 – Logistics Management and Resource Support.
- C. County and municipal road crews, along with other departments responsible for infrastructure, are dispersed throughout our jurisdictions so as not to concentrate these in one area or facility that may be isolated or damaged as a result of earthquakes.
- D. Emergency services will respond in each affected jurisdiction. Unaffected and adjacent jurisdictions will provide local mutual aid until the Interstate Mutual Aid Compact (IMAC) can be activated.
- E. The priority of response will be to provide sufficient resources to immediate lifesaving, firefighting, security, and SAR efforts. Other departments and agencies not involved or needed for life saving will conduct operations to restore essential services. The essential services are as follows:
 - 1. Access to roadways and other transportation
 - 2. Utilities, such as sewer, water, gas, electricity, and telephone service
 - 3. Emergency medical facilities and public health agencies
 - 4. Security and law enforcement
 - 5. Firefighting and hazardous materials (HAZMAT) spill response
- F. Supporting services will include emergency shelters, food services, and transportation to support evacuated populations.

IV. ORGANIZATION AND ASSIGNMENTS

- A. The Lucas County Emergency Management Agency (EMA) is responsible for coordinating activities before, during, and after severe earthquakes. EMA will provide the following direct support for the County:
 - 1. Activate the Lucas County Emergency Operations Center (EOC) for coordination
 - 2. Communicate report on damages to the State of Ohio
 - 3. Prepare Disaster Declaration as needed

4. Coordinate detailed damage assessments
 5. Assist jurisdictions with public assistance grant applications
 6. Support disaster application center(s)
 7. Maintain records and documentation
 8. Provide for emergency public notification and media releases
 9. Manage the EOC and the ESFs within
- B. Local law enforcement will provide for expansion of its normal resources through call-up of off-duty personnel and auxiliaries as needed. Principal duties in the aftermath of an earthquake will be as follows:
1. SAR in addition to protection of citizens
 2. Protection of property
 3. Traffic control
- C. Fire services will augment normal response capabilities with additional personnel and volunteers. They may elect to activate mutual aid agreements with adjoining or other jurisdictions. The primary focuses of their response will be as follows:
1. Emergency rescue and evacuation
 2. Fire suppression and containment
 3. Emergency life-saving measures
 4. HAZMAT containment
 5. Coordination with ESF 13 (Public Safety and Security)
- D. Emergency Medical Services (EMS) will respond to declared medical emergencies. EMS paramedics will stabilize and transport individuals to hospital trauma centers when injuries are life threatening. EMS will respond as needed in the following:
1. Call private ambulance service for non-life threatened injured
 2. Establish triage center as needed.
 3. Coordinate support from local disaster medical assistance teams
 4. Coordinate with ESF 8 (Public Health and Medical) and ESF 4 (Firefighting)
- E. Emergency 9-1-1 Service will take calls from the public and direct individuals to the appropriate jurisdiction for emergency response by police, fire, and/or EMS.

- F. Engineer and public works departments will provide for maintenance of important transportation routes. They will support the following activities:
 - 1. Erect barricades as needed
 - 2. Repair damaged streets and public walkways
 - 3. Remove and dispose of earthquake-generated debris
 - 4. Coordinate with EOC ESF 3 (Public Works and Engineering) and ESF 1 (Transportation)
- G. Local elected officials may declare an emergency for all or a portion of their jurisdictions. They may come or elect to send a representative to the EOC for coordination of any emergency response. They are critical to the response in the following areas:
 - 1. Public information spokesperson
 - 2. Emergency broadcast messages
 - 3. Emergency fund authorization
 - 4. Disaster recovery teams representation
 - 5. Coordination with the EMA Director and the EOC Executive Group

V. MITIGATION

The following are steps individuals can take to protect themselves, their families, and their properties in the event of an earthquake:

- A. Repair defective electrical wiring, leaky gas lines, and inflexible utility connections. Get appropriate professional help. Do not work with gas or electrical lines yourself.
- B. Bolt down and secure to the wall studs the water heater, refrigerator, furnace, and gas appliances. If recommended by the gas company, have an automatic gas shut-off valve installed that is triggered by strong vibrations.
- C. Place large or heavy objects on lower shelves. Fasten shelves, mirrors, and large picture frames to walls. Brace high and top-heavy objects.
- D. Store bottled foods, glass, china, and other breakables on low shelves or in cabinets that fasten shut.
- E. Anchor overhead lighting fixtures.
- F. Be sure the residence is firmly anchored to its foundation.
- G. Install flexible pipe fittings to avoid gas or water leaks. Flexible fittings are more

resistant to breakage.

- H. Hold earthquake drills with your family members: drop, cover, and hold on!
- I. Locate safe spots in each room under a sturdy table or against an inside wall. Move to these places during each family earthquake drill.

VI. PREPAREDNESS

- A. Stockpile emergency building materials such as sand bags, plywood, plastic sheeting, and lumber.
- B. Keep the car fueled. If electric power is disrupted, gas station pumps may be out of service for several days.
- C. Make family evacuation plans. Have several alternate routes to insure rapid evacuation.
- D. Maintain emergency supplies such as first aid kit, canned foods, and other foods that require little cooking and no refrigeration. Maintain a portable radio, emergency cooking equipment, and flash lights and spare batteries in a designated area.
- E. Store drinking water in jugs, bottles, and pans.

VII. RESPONSE

- A. Minimize movements during an earthquake to a few steps to a nearby safe place. Stay indoors until the shaking has stopped and exiting is ensured safe (see Tab E for recommended Actions during and Earthquake).
- B. Do not attempt to drive over damaged roadways (except in an emergency) to avoid becoming stranded or trapped.
- C. During an earthquake, move immediately to open ground or take cover in a closely spaced area, and get under some type of overhead cover. Because of the speed with which an earthquake occurs, no time is available to try and save any possessions or to take any other precautionary measures.
- D. Secure all outdoor items or store them inside on upper levels. Move all valuable household possessions to open areas in the immediate aftermath. Move vehicles, agricultural machinery, and all livestock to open ground if possible. Check emergency food and water supplies.
- E. If gas or suspected damage to other utilities is detected, take time to turn these off.

VIII. RECOVERY

- A. If your home, apartment, or property has been damaged, get out and do not return until it has been inspected by local building regulators. Tune to a local

emergency broadcast radio station in your area for information and instructions (see Tab F for recommended Actions after an Earthquake).

- B. Take measures to protect fresh food from spoilage. Wells should be tested or water boiled for 15 minutes prior to drinking.
- C. Provide immediate first aid for injuries to yourself and others. Seek necessary medical care at the nearest hospital but be prepared for a lengthy stay. Food, clothing, shelter, and first aid are available at American Red Cross (ARC) shelters as soon as these can be set up.
- D. Before entering a building, check for structural damage. Place heavy timbers against the building to brace walls and ceilings against collapse prior to aiding in SAR operations.
- E. Upon entering a building, do not use a match, candle, or a lantern because of the possibility of a gas buildup. Use a battery-operated flashlight only.
- F. Keep in mind that aftershocks from earthquakes can cause landslides, mudflows, and other damaging ground effects well after the initial shock.

IX. AUTHORITIES AND REFERENCES

- A. Authorities: See Section K of the Base Plan
- B. References:
 - 1. Federal Emergency Management Agency (FEMA) Publications
 - a) Avoiding Earthquake Damage: A Checklist for Homeowners. Safety tips for before, during, and after an earthquake.
 - b) Preparedness in High-Rise Buildings. FEMA-76. Earthquake safety tips for high-rise dwellers.
 - c) Learning to Live in Earthquake Country: Preparedness in Apartments and Mobile Homes.
 - d) L-143. Safety tips on earthquake preparation for residents of apartments and mobile homes.
 - e) Family Earthquake Safety Home Hazard Hunt and Drill. FEMA-113. How to identify home hazards; how to conduct earthquake drills.
 - f) Earthquake Preparedness: What Every Childcare Provider Should Know. FEMA 240. Publication for teachers and for presentation to children. Available online at www.fema.gov/kids/tch_eq.htm

X. ADDENDUMS

Tab A – Geologic Terms

Tab B – Earthquake Hazard Areas in the United States

Tab C – Earthquake Epicenters in Ohio

Tab D – Mercalli Modified Intensity Scale

Tab E – Actions during an Earthquake

Tab F – Actions after an Earthquake

XI. AUTHENTICATION

Authentication and authorization is documented in the Base Plan Section M (pages 33 and 35) and the original signatures will be maintained by the Lucas County EMA with the master copy of the EOP.

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Tab A

Geologic Terms

Earthquake

A sudden slipping or movement of a portion of the earth's crust accompanied and followed by a series of vibrations.

Aftershock

An earthquake of similar or lesser intensity that follows the main earthquake.

Fault

The fracture across which displacement has occurred during an earthquake. The slippage may range from less than an inch to more than 10 yards in a severe earthquake.

Epicenter

The place on the earth's surface directly above the point on the fault where the earthquake rupture began. Once fault slippage begins, it expands along the fault during the earthquake and can extend hundreds of miles before stopping.

Seismic Waves

Vibrations that travel outward from the earthquake fault at speeds of several miles per second. Although fault slippage directly under a structure can cause considerable damage, the vibrations of seismic waves cause most of the destruction during earthquakes.

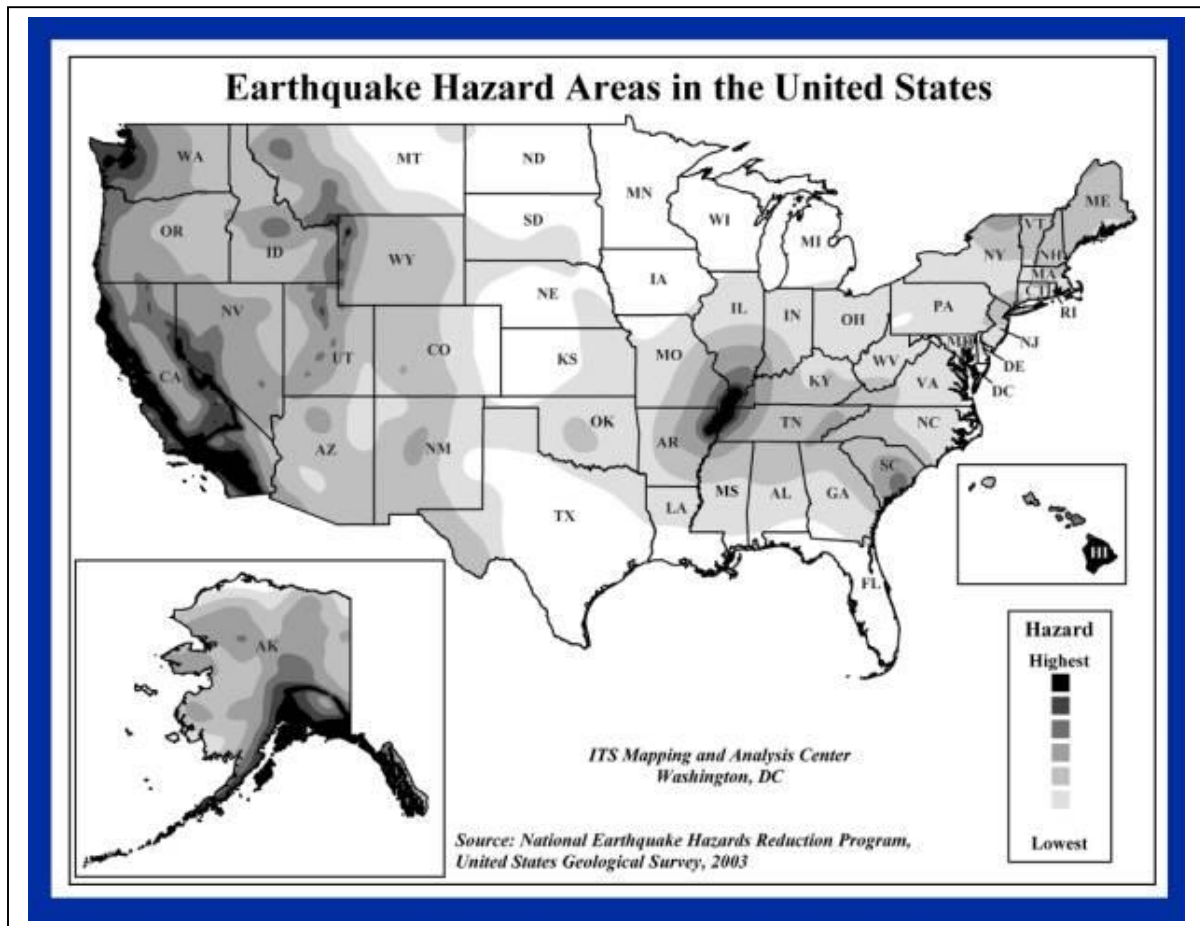
Magnitude

The amount of energy released during an earthquake, which is computed from the amplitude of the seismic waves. A magnitude of 7.0 on the Richter Scale indicates an extremely strong earthquake. Each whole number on the scale represents an increase of about 30 times more energy released than the previous whole number represents. Therefore, an earthquake measuring 6.0 is about 30 times more powerful than one measuring 5.0. The Mercalli intensity scale is a scale used for measuring the intensity of an earthquake. The scale quantifies the effects of an earthquake on the Earth's surface, humans, objects of nature, and man-made structures on a scale of 1 through 12, with 1 denoting a weak earthquake and 12 one that causes almost complete destruction.

Tab B

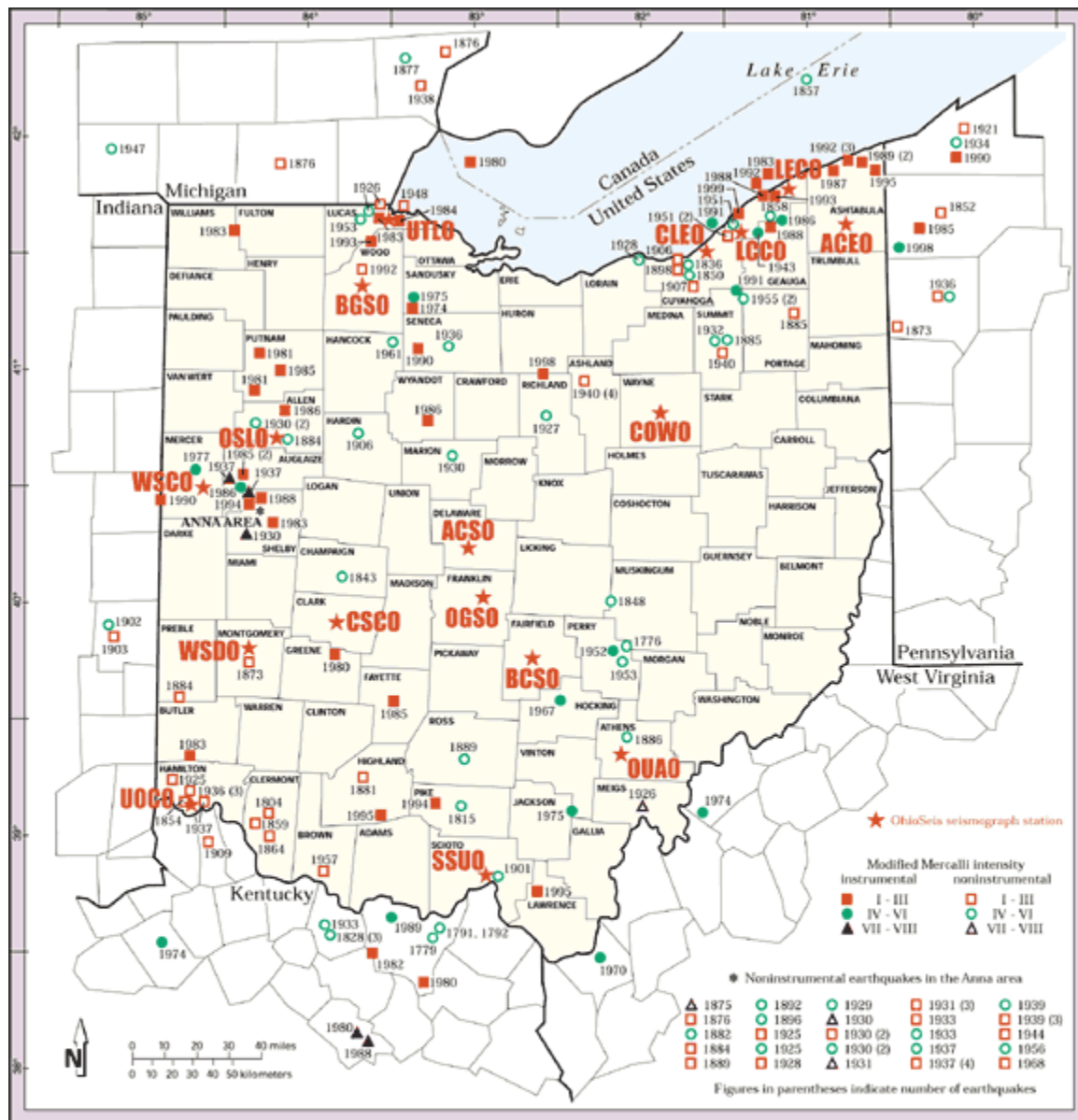
Earthquake Hazard Areas in the United States

While some regions of the country are more susceptible to damage from higher intensity earthquakes, many regions that experience fewer and less intense events may still sustain moderate to severe damage. Many early (pre-1930) construction materials and techniques in these regions are not robust enough to withstand even slight to moderate shaking without some level of failure.



Tab C

Earthquake Epicenters in Ohio



- | | |
|---|---|
| OGSO Ohio Geological Survey | LCCO Lakeland Community College |
| ASEO Ashtabula EMA | OSLO Ohio State University-Lima |
| BCSO Bloom-Carroll Schools | OVAO Ohio University |
| BGSO Bowling Green State University | SSUO Shawnee State University |
| CSCO Clark State Community College | UOCO University of Cincinnati |
| CLEO Cleveland Museum of Natural History | UTLO University of Toledo |
| COWO College of Wooster | WSCO Wright State-Celina |
| LECO Lake Erie College | WSDO Wright State-Dayton (pending) |

Tab D

Mercalli Modified Intensity Scale

Mercalli Intensity	Equivalent Richter Magnitude	Witness Observations
I	1.0 to 2.0	Felt by very few people; barely noticeable.
II	2.0 to 3.0	Felt by a few people, especially on upper floors.
III	3.0 to 4.0	Noticeable indoors, especially on upper floors, but may not be recognized as an earthquake.
IV	4.0	Felt by many indoors, few outdoors. May feel like heavy truck passing by.
V	4.0 to 5.0	Felt by almost everyone, some people awakened. Small objects moved. Trees and poles may shake.
VI	5.0 to 6.0	Felt by everyone. Difficult to stand. Some heavy furniture moved, some plaster falls. Chimneys may be slightly damaged.
VII	6.0	Slight to moderate damage in well-built, ordinary structures. Considerable damage to poorly built structures. Some walls may fall.
VIII	6.0 to 7.0	Little damage in specially built structures. Considerable damage to ordinary buildings. Severe damage to poorly built structures. Some walls collapse.
IX	7.0	Considerable damage to specially built structures. Buildings shifted off foundations. Ground cracked noticeably. Wholesale destruction. Landslides.
X	7.0 to 8.0	Most masonry and frame structures and their foundations destroyed. Ground badly cracked. Landslides. Wholesale destruction.
XI	8.0	Total damage. Few, if any, structures standing. Bridges destroyed. Wide cracks in ground. Waves seen on ground.
XII	8.0 or greater	Total damage. Waves seen on ground. Objects thrown up into air.

Tab E

Actions during an Earthquake

If you are	Do the following:
Indoors	<p>Take cover under a sturdy desk, table, or bench or against an inside wall, and hold on. If there isn't a table or desk near you, cover your face and head with your arms and crouch in an inside corner of the building.</p> <p>Stay away from glass, windows, outside doors and walls, and anything that could fall, such as lighting fixtures or furniture.</p> <p>Stay in bed if you are there when the earthquake strikes, hold on and protect your head with a pillow, unless you are under a heavy light fixture that could fall. In that case, move to the nearest safe place.</p> <p>Use a doorway for shelter only if it is in close proximity to you and if you know it is a strongly supported, load bearing doorway.</p> <p>Stay inside until shaking stops and it is safe to go outside. Most injuries during earthquakes occur when people are hit by falling objects when entering or exiting from buildings.</p> <p>Be aware that the electricity may go out or the sprinkler systems or fire alarms may turn on.</p> <p>DO NOT use the elevators.</p>
Outdoors	<p>Stay there.</p> <p>Move away from buildings, streetlights, and utility wires.</p>
In a moving vehicle	<p>Stop as quickly as safety permits and stay in the vehicle. Avoid stopping near or under buildings, trees, overpasses, and utility wires.</p> <p>Proceed cautiously once the earthquake has stopped, watching for road and bridge damage.</p>
Trapped under debris	<p>Do not light a match. Do not move about or kick up dust.</p> <p>Cover your mouth with a handkerchief or clothing.</p> <p>Tap on a pipe or wall so rescuers can locate you. Use a whistle if one is available. Shout only as a last resort, because shouting can cause you to inhale dangerous amounts of dust.</p>

Tab F

Actions after an Earthquake

- Be prepared for aftershocks. These secondary shockwaves are usually less violent than the main quake but can be strong enough to do additional damage to weakened structures.
- Open cabinets cautiously. Beware of objects that can fall off shelves.
- Stay away from damaged areas unless your assistance has been specifically requested by police, fire, or relief organizations.
- Be aware of possible tsunamis if you live in coastal areas. These are also known as seismic sea waves (mistakenly called “tidal waves”). When local authorities issue a tsunami warning, assume that a series of dangerous waves is on the way. Stay away from the beach.

APPENDIX 4

HAZARDOUS MATERIALS RELEASE



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I. PURPOSE

- A. The purpose of this appendix is to identify chemical emergency preparedness and hazardous materials response activities within Lucas County. The procedures referenced within this appendix are intended to eliminate or reduce the threat to public safety and the environment resulting from a potential or actual release of hazardous materials. This appendix supports the Lucas County Emergency Operations Plan (EOP), the Lucas County Emergency Operations Center (EOC), and the Local Emergency Planning Committee (LEPC) Chemical Emergency Response Plan, as well as other locally developed plans and procedures for response to hazardous material incidents.

II. SITUATION

- A. Lucas County is a highly test industrialized center for manufacturing, processing, and distribution of a wide range of chemical products used in many industrial applications and food processing operations.
- B. The County is a mostly densely populated urban center except for Jerusalem Twp to the east and all of the unincorporated areas in the west. The outlying regions are agriculturally based.
- C. Numerous interstate highways, railways, commercial waterways, and underground pipelines narrowly converge along the western shore of Lake Erie and intersect throughout Lucas County. The City of Toledo, in Lucas County, has adopted ordinances restricting the transport of Extremely Hazardous Substances (EHS).
- D. Manufacture, processing, transportation, and storage of potentially hazardous materials are concentrated along inter-urban and inter-state transportation corridors. Many facilities are in close proximity to residential and commercial areas.
- E. The Port of Toledo hosts terminal facilities that transfer a mix of chemicals, fuels, and agricultural products throughout the Great Lakes region and international ports via the St Lawrence Seaway. The Toledo-Lucas County Port Authority and the 180th Ohio Air National Guard jointly operate at the Toledo Express Airport in west central Lucas County.
- F. Lucas County has a significant risk of a release or spill of hazardous chemicals, as indicated below. See Chemical Emergency Response Plan.
 - 1. Fixed-Facility Risk. Current records indicate that approximately 280 fixed facilities have reportable quantities of chemicals listed in the *Federal Register* under standards established by the Superfund Amendments and Reauthorization Act (SARA) Title III. Approximately 130 facilities maintain reportable quantities of chemicals that are categorized as EHS. Some EHS chemicals are gases stored under pressure. Under certain conditions (such as extreme heat) may cause liquid EHS to vaporize. Explosive materials, acids, toxic gases, and agricultural herbicides and pesticides pose the most serious threats to the public.

2. Transportation Risk. The majority of chemicals and hazardous waste products are transported via five major highways and three railway lines in Lucas County. Only the City of Toledo has a municipal ordinance that regulates the types of materials that can be transported over specific streets.
3. Waterway Risk. The Maumee River is the only navigable waterway upon which a variety of hazardous materials travel. In addition, a number of pipelines transit below the Maumee River or over the waterway below bridges. The types of hazardous materials moved via this river are petrochemicals, fertilizers, and liquefied gases.

III. ASSUMPTIONS

- A. The existence of hazardous materials poses potential for a release of a substance into or onto air, land, or water at any time, and at nearly any place in the County.
- B. Hazards and Vulnerability Assessments (HVA) and Capability Assessments (CA) are updated each year for Lucas County. Potential natural and man-made disaster events (including hazardous materials) that could affect all or a portion of Lucas County are researched, evaluated, and ranked in order of their probability, historical record of occurrence, and vulnerability (impact) on the County or the region (see Tab A - Hazard Vulnerability Assessment).
- C. The impact of any release will be directly related to the specific chemical involved, the type of release or spill, environmental factors, and the proximity to populated areas or critical infrastructure.
- D. The County has the capability to respond effectively to an incident involving transport, storage, usage, or manufacture of hazardous materials.
- E. Existing zoning restrictions, regulatory limitations on releases, emergency planning, sheltering, evacuation, and notification procedures have been established to prevent or reduce the impact of potential incidents.
- F. The public will be advised on measures to assure food and water safety.
- G. When alerted to potential danger, citizens may spontaneously evacuate by any available means. Many may use roads that may or may not have been designated for emergency evacuation, which could result in delays.
- H. Some individuals may delay their departure, elect to stay, or be unable to evacuate despite official recommendations or orders.
- I. Some chemical spills may necessitate temporary shutdown of wastewater treatment facilities to prevent damage to infrastructure.
- J. Weather conditions must be taken into account in every emergency response.

- K. Lucas County will request a Declaration of Emergency from the State of Ohio and/or the Federal Government when all available and necessary resources, including mutual aid, are expended.
- L. The responsible party is liable for the cost of the emergency response, any recovery and cleanup operations, and any site remediation. When the spiller cannot be identified or fulfill those responsibilities, local, state, and federal agencies will coordinate response and recovery operations.
- M. Emergency responders will act to contain the spill or release when they can do so without unnecessary risk to emergency personnel.

IV. CONCEPT OF OPERATIONS

A. Mitigation

In order to eliminate or reduce the impact of a major hazardous materials (HAZMAT) release, the County has begun work to identify and qualify our risk potential and our capability to respond effectively. Specific mitigation measures are as follows:

1. The annual Hazardous Analysis Review of the Hazardous Materials Plan identifies the most serious threats to the public from exposure to hazardous materials. It identifies sources of the assessed risk as those facilities that manufacture, process, store, and/or transport EHS. The analysis further identifies vulnerability zones within which critical and special facilities could be harmed by accidental releases or exposures from these materials.
2. The Assessment further identifies the County's capability to respond to a major HAZMAT spill. The Assessment is the basis for a countywide plan entitled Chemical Emergency Plan for Response to a Hazardous Material Release, developed by the LEPC under state guidance.
3. Training needs of emergency response, private sector, and support organizations were identified and provided through an ongoing program. Emergency response personnel are trained to the Awareness, Operation, and Technician Levels, depending upon their needs and responsibilities.
4. The LEPC maintains a database of private-sector facilities that are to post annual submittals of reports for specific materials, facility maps/diagrams, and timely notifications of any spills or releases. Failure to notify the LEPC may result in fines and/or criminal penalties.
5. Annual drills and exercises are conducted to further train emergency service and support personnel in response and recovery functions.
6. The existing communication network has been enhanced, expanded, and tested.

7. Messages for the public are pre-scripted for release over the Emergency Alert System (EAS) via commercial broadcast.
8. A public education campaign was developed and aimed at raising people's understanding about the nature of HAZMAT and how to safely use, store, and dispose of these materials. The campaign also attempts to educate the public on measures through which they can protect themselves in the event of a chemical or radiological release.
9. The Radiological Emergency Response Plan (RERP) for Lucas County provides for distribution by the Department of Health of potassium iodide tablets to the general public.

B. Preparedness

The Threat, Risk, and Needs Assessment process identifies many previously unknown hazards and adds valuable new information about other threats. A review of existing capabilities and resources further identifies shortfalls or gaps in planning and preparedness. Specific measures to improve preparedness for potential risk are as follows:

1. The Lucas County Emergency Management Agency (EMA) provides for direct coordination with the LEPC (see Tab B - Lucas County LEPC Emergency Contact List), and EMA staff fill some the positions on specific sub-committees.
2. The LEPC coordinates with local jurisdictions, the Lucas County EMA, and the private sector.
 - a) The LEPC seeks to mitigate hazards posed by use of industrial chemicals, and to improve preparedness for potential chemical releases through communication, coordination, planning, training, and acquisition of supplies, equipment, and materials.
 - b) The LEPC maintains detailed documentation on over 300 facilities with approximately 2,000 potentially hazardous materials used in commercial applications. The documentation and data files are shared with the fire services of each local jurisdiction and the State Emergency Response Commission (SERC).
 - c) The LEPC tracks spill reporting and response in the County, and provides for some cost recovery and penalties for failing to comply with existing state and federal regulations.
 - d) Specific information related to a facility can be made available by sending a Freedom of Information Act (FOIA) request to the LEPC Information Coordinator.

C. Response

When an incident occurs that involves a release of a HAZMAT, emergency responders act quickly to protect lives and property. Police, fire, and EMS

personnel coordinate immediate protective actions and assess impacts for potential long-term risks.

1. Each jurisdiction supports trained and equipped emergency response personnel within the local fire and rescue departments that can initially respond to HAZMAT incidents to contain the release and mitigate any threat to the public.
 - a) The City of Toledo Fire Division hosts the Ohio Region One HAZMAT [response] Team in support of jurisdictions throughout Northwest Ohio counties.
 - b) The Region One HAZMAT Team is fully equipped with a mobile response unit that can mobilize within 30 minutes of notification.
2. The Lucas County EMA acts to support the first-responder organizations through activation of the EOC.
 - a) The EOC staff will mobilize specific Emergency Support Functions (ESF) and/or individuals to support the on-scene local Incident Commander and further assess the immediate and long-term human health and environmental hazards, as well as the total impact on the community.
 - b) The EOC Operations Staff will coordinate with on-scene command to acquire a situational awareness of the incident and initiate support from the public and private sectors.
 - c) The appropriate ESFs and/or ESF 7 (Logistics Management and Resource Support) will provide for additional resources from the County and State, and support any requests for emergency declarations from state or federal authorities.
3. The Northwest Ohio and Michigan Mutual Assistance District (NOMMAD) is the private-sector resource that serves its members and the Incident Command System (ICS) with technical assistance and logistical support in response to a chemical release.
4. The Ohio Environmental Protection Agency (OEPA) maintains a regional office in Bowling Green, Ohio, that provides field agents for technical support and incident investigation.

D. Recovery

Hazardous material releases may result in serious impacts on public health and damage to infrastructure and the environment. The Lucas County EMA will provide assistance to local jurisdictions to complete disaster assessments and support for disaster assistance. The EMA will coordinate with public and private-

sector organizations to restore communities as close to pre-disaster conditions as possible.

V. ORGANIZATION AND RESPONSIBILITIES

- A. The Lucas County EMA is responsible for coordinating activities in support of the ICS officers, and to provide notification and warning to the State, local jurisdictions, and the general public as needed. The EMA will provide the following direct support for the County:
 - 1. Activate the EOC as needed
 - 2. Communicate "wind-shield" damage report to the State of Ohio
 - 3. Prepare Disaster Declaration for officials as needed
 - 4. Coordinate detailed damage assessments
 - 5. Assist jurisdictions with public assistance grant applications
 - 6. Support operation of disaster information center(s)
 - 7. Obtain and maintain detailed records and documentation
 - 8. Provide for emergency public notification and media releases
 - 9. Coordinate activities of the EOC and the ESFs working therein
- B. Law enforcement officials should plan for expansion of their normal resources through call-up of off-duty personnel and auxiliaries as needed. Principal duties in response to a HAZMAT release are as follows:
 - 1. Public safety
 - 2. Protection of property
 - 3. Traffic control
 - 4. Possible criminal investigations
 - 5. Coordination with ESF 13 (Public Safety and Security)
- C. Fire services respond routinely to HAZMAT incidents; however, for larger or more complex incidents, most fire services must augment existing resources with resources from regional HAZMAT teams, state and federal Environmental Protection Agencies (EPA), and/or the US Coast Guard (USCG). In addition, the Incident Commander may activate mutual aid agreements with adjoining jurisdictions. The primary focus of their response will be as follows:
 - 1. Emergency life saving measures
 - 2. Fire suppression, explosion protection, and spill or release containment

3. Coordination with state/federal EPA and/or USCG field response
 4. Emergency search and rescue (SAR) operations
 5. Post-incident investigations
 6. Coordination with ESF 4 (Firefighting) and ESF 9 (Search and Rescue)
- D. Emergency Medical Services (EMS) will respond to provide medical care to first responders and the general public. EMS paramedics will stabilize and transport individuals to hospital trauma centers when injuries are life threatening. The EMS will respond as needed as follows:
1. Activate the County Mass Casualty Response Plan as needed
 2. Call private ambulance service for non-life threatening injury per existing protocols
 3. Establish triage and treatment center(s) on scene as needed for mass casualties
 4. Coordinate support from local hospitals for decontamination
 5. Coordinate with local hospitals and the American Red Cross for patient tracking
 6. Coordinate with ESF 8 (Public Health and Medical)
- E. Emergency 9-1-1 Service will provide for emergency service dispatching for calls from the public for each jurisdiction. Dispatchers will coordinate further notifications for the IC as needed.
- F. Engineer, Solid Waste and Public Works Departments will provide for the maintenance of important transportation routes. They will support the following activities;
1. Erect barricades as needed
 2. Repair damaged streets and public walkways
 3. Dispose of non-contaminated debris
 4. Provide specialized maps and system diagrams for emergency responders
 5. Provide for county road and street signage as needed
 6. Provide public property damage assessments to the Lucas County EMA
 7. Coordinate with ESF 3 (Public Works and Engineering) and ESF 1 (Transportation)

- G. Local Elected Officials may declare an emergency for all or a portion of their jurisdictions. Representatives of the jurisdictions may be requested to report to the EOC for coordination of any emergency response. They are critical to the response in the following areas:
1. Leadership and public information
 2. Emergency broadcast messages
 3. Emergency fund authorization
 4. Long-term recovery team representation
 5. Coordination with the EMA Director and the EOC Executive Group
- H. Building Regulation inspectors will survey the damage to facilities and residential/commercial structures in all unincorporated jurisdictions. They will act to protect the public in the following manner:
1. Specify necessary repairs for safe occupancy of damaged buildings
 2. Condemn structures that have sustained major damage
 3. Provide damage assessments to the Lucas County EMA
 4. Coordinate with ESF 3 (Public Works and Engineering) and ESF 14 (Long-Term Community Recovery and Mitigation)
- I. Business/Industry Liaison Officer
1. Provide technical information to the County EOC as needed
 2. Provide additional site security as needed
 3. Support the operations of a Joint Information Center (JIC) with a spokesperson
 4. Coordinate with the ESF 5 (Emergency Management)
- J. Radiological Protection Professionals
1. Monitor radiological emergencies and obtain information on potential threat to emergency workers and the public.
 2. Analyze and plot any hazardous substance threat on EOC maps, and coordinate information with Incident Commander(s).
 3. Make recommendations to local officials on protective actions that may be taken for the safety of emergency personnel and the public.
 4. Receive reports from field monitors and issue instructions to emergency workers and command officers.

5. Consolidate reports and provide information to state and federal agencies as required.
 6. Coordinate with ESF 8 (Public Health and Medical).
- K. Environmental/Agricultural Agents
1. Obtain information on potential threats to the public from contamination of agricultural products.
 2. Issue instructions to farmers and the public on safeguarding produce, grain, and animals.
 3. Advise the public on steps that should be taken to make food products safe.
 4. Provide damage assessment reports to the Lucas County EMA.
 5. Coordinate with ESF 11 (Agriculture, Food, and Water) and ESF 10 (Oil and Hazardous Material Response).
- L. Health and Human Services Officials
1. Assess the health threat.
 2. Obtain information on any known or potential threats and make recommendations to the Executive Group.
 3. Instruct the EOC staff and field officers on health issues for responders and the public.
 4. Advise the public on measures to protect their personal health.
 5. Coordinate with community service organizations on the unmet needs of affected populations, and support established systems to provide resources.
 6. Assist damage assessment and other recovery measures.
 7. Coordinate with ESF 6 (Mass Care, Housing, and Human Services).
- M. Communications Officers
1. Staff the EOC Communications and Dispatch Center.
 2. Establish and maintain links with field operations centers, Incident Command Post (ICP), adjacent jurisdictions, and state/federal agencies.
 3. Monitor emergency radio transmissions and relay messages between the EOC and other responders.
 4. Maintain communications logs.

5. Supervise amateur radio operations.
 6. Coordinate with ESF 2 (Communications) and ESF 5 (Emergency Management).
- N. Public Information Officer (PIO)
1. Coordinate public information, education (PI&E), and rumor control functions from the EOC.
 2. Perform PI&E functions from a JIC with links to the EOC when the EOC is activated.
 3. Prepare, review, and distribute official statements and press releases for the EOC Executive Group.
 4. Coordinate media interviews.
 5. Monitor media reports for accuracy and dispel rumors.
 6. Coordinate with the ESF 15 (Warning, Notification, and Public Information).
- O. Message Center Coordinator
1. Expedite EOC message flow.
 2. Provide for message accountability.
 3. Provide for posting of information for EOC Staff.
 4. Maintain message file for reference.
 5. Coordinate with the EOC Manager.
- P. Shelter/Mass Care Officials (ARC)
1. Provide for shelter and essential needs of evacuees.
 2. Assist relocation efforts with documentation.
 3. Assist damage assessment in the recovery phase.
 4. Coordinate with ESF 6 (Mass Care, Housing, and Human Services).
- Q. Operations Section/EOC Manager
1. Coordinate the operations of each functional group within the EOC and supporting field operations centers.
 2. Brief the Executive Group and the EOC staff as necessary.

3. Maintain the EOC(s) in a constant state of readiness.
4. Review, update, and train personnel in EOC operations procedures.
5. Coordinate all ESFs in the EOC

R. Municipal Officials and Trustees

1. Coordinate with the EOC Executive Group during any major emergency that impacts local jurisdictions.
2. Coordinate public warnings and notifications with the EOC.
3. Coordinate local Emergency Proclamations/Declarations, and request state/federal assistance through the EOC.
4. Assist in damage assessment activities in the recovery.
5. Jointly coordinate public information activities.
6. Coordinate with the Lucas County EMA Director and the EOC Executive Group.

S. Private Sector Liaison/Technicians

1. Support the assessment group with technical knowledge and/or expertise on a given hazard.
2. Advise the EOC Executive Group on measures being taken to manage incidents.
3. Provide advice and recommendations to officials and emergency workers on personal protective measures that should be followed.
4. Assist in damage assessment activities in the recovery.
5. Support public information and review press releases.
6. Coordinate with the EOC Manager.

VI. CONTINUITY OF GOVERNMENT (COG)

A. The line of succession is as follows:

1. Command: per ICS.
2. EOC Director: per policy.
3. EOC Operations Officer: per policy.

- B. Succession of authority is in accordance with local ordinance or internal procedures and directives of each participating organization.

VII. ADMINISTRATION / FINANCE

- A. Records and reports.
- B. Personnel rosters, notification lists, etc.

VIII. RESOURCE MANAGEMENT AND LOGISTICS

- A. Equipment, Materials, and Services
 1. Equipment will be coordinated by the on-scene ICS Logistics Section with the support of the appropriate EOC ESF. If the ESF is unable to support the request, it will be handled by the ESF 7 Logistics Section Chief.
 2. All emergency responders have personal protective equipment (PPE) with which to perform essential assigned tasks in a contaminated environment.
 3. Materials to meet assigned tasks, repairs to critical infrastructure, and restoration of essential services will be addressed by the responsible entity and coordinated with the appropriate ESF or the ESF 7 Logistics Section Chief.
 4. Authorization for emergency procurement of equipment, materials, or services will be included in local Declarations of Emergency.
 5. Re-supply of equipment and materials needed for response and recovery operations, including items needed for sustainment of forces, will be coordinated by the on-scene ICS Logistics Section with the support of the appropriate ESF or the ESF 7 Logistics Section Chief.
- B. Sustainment Assets
 1. Emergency responders and support personnel may require material support for sustained operations. Such support would include food, water, shelter, and facilities for rest and rehabilitation. The on-scene ICS Logistics Section will coordinate initial support with the assistance of the local Salvation Army and ARC. For longer term needs of responders, the appropriate ESF will coordinate with commercial vendors for identified sustainment support. In the event the ESF cannot provide this service, the ESF 7 Logistics Chief will manage the request.
 2. Modular shelter units are part of the emergency response assets present in most jurisdictions. Additional temporary shelter assets are available through mutual aid and coordination with EOC ESF 6 (Mass Care, Housing, and Human Services). Longer term shelter needs will be met through coordination with local jurisdictions for use of existing public

buildings such as schools, libraries, and government offices. ESF 6 is tasked with supporting these efforts.

3. Reception centers, care facilities, and public shelters may also support emergency responders' needs.

IX. PLAN DEVELOPMENT AND MAINTENANCE

- A. All agencies, departments, and organizations are responsible for reviewing this appendix at least once per year and submitting new or updated information.
 1. All agencies, departments, and organizations are also responsible for developing and maintaining SOPs, mutual aid agreements, personnel rosters including 24-hour emergency notification telephone numbers, and resource inventories (including sources, locations and quantities).
 2. The Lucas County EMA Director is responsible for printing and distributing changes, updates, and revisions of this appendix to all departments, agencies, and organizations retaining a copy of this plan.
- B. Training and Exercises:
 1. A Lucas County Operations Officer will attend training on new equipment, and will undertake to provide for instruction to other local emergency responders on proper utilization of newly acquired equipment.
 2. Exercises and drills will be conducted annually to evaluate planning and performance on functional objectives for all-hazards. A schedule of exercises and drills will be posted annually.
 3. Additional training will be conducted as needed or requested by local emergency responders.

X. AUTHORITIES AND REFERENCES

- A. Authorities: See Section K of the Base Plan.
- B. References:
 1. Emergency Response Guidebook, U.S. Department of Transportation;
 2. Jane's Chem-Bio Handbook; and
 3. Area Contingency Plan: Oil and Hazardous Substance Spill Response.

XI. ADDENDUMS

Tab A – Hazard Vulnerability Assessment

Tab B – Lucas County LEPC Emergency Contact List

XII. AUTHENTICATION

Authentication and authorization is documented in the Base Plan Section M (pages 33 and 35) and the original signatures will be maintained by the Lucas County EMA with the master copy of the EOP.

Tab A

Hazard Vulnerability Assessment

HAZARD AND VULNERABILITY ASSESSMENT TOOL ALL HAZARD INCIDENTS AND EVENTS								
EVENT	PROBABILITY	SEVERITY = (MAGNITUDE - MITIGATION)						RISK
		HUMAN IMPACT	INFRASTRUCTURE IMPACT	COG/COOP IMPACT	PREPARED-NESS	RESPONSE	RECOVERY	
	<i>Likelihood this will occur</i>	<i>Possibility of death or injury</i>	<i>Moderate to Severe Damage / Disruptions</i>	<i>Disruption of Services</i>	<i>Preplanning Resilience</i>	<i>Time, effectiveness, resources</i>	<i>Community/ Mutual Aid staff and supplies</i>	<i>Relative threat*</i>
SCORE	0 = N/A 1 = Low 5 = High	0 = N/A 1 = Low 5 = High	0 = N/A = Low High 5 =	0 = N/A 1 = Low 5 = High	0 = N/A 1 = Trained 5 = Low or none	0 = N/A 1 = Effective 5 = Limited to Cap	0 = N/A 1 = Long 5 = Short to Med	0 - 100%
Severe Thunderstorm	5	1	2	2	1	2	2	33%
Drinking Water Emergency	3	1	3	4	2	3	3	32%
Flood, Declared	3	1	4	2	4	2	3	32%
Snow Level 3 Emergency	2	4	3	4	3	4	2	27%
Energy Disruption	3	0	2	2	1	3	3	22%
Ice Storm >1/4 Inch	2	1	3	3	1	2	3	17%
Tornado F2-F3	2	1	2	2	4	2	1	16%
Tornado F1	2	0	1	2	3	1	2	12%
Hazmat EHS Roadway	2	3	2	1	1	1	1	12%
Tornado F4 -F5	1	2	5	5	4	1	1	12%
Earthquake Moderate	1	1	3	3	5	2	3	11%
Blizzard Conditions	1	1	2	3	2	4	3	10%
Epidemic >5% Mortality	1	2	0	4	1	2	3	8%
Cyber Disruption	1	0	1	4	3	3	1	8%
Hazmat Railway	1	2	3	3	1	1	1	7%
Hazmat Lvl 3 Fixed	1	1	2	2	1	1	1	5%
Temperature Extremes	1	2	0	1	2	1	2	5%
Hazmat Radiological	1	0	0	3	1	1	1	4%
Hazmat Waterway	1	0	0	0	2	1	3	4%
Nuclear Pwr Accident	1	0	1	2	1	1	1	4%
AVERAGE SCORE	1.75	1.15	1.95	2.60	2.15	1.90	2.00	14%
*Threat increases with percentage.								
		RISK = PROBABILITY * SEVERITY						
		0.14	0.36	0.40				

Tab B

Lucas County LEPC Emergency Contact List

Lucas County LEPC
Emergency Services Building
2144 Monroe St
Toledo, OH 43604
Office: (419) 213-6527
24 Hour: (419) 936-3550 (For Spill Reporting)
E-Mail: lepc@co.lucas.oh.us

Additional Contacts can be found in the Hazardous Materials Plan

APPENDIX 5

HOMELAND SECURITY



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Tab D - State of Ohio Homeland Security Regions

Tab E - DHS Threat Categories

Tab F - Homeland Security Alert System Threat Levels

PROMULGATION STATEMENT

Preparedness to cope with the effects of a disaster includes many diverse but interrelated elements that must be woven into a comprehensive *Integrated Emergency Management System* involving all local jurisdictions of local government and including private support organizations and the individual citizen.

Disasters require a sudden escalation in the material needs of a community and a reorganization of resources and personnel in order to address emergency response needs. Many lives can be lost in the confusion and disorganization that accompanies a lack of a fully planned response effort. Failure to develop and implement an integrated disaster preparedness plan results in a less effective response instead of a coordinated operation.

Planning for population protection must be a cooperative effort to avoid or minimize the effects of man-made disasters to protect lives and property and restore the stricken area to its pre-disaster condition with a minimum of social and economic disruption.

This Appendix is a statement of policy regarding acts of foreign and domestic terrorism. The Appendix identifies tasks and responsibilities of local officials and emergency service department heads before, during, and after acts of terrorism. This Appendix is developed pursuant to Section 5502.26 of the *Ohio Revised Code* (ORC), the Federal Emergency Management Agency (FEMA) State and Local Guide (101), and a Resolution of the Lucas County Board of Commissioners dated December 14, 1990, assigning emergency responsibilities.

I. Signatures

Authentication and authorization is documented in the Base Plan Section M (pages 33 and 35) and the original signatures will be maintained by the Lucas County EMA with the master copy of the EOP.

II. Authorities

A. Federal

- a. The Civil Defense Act of 1950(PL 81-920) as amended.
- b. The Disaster Relief Act of 1974 (PL 93-288).
- c. The Emergency Planning and Community.
- d. Right-to-know Act of 1986 (Title III, Superfund Amendments and Reauthorization Act (SARA).
- e. FEMA Rules, 44 *Code of Federal Regulations* (CFR), Part 302.
- f. National Flood Insurance Act of 1968 as amended.
- g. Robert T. Stafford Disaster Relief and Emergency Assistance Amendments of 1988 (PL 100-707).
- h. Public Health Services Act of 1950 as amended.
- i. Act of Congress, (American Red Cross [ARC]) January 5, 1905.

- j. 28 CFR, Part 65, Emergency Federal Law Enforcement Assistance, Final Rule.
- k. Department of Defense (DOD) Directive 3025.1, Use of Military Resources During Peacetime Civil Emergencies, May 23, 1980.

B. State

a. State of Ohio Constitution, Article II, Section 42.

b. ORC

- 1) Title 1 State Government
- 2) Title 3 Counties
- 3) Title 5 Townships
- 4) Title 7 Municipal Corporations
- 5) Title 37 Health/Safety/Morals
 - a) Chapter 3709 Health Districts
 - b) Chapter 3710 Labeling of Hazardous Substances
 - c) Chapter 3727 Hospitals
 - d) Chapter 3734 Solid and Hazardous Waste
 - e) Chapter 3737 Fire Marshall; Fire Safety
 - f) Chapter 3745 Environmental Protection Agency
 - g) Chapter 3747 Low-level Radiological Waste
 - h) Chapter 3750 Emergency Planning
 - i) Chapter 3751 Hazardous Substances
 - j) Chapter 3761 Assemblies; Mobs
- 6) Title 39 Insurance
 - a) Chapter 3901, Section 3901.27-.30, Periods of Emergency
- 7) Title 41, Labor & industry
 - a) Chapter 4163 Atomic Energy
- 8) Title 47 Occupations/Professions
 - a) Chapter 4765 Emergency Medical Services (EMS)
- 9) Title 49 Public Utilities
 - a) Chapter 4901 Public Utilities Commission
 - b) Transportation of Hazardous Materials (HAZMAT)
- 10) Title 51 Public Welfare
 - a) Chapter 5101 Department of Human Services

- b) Chapter 5119 & 5123 Department of Mental Health
- 11) Title 55 Roads/Highways/Bridges (Under Department of Public Safety)
 - a) ORC 5501.02 Department of Transportation
 - b) ORC 5501.31 & .04 Operations of Roads & all
 - c) Chapter 5502 Department of Public Safety
 - Section 5502.21 Emergency Management, Definitions
 - Section 5502.22 Emergency Management Agency (EMA) established
 - Section 5502.24 Temporary seats of government in emergencies
 - Section 5502.25 Rules for Emergency Management
 - Section 5502.26 Countywide Emergency Management Agency
 - Section 5502.27 Regional Authority for Emergency Management
 - Section 5502.271 Program for Emergency Management within Subdivision
 - Section 5502.28 Cooperation by state and local agencies
 - Section 5502.29 Mutual Aid between subdivisions
 - Section 5502.30 Immunity from liability
 - Section 5502.31 Local appropriations
 - Section 5502.38 Exemption; service on Local Emergency Planning Committee (LEPC).
 - c) Chapter 5503 State Highway Patrol, Section 5503.02 Duties & Powers
 - d) Chapter 311.07 General Powers of the County Sheriffs.
 - e) Chapter 307 General Powers of the County Board of Commissioners.
- 12) Title 61 Water Supply/Sanitation/Ditches
 - a) Chapter 6101, Conservancy Districts
 - b) Chapter 6109, Safe Drinking Water
- C. Other State Legal Authorities.
- D. References:
 - 1. Guide for All-Hazard Emergency Operations Planning, SLG 01.

III. PURPOSE

The Lucas County Homeland Security Appendix is intended to serve as guidance and a planning tool for local jurisdictions to prepare for, respond to, and recover from terrorist incidents, potentially involving use of weapons of mass destruction (WMD). Included are measures to protect and restore public health and safety, and provide emergency relief to individuals, government offices, critical infrastructure, businesses, and industry affected by terrorist acts. Terrorism is a term used to describe violence or other harmful acts committed (or threatened) against civilians by groups or persons for political, nationalist, or religious goals. As a type of unconventional warfare, terrorism means to weaken or supplant existing political landscapes through capitulation, acquiescence, or radicalization, as opposed to subversion or direct military action. See Tabs A & B for a list of commonly used acronyms and definitions.

IV. WMD THREAT ASSESSMENT

A. Department of Homeland Security (DHS) Threat-Risk-Needs Assessment HSRA

1. The Lucas County EMA has completed a threat-risk-needs assessment in coordination with local, state and federal officials. The HSRA identifies potential threats from acts of terrorism to individuals, institutions, organizations and commerce in the public and private sectors. The HSRA further identifies threats to critical infrastructure within Lucas County and the surrounding region.
2. The HSRA will serve policy makers and emergency service chiefs to improve local planning and standardize existing procedures, and to determine future needs for training, equipment, facilities, and exercises and drills.

B. Historical Nature of Terrorism

1. Terrorism is the "premeditated, politically motivated violence perpetrated against noncombatant targets by sub-national groups of clandestine agents usually intended to influence an audience." (22 *U.S. Code* [USC] 2656 f(d)(2)). Per the most common definition of terrorism—typically used by states, academics, counter-terrorism experts, and civil, non-governmental organizations, "terrorists" are actors who do not belong to any recognized armed forces or who don't abide by the laws of war, and who, therefore, are regarded as "rogue actors."
2. Globally terrorism has a long history however, with the advent of new technology and weapons of mass destruction coupled with religious fanaticism, it has grown in its capacity to pose a danger to any organization or nation state. Terrorism has been used by individuals, political organizations and nation states who lack the means to affect radical change to further their objectives.
3. "Terrorist attacks" usually are characterized as indiscriminate, directly targeting civilians or proceeding with disregard for human life. The term terrorism often is used to assert that the violent acts committed by adherents are immoral, wanton, and unjustified. Those labeled "terrorists"

rarely identify themselves so, instead typically use terms referring to their ideological or ethnic struggle, such as separatist, freedom fighter, liberator, revolutionary. Common terms to describe terrorist are vigilante, militant, paramilitary, guerrilla, rebel, jihadist, mujahidin, or fedayeen.

4. Acts of terrorism have historically been committed by individuals from diverse racial, ethnic, religious, and social/political elements of society. Therefore, no conclusions should be drawn as to what elements of any community might be prone to use of terrorism in achieving their aims. The collective sum of an individual's actions is the only sure indication that he/she is or could be a terrorist or supporter of terrorism. All acts of terrorism are intended to disrupt and destabilize a community and create fear and mistrust within a population.
5. While many acts of terrorism are committed by those who seek to live to carry on their fight, an increasing number of terrorist organizations have resorted to recruiting and training suicide bombers. The suicide terrorist is the most difficult to detect and deter. Once deployed to the intended target, they require constant vigilance and pro-active preventative measures to be employed in depth if they are to be deterred and defeated.
6. Individual terrorists or members of terrorist cells frequently conceal themselves and their activities within an ethnic, religious, or social group. They attempt to use their connections to gain acceptance and support among an unsuspecting and law abiding population or community organization.
7. Terrorist organizations finance their operations using many illicit activities including smuggling, extortion, robbery, fraud, and kidnapping. Terrorists have engaged in legal businesses to conceal their operations and launder financial transactions. They have used charities and other non-profit organizations to gain contributions that are funneled through foreign accounts to terrorist cells and operations.

C. Terrorism and Weapons of Mass Destruction (WMD)

1. Chemical weapons are a threat today because of the relative ease of manufacture and accessibility of raw materials. Chemical weapons generally fall into two categories: blister agents that cause external and internal injuries and nerve agents that affect the muscle or respiratory systems of the body. All types of chemical agents are lethal in higher concentrations. The most effective method for dispersal is to generate an air-borne vapor that would come in contact with exposed skin or be inhaled (see Tab C - Indicators of Use of WMDs).
2. Biological weapons are an increasing threat because they can be produced economically, are difficult to contain, and their impact on society is lethal resulting in mass casualties. Exposures may occur in humans or animals, or from contamination of food, water, air, or another environmental source (see Tab C - Indicators of Use of WMDs).

3. The psychological impact of a “dirty bomb” would be more devastating than the actual physical damage that it would cause (see Tab C - Indicators of Use of WMDs).
4. Explosives devices have been used in the majority (70%) of terrorist attacks. The types of devices used range from common military ordinance to Improvised Explosive Devices (IED) using off-the-shelf explosive/flammable materials. Explosive weapons vary in size and destructiveness. They include blast, fragmentary, incendiary, and dispersal weapon types. While most incidents result in injury and property damage, some are intended to prevent continued use of critical infrastructure. As dangerous as actual WMD agents are they can be made even more lethal depending upon the ever-changing methods used to employ them. (See Tab C - Indicators of Use of WMDs).
5. Threats of terrorist acts, in themselves, are disruptive, even when found or believed to be hoaxes or when lacking credibility. Following any previous detonation of actual bombs or other weapons, hoaxes have the effect of traumatizing a population, resulting in waste or depletion of resources. In addition, hoaxes may be employed as a terrorist strategy to test response actions, divert attention, determine gaps in defenses, and, when used repeatedly, to lull defenders into a sense of apathy. (See Tab C - Indicators of Use of WMDs).

V. SITUATION AND ASSUMPTIONS

A. Geography and Environment

1. Lucas County is part of Ohio Homeland Security Region Number 1 (see Tab D - State of Ohio Homeland Security Regions), which is also considered the Northwest Ohio DHS 18 County Planning Region
2. Lucas County is located in Northwest Ohio, encompassing an area of approximately 843.5 square miles. The adjacent political jurisdictions that surround Lucas County are Fulton, Wood, and Ottawa Counties in Ohio, and directly to the north is Monroe County, Michigan. Lucas County is situated at the southwestern basin of Lake Erie. The Maumee River runs the full length of the County’s southern boundary, which creates its unique wedge shape. The Maumee River is navigatable for approximately 10 miles by lake and ocean going vessels.
3. The topography of much of Lucas County is alluvial plain; however, the County has numerous rivers and smaller tributaries that run toward the northwest into Lake Erie. These waterways create numerous small valleys and ravines in the central region of the County. The County is heavily forested in most of its urban areas, while agricultural lands remain clear of vegetation.
4. The Climatic Region in the Midwest is temperate, with a maximum of 104 degrees Fahrenheit (°F) and a low to -20°F. Mean annual precipitation is 32.9 inches. Mean annual snowfall is 38 inches.

B. Critical Infrastructure at Risk

1. Lucas County is a major urban region in Ohio, with approximately 70 percent of its area in residential or commercial development. Four major interstate highways bisect the County, which has approximately 700 miles of public roadways. Railways criss-cross the County, with major rail terminals in and around its urban center. A mid-sized seaport receives cargo vessels from all over the Great Lakes region, as well as ocean going shipping from Europe, Asia, and the Mediterranean. The Toledo Express Airport handles both international air-cargo and continental passenger flights.
2. Lucas County remains a major manufacturing region. Major auto and glass industries maintain large facilities, and two corporations have their global headquarters in the County. Banking and finance industries are concentrated in the County alongside local, State, and Federal Government offices.
3. Other critical infrastructure resources within the County include production and distribution of electricity, water for drinking and manufacturing, petro-chemical facilities and pipelines, and communications and transportation facilities and networks. Lucas County is home to eight hospital facilities that serve the entire region's medical needs.
4. Major centers for education, the arts and recreation are dispersed throughout the County's 21 subdivisions.

C. Population at Risk

1. Within Lucas County are 10 municipal jurisdictions and 11 townships. The population of Lucas County is 441,705 (2010 Census). Approximately 615,000 people live in the greater metropolitan area.
2. The present significant population breakdown for Lucas County is 75.7 per cent white, 19.5 per cent African-American or Black, and 6.4 per cent Hispanic. No statistics are available for a further breakdown, but a growing segment of the population from the Middle East and Mediterranean make their home in Lucas County and the surrounding region.
3. Lucas County continues to be a major center of employment, commerce, transportation, and entertainment for the surrounding region. This results in an increase in the number of people who both live and work in the County during each weekday.

D. Threat Categories

1. Terrorist have targeted individuals, organizations, business, industrial, government and military facilities, as well as critical infrastructure elements.

2. The selection of a target depends on the social or political motivation of the individual terrorist or terrorist cell. The terrorist must develop the means or capability to execute any planned incident. In addition, the intended target must have a vulnerability (or lack of preparedness) that would assure success.
3. Terrorist employ a wide range of manufactured and improvised weapon types including WMD (chemical, biological, radiological, nuclear, and explosives [CBRNE]) agents that would have a disruptive to catastrophic impact on our community. Materials to construct such devices are readily available. Moreover, terrorists may attempt to use locally manufactured, stored substances or materials in transit as a weapon or weapons system multiplier.
4. In addition to “hardened” targets, our society presents an unlimited number of “soft” targets of interest to terrorist. Critical among these soft targets are the many cyber networks that connect much of our public- and private-sector commercial and administrative functions.
5. General categories have been identified that could potentially be targeted by terrorist. A specific Homeland Security Risk Assessment (HSRA) is developed and used to further develop specific “target” listings in each category. See Tab E - DHS Threat Categories.

E. Threat Levels

1. The National Terrorism Advisory System (NTAS) replaces the color-coded Homeland Security Advisory System (HSAS). This new system is meant to effectively communicate information about terrorist threats by providing timely, detailed information to the public, government agencies, first responders, airports and other transportation hubs, and the private sector (see Tab F – National Terrorism Advisory System).
2. An Elevated Threat Alert warns of a credible terrorist threat against the United States. An Elevated Threat Alert will result in the widest notification of individuals and organizations to the extent deemed necessary by local, state, and federal officials. Credible threats may also result in mobilization of specific elements to counter any act of terrorism and increased readiness of other organizations should the need arise.
3. An Imminent Threat Alert warns of a credible, specific, and impending terrorist threat against the United States. An Imminent Threat Alert will cause immediate notification of all responders and activation of warning systems to alert the public. When under an imminent threat of attack, local officials, in coordination with law enforcement officials, may order countermeasures designed to eliminate or reduce the impact of any WMD, including restricted access to critical facilities and government offices; halt of air, rail, and waterway transportation; implementation of random security check points; increased roving patrols and stationary security posts; vehicle and baggage inspections; cancellation of public venues; and curfews, quarantines, and other measures believed effective.

F. Local Threat Levels; Readiness

1. The Lucas County Joint Anti-Terrorism Task Force (JTTF) and Ohio Department of Homeland Security recognize the NTAS as a guide for decision-making and local actions to improve readiness for potential acts of terrorism.
2. The NTAS is displayed in Tab F – National Terrorism Advisory System of this Appendix.

VI. CONCEPT OF OPERATIONS

A. Mitigation and Preparedness

1. Federal Officials have requested that local jurisdictions coordinate with local communities in the formation of a regional Joint Terrorism Task Force (JTTF). The JTTF coordinates with state and federal officials and all emergency response and support organizations within an 18-county region of Northwest Ohio. This regional JTTF will prepare and update a threat and risk assessment for the County and region. The JTTF will further prepare specific plans and procedures to defend against potential threats identified in the assessment. The JTTF will coordinate and support training for local and regional emergency responders, and provide information and education to local officials and the general public.
2. Detailed planning, necessary training, and equipment are identified so that emergency service personnel can mount an effective response and recovery effort. All first responders will, at a minimum, train to an Awareness Level for chemical response for chemical, biological, radiological, nuclear and explosive (CBRNE) WMD incidents.
3. In response to changes in alert levels under the NTAS, local county and municipal governments will respond to increase their level of security based upon their own jurisdictions' Hazard, Threat, and Risk Assessments HSRS, and the specific nature of the potential threat of terrorism.
4. The initial response to a NTAS Threat Level could close or restrict access to specific Lucas County government offices to the public until the safety of each facility can be assured. Other measures that will be implemented may include, but not be limited to, parking restrictions on streets, lots and attached garages in areas in and surrounding government offices, increased security including roving patrols, random searches and identity checks, and active monitoring of select locations via electronic and other means.
5. Lucas County officials will meet in the Lucas County EOC upon notification of a NTAS Imminent Threat Alert to assess the specific situation and make recommendations to institutions, organizations, and facilities in the public and private sectors; these recommendations could

include heightening awareness and level of security for credible threats in order to mitigate impacts of possible incidents.

6. PPE such as gas masks, respirators, chemical suits and agent antidotes, self-contained breathing equipment, and ballistic Explosive Ordnance Disposal (EOD) suits are provided to specific emergency responders who have been identified by emergency services in accordance with local plans. Training of emergency responders in utilization and maintenance of PPE and other equipment is ongoing.
7. WMD monitoring, decontamination, and treatment equipment is presently available to local emergency responders. The Lucas County EMA, in coordination with the Metropolitan Medical Response System (MMRS) Committee, local, state, and federal officials, has developed plans for pre-positioning and distribution of medical supplies, pharmaceuticals, and specific antidotal agents.
8. The Toledo-Lucas County Health Department has coordinated with local hospitals, physicians, the State Department of Health, and the Centers for Disease Control and Prevention (CDC) to implement health surveillance systems. These inter-related systems, known as the Health Alert Network (HAN) and Health Emergency Incident Command System (HEICS), are intended to identify potential health threats posed by WMD and alert the health community. The health departments will issue local health alerts and advisories in accordance with local protocols.
9. Area school districts have coordinated to assess potential threats and update existing emergency response plans to include threats from domestic and other forms of terrorism. School districts train and exercise to respond to acts of terrorism, as well as domestic threats from within the community.
10. The U.S. Department of Agriculture (USDA), in coordination with state universities, monitors the quality and safety of agricultural crops and bi-products for potential contamination from biological threats. Veterinary clinics and veterinarians monitor for a significant number of contagious diseases that could affect humans or disastrously impact agricultural commodities and economies. Local veterinarians notify state veterinarians who can confirm initial diagnosis and make further notifications to departments of agriculture and the CDC.
11. All first responders and supporting organizations are required to complete levels of training in the awareness and prevention of acts of terrorism. The FEMA independent study courses identify precursors or indicators of possible terrorist efforts.
12. The Ohio Department of Public Safety provides for reporting of events or information related to possible incidents of national significance through a fusion center called the Strategic Analysis and Information Center (SAIC). The SAIC is a multi-disciplined team of local, county, state, federal, and private-sector representatives organized to collect, filter, analyze, and

disseminate credible information of specific threats to local law enforcement and other emergency responders.

13. DHS has developed Sector Coordinating Councils (SCCs) as a component of the National Infrastructure Protection Plan (NIPP) that is designed to inform and raise awareness of indicators of potential terrorist activity. Business and industry managers and private-sector security officials in 16 critical infrastructure sectors are informed of the need to recognize and report on suspicious activity and behaviors to local, state and federal law enforcement agencies.
14. Drills and exercises using a variety of scenarios are conducted regularly to provide for training local officials, emergency responders, and the many departments and organizations that would provide support. Exercises will be evaluated against existing plans and procedures to identify planning gaps.

B. Response Operations

1. WMD response
 - a) The lead federal agency for WMD incidents is the Department of Justice, which delegates responsibility to the Federal Bureau of Investigation (FBI) for crisis management. Within this role, the FBI appoints a Federal On-scene Commander (OSC) to function as the on-scene manager to coordinate with State and local responders for an eminent or actual attack.
 - b) A Joint Operations Center (JOC) Command Group will be established by the Federal OSC, possibly within an existing EOC, to serve as the focal point for strategic management and direction of on-site activities, identification of state and local requirements and priorities, and coordination of the federal response.
 - c) The local Incident Commander will be determined in accordance with State statutes. The local Incident Commander IC will coordinate operations and maintain liaison with that jurisdiction's local officials, the Lucas County EOC, Federal OSC, and others as necessary.
 - d) A Unified Command structure may be implemented to meet the complex needs of any incident in order to assure timely and accurate flow of information and aid in decision making. While the FBI Command Group retains authority to make "crisis management" decisions at all times, operational decisions will be made cooperatively to the greatest extent possible.
 - e) In the event of a CBRNE incident, the local IC may call upon the following specialized tactical teams:
 - i. Special Weapons and Tactical (SWAT) team(s) – Four jurisdictions provide training and support for local SWAT teams within their jurisdictions in Lucas County. While teams vary in size and equipment, the missions of the

teams are essentially the same. SWAT teams will be employed in or respond to hostage and kidnapping incidents, barricaded persons, snipers, and forced entry operations. In addition, SWAT teams will respond to high-risk criminal apprehensions, force protection, and provide additional security for high-profile visits.

- ii. The Northwest Ohio Bomb Squad (NOBS) – The City of Toledo Police Department provides training and support for NOBS that primarily supports jurisdictions within Northwestern Ohio. The Toledo Bomb Squad is designated as a “Federal Asset.” This federal designation means that the Squad can respond anywhere within the State of Ohio and in adjacent states under Intra-State and national Mutual Aid Compacts (IMAC/EMAC). NOBS will immediately respond to a bomb threat where a suspicious device is found or an actual explosive device is identified. The Squad may assist the Federal Bureau of Alcohol, Tobacco, and Firearms (ATF) in criminal investigations relating to use of explosive devices.
 - iii. The Region One Collapse Search and Rescue (SAR) Team – This Team is based within the City of Toledo Fire and Rescue Department, and provides trained and equipped fire fighters to locate and coordinate rescue of survivors and to mark locations of fatalities for later recovery. The Region One Tactical Response Team, based within the City of Toledo Police Department, will provide trained and equipped law enforcement officers and a tactical armored vehicle to meet the needs of the incident and to augment existing emergency responders under the State of Ohio IMAC.
 - iv. The City of Toledo Regional Hazardous Materials Response Unit – This Unit is fully trained and equipped for response to a HAZMAT incident. In addition, the Toledo Fire Division trains and equips a Biological Response Team and a Radiological Response Team that can respond to incidents or reports of suspicious materials. Each of these teams coordinates operations with local environmental protection and pollution control organizations, as well as the Toledo-Lucas County Health Department.
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- f) The IC will alert all emergency responders to the possibility of secondary devices and to be prepared to suspend rescue efforts when devices or other conditions pose a threat to responders. Emergency responders will report suspicious devices, persons, or activities to the IC for action.
 - g) The IC will coordinate with police chiefs and other law enforcement officials to preserve the crime scene. Coordination

for acquisition and security of any possible evidence will extend to material that may be imbedded in victims, samples submitted for laboratory analysis, and the general debris stream. All potential evidence will be handled in accordance with existing protocols for “chain of custody” and later use in criminal prosecutions.

- h) The Incident Command System (ICS) Operations Section will monitor environmental conditions and, with the aid of the U.S. Environmental Protection Agency (EPA) and local pollution control organizations, contain and remediate any threat to emergency workers and the general public. Care will be taken to assure that emergency workers use approved PPE respiratory protection.
- i) Should radiological material be present at the incident scene, all workers will wear individual monitoring devices. Most fire departments in Lucas County are supplied with a limited number of self-reading, low- and high-range dosimeters and radiological monitors used to detect levels of beta and gamma radiation. Additional radiation detection and monitoring equipment can be provided upon request from the State EMA through the Lucas County EMA office. These devices are to be read frequently when the potential for radiological material is present, and any exposures must be reported immediately in accordance with local and state protocols.
- j) The Incident Commander must prepare for continuous and sustained operations. Typically, emergency responders and supporting organizations operate on 12-hour shifts, 7 days each week, until the incident is stable or threat is diminished. While most emergency responders will be relieved and allowed to leave the scene without restrictions, in extreme situations, the Incident Commander may direct that emergency crews be staged in the “warm zone” following their shift until sufficient resources are assured to meet the needs of the incident. Responders will be provided with food, rest, and counseling as needed in or near the warm zone.
- k) Biological weapons or materials can create very damaging incidents that may have no obvious triggering event or be delayed in their harmful outcomes. As a result, it may be difficult to organize under a traditional ICS. A Unified Command structure, involving emergency services and officials from the public and private sector, should be used to assess existing damage and any potential for further harm. In this way, Unified Command can aid in assuring that strategies and tactics to meet the needs of a community will be comprehensive and effective.

C. Federal Assistance

1. State and local governments will submit requests for federal consequence management assistance through standard procedures under the FRP and the ORC.

2. Upon a determination that a particular incident is the result of a terrorist act, the FBI will initiate an investigation and begin coordination with the Incident Commander and local, state, and other federal agencies as necessary. The Incident Commander will coordinate with state and federal jurisdictions for on-scene access and support.
3. In response to incidents of national significance, federal officials have jurisdiction for overall operations and investigations. A JOC may be established to coordinate between local first responders and the Federal Coordinating Officer (FCO). A JOC Command Group will manage multiple or competing requests based on priorities and objectives established by the Federal OSC.
4. Post-incident recovery efforts will be initiated at the scene following confirmation from the lead federal agency that the incident has stabilized and that no further threat exists to public health and safety.

D. Lucas County EOC

1. The Lucas County EOC will be activated for an actual terrorist attack anywhere within the United States of America if it is determined that threat of a similar attack exists locally.
2. Activation of the Lucas County EOC will be in accordance with the County Emergency Preparedness Plan for all hazards. Responsibility for the operation of the EOC rests with the County Sheriff, County EMA Director, and the EOC Executive Group. The EOC will be capable of sustained operations (24/7) with routine shift changes not to exceed 12 hours to allow time for rest and nourishment.
3. Once activated, the Lucas County EOC Operations Group will assess the situation and make recommendations for protective actions to local officials for the public and private sectors. Should needs exceed the capability of local resources, the EOC Executive Group will consider issuing a Declaration of Emergency and a request for state and federal assistance forwarded through the Ohio Emergency Management Agency (OEMA).
4. The EOC will maintain communications and coordinate with local officials in all affected jurisdictions, local Incident Commander(s), the JIC, and the Federal JOC, when activated, throughout the response and recovery operations.
5. The EOC Planning and Assessment Group will continually assess the incident and develop strategies to respond to evolving conditions. Within the Planning Group, a geographic analyst will evaluate and digitally display maps that will depict the scope of the incident(s) and the potential for continued or new threats such as chemical or radiological plumes.

6. Upon the request of the Federal OSC, the County EOC will be unified under a JOC to facilitate coordination, communication, and investigation of terrorist acts.
7. The EOC Manager will task 15 Emergency Support Functions (ESF) to support the on-scene ICS response through acquisition of resources and information requested by the on-scene Incident Commander.
8. De-activation of the EOC shall be ordered upon a determination by local officials that major issues in the response phase of the incident have been satisfactorily addressed. Any de-activation of the EOC will necessitate a transition within the EOC staff from emergency response operations to operations that support long term recovery of the affected community. Long Term Recovery actions will include individual and family assistance, remediation of damage to infrastructure and the environment, and a review of actions taken in the response that will aid in improved plans and procedures.

E. Communications

1. Primary communications for consequence management functions will be telephone, fax, and wireless cellular. Local officials and emergency responders should identify resources for a secure communications capability. The need for additional lines in specific locations should be anticipated in response and recovery plans.
2. Radio communications will serve as the primary means to coordinate emergency response and recovery actions.
3. Amateur radio operators can support coordination and attain exclusive access to designated radio frequencies for specific uses in an emergency.
4. Detailed written communications will provide information that will aid future planning and assessments.
5. The Law Enforcement Automated Data System (LEADS) network can be utilized to provide rapid dissemination of information for law enforcement and other emergency service organizations.

F. Notification and Warning

1. Initially emergency dispatchers will be alerted to incidents from affected communities over the 9-1-1 system in order to direct emergency responders to areas of immediate need.
2. State officials will be notified of an incident by the County EMA Director through use of a pre-established internal call list and procedures maintained by emergency response organizations, departments, and agencies. A corps group of executive officials and department heads will be alerted by Regional Council of Governments (RCOG) dispatchers at

the direction of the EMA Director in order to mobilized key decision-makers.

3. The Emergency Alert System (EAS) will serve as a rapid means to alert the public when confronted with an immediate threat or actual WMD attack. While initial messages may be pre-scripted, information or instructions for the public may be broadcasted live as the situation evolves. A major limiting factor of EAS is that the messages are limited to two minutes in duration and the system is restricted to public safety emergencies.
4. EMA maintains an emergency notification system which will be used to notify citizens of emergency incidents and recommended protective actions through automated voice calls, text messages, and emails. Notifications may be initiated by either EMA or RCOG dispatchers.
5. The outdoor warning sirens may be activated to alert the public to take shelter, and to seek information via television/radio as to why the sirens have sounded.

G. Emergency Public Information

1. A Joint Information Center (JIC) may be activated at the same time as the Joint Operations Center (JOC). All information of a public nature would be shared among representatives of the JIC. The JIC staff would coordinate timing and content of official press releases and coordinate interviews of local, state, and federal officials. Pre-designated spokespersons, key officials, and credible authorities will deliver information through the media and field queries. See ESF 15 - Public Information, Warning, and Notification, in the Lucas County/City of Toledo Emergency Operations Plan (EOP).
2. The Joint Information System within the County EOC will maintain a Rumor Control Section that will monitor all public broadcasts and inquiries from the public. The Rumor Control Section will attempt to identify trends and dispel mis-information regarding response and recovery operations through the JIC staff.
3. Emergency public information will provide timely and accurate information to the public on what is being done to safeguard our communities and how they can help in any prolonged effort. Every effort will be made to provide credible sources of information at the earliest possible time.
4. A public information "hot-line" may be activated to address concerns of the public and to dispel rumors. Once activated, the hot-line will be staffed by emergency service staff and/or volunteers until the call volume has abated to a degree that it can be transferred to routine call-takers.

H. Protective Actions

1. Sheltering of the public is a strategy that may be employed when their best interest is to remain indoors, protected from potentially harmful agents. Individuals may be instructed by the Incident Commander or local official to shelter in their homes, offices, commercial buildings, or any sound available structure until such time as an all-clear message is released. Information provided to sheltered individuals may include instructions to close windows and doors, and to turn off outside air ventilation equipment.
2. Temporary or short-term evacuation of a specific area or building may be ordered by the Incident Commander, facility managers, or local officials with responsibility for public safety as a consequence of a credible threat. See Appendix 10 - Evacuation.
3. The need for a longer term relocation of the public from residential and/or commercial districts may be determined should an area be assessed as unsafe for the public. Relocation of the public will require establishment of temporary reception and care centers to allow for coordinated movement of the affected population to relocation facilities. See Appendix 10 - Evacuation.
4. Medical surveillance will be conducted by the local and State Departments of Health, with assistance of the CDC, EPA, and area hospitals. The HAN will be strengthened and broadened where possible, and new technological capabilities such as an emergency notification system will enhance notification of health care professionals.
5. Restricted zones may be designated by local, state, or federal officials should efforts to attain the voluntary cooperation of individuals fail. Within these zones (or buildings), only controlled access would be authorized and monitored. A system for controlled access will be incorporated by the Incident Commander to protect emergency responders and victims, and to preserve potential evidence of criminal acts.
6. All non-essential activities, including commerce and transportation, within restricted zones will be suspended or strictly controlled by the IC or public health authorities. Perimeter control of and access to restricted zones is the responsibility of law enforcement or other designated agency.
7. Quarantine areas or isolation wards in medical facilities may be designated by the local health department or state or federal officials, whereby no access or egress would be authorized except for medical or health personnel. Isolation of affected or exposed individuals will be limited to the period required for incubation of illness or display of signs and symptoms.
8. Trained emergency response personnel are provided with PPE and WMD detection devices to assure that they can operate safely and effectively in a WMD environment. All individuals, materials, and equipment within

restricted zones and areas of quarantine will be subject to strict compliance with containment and decontamination procedures.

I. Mass Casualty Operations

1. Mass casualty triage/treatment will be initiated by emergency medical personnel and continued at emergency medical treatment centers within local hospitals.
2. The local health department with the support of other medical personnel and emergency services will administer any program of immunization against a biological weapon under the direction of state and federal health authorities.
3. Mass immunization/prophylaxis will be implemented upon the order of the Toledo-Lucas County Health Department. Pre-event inoculations will be provided by health departments for specified medical and health care workers, followed by emergency service personnel. Mass immunization of the general public will be provided should a specific biological agent be discovered in our community or should there be a potential for exposure to such an agent. Detailed plans for the above contingency are contained in the 2002 Metropolitan Medical Response System (MMRS) Plan for Northwest Ohio.
4. Mass medical decontamination will be implemented by emergency medical and fire service personnel when a radiological or chemical weapon agent is proven to be the cause.
5. Patient evacuation/transportation will be accomplished by the most expeditious means available; however, every effort will be made to avoid cross-contamination of medical transportation and treatment facilities through gross decontamination at the scene.
6. Lucas County EOC ESF-8 supports Health and Medical response operations with the support of ESF-6 Mass Care.

J. Health and Medical Operations.

1. The Toledo-Lucas County and State of Ohio Health Departments, in coordination with the CDC, monitor for unusual concentrations or outbreaks of expected and unexpected medical conditions. The HAN provides the first confirmed indication that a disease or toxin has entered the mainstream of public health.
2. While routine medical procedures may be rescheduled, treatment for critical patients unrelated to the WMD incident will continue to be necessary. Hospital officials and medical staffs must be included in any public information and education program to alleviate pressure on emergency departments and resources.

3. Upon actual or imminent attack upon regions of the United States, the CDC will release pre-packaged medical supplies and equipment to local jurisdictions. This National Pharmaceutical Stockpile (NPS) will be received by the Toledo-Lucas County Health Department by the most expedient mode of transportation and taken to a secured location where it can be broken down for ultimate distribution. In response to a biological outbreak a regional Area Command may be established to coordinate with local officials and emergency response organizations. See detailed planning with the 2002 MMRS Plan for Northwest Ohio.
4. The activation of a Regional Disaster Medical Assistance Team DMAT to augment existing emergency medical personnel will be requested as necessary. Advance medical centers will be set up immediately outside of the affected perimeter along major routes of access and egress to aid in decontamination, triage, treatment, and transportation of injured. Alternate care centers may also be required in or near relocation facilities to address illness or injury not directly related to WMD effects.
5. In order to free up resources for critical patients, patient tracking will be coordinated by the ARC Chapter with the aid of eight area medical facilities when individuals are released or transferred to other hospitals. The Toledo-Lucas County Health Department and CDC will monitor and control the transfer of patients that may have been exposed to WMD agents. The ARC will facilitate health and welfare inquiries.
6. The health of emergency response personnel will be routinely monitored by their respective organizations. All personnel will be provided with information about the signs and symptoms of WMD agents. Specific WMD agent antidotes will be provided to emergency responders as necessary to their duties. The Toledo-Lucas County Health Department will assist all emergency service agencies with training and information, as well as reports on the status of medical surveillance networks and laboratory analysis.
7. Samples of suspected WMD agents will be secured by emergency responders and sent to laboratories for analysis. Samples will be sent by the most expedient method to state or federal laboratories when local labs are not available, in coordination with local or State Departments of Health and the CDC.
8. Routine medical care and scheduled procedures will be provided to the community through clinics and family practices until such time as hospitals can resume that responsibility.
9. Mortuary services will be necessary for fatalities as soon as possible following any necessary medical investigation. Every measure will be taken to assure the utmost respect for the families of victims while containing the spread of WMD agents. Temporary morgue facilities may be required initially. Activation of the regional Disaster Morticians (DMORT) group may be initiated by the County Coroner to assist with the processing of mass fatalities, which will be coordinated with the Incident

Commander, Toledo-Lucas County Health Department, and CDC as needed.

10. Critical incident stress management is necessary for all emergency workers, including support personnel. All emergency responders will attend a debriefing at the completion of their scheduled shifts. Regular debriefing sessions, individual counseling, light balanced meals, and ample rest will go far toward assuring a continually healthy emergency work force.
11. Lucas County EOC ESF-8 supports Health and Medical response Operations.

K. Resource Management

1. Personnel needs will be exhausting for most jurisdictions in the hours, days, and even weeks following a WMD incident. Organizational staffs may be shorthanded when staff members are directly or indirectly affected by the attack. In addition, facilities that provide services to the public and serve as centers for public policy and decision-making may be damaged or disrupted to the degree that they pose a danger to occupants or can no longer serve their intended purpose.
2. Each organization impacted by the WMD incident may need to implement an appropriate shift system to ensure continuity of operations. Initially, additional personnel may be temporarily available through inter-departmental mutual aid. Local officials may request that National Guard forces augment personnel needs in specific skill areas once a State Declaration of Emergency has been issued.
3. Equipment and material needs must be coordinated within each organization to assure that critical assets are not wasted or duplicated. The most critical material and equipment needs should be pre-identified. Emergency equipment and medical supplies should be acquired and stored in preparation for possible use. Planners should assess other material needs and identify sources of supply. Due to the disruption that is likely following a WMD incident, it may be necessary for many public and private community service organizations to support the needs of the public with shelter, food, clothing, and health care needs. A system for donations management should be established early on to prevent a glut of unnecessary materials.
4. Storage facilities or outdoor areas for equipment, medical supplies, and materials must be identified. All storage areas should be protected from environmental harm and capable of being made secure. Additional storage areas for influx of other resources that will accompany supporting organizations must be coordinated. Storage areas for perishable materials that require refrigeration or other environmental controls must be pre-arranged.

5. Transportation needs for people, equipment, supplies, and materials will be critical. Commercial buses, vans, trucks, and aviation assets will be essential in the management of a WMD incident. The collection, staging, maintenance, and operation of transportation assets must be centrally coordinated to support critical needs in a timely manner.
6. The EOC Planning and Assessment Group will expand to coordinate logistical needs of emergency service agencies and personnel in the response and recovery phase. An EOC Logistics Officer will be supported by a Transportation Coordinator, Equipment and Material Officer, and Donations Manager.
7. Lucas County EOC ESFs handle resource requests given them by the EOC Manager. If they cannot fulfill a request, the request then goes to the ESF-7 Logistics Section for consideration and disposition.

L. Recovery Operations

1. Post-incident remediation and cleanup must be coordinated with law enforcement, fire officials, environmental protection agencies, and health officials. The first priority will be to save lives and restore essential services.
 - a) Areas that have been affected by a WMD incident will have to be evaluated for elements that could lead to criminal prosecution. Some debris will need to be secured in storage areas for further analysis and documentation.
 - b) Any potential contamination will need to be neutralized before removal and disposal. Routine disposal methods may not be sufficient for the safe destruction of harmful elements. Numerous waste streams will need to be identified and coordinated to assure containment of harmful agents.
 - c) Specially equipped teams may be necessary to monitor removal of debris or other contaminated materials from the scene of any WMD incident.
2. State and federal disaster assistance will be necessary for the most severe WMD incidents that overwhelm the capabilities of local emergency services. Local officials will request state and federal assistance through the Lucas County EMA. Specific needs of each jurisdiction should accompany any request for a State Declaration of Disaster.
3. Continuity of Government (COG) services are critical following any localized disaster. Many offices and departments may be disrupted due to direct impacts of the emergency or increased demand for services related to the disaster. Managers should prepare for likely emergency needs with contingency plans and procedures.
 - a) The personnel needs of the Lucas County EOC staff and other affected agencies will tax the resources of specific offices and

departments. Inter-departmental mutual aid loans can alleviate shortages of personnel and equipment.

- b) The need for extended hours of operation to include weekends for some departments must be anticipated following a major emergency. In some cases normal staffing can be augmented by a temporary workforce and qualified volunteers.
- c) Managers should be prepared to relocate all or a portion of their operations to alternate facilities or locations.
- d) Critical records and data should be maintained in secure locations or routinely backed up digitally so as to be readily available following a disaster.

VII. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. Local Management

- 1. Lucas County Emergency Management Agency
 - a) Provide planning and preparedness guidance and support.
 - b) Provide EOC facilities and core staffing.
 - c) Coordinate training for emergency responders and local officials.
 - d) Coordinate requests for disaster assistance to the State.
 - e) Conduct ongoing damage assessments.
 - f) Support disaster assistance operations.
 - g) Support a JIC.
 - h) Manage Lucas County EOC ESF activities to include incoming resource and information requests from on-scene command.
- 2. Law Enforcement
 - a) Secure and maintain security of the disaster scene.
 - b) Conduct criminal investigations.
 - c) Provide security for critical facilities.
 - d) Support evacuation/relocation operations.
 - e) Support fire service.
 - f) Provide for initial Incident Command and Control.
 - g) Provide containment of hazardous materials.
 - h) Provide for personnel and equipment monitoring and decontamination.
 - i) Support EMS.
 - j) Provide for emergency triage and treatment of mass casualties.
 - k) Coordinate with hospital emergency departments for care of victims.

- l) Maintain rudimentary patient tracking.
 - m) Transport critically injured to hospitals.
 - n) Support initial medical supply needs of field treatment facilities.
 - o) Coordinate with Lucas County EOC ESF-13.
3. Health Department
- a) Maintain medical surveillance for WMD signs and symptoms.
 - b) Maintain inventory of critical pharmaceuticals.
 - c) Conduct laboratory analysis of field samples
 - d) Forward suspected materials to CDC for testing.
 - e) Coordinate mass immunizations.
 - f) Coordinate mass fatalities management.
 - g) Provide information to the public through the JIC.
 - h) Coordinate with Lucas County EOC ESF-6 and ESF-8.
4. Coroner
- a) Conduct forensic investigations to support law enforcement efforts.
 - b) Coordinate the activation and operations of the DMORT organization.
 - c) Provide for tracking, transportation, and temporary internment of fatalities.
 - d) Coordinate with Lucas County EOC ESF-8 and ESF-6.
5. Hospital/Pharmacy
- a) Maintain medical surveillance for WMD signs and symptoms.
 - b) Provide emergency and routine health care.
 - c) Support medical and technician needs of field medical centers.
 - d) Coordinate with Lucas County EOC ESF-6 and ESF-8.
6. Family Services (Health and Human Services [HHS])
- a) Support the needs of individuals and families impacted by disaster.
 - b) Support staffing requirements of EOC and reception and care centers as needed.
 - c) Coordinate with Lucas County EOC ESF-6 and ESF-14.
7. LEPC
- a) Provide planning data for WMD threat assessment.
 - b) Provide continued HAZMAT response training.
 - c) Support equipment and material needs for emergencies.

- d) Coordinate with Lucas County EOC ESF-10.
- 8. Lucas County Public Services
 - a) Provide facilities and equipment for public safety.
 - b) Provide personnel support for response and recovery operations.
 - c) Coordinate with Lucas County EOC Manager.
 - d) Lucas County school districts provide facilities, supplies, and equipment for public safety operations.
 - e) Provide personnel staff support as needed.
 - f) Coordinate with Lucas County EOC ESF-1.

B. Inter-jurisdictional

- 1. The National Disaster Medical System (NDMS)
 - a) Provide emergency field medical capability through deployment of a regional Disaster Medical Assistance Team (DMAT).
 - b) DMAT personnel may augment hospitals in providing routine care or emergency medical system when utilized to support the needs of casualties of a WMD incident.
 - c) Coordinate with Lucas County EOC ESF-6 and ESF-8.
- 2. Disaster Morticians Team
 - a) Provide a team of trained mortuary service personnel.
 - b) Support County Coroner in recovery and processing of victims.
 - c) Support fatalities management.
 - d) Coordinate with Lucas County EOC ESF-8.
- 3. American Red Cross
 - a) Provide for temporary evacuation shelters / care centers.
 - b) Support staff reception centers.
 - c) Coordinate with Lucas County EOC ESF-6.
- 4. Volunteer Organizations Assisting in Disasters (VOAD)
 - a) Coordinate delivery of family services and assistance for non-governmental agencies.
 - b) Assist local public information program.
 - c) Coordinate with Lucas County EOC ESF-5.

C. State

- 1. Ohio EMA
 - a) Provide guidance and support for disaster assistance.
 - b) Staff State EOC.
 - c) Coordinate state agencies' emergency response programs.

- d) Forward requests for disaster assistance to State and Federal Executives.
 - e) Support ongoing damage assessments.
- 2. Ohio EPA
 - a) Conduct threat assessment and consultation.
 - b) Conduct environmental monitoring and sampling.
 - c) Support criminal investigations.
 - d) Support remediation and restoration.
- 3. Highway Patrol
 - a) Secure state property.
 - b) Implement command and communications.
 - c) Support criminal investigations.
- 4. National Guard
 - a) Support WMD containment and security operations.
 - b) Support transportation.
 - c) Provide support for monitoring and decontamination.
 - d) Aid in debris removal.
- 5. Department of Agriculture
 - a) Emergency Food Stocks
 - b) Assure safety of Food Stocks
- 6. Department of Transportation
 - a) Implement closure of State Routes
 - b) Support transportation.
 - c) Support aviation.
 - d) Restrict rail and air transit.
- 7. Ohio Department of Natural Resources
 - a) Aid in operation of relocation facilities.
 - b) Aid in operation of care center facilities.
- D. Federal: Crisis Management**
 - 1. DHS
 - 2. FBI/OSC
 - a) Designate Federal OSC.
 - b) Deploy Domestic Emergency Support Team (DEST).
 - c) Coordinate JOC.

3. Department of Justice
 - a) Develop and implement policies.
 - b) Prosecute criminal violators.
4. CDC
 - a) Conduct medical surveillance.
 - b) Analyze potential WMD agents.
 - c) Undertake epidemiological investigation.
 - d) Support on-site safety and protection activities.
5. Domestic WMD Civil Support Team
 - a) Coordinate domestic crisis response.
 - b) Support local crisis intervention.
6. Department of Defense (DOD)
 - a) Conduct threat assessment.
 - b) Serve on DEST.
 - c) Support effort to address civil disruption (CD).
 - d) Aid WMD disposal.
 - e) Support transportation resources.
7. FEMA
 - a) Coordinate WMD consequence management.
 - b) Coordinate federal disaster assistance.
8. U.S. EPA
 - a) Conduct threat assessment and consultation.
 - b) Conduct environmental monitoring and sampling.
 - c) Aid remediation and restoration.
9. Department of Health & Human Services (HHS)
 - a) Conduct threat assessment.
 - b) Conduct epidemiological investigation.
 - c) Support on-site safety and protection.
 - d) Manage mass immunization, prophylaxis, and fatalities.
 - e) Furnish pharmaceutical support.
 - f) Help maintain medical records and patient tracking.
 - g) Support evacuation and relocation.
10. Department of Energy (DOE)

- a) Conduct nuclear search operations.
- b) Perform diagnostic and device assessment.
- c) Conduct radiological assessment and monitoring.
- d) Render safe operations.
- e) Aid in material containment and storage.
- f) Support site remediation and cleanup.

VIII. ADMINISTRATION AND LOGISTICS

A. Logistical Support Requirements

- 1. Material and equipment resources that are available or can be pre-stocked will support recovery operations. Some needs that are pre-identified can be met through lease or loan arrangements. Unmet needs that are identified following a WMD incident will be prioritized and addressed by the most expeditious means available.
- 2. Shortages of personnel may result from direct or indirect impact of a WMD incident. Managers must take measures to identify inter-agency sources of additional manpower and to develop procedures for temporary loan of executives and staffs. Volunteers may be employed; however, the need for screening, training, and supervision will delay their usefulness.
- 3. A WMD incident will require transport capabilities for mass transit of people, as well as equipment and materials. Rapid transportation of key personnel, medical supplies, and other relief supplies by air will be necessary.
- 4. Storage and staging areas for equipment and materials must be identified. Outdoor or interior storage areas must be safe and secure. Temporary storage sites may be necessary for holding WMD materials recovered during remediation and cleanup pending disposal. In addition, debris may be temporarily stored or stockpiled pending law enforcement investigation. Mass relocation from any area impacted by a WMD incident may require residential structures sufficient to house the affected population.

B. Administrative Procedures

- 1. Detailed documentation and record keeping is essential in the aftermath of any disaster. Disaster assistance from state and federal agencies depends on comprehensive documentation of man and equipment hours, material expenditures, and property and infrastructure losses.
- 2. This Appendix will be reviewed bi-annually by all local participants. The State and Federal EMAs will review this appendix for content, completeness, and format. The Appendix will be revised as needed following updating of the County Hazard Assessment.

IX. Addendums

Tab A - Acronyms

Tab B - Definitions

Tab C - Indicators of Use of WMDs

Tab D - State of Ohio Homeland Security Regions

Tab E - DHS Threat Categories

Tab F - The National Terrorism Advisory System, or NTAS

Tab A

Acronyms

ARC	-	American Red Cross
ATF	-	Bureau of Alcohol, Tobacco, and Firearms
CBR	-	Chemical, Biological, and Radiological
CBRNE	-	Chemical, biological, radiological, nuclear, and explosives
CD	-	Civil Disruption
CDC	-	Centers for Disease Control and Prevention
CERT	-	Community Emergency Response Team
CFR	-	<i>Code of Federal Regulations</i>
COBRA	-	Chemical Ordinance Biological Radiological Team
DMAT	-	Disaster Medical Assistance Team
DMORT	-	Disaster Morticians
DF	-	Degrees Fahrenheit
DEST	-	Domestic Emergency Support Team
DHS	-	Department of Homeland Security
DOD	-	Department of Defense
DOE	-	Department of Energy
DOT	-	Department of Transportation
EAS	-	Emergency Alert System
EMA	-	Emergency Management Agency
EMAC	-	Emergency Mutual Assistance Compact
EMS	-	Emergency Medical Services
EOC	-	Emergency Operations Center
EOP	-	Emergency Operations Plan
EPA	-	U.S. Environmental Protection Agency
EPA	-	Environmental Protection Agency
FBI	-	Federal Bureau of Investigation
FCO	-	Federal Coordinating Officer
FEMA	-	Federal Emergency Management Agency
FRP	-	Federal Response Plan
HAN	-	Health Alert Network
HAZMAT	-	Hazardous Material
HEICS	-	Health Emergency Incident Command System
HEPA	-	High-efficiency particulate air
HHS	-	Health and Human Services
ICS	-	Incident Command System
IED	-	Improvised explosive device
IMAC	-	Intra-State Mutual Aid Compact
JIC	-	Joint (Public) Information Center
JOC	-	Joint Operations Center
JTTF	-	Joint Terrorism Task Force
LEPC	-	Local Emergency Planning Committee
MMRS	-	Metropolitan Medical Response System
MYDP	-	Multi-Year Development Program
NAWAS	-	National Warning System
NDMS	-	National Disaster Medical System
NIPP	-	National Infrastructure Protection Plan

NOAA	-	National Oceanic and Atmospheric Administration
NPS	-	National Pharmaceutical Stockpile
NORAD	-	North American Air Defense Command
NRC	-	Nuclear Regulatory Commission
NSS	-	National Shelter Survey
NTAS	-	National Terrorism Advisory System
NWC	-	National Weather Center
NWS	-	National Weather Service
ODNR	-	Ohio Department of Natural Resources
OEMA	-	Ohio Emergency Management Agency
ORC	-	<i>Ohio Revised Code</i>
OSC	-	On-scene Commander
PIO	-	Public Information Officer
PPE	-	Personal protective equipment
Psi	-	Pounds per square inch
PUCO	-	Public Utilities Commission of Ohio
RACES	-	Radio Amateur Civil Emergency Service
RDD	-	Radiological Dispersal Device
SAIC	-	Strategic Analysis and Information Center
SAR	-	Search and Rescue
SARA	-	Superfund Amendments and Reauthorization Act
SOP	-	Standard Operating Procedure
SWAT	-	Special Weapons and Tactical
TCP	-	Traffic Control Point
TNT	-	Trinitrotoluene
USDA	-	United States Department of Agriculture
UHF	-	Ultrahigh frequency
USC	-	<i>U.S. Code</i>
VOAD	-	Volunteer Organizations Assisting in Disasters
WMD	-	Weapons of mass destruction
(ZULU) Time	-	Mean solar time (GMT) at the zero meridians at Greenwich, England.

Tab B

Definitions

Air Burst: The explosion of a nuclear weapon at such a height that the expanding fireball does not touch the earth's surface, resulting in little or no fallout.

Allocation (General): (Community Shelter Planning) The process of allocating areas of population to areas of shelter concentration.

Allocation (Special): (Community Shelter Planning) The process of allocating geographically defined areas of population to a specific shelter facility or group of shelter facilities.

American Red Cross (ARC): A quasi-governmental agency largely for relief of suffering and welfare activities during war, local emergencies, and disasters. The ARC operates under a Congressional charter and is supported by citizens and volunteers. Internationally, it operates in accordance with the Treaty of Geneva.

Annex: As used in this Plan, an Annex is an element that is specific to one function of emergency operations and describes Lucas County's approach to conducting that activity in response to emergencies.

Appendix: Stand-alone attachment to the Basic Emergency Plan providing technical information, detailed methods, and/or hazard-specific procedures.

Attack Warning: A civil defense warning that an actual attack against this country has been detected.

Blast Wave: A sharply defined but invisible ridge of increased air pressure that moves rapidly through the surrounding air from the center of a detonation or similar disturbance (i.e., volcanic blast wave). This is similar to the pressure wave phenomenon of tsunamis caused by underwater earthquakes.

Census Tract: A geographical subdivision of no standard size within a political jurisdiction; it is used by the U.S. Bureau of Census as a convenient and flexible unit for surveying and aggregating population, housing, and other demographic or economic statistics.

Code of Federal Regulations: CFR Title 44 refers to Emergency Management and Assistance funding through a Federal Grant Program entitled Participating Partnership Agreement. The grant is administered by the State and requires regular activity and financial reports on local Comprehensive Cooperative Agreements that identify specific goals and objectives for each fiscal year.

Comprehensive Emergency Management: A functional planning approach for any potential hazard that addresses the four phases of emergency management, which are (1) Mitigation: those activities which eliminate or reduce the probability of disaster; (2) Preparedness: those activities which governments, organizations, and individuals develop to save lives and minimize damage; (3) Response: To prevent loss of lives and

property and provide emergency assistance; and (4) Recovery: Short- and long-term activities which return all systems to normal or improved standards.

Congregate Care Facilities: Public or private buildings in the host areas that may be used to lodge and care for evacuees. Generally, assigned space is approximately 40 square feet per person. The facility may or may not meet criteria for designation as "fallout shelter."

Damage Assessment: The appraisal or determination of the actual effects resulting from conventional or nuclear bombs and missiles.

Dirty Bomb: A Radiological Dispersal Device (RDD) that simply uses a low level detonation to disperse harmful radioactive dust and particles.

Disaster / Emergency: Any large-scale natural, technological, or human-engineered event that results in loss of life, human suffering, property damage, or economic and social disruption. While most disasters occur suddenly and without warning, some only gradually become apparent over an undetermined period of days, weeks, or months when their full impact is known.

Disaster Application Center: A local facility established following a major disaster, staffed by various state and federal agencies to provide a one-stop location to process assistance to individuals.

Distant Early Warning Line (DEW Line): A network of radar stations near the Arctic Circle.

Dose: A quantity (total or accumulated) of ionizing (or nuclear) radiation, experienced by a person or animal.

Dose Rate: As a general rule, the amount of ionizing (or nuclear) radiation to which an individual would be exposed, or which he would receive per unit of time.

Dosimetry: An instrument for measuring and registering total accumulated exposure to ionizing radiations.

Dosimeter Charger: An instrument used to reset a dosimeter to a beginning or zero reading.

Electromagnetic Pulse (EMP): Energy radiated by nuclear detonation which may affect or damage electronic components and equipment.

Emergency Alert System (EAS): Consists of a network of commercial broadcasters and interconnecting facilities which have been authorized by the Federal Communications Commission to operate in a controlled manner during war-time, a state of public peril or disaster, or other national emergency as provided by the EAS Plan.

Emergency Management Assistance: Federal Grant funding to state and local agencies for personnel and administrative expenses. Emergency Management Assistance Compacts have been developed to provide for distribution of resources under a federal disaster declaration.

Emergency Management Director: The individual at the local jurisdiction who is directly responsible on a day-to-day basis for that jurisdiction's efforts to develop and implement an Integrated Comprehensive Emergency Plan to mitigate and prepare for, respond to, and recover from potential large-scale disasters.

Emergency Operations Center (EOC): The site from which local officials and other support organizations coordinate operations during emergencies. The EOC is activated upon the request of a local jurisdiction or upon a determination of need by the Board of County Commissioners, County Sheriff, or EMA Director.

Emergency Operations Plan (EOP): The document that identifies potential hazards and capabilities, the concept of operations for coordinated actions to be taken by individuals and government services before, during, and after occurrence of a natural, manmade, or technological disaster. The Basic Plan is supported by functional Annexes and stand-alone Appendices.

Evacuee(s): An individual who voluntarily or is compelled to move to a less hazardous area or temporary shelter location.

Executive order (EO): A rule or order having the force of law, issued by an executive authority of a government.

Fallout: Particles of radioactive dust that descend to earth following ground-level detonation of a nuclear warhead.

Federal Response Plan (FRP): The nation's plan for emergency preparedness which sets forth the basic principles, policies, responsibilities, preparations, and response of civil government to meet any kind of national emergency.

Functions of Emergency Management: Basic functions that serve the emergency management system are Direction and Control, Communications, Warning and Notifications, Public Information, Evacuation, Mass Care and Sheltering, Emergency Medical System and Health, Law Enforcement, Public Works, Fire and Rescue, Radiological Protection, Resource Management, Damage Assessment, and Disaster Assistance.

Fusion Center: one of 72 centers that makeup the National Network of Fusion Centers. Their mission is to develop and support a statewide information sharing environment that is engaged with local, state and federal agencies to increase homeland security and support the national intelligence community.

Greenwich Mean Time (GMT or Zulu): The standard reference time used throughout the world based on the time at the Royal Observatory in Greenwich, England. GMT, also called "ZULU" Time for Zero Meridian, uses the 24-hour system. To convert other time zones to Greenwich Time:

Add 5 hours to Eastern Standard Time (EST).

Add 6 hours to Central Standard Time (CST).

Add 7 hours to Mountain Standard Time (MST).

Add 8 hours to Pacific Standard Time (PST).

Ground Zero (GZ):

- a. The epicenter of a disaster, whether natural or human caused. Used in reference to the site of the 9/11 World Trade Center terror attack.
- b. The point on the surface of land or water vertically above or below the center of a burst of a nuclear or conventional weapon

Hazard: A natural, technological, or man-made event or situation that presents a threat to lives and property.

Hazardous Material (HAZMAT): Any substance or material which may be toxic or otherwise harmful to living organisms when released into the environment. Hazardous materials are classified as chemical, biological, or radiological, and may exist as a solid, liquid, or gaseous vapor.

Hazardous Chemical: Toxic, corrosive, or injurious substance because of inherent chemical properties; includes but is not limited to such items as petroleum products, paints, plastics, acids, caustics, industrial chemicals, poisons, drugs, and mineral fibers (asbestos).

Hazardous Biological Agents: Microorganisms such as germs or bacteria or their associated products which may cause harm to humans, animals, or economic crops. Bio Agents include pathogenic wastes from medical institutions, slaughterhouses, poultry processing plants, and research laboratories.

Hazardous Radiological: Any radioactive substance emitting ionizing radiation at a level to produce a chronic or acute health hazard in humans, animals, or the environment.

Hazard-Specific Appendix: A stand-alone document that supports the Basic EOP. Appendices are specific to a potential hazard and contain information on procedures to be followed in any response and recovery effort.

High-Altitude Burst: A nuclear detonation at an altitude over 100,000 feet.

Host Area: A specified area relatively unlikely to experience direct weapons effects (blast of 2 pounds per square inch [psi] or more, heat and initial nuclear radiation) from a nuclear attack and designated for reception and care of risk area evacuees.

Initial Incident Report: A standardized report form for local jurisdictions to use in transmitting critical information regarding the occurrence of an event that poses a threat to the health and safety of residents or has resulted in physical damage to properties and facilities. In addition, this form provides for regular updates.

Ion: An atom which bears an electrical charge, either positive or negative.

Ionization: The process by which ions are produced.

Isotopes: Atoms which have the same atomic number of protons, but different atomic mass or mass number. Isotopes of a particular element have almost identical chemical properties.

Joint Terrorism Task Force (JTTF): The JTTF was formed to provide for effective coordination and inter-operable communication among all public safety forces, supporting departments and key private sector officials before, during, and after incidents. The JTTF provides for sharing of plans, enhancement of warning and notification procedures, and a system for acquiring and allocating scarce resources. Key functions of the JTTF are to identify training opportunities and informational tools that will lead to the intervention and prevention of most terrorist acts, to reduce impacts of incidents that cannot be prevented through preparedness measures, and increase effectiveness of the emergency response.

Local Warning Point: A facility in a city, town, or community which receives warnings and activates the public warning system in its area of responsibility.

Major Disaster: Public Law 93-288, as amended, provides that any flood, drought, fire, hurricane, earthquake, storm, or other catastrophe in any part of the United States which, in the determination of the President, is or threatens to be of sufficient severity and magnitude to warrant disaster assistance by the Federal Government to supplement the efforts and available resources of state and local governments in alleviating the damage, hardship, or suffering caused thereby.

Megaton Energy (MT): The energy of a nuclear (or atomic) explosion which is equivalent to 1,000,000 tons (or 1,000 kilotons) of trinitrotoluene (TNT).

National Warning Center: The facility staffed by Attack Warning Officers situated within the combat operations center at North American Air Defense Command (NORAD) Headquarters. Controls NAWAS when the Regional Warning Circuits are tied together.

National Warning System (NAWAS): The federal portion of the Civil Defense Warning System, used for dissemination of warning and other emergency information from the warning centers or regions to warning points in each state.

The National Terrorism Advisory System (NTAS): The NTAS replaces the color-coded Homeland Security Advisory System (HSAS).

Nuclear Radiation: Particulate and electromagnetic radiation emitted from materials as a result of the nuclear decay process. Types of radiation that can affect living organisms are alpha and beta particles, gamma rays, and neutrons.

Nuclear Weapon (or Bomb): A general name given to any weapon in which the explosion results from the energy released by reactions involving atomic nuclei, either fission or fusion, or both. Thus, the "atomic" or "A-bomb" and the "hydrogen" or "H-bomb" are both nuclear weapons as opposed to a Radiological Dispersal Device (RDD) or Dirty Bomb that simply uses a low level detonation to disperse harmful radioactive dust and particles.

Operations Planning: The process of determining the need for application of resources and determining the methods of obtaining and committing these resources to the operations plan.

Political Subdivisions-. Local governments, including but not limited to, cities, towns, incorporated communities, counties, parishes, and townships.

Radiation: The emission and propagation of energy through space or through a material medium in the form of waves; as electromagnetic and sound or elastic waves.

Radiation Exposure Record: The card issued to individuals for recording their personal radiation exposure doses.

Radiological Dispersal Device (RDD): An explosive device or Dirty Bomb that simply uses a low-level detonation to disperse harmful radioactive dust and particles.

Radioactivity: The liberation of energy by spontaneous disintegration of nuclei.

Radiological Monitor: An individual trained to measure, record, and report radiation doses and dose rates; provide limited field guidance on radiation hazards associated with operations to which he/she is assigned; and perform operator's maintenance of radiological instruments.

Radiological Monitoring: The procedure or operation of locating and measuring radioactive contamination by means of survey instruments which can detect and measure (as dose rates) ionizing radiations. The individual performing the operation is called a monitor.

Secondary Effects: A chain of catastrophic events that can develop as a reaction to an initiating emergency, often referred to as the Disaster Cascade.

Shelter: (1) A designated area within a facility with sufficient space and facilities to accommodate an expected number of evacuees for a defined period of time, usually 3 days. (2) A confined structure constructed of available materials in a period of crisis as an expedient. (3) A designated safe room or area within a home, business, or institution for protection from flying debris or harmful vapors.

Standard Operating Procedure (SOP): Directives or guidance documents developed by response and support organizations that detail responsible individuals by name and phone number, and delineate in detail specific organizational emergency activities. SOPs should support the concept of operation contained in the countywide Basic Plan and its support Annexes and Appendices.

Surface Burst: The explosion of a nuclear weapon at the surface of the land or water or at a height above the surface less than the radius of the fireball at maximum luminosity (in the second thermal pulse). An explosion in which the weapon is detonated actually on the surface is called a contact surface burst, or true surface burst resulting in fallout.

Tabs: Maps, charts, checklists, resources, inventories, sample forms, or diagrams all used to support the Basic Plan and its annexes and appendices.

Traffic Control Points (TCP): Key locations along roadways that are manned by law enforcement personnel to direct and control movement to and from the area.

Tab C

Indicators of Use of WMDs

A. BIOLOGICAL

1. **Indications.** Indicators that a WMD incident involving biological agents has taken place may take days or weeks to manifest themselves, depending on the biological toxin or pathogen involved. The Centers for Disease Control and Prevention (CDC) recently developed the following list of epidemiologic clues that may signal a bioterrorist event:
 - a. Large number of ill persons with a similar disease or syndrome.
 - b. Large numbers of unexplained disease, syndrome, or deaths.
 - c. Unusual illness in a population.
 - d. Higher morbidity and mortality than expected with a common disease or syndrome.
 - e. Failure of a common disease to respond to usual therapy.
 - f. Single case of disease caused by an uncommon agent.
 - g. Multiple unusual or unexplained disease entities coexisting in the same patient without other explanation.
 - h. Disease with an unusual geographic or seasonal distribution.
 - i. Multiple atypical presentations of disease agents.
 - j. Similar genetic type among agents isolated from temporally or spatially distinct sources.
 - k. Unusual, atypical, genetically engineered, or antiquated strain of agent.
 - l. Endemic disease with unexplained increase in incidence.
 - m. Simultaneous clusters of similar illness in noncontiguous areas, domestic or foreign.
 - n. Atypical aerosol, food, or water transmission.
 - o. Ill people presenting near the same time.
 - p. Deaths or illness among animals that precedes or accompanies illness or death in humans.

- q. No illness in people not exposed to common ventilation systems, but illness among those people in proximity to the systems.

2. **First Responder Concerns**

- a. The most practical method of initiating widespread infection using biological agents is through aerosolization, whereby fine particles are sprayed over or upwind of a target where the particles may be inhaled. An aerosol may be effective for some time after delivery, since it will be deposited on clothing, equipment, and soil. When the clothing is used later, or dust is stirred up, responding personnel may be subject to “secondary” contamination.
- b. Biological agents may be able to use portals of entry into the body other than the respiratory tract. Individuals may be infected by ingestion of contaminated food and water, or even by direct contact with the skin or mucous membranes through abraded or broken skin. Use protective clothing or commercially available PPE. Protect the respiratory tract through the use of a mask with biological high-efficiency particulate air (HEPA) filters.
- c. Exposure to biological agents, as noted above, may not be immediately apparent. Casualties may occur minutes, hours, days, or weeks after an exposure has occurred. The time required before signs and symptoms are observed depends on the agent used. While symptoms will be evident, often the first confirmation will come from blood tests or by other diagnostic means used by medical personnel.

B. CHEMICAL

- 1. **Indications.** The following may indicate a potential chemical WMD has been released. One or more of these indicators may be present.
 - a. An unusually large or noticeable number of sick or dead wildlife. These may range from pigeons in parks to rodents near trash containers.
 - b. Lack of insect life. Shorelines, puddles, and any standing water should be checked for the presence of dead insects.
 - c. Considerable number of persons experiencing water-like blisters, weals (like bee-stings), and/or rashes.
 - d. Numbers of individuals exhibiting serious health problems, ranging from nausea, excessive secretions (saliva, diarrhea, vomiting), disorientation, and difficulty breathing to convulsions and death.
 - e. Discernable pattern to the casualties. This may be “aligned” with the wind direction or related to where the weapon was released (indoors/outdoors).
 - f. Presence of unusual liquid droplets, e.g., surfaces exhibit oily droplets or film, or water surfaces have an oily film (with no recent rain).
 - g. Unscheduled spraying or unusual application of spray.

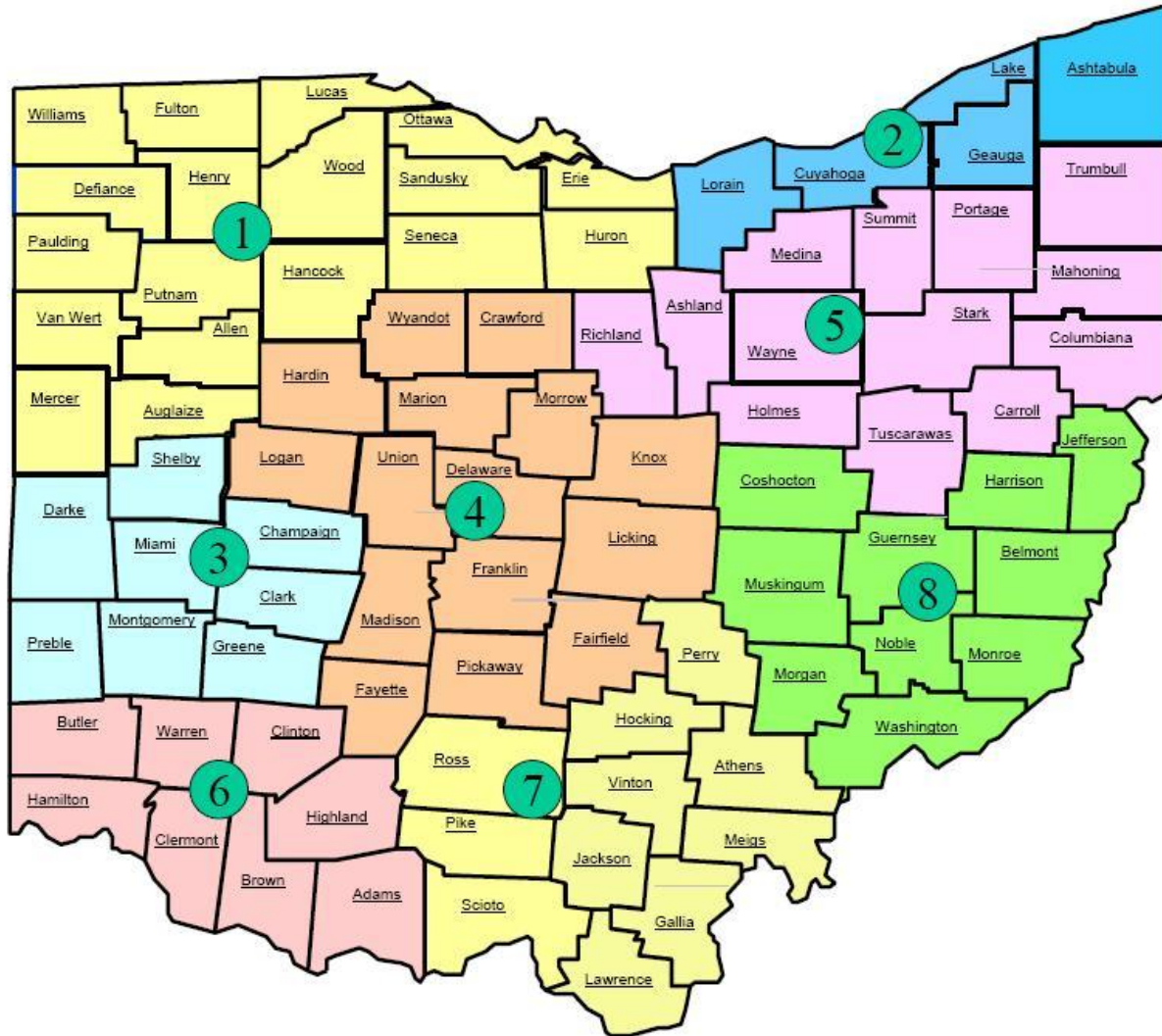
- h. Abandoned spray devices, such as chemical sprayers used by landscaping crews.
 - i. Presence of unexplained or unusual odors (where that particular scent or smell is not normally noted).
 - j. Presence of low-lying clouds or fog-like condition not compatible with the weather.
 - k. Presence of unusual metal debris—unexplained bomb/munitions material, particularly if it contains a liquid.
 - l. Explosions that disperse or dispense liquids, mists, vapors, or gas.
 - m. Explosions that seem to destroy only a package or bomb device.
 - n. Civilian panic in potential high-profile target areas (e.g., government buildings, mass transit systems, sports arenas, etc.).
 - o. Mass casualties without obvious trauma.
2. **First Responder Concerns.** The first concern must be to recognize a chemical event and protect the first responders. Unless first responders recognize the danger, they will very possibly become casualties in a chemical environment. It may not be possible to determine from the symptoms experienced by affected personnel which chemical agent has been used. Chemical agents may be combined, and therefore recognition of agents involved becomes more difficult.

C. NUCLEAR/RADIOLOGICAL

1. **Indications.** Radiation is an invisible hazard. No initial characteristics or properties of radiation itself are noticeable. Unless the nuclear/radiological material is marked to identify it as such, it may be some time before the hazard has been identified as radiological.
2. **First Responder Concerns.** While no single piece of equipment is capable of detecting all forms of radiation, several different detectors are available for each type of radiation. Availability of this equipment, in addition to protective clothing and respiratory equipment is of great concern to first responders.

Tab D

State of Ohio Homeland Security Regions



Tab E

DHS Threat Categories

Continuity of Government Services Seats of Government Administrative Buildings Courthouses Military Installations U.S. Postal Service	Transportation Railheads / Rail Yards Bridges Interstate Highways Train / Bus Terminals River Port Facilities Airport Facilities Trucking Terminals Air Cargo Facilities Oil / Gas Pipelines Ocean Vessels
Electric Power, Oil/Gas Storage Power Generating Facilities Power Distribution Facilities Pressurized Gas Storage Petroleum Storage Facilities	Water Supply Water Supply Facilities Water Purification Systems Water Distribution Systems Wastewater Treatment Facilities
Communications and Information Telecommunications Trunking Stations Cyber-Communications Commercial Broadcasters Newspapers Communications Services	Banking and Finance Banks Financial Institutions Financial Currier Services
Emergency Services Fire Services Law Services Emergency Management Emergency Medical 9-1-1 Communications	Public Health and Medical Hospitals Abortion Clinics Emergency Medical Centers Public Health Dept. Research Laboratories Pharmacies
Institutions Universities and Colleges Museums Schools Scientific Research Facilities	Recreational Facilities Stadiums and Arenas Auditoriums Theaters Zoological Gardens Concert Halls Convention Centers Restaurants Public Parks & Pools
Commercial / Industrial Facilities Industrical / Manufacturing Hotels Petro-Chemical Plants Retail Malls Convention Centers Defense Contractors Corporate Headquarters Apartment Buildings Agricultural Producers Food Service Industry	Miscellaneous (Special Events) Festivals & Parades Religious Services Major Sporting Events Significant Dates and Anniversaries Political Visits or events

Critical Infrastructure (designated in ***bold-italics*** in the above table) is defined by the Department of Homeland Security under the *HOMELAND SECURITY ACT OF 2002, SEC. 2.* as:

“The means, systems and assets, whether physical or virtual, so vital to the United States* that the incapacity and or destruction of such systems and assets would have a debilitating impact on security, economic security, public health or safety, or any combination thereof.”

*When the above definition is applied to any one community, the broad categories that would impact the nation must be transferred to specific infrastructure within each jurisdiction. When

applied to the above table of Threat Categories, those elements in ***“bold-italics”*** are determined to fit the above definition of a critical infrastructure.

Tab F

National Terrorism Advisory System

The National Terrorism Advisory System, or NTAS, replaces the color-coded Homeland Security Advisory System (HSAS). This new system will more effectively communicate information about terrorist threats by providing timely, detailed information to the public, government agencies, first responders, airports and other transportation hubs, and the private sector.

It recognizes that Americans all share responsibility for the nation's security, and should always be aware of the heightened risk of terrorist attack in the United States and what they should do.

A. Imminent Threat Alert

Warns of a credible, specific, and impending terrorist threat against the United States.

B. Elevated Threat Alert

Warns of a credible terrorist threat against the United States.

C. Sunset Provision

An individual threat alert is issued for a specific time period and then automatically expires. It may be extended if new information becomes available or the threat evolves.

APPENDIX 6

SEVERE WINTER STORM



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I. PURPOSE

- A. This appendix supports the Lucas County/City of Toledo Emergency Operations Plan (EOP) identifies the steps that departments and agencies of each jurisdiction must implement to mitigate and prepare for, respond to, and recover from the effects of major snowfalls, ice storms, and/or blizzard event.
- B. This appendix provides information on the Lucas County Sheriffs Countywide Snow Emergency Levels.
- C. This appendix contains guidelines and recommendations for direction and control, communication, administration, and resource management functions that will aid local officials in effectively coordinating with and among local Incident Commander(s) and other jurisdictions and non-governmental representatives during a declared Winter Storm and Snow Emergency.
- D. This appendix provides information and guidance to be communicated to the public in advance of potential storms and during response and recovery operations by public information officials as needed.

II. SITUATION AND ASSUMPTIONS

- A. Lucas County is located in Northwest Ohio and has a history of severe storm activity, having experienced a number of severe winter storms. Risks to communities and individuals include possible flooding and fires, heavy or deeply drifted snow, whiteout conditions, and extended periods of sub-zero temperatures. Icing on roadways, power and telephone lines can result in the loss of electricity and communications systems, and result in travel restrictions. Any of these conditions can result in a disruption of essential services and delay emergency responses (see Tab A and Tab B).
- B. Generally, sufficient warning is provided that a Winter Storm is approaching. Local radio and television stations advise the public to take specific actions to prepare for extreme conditions and safeguard themselves.
- C. The terms that are used to identify winter weather are important to understanding the risk to injury and impact on infrastructure.
 - **Freezing Rain** creates a coating of ice on roads and walkways.
 - **Sleet** is rain that turns to ice pellets before reaching the ground. Sleet also causes roads to freeze and become slippery.
 - **Winter Weather Advisory** means cold, ice and snow are expected.
 - **Winter Storm Watch** means severe weather such as heavy snow or ice is possible in the next day or two.
 - **Winter Storm Warning** means severe winter conditions have begun or will begin very soon.
 - **Blizzard Warning** means heavy snow and strong winds will produce a blinding snow, near zero visibility, deep drifts and life-threatening wind chill.

- **Frost/Freeze Warning** means below freezing temperatures will impact agricultural sectors and create hazards to travel.
- D. The National Weather Service (NWS) and National Oceanographic and Atmospheric Administration (NOAA) provide weather alerts for all of Northwest Ohio. This information is updated every 4 hours; however, NWS will interrupt normal broadcasting to issue storm advisories, watches, and warnings.
1. A Winter Storm Watch is issued when local conditions indicate the possibility for winter storm conditions that could result in hazardous conditions in one or more states or counties within a state.
 2. Winter Storm Warnings are broadcast when dangerous winter weather conditions will soon occur in a state or region within a state.
- E. County wide emergency service organizations are alert to the approach of severe weather conditions. Privately contracted services provide routine weather forecast and advisory information to the County Engineer, and to emergency management and other departments. Operational plans and procedures contain guidelines for augmenting normal emergency response manpower and equipment resource.
- F. Lucas County engineers are prepared to service county roads, while local departments of street and road maintenance will respond to meet conditions resulting from severe storms. Every effort will be made to get maintenance crews on the streets and roads in advance of severe weather. When storm events create hazardous conditions, road maintenance continues around the clock to plow and treat paved areas. The County Engineer's Road Maintenance can be accessed at any time by calling the listed departmental number.
- G. At the approach of any severe weather system, Sky Warn, a trained volunteer network of weather watchers, report on actual local conditions or events through a regional Amateur Radio network. When called upon by NWS, they monitor the approach of the storm and relay real-time observations on storm conditions to aid weather forecasters.

III. CONCEPT OF OPERATIONS

- A. Fire and Rescue Operations:
1. In advance of severe weather, fire services monitor NWS broadcasts and are informed of potentially dangerous weather conditions. When alerted to the approach of severe weather, they begin to actively monitor storm conditions in their area.
 2. Fire service chiefs may meet with other public safety officials to coordinate a response plan and make recommendations to local officials on advance measures and public information messages.
 3. Should severe weather result in a sudden catastrophic event, fire services respond under the Incident Command System (ICS) to serve communities within affected jurisdictions.

4. When responding to a major storm event, on-scene commanders will complete an overall initial size up. At the earliest possible time, the on-scene Incident Commander will notify the Lucas County Emergency Management Agency (EMA) of the activation of an Incident Command Post (ICP), and provide an initial assessment. The EMA will forward this assessment, along with other information, to the Assessment Room at the State Emergency Operations Center (EOC).
5. The initial priority of emergency response will be to provide immediate life saving and search and rescue (SAR) of survivors with the support of municipal or county road maintenance personnel. Emergency responders may be assisted by other regional fire services under existing mutual aid agreements.
6. The Incident Commander may coordinate any need for evacuations with the support of public mass transit assets or local school districts (under Ohio Revised Code [ORC] 3301-83-16 – Non-routine Use of School Buses) (see EOP Appendix 10 - Evacuation).
7. Incident Commanders in affected jurisdictions may choose to form a Unified Command structure to improve coordination and overall response. Unaffected jurisdictions may be asked to provide support under existing local mutual aid agreements or the State of Ohio's intra-state Mutual Aid Compact (IMAC) (see Emergency Support Function [ESF] 7 - Logistics Management and Resource Support in the EOP).
8. Downed electrical wires, broken waterlines, broken roadways, and other disruptions of public utilities will require safeguarding until repairs and restoration efforts can be completed.
9. Fire and rescue on-scene Incident Commanders should coordinate with ESF 4 (Firefighting), ESF 9 (Search and Rescue), and ESF 8 (Public Health and Medical).

B. Law Enforcement Operations

1. In advance of severe weather, law enforcement communications will monitor changing and potentially dangerous weather conditions. When alerted to the approach of severe and potentially catastrophic weather, chiefs of law enforcement departments and offices will take measures to assure that they can maintain public safety services during storm conditions within their areas.
2. Should severe weather result in a sudden catastrophic event, law enforcement officials will respond to incidents within affected jurisdictions to provide safety and security under existing ordinances and statutes. Law enforcement chiefs coordinate response to a major storm event under the ICS.
3. The chief law enforcement official on scene is encouraged to physically locate within the existing ICP and unify law enforcement operations into the Incident Command structure. Close coordination among all

emergency response services is essential to an effective response. Unified Command is the best strategy to accomplish this goal.

4. Traffic control involves road closures or limits on the number and types of vehicles that may be allowed on roadways or be parked along city streets. When calls for service as a result of weather-related traffic incidents overwhelm local capabilities or when necessary to reopen and maintain safe traffic movement, law enforcement may limit its response to “injury only.”
5. Law enforcement officers may coordinate evacuations by securing routes of access and egress for emergency vehicles with the support of local or state road maintenance departments.
6. Law enforcement will enforce curfews and other restrictions that may be ordered by the Incident Commander or local authority.
7. Law enforcement officers will be alert to and report on potential secondary hazards such as downed electrical wires, gas leaks, and hazardous materials (HAZMAT). Law enforcement will provide resources to safeguard these locations in order to prevent injuries until such time as public or private sector resources can respond.

C. Lucas County Sheriff’s Office (LCSO)

1. LCSO dispatchers monitor NWS for weather alerts and warnings.
2. When advised by NWS of a Winter Storm Warning, dispatchers will alert the County Sheriff. The Sheriff may elect to declare a Level One, Two, or Three Snow Emergency as conditions warrant.
3. In the event that storm conditions overwhelm local and county capabilities to provide for public safety, the County Sheriff may formally declare a Snow Emergency. The Sheriff will direct the Lucas County EMA Director to contact the Governor through the Ohio EMA to make a formal request for a State Declaration of Emergency (see ORC 311.07, 311.07.08A, and 311.08.08).

D. Emergency Management

1. Local communities may activate their own EOCs to provide for multi-agency coordination (MAC) and may declare a snow emergency to restrict traffic and on-street parking as provided for under local ordinances (see EOP Base Plan I).
2. Lucas County EMA may activate the Lucas County EOC, notify and mobilize the EOC Staff and applicable ESF managers to coordinate multi-agency response and recovery efforts in support of local Incident Commander(s).
3. Incident Commander(s)/Local jurisdictions will provide initial damage assessment(s) to the Lucas County EMA/EOC within 3 hours of incident

notification. The assessment will be updated throughout the response to provide an ongoing picture of the scope and impact of the incident. The County EMA will forward the initial assessment to the State EMA office. A formal damage assessment will be completed and forwarded to the State EMA with any request for a Declaration of Emergency (see Tab B., Snowfalls of Record and Lucas County/City of Toledo EOP Base Plan.)

4. The need for temporary shelters for evacuees or transient populations will be coordinated by the American Red Cross (ARC). The ARC maintains a list of approved shelter locations and a trained volunteer workforce. The ARC will serve as the lead agency for ESF 6 (Mass Care, Housing, and Human Services).

E. Road Maintenance Operations

1. Snow and other debris clearance from roads and highways will be conducted under the direction of local municipal, county, and state road maintenance departments. During severe storms, status reports on snow, ice, and debris clearance will be obtained by the Lucas County EMA and forwarded to the State EMA Assessment Room (see Appendix 11 - Debris Management).
 - a) Pre-treatment of priority roads and streets will commence in advance of severe storms or upon notification from public safety officers of hazardous conditions.
 - b) Snow and ice removal operations will begin as conditions warrant and continue around the clock as needed. When the rate of snowfall exceeds the capability of snowplow crews, the initial goal will be to maintain a 90% cleared pavement, edge to edge.
 - c) As soon as conditions allow, snow removal operations will shift to cleanup with a goal of 100% clear pavement.
 - d) Once cleanup has been accomplished, plow-back of berms and adjacent areas will commence.
 - e) The Ohio Department of Transportation (ODOT) will conduct similar operations on State and Inter-State Routes.
2. Other departments and community service organizations will conduct operations to provide or restore essential services, defined as follows:
 - a) Access to roadways and other transportation.
 - b) Temporary warming centers and public shelters.
 - c) Restoration of utilities, such as water, gas, electricity, and telephone service.
 - d) Sustainment of health and medical operations in hospitals, clinics, and nursing homes.
 - e) Restoration of public school district operations.
 - f) Aid to senior citizens and other special needs populations.

3. Other agencies, departments, and organizations will coordinate necessary services as needed through the Incident Commander or the EOC in the event that the Incident Commander has terminated the emergency response phase. These services, for the most part, will be provided in the recovery phase of the disaster and may include the following:
 - a) Health and safety services (food and water)
 - b) Demolition and debris removal and solid waste disposal.
 - c) Administration of Public and Private Assistance Programs.
 - d) Long-term shelter/lodging programs.

IV. DIRECTION AND CONTROL

A. Lucas County EMA Response

1. The Lucas County EMA staff will monitor conditions, coordinating with local first responders and community service organizations as needed. The EMA staff will provide updates on local conditions to state and local officials as needed. The EMA staff will assure that facilities and equipment are operational and ready in the event these are needed.
2. The decision to activate the County EOC is made in consultation with members of the EOC Executive Group and officials of any affected jurisdictions. Management of EOC operations under internal policies and procedures is the responsibility of the EMA Director (see EOP Base Plan and ESF 5 - Emergency Management).
3. Key officials and executive department heads will be notified as soon as possible of EOC activation by telephone, personal pager, or mobile radio in accordance with an emergency notification procedure and related call-up roster (see ESF 5 –Emergency Management and ESF 15 - Public Information, Warning and Notification).
4. The Lucas County EOC is a MAC center for operational, logistical, and administrative support needs of affected jurisdictions. When activated, EOC staff members coordinate emergency support activities through fulfilling resource requests, gathering information, and disseminating information and reports to local, state, and federal officials.
5. EOC staff members are responsible for conducting ESFs as assigned or as determined by the EOC Standard Operating Guideline (SOG). EOC staff will coordinate all resources and services related to their functions, analyze and maintain reports, and make recommendations to the EOC Executive Group.
6. The Executive Group will coordinate with the Incident Commander(s) who are directing operations in response to incidents related to major winter storm conditions.

7. When the County EOC is not activated, ESFs will be the responsibility of the department head or chief executive officer of each jurisdiction, unless organized under a Unified Command structure.
8. Each county and municipal department should develop a Continuity of Government (COG) plan to provide for sustainment of services at alternate facilities using reduced or augmented personnel.

B. Damage Assessment

1. The EMA staff will monitor, and when necessary, make inquiries on reports of damage and storm impacts. An initial “windshield” damage assessment (1-12 hours) will be communicated from local jurisdictions to the Lucas County EMA or EOC as soon as possible.
2. When a local disaster declaration is made, the EOC Damage Assessment Coordinator will coordinate activities from the EOC Assessment Group. All damage information will be forwarded to the State EOC Assessment Room and the local EOC Status Board Keeper to be posted for all EOC staff.
3. The EOC Planning and Assessment Group will obtain information and intelligence related to disaster damage, and provides ongoing assessments to the State EMA Damage Assessment Coordinator by calling the 24-hour emergency number for Ohio EMA.
4. The initial damage assessment report will contain information that will aid in prioritizing tasks and organization of critical resources.
5. Repairs to public facilities will begin as soon as possible. Priority for repairs will be given to those public facilities critical to emergency response operations. County, city, and township resources, including the private sector, will be relied upon for most of the work, with support from state, federal, and other jurisdictions as available. Second priority will be given to restoring essential services.
6. Local jurisdictions may direct operations within their own boundaries or elect to join a Unified Command; in either case, each should maintain coordination with the Lucas County EOC, as well as adjacent entities.
7. Requests for a Declaration of a Snow Emergency shall be provided to the EOC Executive Group and forwarded to the Ohio EMA for action by the Governor when snowfall amounts exceed the “Snowfall of Record” (see Tab B). A Declaration of Emergency for a natural disaster may be issued when local needs exceed response capabilities and continue to present a clear danger to the public.

C. Recovery Operations

1. Coordination of disaster assistance for individual families, businesses, non-profits, and the public sector will be the responsibility of the Lucas

County EMA in the recovery phase. Planning for expected recovery operations will begin concurrently with response operations.

2. Likely impacts may result in the need to open temporary warming centers, public shelters, and/or intermediate lodging. Impacts from winter storms include but are not limited to the following:
 - a) Extended loss of electric power, water, or natural gas service.
 - b) Extended road closures affecting resident and transient populations.
 - c) School closures resulting in labor shortages.
 - d) Business closures resulting in loss of revenue.
 - e) Uninsured damage to homes, businesses, and critical infrastructure.
 - f) Traffic accidents resulting in injuries and uninsured losses.
3. Initial damage assessments will identify the unmet basic needs of affected communities.
4. Departments of local government and community service organizations will coordinate to provide services to meet the short- and long-term needs of individuals and families. A one-stop disaster application center will be opened to provide for registration and assistance in applying for aid as warranted.

V. ORGANIZATION AND ASSIGNMENTS

- A. The Lucas County EMA is responsible for coordinating activities before, during, and after severe storms. The EMA will provide the following direct support for the County:
 1. Activate the Lucas County EOC as needed.
 2. Coordinate acquisition of resources in support of the local Incident Commander.
 3. Communicate "wind shield" damage report to the State of Ohio.
 4. Coordinate Disaster Declaration with Sheriff's Office as needed.
 5. Coordinate preliminary damage assessments.
 6. Assist jurisdictions with public assistance grant applications.
 7. Support operations of disaster information center(s).
 8. Obtain and maintain detailed records and documentation.
 9. Provide for emergency public notification and media releases.

10. Manage activities of the Lucas County EOC ESFs
- B. Law enforcement officials should plan for expansion of their normal resources through call-up of off-duty personnel and auxiliaries as needed. Principal duties the aftermath of a severe snow/ice storm will be as follows:
1. Public safety
 2. Protection of property
 3. Traffic safety and control.
 4. Evacuation operations.
 5. Augmentation of existing emergency communications.
 6. Coordination with adjacent jurisdictions and State Highway Patrol post.
 7. Coordination with ESF 13 (Public Safety and Security).
- C. Fire services should plan to augment normal response capabilities with additional personnel and volunteers. They may elect to activate mutual aid agreements with adjoining jurisdictions. The primary focuses of their response will be as follows:
1. Fire safety and response.
 2. Emergency medical services (EMS).
 3. SAR operations; water/ice rescue.
 4. HAZMAT response.
 5. Evacuation operations.
 6. Coordination with ESF 4 (Firefighting) and ESF 10 (Oil and Hazardous Materials Response).
- D. Emergency Medical Services (EMS) will respond to save lives in response to winter storms. Advance life support paramedics will respond to incidents to stabilize and transport individuals to hospitals when injuries are life threatening. The EMS will respond when needed as follows:
1. Provide communications/emergency dispatch support for EMS services.
 2. Coordinate for private-sector medical transport.
 3. Coordinate with hospital emergency departments.
 4. Coordinate with ESF 8 (Public Health and Medical).

- E. Emergency 9-1-1 Public Safety Answering Point Service will respond to increased call volume as follows:
1. Manage increased incident reports and requests for emergency service through automated systems.
 2. Increase 9-1-1 personnel staffing in response to sustained call volume.
 3. Provide technical support as needed.
- F. Engineer, Solid Waste and Public Works Departments will provide for the maintenance of important transportation routes. They will support the following activities;
1. Erect barricades as needed.
 2. Clear and dispose of storm-generated snow, ice, and other debris as generated.
 3. Provide maps for emergency responders and relief organizations as needed.
 4. Provide damage assessment information and a liaison to the Lucas County EOC as needed.
 5. Coordinate with ESF 3 (Public Works and Engineering) and ESF 1 (Transportation).
- G. Local Elected Officials Local officials may enact local ordinances for snow emergency for their jurisdictions. Local representatives are critical to the response in the following areas:
1. Coordinate and communicate public warnings and notifications with the Lucas County EOC.
 2. Establish COG.
 3. Support local and County EOC activation, staffing, and assignments.
 4. Issue emergency fund authorizations as needed.
 5. Provide damage assessment to the County EOC.
 6. Support and document post-disaster assistance and recovery operations.
 7. Coordinate with Lucas County EOC Manager and the Executive Group.
- H. Building regulation personnel will survey the damage to county facilities and residential/commercial structures. They will act to protect the public in the following manner:
1. Specify necessary repairs for safe occupancy of damaged buildings.

2. Inspect and condemn structures that have sustained major damage and pose a danger to occupants.
 3. Provide damage assessments to the Lucas County EMA.
 4. Coordinate with ESF 3 (Public Works and Engineering) and ESF 14 (Long Term Recovery and Mitigation).
- I. State/Military Liaison (ODOT/U.S. Environmental Protection Agency [EPA]/Ohio National Guard [ONG] will act as follows:
1. Coordinate support of civil/military operations as assigned under state orders.
 2. Provide for additional security and/or traffic management forces as needed.
 3. Provide for personnel, transportation assets, equipment, and material resources as needed and available.
 4. Support regional evacuation operations as needed.
 5. Coordinate with Lucas County EOC Manager.
- J. Health and Human Services Officials will act as follows:
1. Identify potential threats to public health that may result from extreme winter conditions.
 2. Obtain information on the needs of special populations at risk.
 3. Advise the public on measures to maintain personal health and safety.
 4. Advise on methods to safeguard foods and provide safe water.
 5. Coordinate with other organizations to establish temporary warming centers.
 6. Assist damage assessment and other recovery measures.
 7. Coordinate with ESF 6 (Mass Care, Housing, and Human Services).
- K. Amateur Radio Communications will play the following roles:
1. Staff the Lucas County EOC Communications and Dispatch Center.
 2. Establish and maintain links with adjacent jurisdictions and state/federal agencies.
 3. Monitor emergency radio transmissions and relay messages between the EOC and other responders.

4. Coordinate with ESF 2 (Communications) and ESF 15 (Warning, Notification, & Public Information).
- L. Public Information Officer (PIO) will perform the following duties:
1. Direct public information, education, and rumor control functions from the Lucas County EOC or the Joint (Operations) Information Center (JIC).
 2. Coordinate JIC operations when activated.
 3. Prepare, review, and distribute official statements and press releases for the EOC.
 4. Coordinate media interviews for official spokespersons.
 5. Coordinate with ESF 15 (Warning, Notification, & Public Information).
- M. Shelter/Mass Care Officials will act as follows:
1. Provide for temporary shelter(s) and relocation of affected individuals and families.
 2. Coordinate for the essential needs of transients and local evacuees.
 3. Coordinate with other organizations to establish temporary warming centers.
 4. Provide documentation on impact to the community.
 5. Support damage assessment process in the recovery phase.
 6. Coordinate with ESF 6 (Mass Care, Housing, and Human Services).
- N. Operations Section/EOC Manager will act as follows:
1. Coordinate the operations of each functional group within the Lucas County EOC and supporting field operations centers.
 2. Brief the Executive Group and the EOC staff as necessary.
 3. Maintain EOC(s) in a constant state of readiness.
 4. Review, update, and train personnel in EOC operations procedures.
 5. Manage activities of the Lucas County EOC within.
- O. Private Sector Liaison/Technicians will act as follows:
1. Support the Assessment Group with technical knowledge and/or expertise on a given hazard.

2. Advise the EOC Executive Group on measures being taken to manage incidents.
3. Provide advice and recommendations to officials and emergency workers on personal protective measures.
4. Assist in damage assessment activities in the recovery.
5. Coordinate media relations and press releases.
6. Coordinate with Lucas County EOC Manager.

VI. CONTINUITY OF GOVERNMENT (COG)

- A. In order to assure continued delivery of critical services to the public, the line of succession is as follows:
 1. Local jurisdictions/departments: per local standard operating procedure (SOP).
 2. EOC Director: per SOG.
 3. EOC Operations Officer: per SOG.
- B. Succession of authority is in accordance with local ordinance or internal procedures and directives of affected jurisdictions, departments, and supporting organizations.
- C. Alternate facilities will be in accordance with local plans and procedures (see EOP Base Plan Section H - Continuity of Government).

VII. ADMINISTRATION / FINANCE

- A. Detailed records and reports are critical to accurate assessments, identification of unmet needs, the emergency declaration, and the disaster assistance process in the recovery. The EOC Administrative Group will implement necessary practices to maintain files and documentation in order to support response and recovery operations.
- B. Personnel rosters, notification lists, and equipment inventories will be maintained to support cost recovery and/or reimbursement of expenditures.

VIII. RESOURCE MANAGEMENT AND LOGISTICS

- A. Equipment, Materials, and Services
 1. Equipment, material, and personnel requests exceeding local capability or memoranda of understanding (MOU) will be coordinated by the appropriate ESF within the Lucas County EOC. Resource requests that cannot be filled by the ESFs will be referred to ESF 7 for disposition.

2. All emergency responders have personal protective equipment (PPE) with which to perform essential assigned tasks in a contaminated environment.
3. Authorization for emergency procurement of equipment, materials, or services will be included in local declarations of emergency.
4. Re-supply of equipment and material needed for response and recovery operations will be coordinated by the on-scene ICS Logistics Section, with the support of the ESF 7 (Logistics Management and Resource Support).

B. Sustainment Assets

1. Emergency responders and support personnel may require material support for sustained operations. Such support would include food, water, shelter, and rest. The on-scene ICS Logistics Section will coordinate initial support with the assistance of the local Salvation Army and ARC. For longer term needs of responders, the appropriate Lucas County EOC ESF 7 will coordinate with commercial vendors for identified sustainment support.
2. Temporary shelter units are part of the emergency response assets present in most jurisdictions. Additional temporary shelter assets are available through mutual aid and coordination with the Lucas County EOC ESF 6. Longer term shelter needs will be met through coordination with local jurisdictions for use of existing public buildings such as schools, libraries, and government offices via Lucas County EOC ESF 6.
3. Reception centers, care facilities, and public shelters may also support emergency responder's needs.

IX. PLAN DEVELOPMENT AND MAINTENANCE

- A. All agencies, departments, and organizations are responsible for reviewing this appendix at least once per year and submitting new or updated information.
- B. All agencies, departments, and organizations are also responsible for developing and maintaining local SOPs, mutual aid agreements, personnel rosters including 24-hour emergency notification telephone numbers, and resource inventories (including sources, locations, and quantities).
- C. The Lucas County EMA Director is responsible for printing and distributing changes, updates, and revisions of this annex to all departments, agencies, and organizations retaining a copy of this plan.
- D. Training and Exercises:
 1. Exercises and drills will be conducted annually to evaluate planning and performance on functional objectives for all-hazards. A schedule of exercises and drills will be posted annually.

2. Additional training will be conducted as needed or requested by local emergency responders.

X. AUTHORITIES AND REFERENCES

- A. Authorities: See Section K of the Base Plan.

XI. ADDENDUMS

Tab A - Ohio Annual Snowfall Accumulation

Tab B - Lucas County Snowfalls of Record

Tab C - Snow Emergency Levels

Tab D - Potential Family Resource "Warming" Centers

Tab E - ODOT Emergency Notification

TAB F - Preparing for Winter Storms

XII. AUTHENTICATION

Authentication and authorization is documented in the Base Plan Section M (pages 33 and 35) and the original signatures will be maintained by the Lucas County EMA with the master copy of the EOP.

Tab A

**Average Annual Snowfall Accumulation
(in inches)**



Average Annual Snowfall - Lucas County 30-40 inches

Tab B

Lucas County Monthly Snowfalls (in inches)

Note: Requests for a State Declaration of Emergency for Snow must demonstrate accumulations at or in excess of the current Snowfall of Record.

Rank	JANUARY		FEBRUARY		DECEMBER		SEASON TOTALS	
	Total	Year	Total	Year	Total	Year	Total	Season
1st	30.8	1978	25.1	1900	26.0	2000	73.1	1977-78
2nd	27.6	2005	23.6	2008	25.5	1951	68.2	1981-82
3rd	26.2	1918	23.1	1912	24.2	1977	63.7	1895-96
4th	22.3	1895	22.2	1908	23.9	1974	60.6	1966-67
5th	22.1	1999	21.4	1896	23.5	1895	59.4	1969-70
6th	21.0	1910	18.8	2003	21.5	2005	56.9	1993-94
7th	20.5	1987	16.6	1994	19.0	1969	56.4	2002-03
8th	20.2	1994	14.4	1967	18.5	1914	56.0	2004-05
9th	18.4	1982	14.3	1988	17.8	1886	53.9	1976-77
10th	17.2	1944	14.3	1982	17.4	1934	51.9	1911-12

Snowfalls of Record 1-Day, 2-Day, and 3-Day Snowfalls for Stations in Lucas County

Station name	1-Day Snowfall	2-Day Snowfall	3-Day Snowfall	NYRS
TOLEDO EXPRESS WSO AP	13.9	13.9	13.9	47

Notes:

Snow did not necessarily fall on each day of these multi-day periods.
All snowfall amounts are in inches.

NYRS = Number of years with non-missing data.

WSO = Weather Service Office

AP = Airport

Tab C

Snow Emergency Levels

Snow Emergency Levels

LEVEL I

A LEVEL I SNOW EMERGENCY is for all roads and streets in Lucas County, including state, county, and township roads, and all city streets. This means that roadways are hazardous with blowing and drifting snow. Roads are also icy. Drive very cautiously.

LEVEL II

A LEVEL II SNOW EMERGENCY is for all roads and streets in Lucas County, including state, county, and township roads, and all city streets. This means that only people with a real and important need to be out on the roads and streets should do so. All persons, including news media reporters, support, and production personnel; and all health care and other emergency personnel should contact their employers to determine whether they are to report to work during the snow emergency. All public safety employees must report as scheduled.

LEVEL III

A LEVEL III SNOW EMERGENCY is for all roads and streets in Lucas County, including state, county, and township roads, and all city streets. This declaration does not apply to traffic on the Ohio Turnpike, but does apply to all other roads and streets in Lucas County. This means that no person may drive on roads and streets in Lucas County except for: operators of public safety vehicles on duty or otherwise responding to an emergency; essential news media personnel, including reporters, support, and production employees; health care and other emergency personnel; and essential employees of critical infrastructure facilities,. All others traveling on the roadways might be subject to arrest. All public safety employees must report to work as scheduled.

IMPORTANT: All county sheriffs have authority under *Ohio Revised Code* (ORC) to declare an emergency for snow storms that meet or exceed the snowfall of record. See Tab B of this Appendix.

TAB D

Preparing for Winter Storms

Prepare Your Home

- Make sure your home is well insulated and that you have weather stripping around your doors and windowsills to keep the warm air inside.
- Insulate pipes with insulation or foam sleeves and allow faucets to drip a little during cold weather to avoid freezing.
- Learn how to shut off water valves (in case a pipe bursts).
- Keep fire extinguishers on hand, and make sure everyone in your house knows how to use them.
- Know ahead of time what you should do to help elderly or disabled friends, neighbors or employees.
- Clear heavy accumulation of snow or water on flat roofs.
- If you have a car, re-fill the gas tank when it drops to $\frac{1}{2}$ in case you have to leave. In addition, check the following items on your car before Winter weather arrives:
 - Antifreeze levels - ensure they are sufficient to avoid freezing.
 - Battery and ignition system - should be in top condition and battery terminals should be clean.
 - Brakes - check for wear and fluid levels.
 - Exhaust system - check for leaks and crimped pipes and repair or replace as necessary.
 - Fuel and air filters - replace and keep water out of the system by using additives and maintaining a full tank of gas.
 - Thermostat, heater and defroster - ensure they work properly.
 - Lights and flashing hazard lights - check for serviceability.
 - Oil - check for level and weight.
 - Tires - make sure the tires have adequate tread. All-weather radials are usually adequate for most winter conditions. However, some jurisdictions require that to drive on their roads, vehicles must be equipped with chains or snow tires with studs.
 - Windshield wiper equipment – Replace as needed and maintain proper washer fluid level.
 -
- When a **Winter Storm WATCH** is issued
 - Listen to NOAA Weather Radio, local radio, and television stations, or cable television such as The Weather Channel for further updates.
 - Be alert to changing weather conditions.
 - Avoid unnecessary travel
- When a **Winter Storm WARNING** is issued
 - Stay indoors during the storm.

- If you must go outside, several layers of lightweight clothing will keep you warmer than a single heavy coat. Gloves (or mittens) and a hat will prevent loss of body heat. Cover your mouth to protect your lungs.
- Walk carefully on snowy, icy, walkways.
- If the pipes freeze, remove any insulation or layers of newspapers and wrap pipes in rags. Completely open all faucets and pour hot water over the pipes, starting where they were most exposed to the cold (or where the cold was most likely to penetrate).
- Maintain ventilation when using kerosene heaters to avoid build-up of toxic fumes. Refuel kerosene heaters outside and keep them at least three feet from flammable objects.
- Avoid traveling by car in a storm, but if you must...
- Carry an Emergency Supply Kit in the trunk.
 - Keep your car's gas tank full for emergency use and to keep the fuel line from freezing.
 - Let someone know your destination, your route, and when you expect to arrive. If your car gets stuck along the way, help can be sent along your predetermined route.
 - Eat regularly and drink ample fluids, but avoid caffeine and alcohol.
 - Conserve fuel, if necessary, by keeping your residence cooler than normal. Temporarily close off heat to some rooms.

APPENDIX 7

ANIMALS IN DISASTER



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I. PURPOSE

- A. The purpose of this appendix is to identify the organizations and individuals with roles in disaster animal management and to define those roles and the responsibilities of a Regional Disaster Animal Response Team (DART). This appendix defines the organization, activation, and role of Region One DART during an emergency in providing for protection of citizens and animals (both domestic and wild) from the effects of natural and man-made disasters. The Lucas County Emergency Management Agency (EMA), along with its regional partners, has taken measures to plan and prepare for potential impacts involving pets, livestock, and wildlife in large-scale emergencies and disasters.
- B. Lucas County is home to more than an estimated 600,000 domestic pets of four primary types. This number does not include many exotic animals and livestock. In large-scale emergencies or a declared disaster, animals are often affected in ways similar to people. Animal rescue efforts may be necessary when wildlife is impacted by disasters. Wildlife can also pose a threat to humans when animal diseases such as rabies become epidemic. Therefore, during catastrophes, animals can become a major problem for a community and the local Incident Commander when responding to a large-scale incident or disaster, and these problems often continue in the recovery phase.
- C. In addition, animals can become naturally or intentionally infected with a variety of diseases, some of which can be transmitted to people. Some animal populations are monitored by public health or the U.S. Department of Agriculture (USDA) as sentinel agents of a biological outbreak or possible attack against community, state, or national interests. When a potentially harmful agent is suspected or detected in an animal population, extreme measures may be required initially to assure that the outbreak is quickly recognized, contained, and controlled. Should an agent become the source of an epidemic within the animal population or jump to humans, the cost could be staggering and the impact felt for months or even years.

II. SCOPE

- A. This plan is intended to serve as a guide for local emergency services when preparing to address critical issues related to animal populations during response and recovery operations following a large-scale emergency or declared disaster. The plan provides for activation and mobilization of a regional DART (see Tab A - Region One DART Activation) to assist local Incident Command (IC) when animal issues arise. The actions of the DART serve to relieve animal owner concerns and minimize animal suffering from lack of shelter, water, food, or as a result of injury.
- B. Procedures under this plan will be implemented for all owned, lost, and stray pets, domestic livestock, and wildlife that are affected by a large-scale emergency (see Tab B - Guidance for Animal Owners). This will include animals

that temporarily cannot be cared for by their owners, or pose a potential danger to themselves or the public.

- C. Animal control actions in a declared disaster may include rescue, temporary sheltering to include foster care and/or adoption, feeding, preventive immunization of animals, and emergency veterinary care. If possible, all animals will be reunited with their owners. If pets or livestock cannot be returned to their owners, they will be handled in accordance with established animal control procedures and within the rules under the *Ohio Revised Code* (ORC). Other state and federal statutes will be in effect as these apply to wildlife.
- D. Pets (mostly dogs, cats, birds, and rodents) are common to most households in Ohio. Added to this are exotic species of amphibians, reptiles, aquatics, unusual fowl, large mammals such as livestock, and potentially dangerous animals such as big cats, bears, and venomous reptiles.
- E. Livestock encompasses all domesticated animals intended for commercial use in food production or competitive animal sporting venues. Horses (equine), cattle, sheep, swine, goats, and fowl are the most common types of livestock. Commercial farms that feature bison, llama, alpaca, elk, ostrich and emu are recent additions to livestock operations in Northwest Ohio.
- F. Many jurisdictions employ animals, primarily canines, in a variety of emergency response roles such as search and rescue (SAR), explosives detection, and drug interdiction. In addition, many disabled persons employ dogs as guides and companions. Dogs and other animals serving in disasters must be routinely monitored, and care should be provided by their owner/handlers with support from the local jurisdiction.
- G. Animals in the wild and those in public zoos or other licensed facilities may come into contact with the public from time to time, especially following a disaster. The DART will respond to calls from first responders to coordinate collection, capture, or in the extreme, “putting down” animals who are suffering from serious non-survivable injuries or animals that pose an imminent danger to the public. Animals from the wild are protected by state and federal statutes that regulate how they must be controlled and who is authorized to handle them. Zoo animals that pose no threat to the public should never be handled, but reported to Zoo operators. Zoo animals that could pose a threat to the public should be reported to Zoo operators and if possible monitored until professional animal control personnel can arrange recapture.

III. CONCEPT OF OPERATIONS

- A. The Lucas County Dog Wardens Office will dispatch animal control officers within Lucas County in response to canines only. They will address day-to-day reports of stray or dangerous dogs that pose a threat to the public. They will also investigate reports of dogs that require medical attention as a result of injuries or abuse. The Dog Warden will coordinate with the Humane Society of Northwest Ohio for collection, transportation, medical treatment, and care of animals other

than dogs. The DART Leader will coordinate with local dog wardens for large-scale response to incidents involving dogs.

- B. The Toledo Area Humane Society (see Tab - C Toledo Area Human Society Contact Information) is a private, nonprofit organization whose mission is to lead the community in efforts focused on relieving the suffering of, preventing cruelty to, and providing for humane treatment of animals. The Humane Society responds to incidents involving household and stray pets, as well as farm animals. The Toledo Area Humane Society places thousands of animals in permanent homes each year. All animals receive a health exam, vaccinations, and testing for feline leukemia or heartworms. They are also wormed, spayed or neutered, and temperament tested. Animal adoption counselors are trained to help find the companion animal best suited to the personality and lifestyle of each potential adopter.
- C. The Region One DART provides for coordination and technical support regarding animal issues resulting from natural or man-made disasters. The DART includes representatives from many animal control and care agencies, as well as other organizations from both the public and private sector, from within the region and the State. When requested, DART representatives mobilize in a disaster to respond to the operational, planning and assessment, logistical, and administrative needs of the impacted region.
 - 1. The Regional DART will be activated upon notification of a local Incident Commander or the Lucas County EMA Director (ESF 5 or ESF 6). The DART can be notified via pager. See Tab A of this Appendix.
 - 2. A DART liaison can assist the IC Operations Officer at the Incident Control Post (ICP) when requested by IC. DARTs may be mobilized into teams and tasked to assist emergency responders in the field or at the scene with animal management issues. In some situations these teams may work independently; however, DARTs likely will be paired and support other emergency response personnel for their own safety and accountability.
 - 3. The DART leader will coordinate with the Humane Society for the care and disposition of animals in the response and recovery.
 - 4. A DART representative may serve in the Lucas County Emergency Operations Center (EOC), when activated, to provide coordination for animal issues regarding response and recovery operations.
 - 5. Upon mobilization, DART members will be administered by and supervise their own resources and personnel while supporting the coordinated response and recovery operations under the Incident Command System (ICS).
- D. The Toledo-Lucas County Department of Health will monitor for animal vectors with the aid of veterinarians and animal care providers. A trained staff of

epidemiologists monitors for and collects reports of any unusual illnesses of deaths in animal populations, including wildlife.

- E. The USDA and Ohio Department of Agriculture (ODA) monitor commercial livestock, dairy, and poultry operations for potential outbreaks focusing on a specific set of biological or toxin indicators. Certain animal species are sentinels for biological diseases and toxins. Should an incident of disease be observed, the local DART could immediately notify federal, state and local responders, as well as departments of health so that protocols for containment, treatment, and disposal can be implemented.
- F. Organizations and institutions must develop and communicate internal guidelines and procedures that outline their animal control and response capabilities with local jurisdictions:
 - 1. Animals that escape confinement from zoos, research laboratories, or other public or private facilities should be immediately reported to management and local emergency responders.
 - 2. The location of escaped animals should be monitored if possible until professional animal control personnel can arrange for recapture. Under no circumstances should untrained individuals attempt to capture or destroy escaped animals.
- G. Animals from the wild are protected by state and federal statutes that regulate how they must be confined and controlled, and who is authorized to manage or destroy them:
 - 1. Wildlife out of their natural habitats that are a danger either to themselves or the public will be the responsibility of the Ohio Department of Natural Resources (ODNR). Specifically trained DART members and licensed wildlife rehabilitators in accordance with state and federal rules and regulations may be used for wild animal response purposes. For the most part, wild animals should be left to their own survival instincts.
 - 2. Whenever possible, wild animals outside of their natural habitat that are endangering the public will be captured and returned to their natural habitat by authorized animal control representatives (State Wildlife Officer or licensed rehabilitator).
 - 3. Wild animals not susceptible to rabies that are captured will be released by authorized animal control officials. If a captured animal cannot be transported back to its natural habitat due to the nature of the emergency or injuries the animal may have sustained, it may be transported to a licensed wildlife rehabilitator for medical treatment. Injured animals from the wild that receive medical attention will be transferred to a licensed animal rehabilitator until they can be released into the wild.
 - 4. When forced to handle wild animals that are potential rabies carriers: such as raccoons, coyotes, foxes, bats, skunks, or other animals found susceptible to the disease that are exhibiting symptoms or have bitten

individuals: animal control officers will assess the situation and take measures to immediately destroy the animals as warranted. Animals suspected of being rabies carriers and that are known or believed to have bitten people or domestic animals will be processed for laboratory testing to confirm the disease. Care must be taken to keep the cranium intact.

- H. In a declared federal disaster, a Veterinarian Medical Assistance Team (VMAT) may be requested. The VMAT will coordinate through the Joint Operations Center (JOC) with the local Incident Commander (IC), EOC, and regional DART representative for animal-related issues.

IV. DIRECTION AND CONTROL

A. Incident Command

1. Emergency responders will contact local animal control agencies and organizations to resolve problems associated with animals during the response to large-scale emergencies and disasters under the ICS.
2. Animal control officers may be tasked by the IC to coordinate and provide assistance in the ICP or the staging area, or they may operate under the direction of the County EMA Director in the EOC.
3. The County Dog Warden and other animal control agent(s) will provide support and technical assistance to the IC to resolve canine issues.
4. The EOC Director may provide for mobilization of the Region One DART at the request of the IC to assist in field operations.

B. Emergency Response Operations

1. If an animal has a life-threatening injury, or incurable or communicable disease, it may be destroyed or euthanized immediately. Minor injuries will be treated (i.e., lacerations sutured, fractures splinted), and the animal made as comfortable as possible.
2. Evacuations of citizens with disabilities may require assistance in evacuating their pets. If these individuals are unwilling or unable to make special arrangements for sheltering their pets, transportation of their pets to the closest pet shelter will be coordinated by the EOC DART representative as directed by the IC.

C. Planning and Assessment

1. An initial animal needs assessment will be performed by DART to determine the specific health and safety needs of animals impacted by a natural or man-made disaster. This assessment will include impact to pre-existing animal shelters, kennels/veterinarian hospitals, and the animal population of the County. This information will be provided to the EOC and used in planning preliminary responses by DART and other

concerned agencies; identifying objectives, resources available, resources needed; and determining if additional aid must be requested.

2. If aid is requested from DART, the DART Assessment Team will conduct an on-site area assessment. The assessment will focus on four animal types:
 - a) Livestock and large animals.
 - b) Pets and small animals.
 - c) Exotic and dangerous animals.
 - d) Wildlife.
3. Safety issues
 - a) Post-disaster periods pose a number of hazardous conditions to animal control officers and volunteers. At no time will DART personnel engage in animal management activities that pose a risk of serious risk of injury or death. In such instances, DART personnel will request the assistance of emergency responders or other professional animal control persons.
 - b) Regardless of who is tasked with handling animals in a disaster situation, great care should be taken, as even typically docile animals can become aggressive under stress and unexpectedly pose a danger to animal managers.
 - c) The management of obvious or potentially dangerous animals should be attempted only by trained or licensed individuals using equipment certified to the task.
 - d) Suspected or actual disease outbreaks in an animal population may pose a threat to other animal populations, and to handlers without adequate safeguards against transmission of diseases: personal protective equipment (PPE) and measures including infectious control, containment, isolation, and, if necessary, quarantine. All reports of actual or suspected diseased animals will be forwarded through administrative channels.
 - e) Other safety issues:
 - 1) Licensed animal control officials should have received pre-exposure inoculations for rabies and other animal diseases specific to the region and their duties.
 - 2) If desired, The Toledo-Lucas County Department of Health will make pre-exposure rabies vaccinations available to DART members and other animal rescue personnel at cost. Pre-exposure inoculations may be unnecessary if the animal can be tested in a relatively short period of time.
 - 3) Treatment of bites and injuries to DART members and rescue personnel will be provided by area hospital emergency facilities, urgent care facilities, or other medical

facilities. All injuries, regardless of severity, associated with animal control activities will be reported through administrative channels.

D. Logistics / Resource Management

All organizations providing animal control services should coordinate their procedures for managing animal control issues with other organizations and institutions that could be impacted by these or may have a support capability or function.

1. Personnel

a) Public officials

- 1) Veterinary Medical Assistance Team deployment may be requested through the Ohio EMA to assist in the response to domestic and non-domestic animal issues.
- 2) The County Dog Warden and/or Humane Society will provide animal control services as needed by the jurisdiction.

b) Private sector

- (1) Veterinarians (see Tab D - Lucas County Veterinary Contact List).
- (2) Animal care industries.
- (3) Animal service industries.
- (4) Agri-businesses.
- (5) Field sport industries.

c) Non-governmental organizations (NGO)

- 1) Humane Society.
- 2) Wildlife Rehabilitates.
- 3) Other animal care.

d) Volunteers

- (1) Volunteers from the Regional DART, the Toledo Veterinarian Medical Association, and others will assist in providing the medical care in these medical facilities.
- (2) Depending on the extent of the emergency situation, volunteers or temporary animal shelters and pet friendly shelters will be staffed with volunteer personnel from DART and other professional staff as needed.

2. Facilities

- a) The Regional DART representative will coordinate the resources for a medical facility for domestic animals that cannot be accommodated by the various shelters due to the animals' injuries.
- b) Private boarding kennels and veterinarian hospitals will be responsible for staffing their own facilities according to the established policies.
- c) Fixed and mobile storage facilities will be pre-determined and stocked with a cache of equipment, materials, and supplies. Some storage locations must be secure and may require protection from moisture and temperature extremes.
- d) All stray/lost domestic pets recovered during or after a disaster will be sheltered at designated temporary shelters.
- e) Any pets whose owners cannot care for their pets or domestic pets found by citizens will also be sheltered at these locations. Private boarding kennels and veterinarian hospitals may serve as overflow shelters and will be requested to open by the EOC DART representative as necessary. Animal Shelters will be established and operated in coordination with ESF 6 Mass Care, Housing & Human Services. Private veterinarian hospitals may serve as alternative medical facilities and medical shelters as space permits.
 - (1) All animals taken into custody during a disaster will become part of the shelter population.
 - (2) Individuals must plan and provide for the shelter needs of their pets and livestock in anticipation of both natural and man-made disasters.
 - (3) American Red Cross (ARC) shelter managers will provide for the admission of "service" animals to assist the blind and disabled. To accommodate the needs of those with service animals, it may be necessary to separate them from the general special needs population. Assistance with the care of these service animals, especially medical care should it be required, will be arranged through DART. No other animals will be accommodated by ARC shelters.
 - (4) Temporary pet shelters may be requested during evacuations. Upon activation of evacuation shelters for citizens, a representative from the Lucas County Animal Response Team will be contacted by the Animal Control Director and requested to initiate the opening of a temporary pet shelter and/or other prearranged private

boarding kennels and veterinarian hospitals as boarding facilities, if needed.

- (5) Domestic pets owned by evacuated citizens will be sheltered at private boarding kennels and veterinarian hospitals as close to the evacuation shelters as possible.
 - (6) Considering evacuated and stray/lost livestock, due to the size of most livestock and inability to transport large numbers of farm animals, owners are expected to develop shelter and/or evacuation plans for their own animals. Private farms located throughout the County may be used as shelter facilities for livestock. A record of transfer of animals will be required. In the event of an emergency situation, Lucas County Cooperative Extension will contact prearranged volunteer livestock sheltering facilities and request their assistance in the sheltering operation
- f) Other pet friendly shelters/hotels
- (1) There are designated pet friendly shelters and hotels in Lucas County (see Tabs E & F for hotels that do and do not accept animals). These locations will provide for evacuated citizens in one of two ways: pets and owners together, or owners in residential areas and their owned pets in separate but co-located facilities.
 - (2) Each of the pet friendly shelters will have a visiting veterinarian volunteer to evaluate the animals. Pets with significant injuries or illnesses will be transported to an animal hospital/clinic designated for the medical treatment of animals.
- g) Animal shelter holding periods
- (1) Stray animal: a stray animal is "any animal which is running at large; off its owner's property; appears to be lost, unwanted, or abandoned; or whose owner is unknown or not readily available." Stray animals picked up during a disaster will be held for 14 days.
 - (2) Owned animals: if an owner brings his animal(s) to a temporary shelter for care, the animal will be held in 7-day increments with expectation that the owner will contact DART with an update at the end of each 7-day period. The maximum period an animal will be held is 6 weeks. If an owner does not contact DART at the end of a 7-day period or if an animal has not been reclaimed after 6 weeks, attempts will be made to contact the owner at the address listed when the animal was brought in. If the owner can not

be contacted within a reasonable time, the animal will be considered abandoned.

- (3) If any owner brings his animal(s) to a pet friendly shelter, expectation is that the owner will take his/her animal(s) when he/she leaves, or the animals will be transferred to an appropriate facility.

h) Incapacitation of pre-existing shelters

- (1) If pre-existing shelters are destroyed, incapable of functioning due to the nature of the emergency situation, or exceed capacity, then private boarding kennels, veterinarian hospitals, and stables may be requested to open as boarding and/or medical facilities.
- (2) In rare cases, during large-scale emergencies, animals may be moved outside Lucas County for care and protection.

- i) Veterinary clinics and hospitals (Tab G - Sylvania Veterinary Hospital)
- j) Laboratories
- k) Pet mortuaries and cemeteries

E. Equipment

- 1. Communications needs will be addressed via telephone (wired and wireless) when available and radio systems. Portable radio equipment that will support DARTs in the field will consist of assigned Amateur Radio Emergency Service (ARES) operators and multi-channel spare radios provided by EOC or the Lucas County EMA.
- 2. Treatment centers may be temporary but must be capable of providing a standard of care consistent with a more permanent facility. This will include means to maintain security, sanitation, and environmental (temperature) control, and an emergency medical treatment capability.
 - a) Containment of animals will necessitate cages and crates, as well as temporary fencing and pens for larger animals.
 - b) Medical supplies and pharmaceuticals will require storage and security.
- 3. Disposal of animal waste products and contaminated material must be pre-arranged with existing bio-waste facilities. Disposal of animal carcasses must be planned and coordinated with the EOC DART representative, as well as state agencies with responsibility for environmental protection and public health.

F. Transportation

1. Once DART members are activated and report to the field, they will require transportation for the team and for their equipment and supplies. The DART will also require a method of replenishing their fuel supply and maintenance.
2. A DART trailer should be designated for extended field operations. The DART trailer will carry sufficient equipment, materials, and supplies to support a temporary animal clinic until such time that the local veterinarian(s) can resume their practice.
3. Private contractors or operators from organized labor can provide transportation resources in emergencies.

G. Material and Supplies

Animal food companies, medical suppliers, water suppliers, and cleaning product suppliers will be contacted and requested to begin shipment of supplies to an established delivery point. The delivery point will serve as a storage center and a distribution center for the various shelters and hospitals.

1. PPE will be provided to the DART for their safety and to provide for protection of the public against transmission of bio-hazards associated with animal care.
2. Sanitation supplies will be stocked for prevention of infection and transmission of diseases.
3. Pharmaceutical supplies will be designated for use by the DART. A list of medical drugs will be developed by the DART and supplied to them for their use.
4. Food and Water:
 - a) Water should ALWAYS be available to all animals. Animals (except birds), like people, can go extended periods of time without food, but can last only a couple of days at the most without water.
 - b) If there is a change in water source, mix the water over time. Start with 1/4 "new" and 3/4 "original" water for a few days. Then go to half-and-half, followed by 3/4 and 1/4, to transition to 100% "new" water. Remember to do this again when going home.
 - c) A table provided in Tab H - Disaster Food Planning indicates the approximate adult animal daily food needs. Sources of feed should be identified before a disaster.

- d) Most herbivorous animals eat approximately 1-2% of their body weight in some form of "roughage" (hay or hay-like products, pellets, cubes, hay, etc.).
- 5. Clerical supplies
 - a) A stock of clerical supplies will be maintained for the DART within the EOC and the DART field team(s).
- H. Maintenance
 - a) Inventories.
 - b) Repair kits and replacement parts.
- I. Administration and Finance
 - 1. A record of each animal including breed, species, description, pickup location, and owner information, if available, will be completed and maintained.
- J. Reports:
 - 1. Disaster assistance reports
 - 2. Preliminary damage assessment
- K. Personnel Records:
 - 1. DART roster
 - 2. Volunteer roster
 - 3. NGO roster(s)
- L. Accountability Records:
 - 1. Inventory forms
 - 2. Temporary hand receipts
- M. Purchasing:
 - 1. Purchases will be coordinated through the ICS system
 - 2. If the Lucas County EOC is functioning, purchases will be made through the logistics section
 - 3. Private boarding kennels and veterinarian hospitals will be compensated by the owners of animals who use the facilities according to established policies

N. Activation, Warning, and Notification

1. The Animal Response Plan will be activated in the event of a large-scale emergency or other significant disaster causing a major requirement for animal protection, treatment, isolation, or destruction and disposal. When the Plan is activated, the Region One DART Standard Operating Procedures (SOP) will immediately go into affect (see Tab I - Animal SAR Operations).
2. Region One DART will be notified by the Lucas County EMA or EOC staff when the Animal Response Plan is activated. If the EOC has been activated, a liaison from the DART will be asked to report to the EOC.
3. Region One DART, based on an initial damage assessment, will implement the DART notification/recall roster (DART SOP), to alert agencies and personnel as needed.
4. Notification methods may include phone, cell phone, pager, fax transmission, e-mail, or, if necessary, use of television/radio announcements.
5. The general public will receive an initial warning of potential threats to their health and safety from the IC, Lucas County EOC, or other lead agency in the response.

O. Communication

1. Communication among the DART, support agencies, and volunteer personnel will occur primarily through phone, cell phone, pager, fax transmission, and e-mail messages.
2. ARES personnel may be used as a backup if other communication is impossible. Requests for ARES personnel will be made through the ARES communications liaison in the EOC.
3. ARC/pet friendly shelters will be staffed with an ARES radio operator.
4. Use of privately owned, hand-held FSR radios or spare multi-channel radios for field operations (SAR, Animal Needs Assessment, etc.) will be coordinated through the Incident Commander on scene or, if necessary, the EOC.
5. Coordinate with Lucas County EOC ESF 2 for additional communications needs.

P. Public Information and Outreach

1. During an emergency, public information will be carried out in accordance with EOC ESF 15 - Public Information, Warning and Notification.

2. A DART spokesperson, designated by the Lucas County EMA Director, will be responsible for working with the ESF 15 to coordinate all media activities and press releases in association with DART activities. Public Information responsibilities may include:
 - a) Delivering instructions to the public to prepare their pets for an impending emergency, and instruction for minor medical responses (first aid) for injured pets.
 - b) Notifying the public of appropriate animal or pet friendly shelters—locations, regulations, contact personnel, etc.
 - c) Initiating a system to direct inquiries on lost pets to appropriate shelters.
 - d) Conveying other information appropriate to the emergency and recovery operations.
 - e) Coordinating with Lucas County EOC ESF 15 for joint communications efforts.

V. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. The Lucas County Dog Warden's Office

1. The Lucas County Dog Warden coordinates animal control response operations for owned, stray, and feral dogs.
2. The Lucas County Dog Warden is responsible for developing a comprehensive disaster program for dogs to include SOPs.
3. The Lucas County Dog Warden's office will coordinate with the Lucas County Humane Society for animals other than dogs.
4. Dog Warden will:
 - a) Maintain current notification rosters for organizations that provide animal control measures and support capabilities.
 - b) Provide for facilities, training, materials, and equipment necessary to the maintenance of canine control operations.
 - c) Provide a mechanism for adoption of canines to qualified owners.
 - d) Provide for the euthanasia of dangerous, feral, and unwanted dogs.
 - e) Coordinate with Lucas County EOC ESF 6.

B. The Toledo Area Humane Society

1. Care for lost and abandoned pets.
2. Provide a mechanism to place pets out for adoption with qualified owners.

3. Work to educate the public on the importance of having pets spayed or neutered.
4. Maintain a current list of kennels and veterinarian hospitals within Lucas County (see Tabs D and G).
5. Maintain a list of veterinarians and boarding facilities willing to provide medical care and temporary housing (see Tabs D and G).
6. Identify, survey, secure owner permission, and maintain a list of temporary animal shelter sites to be used in the event of emergency (Tabs D and G).
7. Identify, survey, secure owner permission, and maintain a list of pet friendly shelter locations to be used in the event of emergency (Tabs D and G).
8. Coordinate with Lucas County EOC ESF 6.

C. The Regional DART

1. Develop procedures to activate and deactivate emergency animal shelters and develop emergency shelter operation guidelines.
2. Establish public information and education programs regarding animal response.
3. In conjunction with Emergency Management, provide for Animal Response Team training.
4. Assign a liaison individual to report to the Lucas County EOC, upon activation, to assist in animal response operations.
5. Assist other county or municipal agency representatives in establishing priorities for animal rescue efforts.
6. In conjunction with the Lucas County EMA, and ARC, where appropriate, designate animal shelter sites during animal response operations.
7. Coordinate with the State of Ohio/Ohio State University Extension Agent, Ohio Department of Health, ODNR, and other agencies/organizations to request technical and logistical support during animal response operations.
8. Coordinate with Lucas County EOC ESF 6.

D. Lucas County Cooperative Extension Agent

1. Coordinate personnel, equipment, and shelter as required to care for livestock during an emergency.

2. Responsible for coordination with the Cattleman's Association, Horseman's Association, other livestock associations, and the Rescue Squad Large Animal Response Team for the handling and care of livestock during an emergency situation.
 3. Identify, survey, and maintain a list of volunteer livestock sheltering facilities.
 4. Coordinate with Lucas County EOC ESF 6.
- E. Natures Nursery of Northwest Ohio
1. Provide facilities, personnel, and training necessary to care for wildlife impacted by a disaster.
 2. Coordinate volunteer resources for wildlife operations.
 3. Coordinate with the ODNR to provide care and shelter for injured and displaced wildlife.
 4. Provide expertise in the identification, care, and control of wild animals, in accordance with state laws.
 5. Return wild, indigenous animals to their natural habitat.
 6. Provide equipment, supplies, and shelter for injured and displaced wildlife.
 7. Coordinate with Lucas County EOC ESF 6.
- F. Lucas County EMA Director
1. Provide identification for DART members for access to the scene or affected area.
 2. Ensure communication capability between EOC and animal shelters.
 3. Support public information and education programs regarding animal response.
 4. In conjunction with the Animal Control Director, provide for Animal Response Team training.
 5. Identify resources to support and assist with animal response activities.
 6. Through ESF 5, coordinate activities of all ESFs within the Lucas County EOC.
 7. Reinforce resource accountability and enforce policies restricting resource self-deployment.

G. ARC Liaison ESF 6

1. Ensure space is available in general population shelters for service animals that belong to people with disabilities.
2. Assist in training shelter managers and staff for animal shelters that will also have humans in residence.
3. Provide mass sheltering as directed by ESF 6, for pre-designated pet friendly shelters.
4. Support animal care training for pet owners.
5. Manage ESF 6. Reinforce resource accountability policies among animal in disaster responders.

H. Superintendent of Schools

1. Certain school districts agree to allow use of pre-designated schools as "temporary pet friendly" shelters.
2. Coordinate with Lucas County EOC ESF 6.

I. County Health Director

1. Support public health services in pet friendly shelters to include inspections, sanitation, and environmental health concerns.
2. Coordinate disposal of deceased animals that may impact the public health.
3. Provide assistance in the investigation of animal bites with regard to rabies quarantine, and provision of post-exposure rabies prophylaxis to rescue personnel, if not available through regular medical services.
4. Coordinate with Lucas County EOC ESF 8 and ESF 6.

J. Fire Services

1. Liaison with animal control representatives and DART as needed for protection of the public and emergency response personnel.
2. Survey shelter sites for fire safety.
3. Advise about fire security during incineration operations.
4. Coordinate with Lucas County EOC ESF 4 and ESF 6.

K. Law Enforcement

1. Liaison with animal control representative and DART as needed for protection of the public and emergency response personnel.

2. Conduct criminal investigations regarding criminal acts involving animals, including acts of terrorism.
 3. Provide transportation control, site security, and law enforcement for shelters and disposal sites as necessary.
 4. Coordinate with Lucas County EOC ESF 13 and ESF 6.
- L. ARES
1. Provide primary communications between the EOC and shelters in the event that telephone lines become inoperable.
 2. Coordinate with Lucas County EOC ESF 2 and ESF 6.
- M. ODA
1. Coordinate State Animal Response Team (SART) volunteers.
 2. Assist with animal needs assessment and mobilizing appropriate resources.
 3. Coordinate with Lucas County EOC ESF 11 and ESF 6.
- N. ODNR
1. Coordinate management of indigenous wild animals.
 2. Capture and return wild, indigenous animals to their natural habitats.
 3. Destroy and dispose of wild animals.
 4. Provide policy guidance for wild animal response personnel
 5. Coordinate with Lucas County EOC ESF 6 and ESF 5.
- O. Toledo Zoological Society
1. Provide guidance and assistance as needed regarding large, wild, and exotic animals.
 2. Coordinate with Lucas County EOC ESF 6.
- P. Animal Care Associations
1. Toledo Veterinary Medical Association

- a) Provide a list of association members willing to participate on a Regional DART.
 - b) Assist in establishment of triage units for the care of injured animals.
 - c) Provide emergency medical equipment and supplies.
 - d) Coordinate with Lucas County EOC ESF 6.
2. Livestock associations: Triad Horseman's Association
- a) Provide a list of association and team members.
 - b) Rescue Squad Large Animal Response Team
 - c) Coordinate with Lucas County EOC ESF 6 and ESF 11.

Q. Ohio EPA

- 1. Provide coordination for disposal of animal carcasses and by-products.
- 2. Provide technical assistance for mass burial or incineration of animal carcasses.
- 3. Coordinate with Lucas County EOC ESF 6 and ESF 7.

R. Toledo Kennel Club

- 1. Provide temporary shelter operation.
- 2. Provide training and outreach for emergencies.
- 3. Coordinate with Lucas County EOC ESF 6.

S. Administration

- 1. All public and private agencies and organizations will document activities related to animal control measures.
- 2. Requests for state and federal assistance will be made through the Lucas County EMA and coordinated by the Lucas County EOC staff.
- 3. Notification rosters for both professional and volunteer emergency workers will be created and maintained by agencies and organizations in support of animal control measures.
- 4. All financial records and documentation of animal control measures will be completed and retained by the creating agency/organization and the purchasing authority.

T. Logistics and Resource Management (ESF 7 at EOC)

1. The on-scene ICS Logistics Officer will coordinate material needs of deployed resources with EOC ESF 6. In the event ESF 6 cannot fulfill supply support requests, ESF 7 Logistics Section will manage the request and provide disposition.
2. The EOC ESF 6 will coordinate material needs of both deployed and support resources that are providing aid and assistance in the disaster response and recovery operations.
3. Donations of materials, supplies, and equipment will be coordinated through the EOC ESF 14.
4. Assignment of response personnel, including volunteers, will be coordinated between the on-scene Incident Commander and the EOC ESF 6.

U. Plan Maintenance

1. Opportunities for Plan reviews will be provided to all participating agencies and organizations annually.
2. Plan changes will be incorporated as needed and notated on the Record of Changes and revisions page. The current Plan revision date will be posted on the upper right of each page of the respective document.
3. Distribution of the Plan to each organization will occur through conveyance of a digital compact disk.
4. Training for any potential disaster response will be accomplished through internal and external drills and exercises.

VI. Authorities and References

A. Authorities: See Section K of the Base Plan

B. References

1. *Ohio Administrative Code (OAC) 3745-19 – EPA Open Burning Standards.*
2. Region One DART Plan, July 27, 2008.

VII. Addendums

Tab A – Region One DART Activation
Tab B – Guidance for Animal Owners
Tab C – Toledo Area Humane Society Contact Information
Tab D – Lucas County Veterinarian Contact List (see EOC)
Tab E – Hotels/Motels that Accept Pets
Tab F – Hotels/Motels that Do Not Accept Pets

Tab G – Sylvania Veterinary Hospital
Tab H – Disaster Food Planning
Tab I – Animal Search and Rescue (SAR) Operations

VIII. Authentication

Authentication and authorization is documented in the Base Plan Section M (pages 33 and 35) and the original signatures will be maintained by the Lucas County EMA with the master copy of the EOP.

Tab A

Region One DART Activation

Region One DART activation can be requested 24/7 via Pager: (419) 321-0466. The request for Region One DART activation should be forwarded to the local EMA and/or EOC, if activated. Upon activation, all five of the DART team leaders on call will be notified of each request. Team C will respond initially to Erie, Hancock, Huron, Lucas, Ottawa, Sandusky, Seneca, and Wood Counties.

NOTE: Larger incidents involving dogs may be assigned to DART; however, smaller incidents that involve only dogs are the responsibility of the County Dog Warden.

The DART pager is programmed with a single phone number (419-321-0466) so that all five leaders will be notified any time the DART team is requested.

DART has established the following rotating on-call system:

1. The following persons will carry with them a pager at all times when on call:
 - DART Leader
 - DART Deputy Leader
 - Sub-Regional DART Team Leaders (3)
2. When the pager is activated, the DART Leader will contact the Incident Commander or requesting jurisdiction to conduct an initial assessment of the incident and tasking.
3. The DART Leader will contact the Deputy Leader and make a decision as to which DART sub-regional resources will be required.
4. The activated Sub-Regional Leader will then contact the EMA of the county making the initial request for the DART team in order to obtain additional information as needed.
5. The DART is initially self-supporting; however, the county EMA or requesting jurisdiction must provide the location to which DART will report and stage.
6. The Sub-Regional Leader will then activate team members, coordinate other resource needs, and mobilize the DART.
7. Upon arrival, DART volunteers will be administered the State Oath as prescribed in the ORC by the county EMA Director or other authorized official.
8. The on-scene DART Leader and individual team members may be rotated when responding for an extended mobilization.
9. DART demobilization will proceed in reverse of the activation procedure.

Tab B

Guidance for Animal Owners

The loss of a pet is often a major tragedy. Here are thoughts on how to care for these members of your family during bad times.

- 1) Have identification in form of a tag, tattoo, or an implanted chip on the animal.
- 2) Keep a copy of shot records.
- 3) Keep veterinarian's phone number with carrier.
- 4) A photo will be helpful to prove ownership.
- 5) Keep a good leash, a blanket, and a duplicate favorite toy.
- 6) Stockpile canned or the dry food.
- 7) Keep dishes for food and water.
- 8) Your veterinarian can advise you on what to do when animals are nervous or stressed to the point that they may injure themselves.
- 9) Cats will need a small litter box.
- 10) Don't leave your pets locked in the house or chained to a post if you are evacuating.
- 11) Train pets to accept being in a travel carrier or crate for extended periods. Birds and many dogs travel better in darkened carriers. Cats, however, may become more active in the dark.

Tab C

Toledo Area Humane Society Contact Information

Toledo Area Humane Society
827 Illinois Avenue
Maumee, Ohio 43537
Phone: (419) 891-0705
Web page: www.toledohumane.org

The Toledo Area Humane Society employs two full-time Humane Agents to enforce animal cruelty laws in Lucas County. These officers investigate over 1,800 complaints per year.

To report animal cruelty, use the report form on page: <https://www.toledohumane.org/stop-animal-cruelty>

Or call the Cruelty Hotline: (419) 891-9777

Tab D

Sylvania Veterinary Hospital

The Sylvania Veterinary Hospital has the following provisions:

- The building encompasses 16,000 square feet. An open area with a rubber-matted floor encompasses 1850 square feet and can be used for free standing cages. In addition, an outside fenced area is 2250 square feet.
- Fifty dog kennel runs and 11 hospital runs.
- Undetermined number of cages.
- Eight exam rooms and two surgical suites. One large dog treatment area and one smaller cat treatment area.
- A full laboratory that can run complete blood work and urines.
- A blood bank with whole blood and fresh-frozen plasma available.
- A registered technician always present in the building.

Tab E

Disaster Food Planning

Species	Water (Summer/Winter)	Food (Type)	Feed (Quantity/Frequency)
Beef Cattle	5-15 Gallons	alfalfa & or oat	15-30 lb. / Day
Dairy Cattle	5-30 Gallons	alfalfa	15-40 lb. / Day
Horses	5-15 Gallons	alfalfa & or oat	8-15 lb. / 2x Day
Pigs	1-2 Gallons	pig pellets / mixed grains	1-7 lbs / 1x or 2x Day
Llamas	2-5 Gallons	alfalfa & or oat hay	2-4 lb. / 2x Day
Sheep	1-2 Gallons	alfalfa	2-5 lb. / Day
Goats	1-2 Gallons	alfalfa & or oat hay	1-5 lb. / Day
Large Dogs			
Small Dogs			
Cats			
Small Mammals			
Birds			
Reptiles			

Tab I

Animal Search and Rescue (SAR) Operations

SAR teams will participate in coordinated, organized, SAR operations to minimize animal suffering and death, and to ensure safety of first responders in the field.

A. Team Requirements:

1. Search and rescue personnel are required to be qualified and have the appropriate equipment to assist in the type of animal rescue assigned, as determined by DART SAR Team Leaders.
2. Specific requirements:
 - a) Proper vaccinations—rabies, tetanus, hepatitis A & B.
 - b) Proper animal handling experience.
 - c) Proper HAZMAT training.
 - d) Proper swift water training for flood situations.
 - e) Proper equipment for field entry (what is the proper equipment?).

B. SAR Procedures - See DART SOPs

Supporting Agencies - See DART SOPs and EOC

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APPENDIX 8

AVIATION EMERGENCY



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Aviation Incident Disaster Procedures

The attached Disaster Alert Levels policy has been approved by the Lucas County Fire Chief's Association and have been in effect since July 1, 2004. This policy is a culmination of all jurisdictions working together to establish an initial response for disaster situations. This instruction sheet describes the actions of each dispatch agency upon receipt of the alert level notification from Lucas County 911 Regional Council of Governments (RCOG) EMS Dispatch.

I. RCOG EMS Dispatch, when notified of an Airport Alert Level shall:

1. Enter a Computer Aided Dispatch (CAD) Emergency incident in the computer system; noting the Alert level, Staging Area, and any other pertinent information.
2. Follow the appropriate responses for Lucas County EMS as listed in the following pages and RCOG EMS dispatch procedures.

PSAP INSTRUCTIONS:

1. All dispatch agencies, within Lucas County, will be notified of a Disaster Alert Level being instituted by either the Toledo Express Airport safety forces. This notification will be received via the CAD system.
2. Upon receiving this message, the individual dispatch agencies will refer to the Disaster Alert Level policy and determine what actions are required by them.

AIRPORT ALERT LEVELS:

1. Go to the appropriate section of Tab A - Airport Disaster Alert Levels
2. Find the Alert Level that was announced
3. Review the response / notification information for each jurisdiction that you dispatch for and follow the response/notification information. (Each individual dispatch center should be aware of what actions are necessary for response vs. notification criteria).

II. OFF-SITE AVIATION EMERGENCIES

For aviation emergencies off of airport property, the jurisdictions involved will utilize the Lucas County / Northern Wood County Mass Casualty Incident System.

1. MCI 1: 6-15 Transportable Patients
2. MCI 2: 16+ Transportable Patients

Tab A

Airport Disaster Alert Levels

I. Aircraft Incident Procedures

A. EMS Response – (Aircraft of 1 – 5 passengers) – EMS response:

Response: Monclova Fire or Swanton Fire (depending on location of incident)

If ALS response: Lucas County EMS (1 ALS) dispatched also

Notification: Lucas County Sheriff

B. Level 1 (One) – (Aircraft of 6 – 25 passengers):

Response: Amateur Radio Emergency Service

Lucas County EMS (2 ALS)

Lucas County Sheriff

Monclova Fire / EMS

Swanton Fire/ EMS

State Highway Patrol

Springfield Fire (disaster trailer)

Notification: Local Air Ambulances

Maumee Fire & EMS

Oregon Fire

Providence Twp Fire

Richfield Twp. Fire

Red Cross

Spencer Fire

Springfield Fire & EMS

Sylvania Fire & EMS

Toledo Fire & Rescue

Washington Twp Fire

Waterville Fire & EMS

Whitehouse Fire & EMS

C. Level 2 (Two) – (Aircraft of 26 or more passengers):

Response: All the departments listed in Level 1, and the following:
Toledo Fire (Hazmat)

D. Level 1-33 or Level 2-33 (crash):

Response: All the departments and agencies notified and listed in Level 1, and the following:

Toledo Fire (Hazmat)
Maumee Fire & EMS (Medic)
Providence Twp (Tanker)
Richfield Twp. Fire (Medic)
Spencer Fire (Medic)
Springfield Fire & EMS (Tanker & Medic)
Whitehouse Fire & EMS (Tanker & Medic)
Red Cross
Amateur Radio Emergency Service

Notification: Oregon Fire, Sylvania Fire & EMS, Washington Twp Fire & EMS, Waterville Fire & EMS, and Local Air Ambulance Service

II. **Aircraft Incident – Staging Areas:**

A. Staging Areas ON Airport:

Staging #1: Air Guard Base
(Eber Road between Alternate 20 and Airport Hwy)

Staging #2: Turnpike Overpass / Airport Highway (East Airport Service Drive; just west of turnpike on Airport Highway)

Staging #3: Airport Highway / St. Rt. 295 (South on St. Rt. 295 off Airport Highway)

Staging #4: 20A at St. Rt. 295 (North onto airport access road)

B. **Staging Areas OFF Airport Installation:**

West end: On ST RT. 295 south of airport at Sound Suppression Bldg.

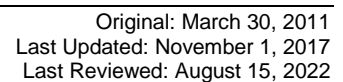
South end: On ALT. 20 of the south end of the runway in the field

East end: On Mesher Rd. south off Airport Hwy.

**See Installation Map on following page for the On Airport staging area locations.

III. **Supplemental Information**

- A. In the case of a mass fatality crash, the Ohio Funeral Directors Association Mortuary Response Team (OFDA-MRT) can be contacted to assist with the remains of the deceased.
1. Mobile Morgue Equipment – OFA-MRF can provide mobile morgue equipment necessary to support the pathology, dental, anthropology, DNA, fingerprinting, X-ray and photography operations. It can also support site/recovery, Family Assistance Center (FAC) and embalming operations
 2. Reference: OFDA-MRT Response Plan
<http://www.ofdamrt.org/>



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APPENDIX 9

RADIOLOGICAL INCIDENTS



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I. PURPOSE

- A. Threat of a radiological material release stems from several sources. A portion of Lucas County lies within 10 miles of a nuclear powered electrical generating facility (see the Lucas County Radiological Emergency Response Plan). Also present is the real threat that nuclear weapons and weapons containing radiological materials could be used to attack the United States. Finally, radiological materials are commonly used in a variety of medical applications, research facilities, and industrial processes within Lucas County. A release of radioactive material from any of these sources could occur as a result of human error; a transportation, industrial, or institutional accident; or as a result of an intentional criminal act.
- B. This appendix provides guidance to local officials as it identifies the organizations, personnel, equipment, and procedures necessary to mitigate, prepare for, and recover from the effects of a radiological materials accident or incident, with primary intent to protect citizens. While some of the same guidance and standards regarding nuclear power stations apply here, this appendix is intended to address incidents that involve radiological releases and exposures not related to accidents at nuclear power stations.

II. CONCEPT OF OPERATIONS

- A. Mitigation and Preparedness
 - 1. The Nuclear Regulatory Commission (NRC) provides stringent regulations and safe-guards for manufacture, processing, storage, transportation, and disposal of radiological materials; these regulations must be followed by licensed industrial and institutional managers.
 - 2. Local and state emergency management officials provide training and equipment for monitoring and decontamination.
 - 3. Local emergency service personnel are trained and equipped to identify and respond effectively to a radiological accident or incident.
 - 4. Shipments of radiological materials through the State and Lucas County are monitored by state and federal agencies. Local and state law enforcement officials are advised of the route and estimated time of transit through each jurisdiction.
- B. Response to Radioactive Material Accidents or Incidents.
 - 1. Emergency responders will monitor for suspected hazardous materials (HAZMAT), including radiological materials, utilizing monitoring equipment that is standard within each department. When the local Incident Commander suspects or confirms the presence of a radiological source release, the area will be evacuated from 100 to 1,000 meters per U.S. Department of Transportation (DOT) guidelines, and the perimeter will be secured. See Tab A - Initial Actions for Radiological Materials

Spills or Release and Tab B - Radiation Limits and Reporting.

2. The Incident Commander (IC) will make required notifications to local pollution control departments, the Lucas County Emergency Management Agency (EMA), the Ohio Environmental Protection Agency (Ohio EPA), the United States Environmental Protection Agency (USEPA), and the U.S. Coast Guard (USCG) Marine Safety Office in accordance with standard procedures. If the responsible party is known or can be identified, that party will also be notified. Lucas County EMA will notify the State EMA office and the regional State Radiological Analyst by telephone.
3. Any contaminated/injured individuals, including emergency workers, will be triaged, treated, and transported per local standard protocols under the supervision of the emergency medical services (EMS) Commander. Contaminated individuals with no other injuries will be decontaminated per local internal procedures prior to transport or release. See Tab C - Radiation Exposure Control and Decontamination.
4. Any contaminated materials or personal property will be retained for decontamination or safe disposal. Necessary receipts for personal property will be provided.
5. The Incident Command System (ICS) Safety Officer will document names of all potentially exposed emergency service personnel and other individuals in proximity to the source. The Safety Officer will record any radiological exposure readings along with the length of time of the exposure. See Tab D - Radiation Accident Reporting Checklist.
6. The State Radiological Analyst will report to the Incident Command Post (ICP) as needed and assess the situation. The Radiological Analyst will communicate and coordinate needs with local and state officials within the Ohio Department of Public Safety through the Ohio EMA office. The State will notify federal agencies as necessary.
7. Firms and institutions licensed to manufacture, use, store, or transport radioactive materials have both the responsibility and technical expertise to advise and support the IC. A representative of private industry may be present at either the ICP or Lucas County Emergency Operations Center (EOC) when activated.

III. DIRECTION AND CONTROL

- A. The local IC shall coordinate all activities at or near the scene for the duration of any emergency event. The IC will be supported by outside technical experts in addition to the assigned ICS organization, to include mutual aid resources. Upon determination of no imminent danger to the public, further responsibility for coordination of recovery efforts may be transferred by IC to local, state, or federal entities. Effective command and control will be implemented in order to assure that the measures outlined in the attached Tabs to this appendix will serve to

protect both emergency workers and the community at large.

- B. The County Radiological Response Officer (RRO) will report to the Lucas County EOC when it is activated for a radiological incident. There the RRO will coordinate monitoring, damage assessment, exposure control, and decontamination operations. The RRO will provide necessary information and make recommendations to local officials on necessary protective actions. Specifically, the RRO serves the following functions:
1. Assumes role of County Radiological Defense Officer (RDO) during exercises and radiation emergencies.
 2. Coordinates monitoring and reporting procedures (Tab D - Radiation Accident Reporting Checklist and Tab F - Radiological Monitoring Equipment Assignments) and provides decontamination guidance to emergency services (Tab C - Radiation Exposure Control and Decontamination).
 3. Prepares and presents radiological situation briefings to EOC Executive Group and the operations staff. Advises County Executive Committee on protective measures (evacuation, sheltering, etc.) necessary to protect citizens threatened by the radiation hazards, based on USEPA protective action guides (PAG), as well as criteria consistent with the Department of Health, Education, and Welfare, the Food and Drug Administration, etc. (peacetime only).
 4. Provides information for release to the Public Information Officer (PIO).
 5. Submits required radiological situation reports to the State EOC.
 6. Identifies resources for radiological and chemical analysis, environmental assessment, biological sampling, plume movement tracking, and contamination surveys. Maintains an inventory of RADEF instruments.
 7. Provides advice and assistance to the EOC staff, monitoring stations, shelter staffs, and the general public on the full range of nuclear weapons effects, including radiological hazard and fire and blast effects.

IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

- A. There may be little or no warning that a radiation event is imminent. For this reason, people need to be as informed and as prepared as possible under conditions of possible radiation incident.
- B. Fire Services
1. Direction and control.
 2. Initial radiation monitoring.
 3. Coordination of evacuations.

4. Secondary warning and notifications.
 5. Containment.
 6. Extrication and initial treatment of casualties.
 7. Coordination with ESF 4 (Firefighting) and ESF 10 (Oil and Hazardous Material Response).
- C. Law Enforcement
1. Direction and control.
 2. Accident investigations.
 3. Perimeter control.
 4. Communication.
 5. Initial warning and notifications.
 6. Assistance to evacuations as required.
 7. Escort services.
 8. Coordination with ESF 13 (Public Safety and Security).
- D. EMS
1. Direction and control.
 2. Treatment and triage of casualties.
 3. Transportation of injured.
 4. Coordination of disposition of fatalities.
 5. Communication with hospital emergency departments.
 6. Coordination with ESF 8 (Public Health and Medical).
- E. Health Services
1. Provides recommendations to the county commissioners on allowable radiological exposures to the public and/or evacuation recommendations.
 2. Provides staff member to Radiation Defense (RADEF) Section during wartime activation of EOC.
 3. Distributes pharmaceuticals as needed for the general population and emergency workers. Each service/facility/industry must prepare the procedures and plans to operate in this environment.

4. Coordinates with ESF 6 (Mass Care, Housing, and Human Services) and ESF 8 (Public Health and Medical).
- F. Environmental Services
1. Provide regulations for the safe use and disposal of nuclear materials.
 2. Provide training for first responders.
 3. Provide liaison officials and field teams to assist state and local responders as needed.
 4. Coordinate with ESF 10 (Oil and Hazardous Material Response).
- G. Lucas County EMA develops and forms a Radiological Protection Program with activities including but not limited to:
1. Conducting classes and refresher classes for RMs, RRTs, and RDOs.
 2. Providing guidance on standard operating procedures (SOP).
 3. Providing training materials and instructors.
 4. Coordinating radiological emergencies within the County.
 5. Distributing radiological monitoring equipment to law enforcement agencies, fire departments, EMS, and other agencies as needed.
 6. Augmenting radiological monitoring teams, as necessary.
 7. Preparing damage assessment reports for submittal to the State and Federal Governments.
 8. Managing activities of all Lucas County EOC ESFs.
- H. Ohio EMA
1. Supports local emergency response.
 2. Provides and maintains radiological monitoring equipment to local EMAs.
 3. Provides for instruction in radiological response.
 4. Provides for radiological field monitoring team(s) as required.
 5. Provides for State Radiological Analyst and liaison to other state agencies and departments.
- I. Private Sector
1. Uses accepted mitigation strategies for storage, transportation, and disposal of radioactive materials.

2. Maintains documentation and reporting procedures.
 3. Assists emergency services in the containment and recovery of spilled radioactive materials as necessary.
 4. Provides for a liaison officer at the ICP or Lucas County EOC as required.
 5. Coordinates with Lucas County EOC Manager.
- J. Medical Facilities
1. Provide proper treatment for exposure to radiation and final decontamination.
 2. Provide medical care for radiation-related injuries.
 3. Coordinate with ESF 8 (Mass Care, Housing, and Human Services) and ESF 10 (Public Health and Medical).
- K. U.S. Department of Transportation (DOT)
1. Provides regulations for transportation of radioactive materials.
 2. Coordinates transportation of radioactive materials across interstate commerce routes.
 3. Coordinates with Lucas County EOC ESF 1 (Transportation).
- L. U.S. Department of Energy (DOE)
1. Provides regulations for transportation of radioactive materials.
 2. Coordinates transportation of specific radioactive materials across interstate commerce routes.
 3. Coordinates with ESF 12 (Energy).
- M. NRC
1. Regulates the nuclear industry.
 2. Provides standards for safety.
 3. Operates nuclear material disposal sites.
 4. Coordinates with Lucas County EOC ESF 10 (Oil and Hazardous Material Response).
- N. NRC USDA / County Agricultural Extension Agency
- O. USDA / County Agricultural Extension Agency

1. Identify contaminated agricultural crops or products.
2. Issue regulations regarding sale or transfer of contaminated materials.
3. Issue advisories to the public regarding potential risk associated with homegrown produce.
4. Coordinate with ESF 11 (Agriculture, Food, and Water).

V. CONTINUITY OF GOVERNMENT (COG)

- A. The line of succession for the Radiological Officer is as follows
 1. Radiological Officer
 2. Assistant Radiological Officer
 3. Senior Analyst
- B. Succession of authority is in accordance with local ordinance or internal procedures and directives of each participating organization.

VI. ADMINISTRATION

- A. Records and Reports
- B. Personnel rosters, notification lists, etc.

VII. RESOURCE MANAGEMENT AND LOGISTICS

- A. Equipment
 1. Radiological monitoring equipment includes personal dosimetry devices and area monitoring units (Tab F - Radiological Monitoring Equipment Assignments).
 2. All fire departments have protective equipment, clothing, and instruments to perform essential assigned tasks in a radiologically contaminated environment; however, these are not disposable and would have to be either decontaminated or replaced.
 3. Resupply of contaminated equipment and material that cannot be decontaminated locally will be the responsibility of the responsible party.
 4. Equipment, material, and personnel requests exceeding local capability or memoranda of understanding (MOU) will be coordinated by the appropriate ESF within the Lucas County EOC. Resource requests that cannot be filled by the ESFs will be referred to EOS ESF 7 (EOC Logistics Section Chief) for disposition.
 5. Re-supply of equipment and materials needed for response and recovery operations will be coordinated by the on-scene ICS Logistics Section, with

the support of the Lucas County EOC ESF 7 Logistics Section.

B. Sustainment Assets

1. Emergency responders and support personnel may require material support for sustained operations. Such support would include food, water, shelter, and rest. The on-scene ICS Logistics Section will coordinate initial support with the assistance of the local Salvation Army and American Red Cross (ARC). For longer term needs of responders, the appropriate Lucas County EOC ESF or ESF 7 Logistics Section Chief will coordinate with commercial vendors for identified sustainment support.
2. Temporary shelter units are part of the emergency response assets present in most jurisdictions. Additional temporary shelter assets are available through mutual aid and coordination with the ESF 6 (Mass Care, Housing, and Human Services). Longer term shelter needs will be met through coordination with local jurisdictions for use of existing public buildings such as schools, libraries, and government offices via ESF 6.
3. Reception centers, care facilities, and public shelters may also support emergency responder's needs.

C. Monitoring Facilities

1. All fire departments and EMS stations within the County are designated monitoring stations for emergency service personnel within Lucas County.
2. All reception facilities and shelter/care centers are considered back-up monitoring stations.

VIII. PLAN DEVELOPMENT AND MAINTENANCE

- A. All agencies, departments, and organizations with radiological protection responsibilities must review this appendix at least once per year and submit new or updated information.
- B. All agencies, departments, and organizations with radiological protection responsibilities must review and clearly understand the Lucas County Radiological Emergency Response Plan and the Emergency Planning Zone (EPZ) of this plan (Tab G - Emergency Planning Zone for the Lucas County Radiological Emergency Response Plan).
- C. All agencies, departments, and organizations with radiological protection responsibilities also must develop and maintain SOPs, mutual aid agreements, personnel rosters including 24-hour emergency notification telephone numbers, and resource inventories (including sources, locations, and quantities).
- D. The Lucas County EMA Director is responsible for printing and distributing changes, updates, and revisions of this appendix to all departments, agencies,

and organizations retaining a copy of this plan.

E. Training and Exercises

1. Lucas County will have a designated RRO who will attend training with the Ohio EMA and be issued state-of-the-art radiological monitoring instruments. The RRO will undertake to provide for instruction to other local emergency responders in proper use of this equipment.
2. Additional training will be conducted as needed or requested by local emergency responders. Refresher training will be given to all RMs, RRTs and RDOs at least every 2 years.

IX. AUTHORITIES AND REFERENCES

A. Authorities: See Section K of the EOP Base Plan

B. References:

1. Lucas County Radiological Emergency Response Plan
2. U.S. DOT - North American Emergency Response Guidebook

X. ADDENDUMS

Tab A – Initial Actions for Radiological Materials Spill or Release
Tab B – Radiation Limits and Reporting
Tab C – Radiation Exposure Control and Decontamination
Tab D – Radiation Accident Reporting Checklist
Tab E – Local NRC Licensed Holders of Radiological Materials (To be developed)
Tab F – Radiological Monitoring Equipment Assignments
Tab G – Emergency Planning Zone (EPZ) for Lucas County Radiological Emergency Response Plan

XI. AUTHENTICATION

Authentication and authorization is documented in the Base Plan Section M (pages 33 and 35) and the original signatures will be maintained by the Lucas County EMA with the master copy of the EOP.

Tab A

Initial Actions for Radiological Materials Spill or Release

1. Restrict the area of the incident. Keep non-essential emergency workers and the public at the recommended safe distance from the incident scene. See attached chart: Radioactive Materials Safe Distances Chart. Keep upwind of fires to the extent possible. The area downwind of any fire should be evacuated.
2. Conduct life saving operations while performing radiological monitoring. Perform decontamination measures in accordance with existing emergency medical services (EMS) protocols. Hospitals should be advised that radiological contamination persists on the victim and/or individuals clothing.
3. Contain the debris resulting from the incident with mechanical means to avoid direct skin contact or contact with clothing. Clothing and tools used at the scene should remain set aside until these have been checked for radioactive contamination by qualified monitoring personnel.
4. Notify other local, state, and federal agencies as indicated by internal procedures to include the Lucas County Emergency Management Agency (EMA) as soon as possible.
6. Monitor and document all persons involved with the incident or potentially contaminated during the incident. Provide for immediate decontamination of all emergency workers found to be contaminated.
7. Eating, drinking, or smoking by emergency workers should be prohibited while actively engaged in the response. Use of self-contained breathing apparatus (SCBA) is recommended.

Tab B

Radiation Limits and Reporting

1. If possible, emergency workers should be briefed prior to responding to a potential radiological hazard. Self-reading dosimeters must be read once every 30 minutes; more often if possible.
2. The dose received by each individual should be kept to a minimum. The on-scene Radiological Response Officer (RRO) should record the dose for each individual exposed.
3. A maximum exposure limit of 25 Roentgens (R) applies to emergency workers involved in lifesaving or population protection activities. The turn-back value for these individuals is 20 radiation equivalents in man (REM). When an emergency worker's dose nears 25R, he/she should be replaced by another worker.
4. An emergency worker may voluntarily exceed the 25 REM limit for lifesaving or population protection; however, that worker should then be debriefed by health department personnel.
5. The decision to authorize emergency workers to incur exposures in excess of Ohio Department of Health general Protective Action Guidelines should occur only under life threatening circumstances. Any exposures of 75 REM or more **MUST BE** reported to the Ohio Department of Health.

Tab C

Radiation Exposure Control and Decontamination

1. The Ohio Department of Transportation Guidelines will be used initially to determine safe distance and the area needing to be sheltered or evacuated.
2. All citizens located within the area will be monitored for contamination. Any person found to be contaminated will be decontaminated if a reading from the CDV 700 registers 1 REM above background or higher.
3. In order to determine need for decontamination, exposed individuals and equipment shall be monitored by the local emergency response organization. If the reading obtained measures twice the local (uncontaminated) background, decontamination protocols will be followed by local fire/EMS units.
4. Priority will be given to initial lifesaving and treatment of injuries concurrently with efforts to remove or contain contamination. Every effort should be made to prevent the spread of contamination to emergency service personnel and equipment, and to local hospital emergency departments, while at the same time providing effective lifesaving care in line with existing protocols.
5. When activated, The State Radiological Analysis Section will be located within or near the Lucas County EOC. The RP Section will receive, analyze, and evaluate radiological data from the monitoring teams and make recommendations to local government chief executive officers (CEO) concerning operating decisions in a radiological environment.
6. State Radiological Monitors in field locations near the scene will perform:
 - a. Monitoring, and air and soil sampling when radiation levels are persistent.
 - b. Mobile monitoring where radiation levels permit.
 - c. Radiological aerial monitoring and assessment. See Ohio Emergency Operations Plan, Radiological Annex.

Tab D

Radiation Accident Reporting Checklist

This checklist regards acquisition and submittal of information when requesting assistance or reporting a radiological incident to the proper authority. Provide the following information:

1. A clear statement that you are calling about a radioactive materials incident.
2. Location and brief description of the nature of the incident, including description of package(s).
3.
 - a. There is ____, is not ____ injury to personnel.
 - b. Personnel are ____, are not ____ expected to have been exposed or contaminated.
 - c. There is ____, is no ____ evidence of release of radioactive material.
4. Evidence of any other hazardous materials.
5. Carrier and shipper and/or consignee.
6. Terrain and weather.
7. Personnel and equipment on scene and actions under way.
8. Your name and callback phone number.
9. If readily available from shipping papers, labels, or package markings, the following will be of value. Do not delay your call for assistance to obtain this information; however, you can always call back.
 - a. Shippers's name.
 - b. Radioisotope(s).
 - c. Number of curies.
 - d. White I, Yellow II, or Yellow III labels.
 - e. Transport index (TI) of package(s).
 - f. Physical and chemical forms.
 - g. Package identification (specification Type A or B, certification number, exemption number, etc.).
10. If emergency service personnel responders have radiation survey meters and have been properly trained in their use, indicate types of instruments used and readings obtained. Again, unless specifically directed, do not delay communications to get this information.

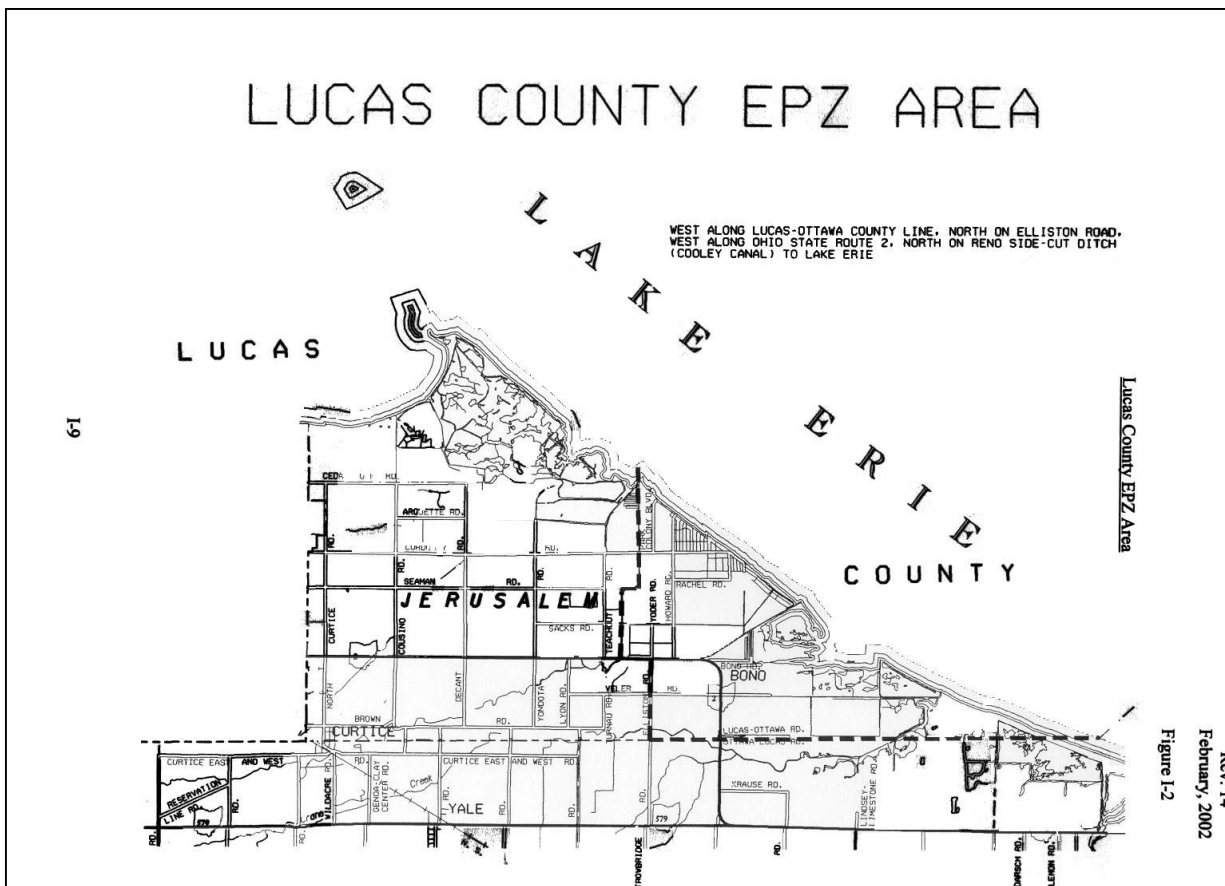
Tab E

Radiological Monitoring Equipment Assignments

Equipment	Model	Jurisdiction	Address	Location
Portal Monitor	TPM 903	Jerusalem Twp Fire	Rt2 Curtice, Ohio	RERP Locker
Portal Monitor	TPM 903	Oregon Fire Sta. #1	Seaman Rd, Oregon Ohio	RERP Locker
Portal Monitor	TPM 903	Clay High School	5665 Seaman Rd, Oregon Ohio	RERP Locker
Portal Monitor	TPM 903	Springfield Twp Fire	Crissey Rd, Monclova, Ohio	Equip. Locker
Portal Monitor	TPM 903	City of Toledo Fire	Port Auth Hanger, TE Airport	Radiation Trailer

Tab F

Emergency Planning Zone (EPZ)
for the
Lucas County Radiological Emergency Response Plan



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APPENDIX 10

EVACUATION



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I. PURPOSE

- A. This appendix provides information and guidance on the concept for and methods of conducting evacuations of homes, businesses, communities, or major metropolitan regions. Evacuations may be necessary for bomb threats, fires and explosions, major flooding, hazardous material (HAZMAT) releases, criminal activity, or other instances that pose risk to the public if they remain in their existing locations. However, even the best plan for evacuation must depend upon the cooperation of the public and be flexible to the dynamics of the incident.

II. SITUATION AND ASSUMPTIONS

- A. Evacuations range in size from individual homes or businesses to entire communities. They often involve a wide range of people of all ages, genders, and physical condition. Special needs populations with every possible physical or mental complication will also be included.
- B. Evacuations from affected areas are also complicated by urgency of threat in that some must occur within minutes while other situations may allow for more planning, coordination, resource management, and education of the public prior to movement of the populace. Weather, time of day or night, geographical area, or the type of occupied structures will also be factors governing the manner and method of evacuations.
- C. Absent any evacuation order, people who perceive a threat may decide to evacuate on their own initiative. This spontaneous departure does not allow Incident Command (IC) an opportunity for organization. A spontaneous evacuation may have some benefits, as it can reduce the number of potential citizens at risk within a given area. More generally, uncontrolled evacuations result in traffic control problems and greater risk to the public. Additionally, any spontaneous departure may unnecessarily deplete human resources that may be needed to support the community and any formal evacuation plan. When faced with this type of evacuation, the Incident Commander or local officials may need to use more resources and the public media in order to regain control. The Incident Commander and the public will be aided in this effort if a building or facility manager and the evacuees themselves are following individual and internal evacuation plans or procedures and have acted early.
- D. Animals are personally (and economically) important to people. Most shelters and many public and residential facilities restrict pets. Livestock are not easily or economically moved in a short period of time. In any evacuation, emergency personnel may need to allow for movement of household pets in order to increase overall compliance with any ordered evacuation.
- E. Citizens are encouraged to create and test a family evacuation plan. In addition citizens are encouraged to compile an evacuation kit (see Tab I - Evacuation Kit).
- F. Large-scale businesses, industries, high-rise apartments, and many offices of government are required to develop evacuation plans under existing Occupational Safety and Health Administration (OSHA) workplace safety directives, and to communicate those plans to local first responders/emergency

services. Local officials, building authorities, special events coordinators, and organizational heads may order evacuations of public areas or private buildings, venue sites, or establishments in order to save lives. State and local ordinances require that evacuation plans or instructions be posted in all public and many private buildings. Special events coordinators will provide local officials with detailed evacuation plans through the local permitting process as required.

III. CONCEPT OF OPERATIONS

- A. When the public is threatened by actual or potential hazards, executive managers and emergency response officers must quickly determine the best strategy for immediate safety of the public. Typically, this will involve either a decision to stay in a protected area(s) (shelter-in-place) or to evacuate.
- B. When the Incident Commander determines that an evacuation is necessary, the IC will organize and conduct one of four types of evacuation: Advisory, Precautionary, Ordered, and Mandatory or Forced.
 - 1. When a potential disaster is imminent but the impact is uncertain, the Incident Commander, along with local officials, may issue an Evacuation Advisory with instructions to the public in sufficient time to allow for individuals, institutions, and businesses to prepare for the emergency and make arrangements for closing up homes, business, schools, etc., followed by a managed departure.
 - 2. A Precautionary Evacuation can be used initially when the specific risk to the public is still undetermined and may take the form of an advisory to the public.
 - 3. An Evacuation Order is issued by the Incident Commander or other local civil authority, and provides specific information and instructions to the public.
 - 4. A Mandatory or Forced Evacuation is not authorized under the current *Ohio Revised Code* (ORC). When necessary to save lives and provide for the safety and security of the public, local authorities may authorize mandatory relocations providing sufficient resources are available to enforce such actions.
- C. Small-scale evacuations are coordinated by the on-scene Incident Commander using internal resources or with the support of local organizations. This is common where (1) natural gas leaks, fires, explosions, bomb threats, or other hazards threaten a home, business, or community; and (2) quick resolution of the situation is likely, allowing return of evacuees.
- D. When a mass evacuation is determined necessary, the on-scene Incident Commander may direct the ICS Planning Section, with support of multiple agencies and organizations, to determine how the evacuation will be executed, including specifications of minimum safe distances that evacuees must travel, necessary assembly areas and reception centers, available shelters if needed, transportation requirements, and the routes that will or must be used. Scenario-

based pre-planning for facilities such as schools, nursing homes, hospitals, high-rise business districts, senior residential apartments, and correctional facilities is critical to a successful evacuation (see Tab A - Concept of Operations for Mass Evacuations).

- E. Choke points such as bridges, secondary streets, and areas of existing roadwork should be avoided when preparing Evacuation Incident Action Plans (IAP). Updated information on road conditions is available through municipal street departments, the County Engineer's Office, or directly through the Ohio Department of Transportation (DOT). See Tabs C through F - Evacuation Routes.
- F. When an Evacuation Order is determined as an appropriate protective action for the safety of the public, local officials are responsible to provide for the needs of emergency response organizations and the public until such time as the affected area can be determined safe for individuals to return.
- G. When little or no time is available, such as in a fire, natural gas leak, or bomb threat, emergency response officers will act quickly to safeguard as many citizens as possible using whatever routes, methods, and resources that may be available.
- H. In any planned evacuation, the public will be notified by any of several means. The most direct but manpower-intensive is Door to Door notification. A less reliable method is to use mobile speakers on emergency vehicles broadcasting as they move through a community. The on-scene Incident Commander or local officials may direct the activation of the Emergency Alert System (EAS). The EAS can be used to interrupt commercial radio and television programs to broadcast information and/or instructions. The most effective means of notification and warning is to access local commercial broadcast radio and television station networks for public service advisories or to provide press statements and live interviews with local officials.
- I. The public may voluntarily leave a location when becoming aware of a specific threat. This is typical of a spontaneous evacuation. A voluntary or spontaneous evacuation may occur despite official assurances of no immediate danger. Some people will simply walk out and away from a building or area to a location that they again feel (rightly or wrongly) safe. Others will attempt to drive (if possible) out of the area to relatives, friends, or destinations of their own choosing. Further, segments of the endangered population may be incapable of evacuation without assistance or choose to remain with others, pets, and livestock. Should travel by vehicle or mass transit become impossible, evacuees will often abandon these in place. While spontaneous evacuations can help emergency responders in that these reduce the affected population that may need to be evacuated at some time in the future, spontaneous evacuations often complicate operations. Local officials and the Incident Commander may employ public media as a means to manage a spontaneous evacuation (see Section III., K. and L. below).
- J. People without access to transportation will first be encouraged to seek help from neighbors, friends, co-workers, or relatives as soon as possible to affect an orderly and timely departure. Those individuals that do not have nor cannot

obtain transportation will be advised to go to pre-designated assembly areas where they will be transported via inter-urban transport, commercial charter, school buses, or other form of mass transit. If they are unable to travel to an assembly area, they will be instructed to contact local officials for assistance. This population may include, but is not limited to, special needs persons, the disabled, "latch-key" children, the elderly, and those who lack necessary resources to evacuate themselves.

- K. Evacuation of the institutionalized (i.e., hospitalized, nursing homes, jails, etc.) require special consideration. Evacuation from such facilities will be the responsibility of the private-sector facility manager in most cases according to the facility's emergency plan. However, local jurisdictions must plan and prepare to assist the private sector in completing timely evacuations and relocations of special needs populations. The evacuation of most institutionalized persons will often be accomplished by privately owned vehicles, ambulance services, public transient buses, school buses, and publicly owned vehicles. Trucks and moving vans may also be necessary to move critical equipment and supplies. Evacuation of inmates from correctional facilities will require increased measures of security in the method of transfer to other facilities in the region. (See Tab E – Special Needs and Institutionalized Populations, which is under development).
- L. Pet owners must be encouraged to have a plan for their pets and livestock. Information for planning for Animals in Disasters is available from the Lucas County Emergency Management Agency (EMA), the American Red Cross (ARC), the Toledo Humane Society, Ohio State Cooperative Extension Agent, Veterinary Associations, Society for the Prevention of Cruelty to Animals (SPCA), and private animal care groups. In any event, emergency personnel may need to allow for movement of household pets in order to increase overall compliance with any ordered evacuation (see Appendix 7 - Animals in Disaster).
- M. Re-entry to the evacuated area(s) will be the responsibility of local officials and the on-scene Incident Commander, and must be determined by a variety of factors. Residents may have to re-enter an evacuated area for a variety of reasons: to look for family members, to feed farm animals or pets, or to retrieve medicines and vital documents.
 - 1. The post-disaster environment can pose a continued risk to the safety and security of the public. Lack of essential services and utilities in evacuated areas may require a limited re-entry under controlled conditions.
 - 2. Emergency responders, disaster relief and volunteer agencies, and representatives of the public media and insurance industries will require access to affected communities and regions.
 - 3. Access may be allowed for home and business owners for a brief time period to determine the status of their properties or businesses for recovery purposes, and to some recover personal affects.
 - 4. Individuals who make up the essential workforce may be granted re-entry authorization under a controlled access procedure to assure their safety.

5. The decision to authorize re-entry rests with the Incident Commander in coordination with local, state, and federal officials.
- N. Return of evacuees to their homes and businesses is of concern to the entire community. Restoration of essential services, access to affected areas, and the extent to which public health and safety can be assured will be the determining factors. Considerations for a safe return of evacuees will include presence or absence of continued risk to the public, extent of debris removal, status of repairs to infrastructure, availability and sustainability of basic goods and services, and need for continued security.
1. Return of individuals to the community is among the first steps toward recovery from a disaster.
 2. The decision to authorize return of evacuees rests with the local officials and the Incident Commander in coordination with state and federal officials.

IV. DIRECTION AND CONTROL

- A. The primary responsibility for ordering and conducting major evacuations rests with local officials and the chiefs of fire and law enforcement services under the ICS. When a large-scale evacuation is localized or a single jurisdiction is involved, the responsibility generally will lie with the on-scene Incident Commander with the aid and support of local officials.
- B. In a large-scale or multi-jurisdiction evacuation, the decision to evacuate may come from local chief executives, the County Sheriff, Commissioner of Health, or Board of County Commissioners. Under a Unified Command structure, each authority will coordinate its decision with other local officials and the on-scene Incident Commander(s) who will support or direct the evacuation as needed. Lucas County Emergency Operating Center (EOC) Emergency Support Function (ESF) 13 – Law Enforcement and ESF 4 – Fire may be asked to assist with planning and resource acquisition to successfully accomplish evacuation activities.
- C. The ARC (also Lucas County EOC ESF 6 - Mass Care, Housing & Human Services) will support evacuation operations with activation of temporary shelters, usually within schools and churches that may open to the public under existing agreements.
- D. The Lucas County EMA will coordinate from the Lucas County EOC under the Multi-agency Coordinating System (MAC) and support operations at local disaster application centers (DAC) that provide evacuees and other victims with a single point to seek assistance for a state or federally declared disaster. When possible, DACs will be set up in or near a shelter or reception center area.

V. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. Local Jurisdictions (Including State and Federal Offices)

1. Incident Commander (fire /police/other official).
 - a. Organize available resources under ICS.
 - b. Plan and schedule evacuation operations.
 - c. Coordinate with other jurisdictions and organizations as needed.
 - d. Conduct evacuations to include warning and notification of the public.
 - e. Provide security and perimeter control as needed.
 - f. Coordinate re-entry operations as needed.
 - g. Assist with emergency public information.
 - h. Support communications networks.
 - i. Coordinate with appropriate Lucas County EOC ESF for assistance.
2. Local officials
 - a. Coordinate with other jurisdictions and organizations as needed.
 - b. Provide information and instructions to the public.
 - c. Coordinate delivery of essential human services to the public.
 - d. Direct debris clearing operations from local streets.
 - e. Coordinate with Lucas County EMA Director
 - f. Participate in/coordinate with Lucas County EOC Executive Group.
3. Public transportation
 - a. Coordinate use of commercial and school buses, moving vans, trucks, and other vehicles or watercraft.
 - b. Assist the Executive Group in establishing fueling points, assembly, rest, and staging areas for vehicles.
 - c. Coordinate transportation needs for essential workers.
 - d. Coordinate transportation requirements of essential equipment and supplies.
 - e. Coordinate transportation needs of special needs persons.
 - f. Coordinate with Lucas County EOC ESF 1 - Transportation.
4. Public/private utilities
 - a. Safeguard public utilities with adequate measures to prevent ruptures, leaks, spills, contamination, fire, or explosion.

- b. Coordinate and aid in evacuation effort with field personnel when needed.
- c. Provide for barriers, heavy equipment, and impediment removal as necessary.
- d. Coordinate with Lucas County EOC ESF 12 - Energy.

B. Lucas County EOC

1. Executive Group

- a. Initiate evacuation or issue evacuation order or recommendation.
- b. Approve best available evacuation routes on the advice of the assembled EOC staff/jurisdiction staff or on-scene Incident Commander.
- c. With appropriate ESF and jurisdiction liaisons, coordinate evacuation with the jurisdictions involved, including adjacent jurisdictions.

2. Law Enforcement Coordinator

- a. Coordinate with other EOC staff to prepare evacuation routes as needed.
- b. Coordinate local security needs, traffic, and perimeter control points.
- c. Assist with emergency public information.
- d. Support communications networks.
- e. Assist in coordination of re-entry and recovery.
- f. Provide for search and rescue (SAR) as needed.
- g. Provide for assistance for special needs persons.
- h. Coordinate with Lucas County EOC ESF 13 - Public Safety and Security.
- j. Coordinate evacuation refusals with IC/ESF-13, making use of the Evacuation Refusal Documentation Form – TAB J

3. County Engineer Coordinator

- a. Coordinate evacuation effort with other EOC staff.
- b. Coordinate evacuation effort with field personnel.
- c. Provide for barriers, heavy equipment, and impediment removal as necessary.
- d. Coordinate with Lucas County EOC ESF 1 and ESF 3 - Public Works and Engineering.

4. Fire Coordinator
 - a. Coordinate fire security in evacuated area.
 - b. Provide for search and rescue as needed.
 - c. Provide for assistance for special needs persons.
 - d. Assist in Coordination of re-entry and recovery.
 - e. Coordinate with Lucas County EOC ESF 4 - Firefighting, ESF 9 - Search and Rescue, ESF 10 - Oil and Hazardous Materials Response, and ESF 13.
5. Transportation Coordinator
 - a. Coordinate use of school buses, Toledo Area Mass Transit Authority (TARTA) equipment, moving vans and trucks, and other vehicles (see Tab F - Mass Transit Assets).
 - b. Assist the Executive Group in establishing fueling points, rest areas, etc.
 - c. Coordinate transportation needs for essential workers.
 - d. Coordinate transportation requirements of essential equipment and supplies.
 - e. Coordinate transportation needs of special needs persons.
 - f. Coordinate with Lucas County EOC ESF 1.
6. ARC; ESF 6
 - a. Establish mass care centers (see Tab I - Regional Medical Facilities Distribution) or temporary public shelters.
 - b. Provide for temporary food, clothing, and medical needs of the public.
 - c. Coordinate other volunteer organizations' efforts as needed.
 - d. Maintain a liaison officer in the Lucas County EOC when activated.
 - e. Coordinate with Lucas County EOC ESF 6.
7. Human Resources Representative
 - a. Coordinate establishment of reception and care centers.
 - b. Coordinate with ARC, Salvation Army, local school officials, and other support agencies as necessary.
 - c. Provide services to the public with long-term needs.
 - e. Coordinate with Lucas County EOC ESF 6, ESF 8 - Public Health and Medical, and ESF 14 - Long Term Recovery and Mitigation.
8. Ohio National Guard (ONG) Liaison Officer

- a. Provide coordination for the Adjutant General when activated by the Governor.
 - b. Assist local law enforcement in crowd and traffic control.
 - c. Provide for 24-hour perimeter access control as needed.
 - d. Provide transportation resources including vehicle operators as needed.
 - e. Coordinate with Lucas County EOC Manager.
- 9. Local Sub-division Liaison Representative
 - a. Activate local evacuation plans as necessary.
 - b. Use local plans for safeguarding records.
 - c. Assist other sub-divisions in evacuation efforts.
 - d. Assist other sub-divisions in reception and care centers.
 - e. Coordinate with on-scene Incident Command.
- 10. Dog Warden/Humane Society
 - a. Assist local government in animal control in evacuated areas when such control is necessary for the safety of the public or emergency workers.
 - b. Set up temporary animal holding areas at reception and care centers.
 - c. Coordinate with ESF 6.

VI. CONTINUITY OF GOVERNMENT

- A. Succession of authority and continuity will be in accordance with local policy and directives.

VII. ADMINISTRATION

- A. Planned evacuations may require a formal Declaration/Proclamation of Emergency in order to provide emergency powers and authority to police and law enforcement officers.
- B. Memoranda of understanding (MOU), mutual aid agreements, or countywide agreements should be in place before emergency responders and other support organizations need support for evacuation operations.
- C. State and federal assistance will be requested in accordance with procedures outlined in the Lucas County Basic Plan.
- D. Local emergency service organizations will maintain internal notification rosters necessary to support sustained operations.

- E. Local shelter / care center managers will maintain evacuee registration and tracking forms.
- F. Lucas County's policy is to provide as much information to the public as possible using all available resources. This includes distributing emergency public information via EAS, other electronic media, newspapers, cable TV, foreign language sources, hearing impaired and sight impaired services, and other community resources. This information will include maps and charts, listings of shelters, reception and care centers, staging areas, etc. Coordinate with ESF 15 - Public Information, Warning and Notification.

VIII. LOGISTICS AND RESOURCE MANAGEMENT

- A. Equipment will be coordinated by the on-scene ICS Logistics Section with the support of the appropriate EOC ESF. If the ESF is unable to support the request, it will be handled by ESF 7 - Logistics Management and Resource Support.
- B. Planned evacuations may require support of mass transit resources. Toledo Area Regional Transit Authority (TARTA) maintains 150 inter-urban buses with established routes throughout the County. Additional support may be available from the eight public school districts within Lucas County, as authorized under ORC 3301-83-16. Use of commercial mass transit and school buses for evacuation must be pre-planned, and formal agreements must be in place in order to assure availability of assets and manpower (operators) when requested from Lucas County EOC ESF 1.
- C. The ICS Logistics Officer will gather the necessary transportation and personnel resources at a time and place(s) determined by the ICS Operations Chief. Fuel, food, water, and medical care must be staged along major evacuation routes to provide support to evacuees. Other organizations, such as ARC and the Salvation Army may be alerted to the need for temporary shelters and other needs to support a portion (usually 20%) of the expected evacuee population from 1 to 3 days. (See ESF 6). Lucas County EOC ESF 11 - Agriculture, Food, and Water and ESF 1 may be tasked to support these activities.
- D. When assigned by the on-scene Incident Commander, the ICS Communications Officer will coordinate all electronic communications assets including provisions for the Command and Control network, administrative and logistics channels as needed, staging area, shelter/care centers, emergency medical services (EMS), hospitals, amateur radio operators, and law enforcement frequencies. When necessary, the ICS Communications Officer will post key telephone numbers for off-air coordination. Lucas County EOC ESF 2 - Communications may be tasked with supporting these activities.
- E. When assigned by the on-scene Incident Commander or Operations Section, the ICS Transportation Unit Leader (TUL) will coordinate and control access and egress of emergency service vehicles and equipment at the scene. The TUL will provide for traffic control measures to carry out planned operations. The TUL will coordinate with the ICS Operations Section on mass transit needs and

specialized transportation assets for mobility impaired individuals (see Tab F – Mass Transit Assets).

- F. The Lucas County EMA Planning Section ESF 5 - Emergency Management will plan for and identify primary and secondary evacuation routes or corridors. Information on these routes will be used by local authorities to provide for an orderly evacuation. Congestion can be expected if insufficient time is allowed for the public to exit in an orderly manner. Congestion can be relieved by coordinating a staged evacuation using progressive sectors or zones. Further measures to relieve congestion would be to plan for “counter-flow” evacuation on major routes. Counter-flow evacuations limit use of designated routes for use by emergency services, and can result in an increase in vehicle accidents if all entry ramps are not closed off. (see Tab B, Tab C and Tab D of this appendix.) Counter-flow is not recommended unless previously exercised.
- G. Major evacuations will require planning for delivery of emergency fuel and vehicle service, in addition to water and food for evacuees that may be slowed or stopped due to traffic congestion caused by the volume of vehicles and an increase in accidents and stalled vehicles. EMS units must be available to support medical needs of evacuees. Lucas County EOC ESF 11 may be tasked with supporting this mission.
- H. Coordination of mass transit capacity will be critical for evacuees receiving medical care at hospitals and nursing homes, as well as the transportation-dependent population. Movement of special needs populations must begin at the earliest opportunity following a decision to evacuate, and will necessitate establishment of staging areas, transportation terminals, and evacuee tracking operations. Close coordination between Lucas County EOC ESF 8 and ESF 1 will be critical during medical evacuations
- I. When activated, the EOC Operations Section (Lucas County EOC ESF 5 and other identified ESFs) will support and assist the on-scene Incident Commander with resource management and acquisition through the Fire and Law Enforcement Coordinators. The Lucas County EMA Operations Section Chief will coordinate with the State EMA for additional resources under a Declaration of Emergency.
- J. The EOC Assessment Group (Lucas County EOC ESF 5) will supply personnel at the EOC for long-term evaluation of an ongoing threat requiring a large-scale evacuation or an extended relocation period. The Assessment Group will make recommendations for population-protective measures to include evacuation when warranted.
- K. ARC provides for temporary public shelter(s) (Lucas County EOC ESF 6) with the aid of local school districts and faith-based organizations. Major evacuations into or out of a community may necessitate establishment of a temporary reception center and accompanying mass shelter at a pre-designated facility.
- L. ARC, the Salvation Army, and other community service organizations will coordinate to provide food service in addition to other individual needs in

coordination with the United Way agencies and other volunteer organizations assisting in the (disaster) evacuation (Lucas County EOC ESF 11).

IX. PLAN DEVELOPMENT AND MAINTENANCE

- A. Lucas County EMA is responsible for reviewing, updating, and re-distributing this appendix as necessary.
- B. Emergency response and support agencies are responsible for updating internal plans and standard operating procedures (SOP).
- C. Records of evacuation routes and other items pertaining to the evacuation will be kept in the offices of the Lucas County EMA if the EOC has been activated.
- D. A system is in place whereby the Lucas County EMA receives updated notices of road and bridge closings throughout the County.
- E. Records of buses and other transportation methods will be kept in the EMA offices as necessary.

X. AUTHORITIES AND REFERENCES

- A. Authorities: See Section K of the EOP Base Plan
- B. References: Federal Emergency Management Agency (FEMA) Evacuation Operations Guidelines

XI. ADDENDUMS

Tab A – Concept of Operation for Mass Evacuations

Tab B – Primary Metropolitan Evacuation Routes

Tab C – Downtown Toledo - Major Event Centers and One Government

Tab D – Region One Evacuation Corridor (I-75) and Alternates

Tab E – Special Needs and Institutionalized Populations (Under Development)

Tab F – Mass Transit Agencies Contact Information

Tab G – Regional Medical Facilities Distribution

Tab H – Evacuation Refusal Documentation Form

Tab I – Evacuation Kit

XII. AUTHENTICATION

Authentication and authorization is documented in the Base Plan Section M (pages 33 and 35) and the original signatures will be maintained by the Lucas County EMA with the master copy of the EOP.

Tab A

Concept of Operation for Mass Evacuations

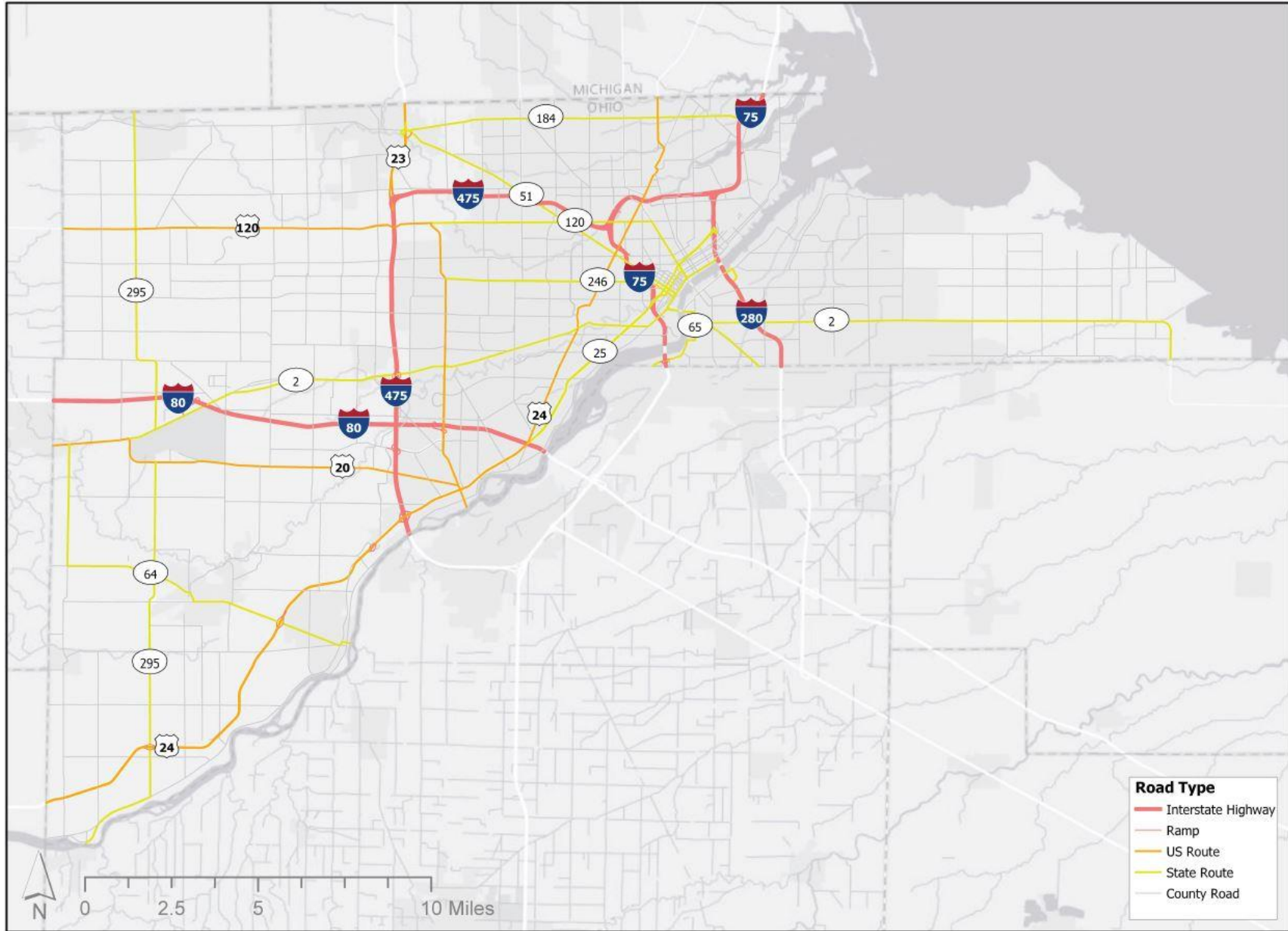
A mass evacuation is a complex undertaking that typically requires significant resources, meticulous coordination among jurisdictions and supporting organizations, and clear information and instructions for the affected population. Even when all of these factors are available, there are still limits to what a single community can support. Dispersal of evacuees is critical under mutual aid agreements within a region when their number exceeds the capability of a countywide system to shelter and provide for essential services. More citizens are likely to need evacuation than will need shelter services, thus somewhat easing the strain on resources. Moreover, dispersal of evacuees makes it even more likely that multiple jurisdictions will be able to support a smaller proportion of citizens. Like dispersal, there is often need to relocate and shelter citizens in more distant urban centers along the evacuation corridor. Public safety and transportation officials within the region will be required to support movement of evacuees in transit to avoid delays and congestion. Importantly, evacuees should not be forced to travel too far initially in order to more easily facilitate their subsequent reentry and return. When citizens are no longer in immediate danger, public safety officials can remove restrictions and allow evacuees who do not need or want to continue on the evacuation corridor to exit. Local officials will restrict access to the affected area and establish when and how evacuees will be allowed temporary reentry or permanent return to the community. Should it be determined not possible for evacuees to return to their community within a reasonable time, local officials can request further aid and assistance from the State and the Federal Emergency Management Agency (FEMA). The following steps outline a Concept of Operation for Mass Evacuation within Northwest Ohio:

- A. In the event of a catastrophic event or incident requiring the evacuation of more than 5,000 citizens or need to evacuate and shelter more than 1,000 citizens for more than 3 days, local officials may issue a Mass Evacuation Order (MEO) in coordination with state and Lucas County Emergency Management Agency (EMA) officials and law enforcement chiefs under existing Intra-State Mutual Aid Agreements.
- B. A MEO will support relocation of a threatened population out to 60 miles, or within 1 hour travel time from the affected area. This relatively short distance will facilitate sustainment operations, efficient communications, effective public information, and allow for a timely re-entry and return of evacuees.
- C. The designated Evacuation Corridor (EC) for Ohio Region One is I-75. Evacuees will be directed to move along safe primary avenues to the nearest entrance to the EC. The I-75 corridor connects several urban centers within Region One that have the capacity and the infrastructure to support an influx of evacuees until it is safe for them to return or until state/federal assistance is authorized and available.
- D. Once on the Interstate, evacuees must remain on the EC until public safety officials determine that there is no longer a threat to their immediate safety. This location will be designated as a Release Point, after which evacuees are free to exit the EC if they do not need or wish to continue toward the established emergency shelter and care centers.
- E. Emergency support assets will be mobilized along the EC within each county/municipality to support the needs of evacuees. Food, water, fuel, vehicle

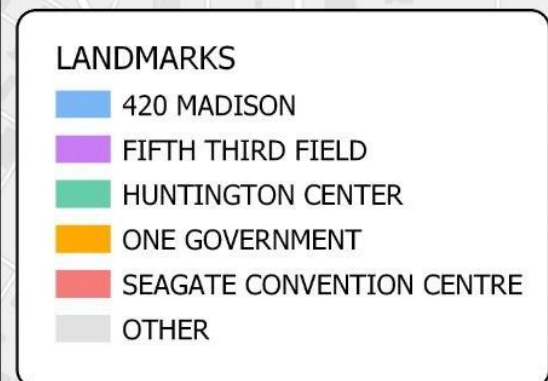
maintenance, and medical support will be available on or adjacent to the Interstate to prevent delays and traffic congestion while assuring the safety of evacuees in transit.

- F. Public transportation assets including school buses will be utilized to evacuate affected institutionalized, special needs, and transportation-dependent populations. Evacuation of these affected groups will be accomplished at the earliest opportunity or in advance of the MEO whenever possible.
- G. A combination of electronic signage and message boards will be strategically positioned along the EC, in addition to information broadcast over the Ohio Department of Transportation (DOT) Travelers Information Channel in order to provide helpful information and emergency instructions to evacuees.
- H. Mass shelter care centers will be established in major urban centers along the EC under direction of local jurisdictions and with assistance of the American Red Cross (ARC).
- I. Local and regional hospitals and other medical facilities will be alerted to the mass evacuation so they can support increased demand for unscheduled medical services.
- J. The Ohio Region One Disaster Animal Response Team (DART) will be alerted to coordinate with shelter managers for support of pets and other animals that may accompany evacuees. The DART will coordinate with Public Safety and Humane Society officials to address the needs of other animals that may be in danger in the affected area.

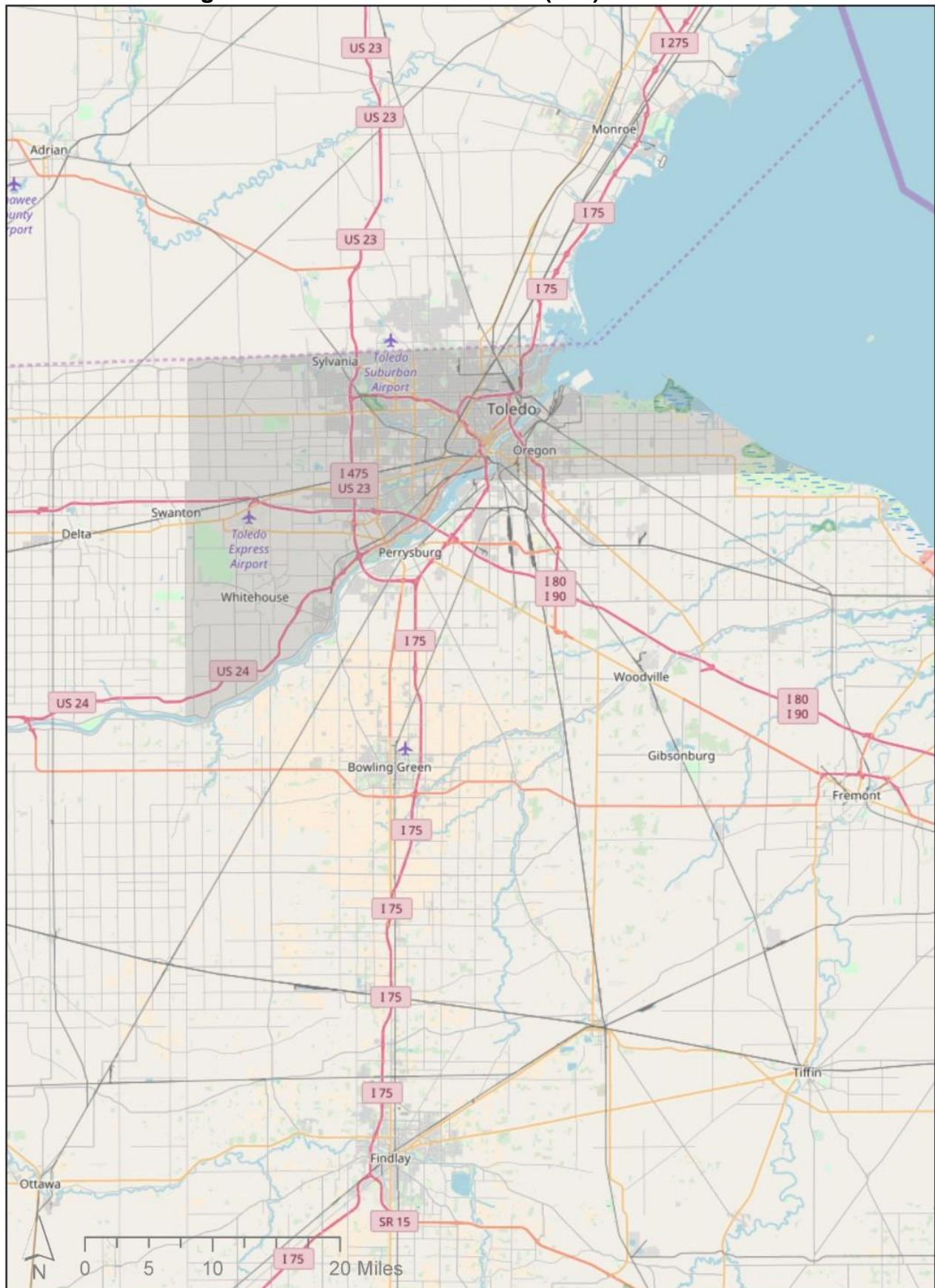
Tab B
Primary Metropolitan Evacuation Routes



Tab C



Tab D **Region One Evacuation Corridor (I-75) and Alternates**



Tab E

Special Needs and Institutionalized Populations (Under Development)

For the purposes of disaster planning, special needs populations are broadly classified. Special needs includes not only the physically and mentally impaired, but the very elderly, infant children, and medically dependent or immune-deficient and institutionalized persons. The critical issues that must be addressed when planning for special needs populations are early warning and communications, mobility and transportation, medical care, and nutritional needs, as well as safety and security. While general guidelines will be helpful, no one plan for evacuation of special needs populations in emergencies will suffice for all circumstances.

The greatest difficulty is in identifying the diverse special needs populations within each jurisdiction.

The following is a partial listing of miscellaneous institutions that could be impacted under an evacuation order:

- Eight hospitals
- 29 nursing homes
- One hospice facility
- One county corrections center (jail)
- One juvenile justice and rehabilitation center
- One state prison
- Nine school districts plus parochial schools

Tab F

Mass Transit Agencies Contact Information

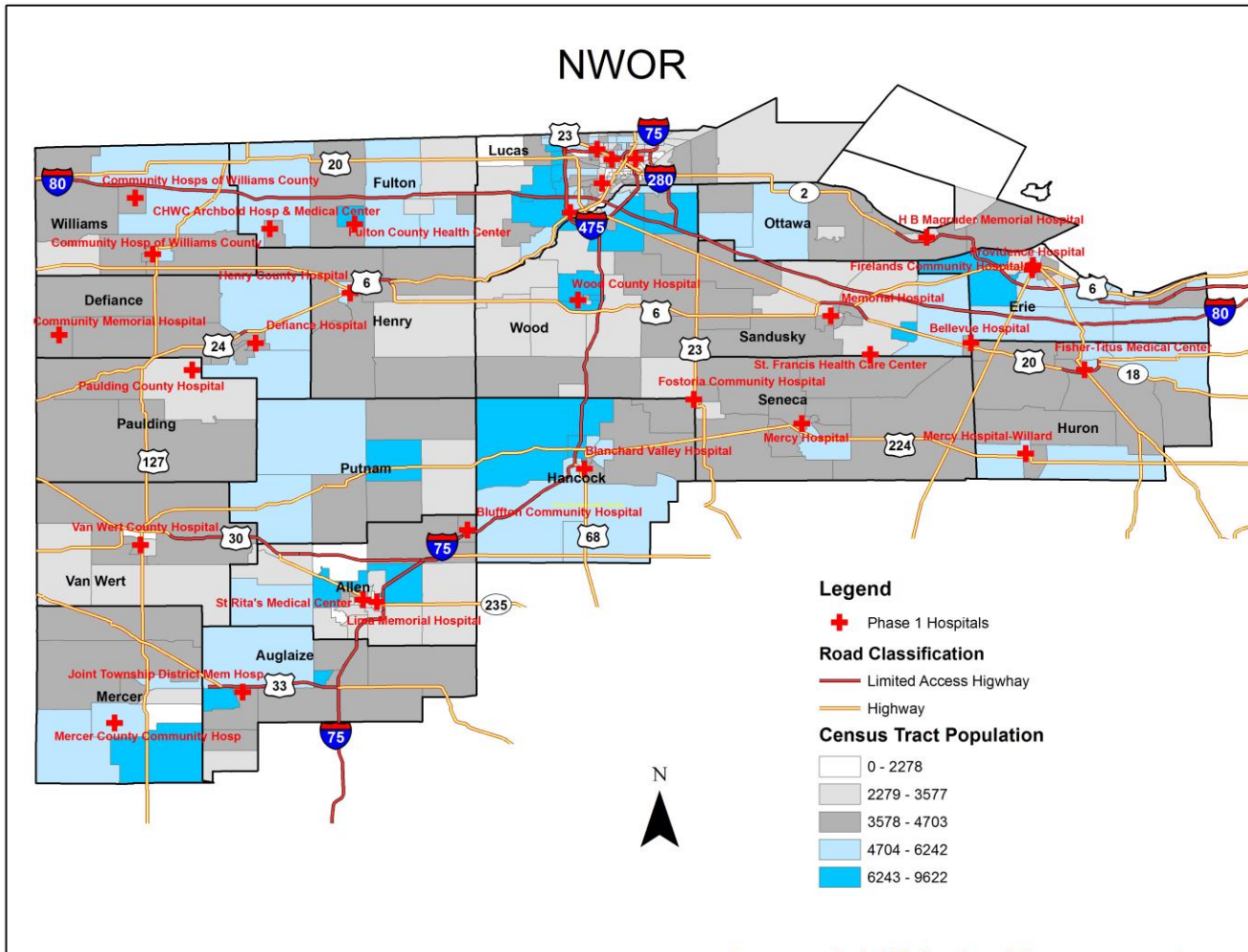
The following agencies can be contacted by the Lucas County EOC ESF-1 in the event that transportation resources are needed for an evacuation:

- **Primary:**
 - **TARTA (Toledo Area Regional Transit Authority) (419) 245-5205**
- **Secondary (School District Transportation):**
 - **Toledo Public Schools - 419-671-8541**
 - **Sylvania Schools - 419-824-8686**
 - **Maumee City Schools - 419-893-1392**
 - **Oregon City Schools - 419-693-7727**
 - **Springfield Local Schools - 419-867-5616**
 - **Anthony Wayne - 419-877-0451**
 - **Ottawa Hills - 419-536-6371**
 - **Washington Local - 419-473-8356**
 - **University of Toledo - 419-530-1026**

If unable to reach the contacts at the above numbers, contact the police dispatch or fire dispatch for the jurisdiction that the school district is in and they can help facilitate a resolution.

Tab G

Regional Medical Facilities Distribution



Tab H

EVACUATION REFUSAL DOCUMENTATION

This is to certify that I, _____
of _____ (address) am refusing an Order to Evacuate.

I acknowledge that by refusing this order, I may be subjected to serious physical injury or death as a result of the current / imminent emergency.

I understand that there may not be any future evacuation opportunities, and that emergency responders may not be able to render any further assistance.

I further acknowledge that my presence in the area that has been ordered to evacuate may hinder emergency workers/operations and that I may incur personal liability by hindering emergency operations.

By my refusal to obey this evacuation order, I hereby release the emergency responders and elected and appointed government officials from any and all responsibility for any ill effects, including death, which may result from my failure to obey the evacuation order.

Signature of Person Refusing Evacuation

Date

Witness

Date

Witness

Date

Note: If the person refusing to evacuate refuses to sign the form, make a notation on the form and have the witnesses sign.

Tab I

Evacuation Kit

Evacuation Supplies Kit

Preparing an evacuation kit in advance can be a life saver when time is critical. With sometimes only minutes to escape disaster, a ready-to-go container with emergency supplies can take only seconds to load into a vehicle. Placed in an easy-to-carry container or multiple packs, the supplies an individual would most likely need if away from home for several days will allow for that person's safety and a level of comfort. Label the container(s) clearly. Remember to include:

- **Basic Disaster Supplies Kit**

The following items might be needed at home or for an evacuation. Keeping them in an easy-to-carry backpack or duffel bag near the door would be best in case of need to evacuate quickly, such as in a tsunami, flash flood, or major chemical emergency. Store the kit in a convenient place known to all family members. Kit basics are:

- ☐ A portable, battery-powered radio or television and extra batteries
 - ☐ Flashlight and extra batteries
 - ☐ First aid kit and first aid manual
 - ☐ Supply of prescription medications
 - ☐ Credit card and cash
 - ☐ Personal identification
 - ☐ An extra set of car keys
 - ☐ Matches in a waterproof container
 - ☐ Signal flare
 - ☐ Map of the area and phone numbers of places you could go
- Three gallons of drinking water per person
 - Three-day supply of nonperishable food
 - Kitchen accessories: manual can opener; mess kits or paper cups, plates, and plastic/disposable utensils; utility knife; a can of cooking fuel if food must be cooked; household liquid bleach to treat drinking water; sugar, salt, pepper; aluminum foil; plastic re-sealable bags
 - One complete change of clothing and footwear for each family member, sturdy shoes or work boots, rain gear, hat and gloves, thermal underwear, sunglasses
 - Blankets or sleeping bag for each family member
 - Tools and other accessories: paper, pencil; needles and thread; pliers, shut-off wrench, shovels, and other useful tools; tape; medicine dropper; whistle; plastic sheeting; small canister, A-B-C-type fire extinguisher; emergency preparedness manual; tube tent; compass

- Sanitation and hygiene items: toilet paper, towelettes; soap, hand sanitizer, liquid detergent; feminine supplies; personal items such as shampoo, deodorant, toothpaste, toothbrushes, comb and brush, lip balm; plastic garbage bags (heavy-duty) and ties (for personal sanitation uses); medium-sized plastic bucket with tight lid; disinfectant; household chlorine bleach; small shovel for digging an expedient latrine
- Entertainment/recreational items: sporting equipment, board games, and books
- Remember to consider the needs of very young and older family members, such as infants and elderly or disabled persons:
 - For baby: formula, diapers, bottles, powdered milk, medications
 - For adults: heart and high blood pressure medication, insulin, prescription drugs, denture needs, contact lenses and supplies, extra eyeglasses, and hearing aid batteries

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APPENDIX 11

DEBRIS MANAGEMENT



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I. PURPOSE

- A. The Lucas County Debris Management Plan is intended to serve as a guidance document for use by Lucas County officials and the 21 subdivisions within the County. It provides information on policies and procedures for removal and disposal of debris resulting from a major natural or man-made disaster. This appendix should be used to facilitate and coordinate management of all debris-related issues following a disaster. The guidance provided here should also serve as an outline for local policies and procedures that could aid efforts to mitigate post-disaster conditions when potentially large debris fields threaten public health and safety and hinder a community's ability to quickly return to pre-disaster conditions.

II. SITUATION AND ASSUMPTIONS

A. Situation

- 1. Natural and man-made disasters often generate a variety of debris that includes but is not limited to trees, sand, gravel, building and construction materials, vehicles, personal property, and hazardous materials (HAZMAT).
- 2. The quantity and type of debris generated from any particular disaster will be a function of the location and kind of event experienced, as well as its magnitude, duration, and intensity.
- 3. The quantity and type of debris generated, its location, and the size of the area over which it is dispersed will directly relate to the type of collection and disposal methods utilized to address the debris problem, associated costs incurred, and how quickly the problem can be addressed.
- 4. In a major or catastrophic disaster, many state agencies and local governments may have difficulty in quickly locating staff, equipment, and funds to devote to debris removal if no planning for these has occurred prior to the event, and if policies and procedures have not been developed.

B. Assumptions

- 1. A natural or man-made disaster that requires removal of debris from public or private lands and waters could occur at any time.
- 2. The amount of debris resulting from an event or disaster can exceed the local government's ability to manage it, requiring outside assistance.
- 3. When disaster conditions overwhelm local capabilities, the Governor could declare a State of Emergency that authorizes use of state resources to assist in removal and disposal of debris. If federal resources are required, the Governor can request a Presidential Disaster Declaration.

4. Private contractors can play an important role in debris removal, collection, reduction, and disposal.
5. Any effective debris management program will be based on the waste management approach of reduction, reuse, reclamation, resource recovery, incineration, and land-filling.

III. CONCEPT OF OPERATIONS

A. Lucas County Emergency Operations Center (EOC)

1. The Lucas County Emergency Management Agency (EMA) will activate the Lucas County EOC at the direction of the Board of County Commissioners, the Lucas County Sheriff, or upon the request of any county sub-division executive. The Lucas County EOC will coordinate with local officials, county departments, and the State on emergency response and recovery planning and decisions.
2. Debris management planning and damage assessment will be addressed by representatives within the EOC Assessment Group, with support from local jurisdictions and trained disaster field teams.
3. The Lucas County EOC Operations staff will determine the scope of the disaster and the extent of damage with the aid of local officials and disaster field teams. Lucas County EOC representatives will facilitate and coordinate actions to implement debris management policies and procedures. See Section VIII for a listing of individuals and organizations that support the emergency debris management response.
4. The Lucas County EOC Emergency Support Function (ESF) 3 - Public Works & Engineering will support local jurisdiction debris management activities when an incident exceeds local jurisdiction capabilities.

B. Disaster Debris Assessment

1. The Assessment Group must coordinate with local officials to estimate the amount and type(s) of debris that have resulted from a catastrophic event within the first hours of the emergency response. Following the initial assessment, local officials and field teams must continue to update their estimate of the debris management situation for local planners and emergency responders.
2. A variety of methods are used to estimate the volume of debris. One method is to conduct a drive-through "windshield" damage assessment and estimate the amount of debris visually by counting the number of homes and businesses damaged, and estimating agricultural losses. When a large area has been affected or when ground access is blocked by debris, an assessment using private aviation, State Police, National Guard, and/or Civil Air Patrol aircraft can be an effective means to estimate debris, as well as conduct other assessments that can aid planners and emergency responders.

3. The Lucas County EOC Assessment Group will employ a software application developed by the University of Toledo, Department of Mechanical and Industrial Engineering that can generate a debris estimate. Field data are entered onto a computerized form for the specific catastrophic event, the type of geographic area affected, and the amount of vegetative cover. An estimate of the volume of debris is immediately displayed, allowing for further estimates and decision-making.

C. Debris Disposal Priorities

1. Remove debris from roadways, power lines, and locations that block access to critical facilities or essential operations.
2. Conduct search and rescue (SAR) operations and provide lifesaving to survivors. Identify the location of fatalities within the debris field for later recovery by Disaster Mortuary Operational Response Teams (DMORT).
3. Provide guidance to the public that will aid in debris disposal actions by local officials, and caution individuals on potential risk to health and safety.
4. Lucas County EOC Assessment Group will coordinate debris removal resources and establish schedule(s) for debris collection. Advise debris management agencies of locations of temporary disposal and reduction sites.
5. Man-made disasters may require treatment of some debris as potential evidence of a criminal act under current statutes. Law enforcement officials may seek to control the handling and removal of debris pending criminal investigation. Some debris may be marked and temporarily stored in a secure area pending completion of judicial actions, including civil lawsuits.
6. Each jurisdiction should determine the number and location of temporary debris storage and reduction (TDSR) sites for collection and processing of debris.
7. Prioritize sites that will be used based upon the amount and types of debris estimated.
 - a) First Priority: Select TDSR site(s) on publicly owned property.
 - b) Second Priority: Select other public lands near the affected area.
 - c) Last Priority: Select areas of private property.
8. Site consideration should take into account distance from the debris field, soil and water conditions, and need for costly remediation or cleanup following debris processing.

D. Pre-Designated Local TDSR sites

1. A number of pre-designated TDSR sites have been identified by local officials.
2. The Lucas County Solid Waste District maintains information that includes exact location, size, available ingress and egress routes, and results of an environmental assessment and initial data pertaining to these sites.

E. Existing Landfills

1. The only public landfill in operation within Lucas County is the Hoffman Road Landfill in North Toledo near the intersection of Hoffman and Manhattan Roads. The capacity of this facility is estimated as 26 years based upon normal solid waste volumes. The District utilizes 13 out-of-district landfills and three out-of-state facilities.
2. The type(s) of debris that can be placed into each landfill depends upon landfill design. Cost for disposal is determined by volume and type of material.
3. Local solid waste management officials should contact the Ohio Environmental Protection Agency (EPA) as soon as possible to request an emergency temporary permit for waiver of existing rules and regulations for solid waste disposal. Officials should include a list of materials.

IV. DEBRIS REMOVAL

A. General

1. Tornadoes and other natural disasters can generate unprecedented amounts of debris over a number of hours or a few minutes. The debris may be equally heavy in both urban and rural areas depending on the magnitude of tree blow-down and associated structural damage to homes, businesses, utilities, and industrial facilities. This section provides guidelines on debris removal issues, including emergency roadway clearance, public rights-of-way removal, mobile home park removal, private property debris removal, navigation hazard removal, and household hazardous waste (HHW) removal.
2. Debris removal, regardless of source, becomes a high priority following a disaster. Debris management strategy for a large-scale debris removal operation divides the operation into two phases:
 - a) Phase I consists of clearing debris that hinders immediate life saving actions within the disaster area and clearing debris that

poses an immediate threat to maintenance of public health and safety.

- b) Phase II consists of debris removal and disposal determined necessary to ensure orderly recovery of the community and to eliminate less immediate threats to public health and safety.

B. Emergency Debris Removal (Phase I)

1. Identify critical routes that are essential to emergency operations.
2. Prioritize efforts among local agencies.
3. Identify areas that state and federal assistance can target.
4. Define actions to occur during Phase I. Typically, roadway debris removal involves opening arterial roads and collector streets by moving debris to the shoulders of the road without attempt to physically remove or dispose of the debris initially—only to clear key access routes in order to expedite movement of emergency vehicles, mobility of law enforcement services, resumption of critical services, and provision for assessment of damage to key public facilities and utilities such as schools, hospitals, government buildings, and municipally owned utilities.
5. The types of debris that may be encountered within the debris field will be tree blow-downs and broken limbs; yard debris such as outdoor furniture, trash cans, and storage sheds; telephone and cable TV lines, poles, transformers, and other electrical distribution devices; commercial and industrial debris including significant amounts of metal, plastics, glass, chemicals (including some HAZMAT); building debris such as roofing, siding, wood framing, and insulation; personal property such as clothing, furniture, carpeting, appliances, boats, cars, trucks, and trailers; and high probability of animal and human remains.
6. Requirements for many government services will increase drastically following a major natural disaster. Ability to provide these services may be impacted by large fields of disaster-generated debris.

C. Local, state, and federal assets may be available in the event of a Disaster Declaration to support debris cleanup and/or disposal operations. Local jurisdictions desiring to use any of the following resources should direct their requests to the ESF 3 (Public Works and Engineering).

1. Municipal workers and equipment
2. U.S. or Ohio Department of Transportation (DOT) workers and equipment
3. National Guard
4. Local private contractors

5. U.S. EPA
6. U.S. Department of Agriculture (USDA) Forest Service crews
7. Local U.S. Army Corps of Engineers (USACE) workers and equipment
8. Ohio Department of Natural Resources (ODNR)

a) The US Forest Service in partnership with ODNR's Division of Forestry is capable of deploying an Urban Forest Strike Team to provide disaster planning assistance, tree risk assessment, and FEMA Public Assistance (PA) information to communities following natural disasters.

D. Supervision and Special Considerations

1. Immediate debris clearing (Phase I) actions should be directed and supervised by local officials and public works personnel of each jurisdiction, using all available resources with support of Lucas County departments and agencies.
2. The Lucas County EMA can request additional assistance and resources from the Governor through the Ohio Emergency Management Agency by declaring a disaster. Requests for federal assistance can be made through the State Coordinating Officer (SCO) to the Federal Emergency Management Agency (FEMA). A Federal Coordinating Officer (FCO) will be assigned to support the response by state and local officials upon issuance of a Presidential Disaster Declaration.
3. When live electric lines are involved, work crews should coordinate with local utility companies to have power lines de-energized for safety reasons. Special crews equipped with chain saws may be required to cut up downed trees. This activity is hazardous, and common sense safety considerations are necessary to reduce the chance of injury and possible loss of life.
4. Safety of emergency responders and protection of equipment and property must be a priority in any response. Front-end loaders and bulldozers should be equipped with protective cabs. Driveway cutouts, fire hydrants, valves, and stormwater inlets should be left unobstructed. All public employees and any volunteer personnel should wear protective gear, such as hard hats, gloves, goggles, and safety shoes.
5. The USDA Forest Service and other state and federal land management agencies are equipped for fast responses to tornadoes and hurricanes. Assistance would be requested through the SCO to the FCO according to standard procedures.

E. Debris Removal and Disposal (Phase II)

1. During the emergency opening (Phase I) of key routes, debris that blocks roads and access to structures is just pushed to the shoulders of the roadway or moved onto the curb zone. The objective is to provide for safe

movement of emergency and support vehicles into and out of the disaster area. Little sorting of debris occurs during Phase I.

2. As removal operations progress, the initial roadside piles of debris may become dumping locations for additional yard waste and other storm-generated debris, such as construction material, personal property, trash, white metals such as refrigerators, washers, dryers and hot water heaters, roofing, and even household, commercial, and agricultural chemicals. Local officials should quickly take steps jointly with state agencies to inform the public in the method of disposing of various types of debris in much the same manner as done for curbside recycling and leaf pickup.
3. Debris management officials in each jurisdiction should quickly begin to assess, plan, and coordinate debris removal operations with the County Disaster Assessment Group upon activation of the Lucas County EOC.
4. Local field assessment teams should be developed within each jurisdiction. These teams serve as the "eyes and ears" for the EOC Assessment Group. Field reports are critical to coordination of debris management issues and the transition from Phase I to Phase II response.
5. Need for additional state and/or federal assistance should be determined following Phase I debris assessments by local officials and field assessment team reports.
6. Mutual aid agreements among local jurisdictions for cleanup and disposal of disaster-generated debris do not exist.
7. A list of local contractors should be developed and maintained by officials within each jurisdiction for assistance in Phase II operations. Lists are maintained by the Northwest Solid Waste District and are available within the Solid Waste Plan for Lucas County.
8. The Lucas County EMA will coordinate with local jurisdictions to aid in establishing a contracted work force capable of expeditious removal and disposal of debris in line with the Debris Management Plan.
9. Local and state personnel will monitor debris removal activities from the Lucas County EOC and through visits to affected communities, temporary debris storage areas, and debris disposal sites. This team becomes the "eyes and ears" of the SCO and the FCO in the disaster response. Public force account employees must anticipate and plan for the transition from Phase I to Phase II operations.
10. Debris managers must conduct update briefings with local officials. Some debris disposal actions may require authorizations from state or federal agencies and departments. Ensure that all major debris removal and disposal actions are reviewed by state and local debris managers and by the EOC Assessment Group.

11. Ensure that representatives of each affected jurisdiction attend briefings to resolve any coordination problems involving potential conflicts in state and federal regulations and local debris removal and disposal efforts.
12. Establish a public information management plan that emphasizes actions that the public can perform to expedite the cleanup process, such as segregating HHW, placing debris at the curbside, keeping debris piles away from fire hydrants and valves, reporting locations of illegal dump sites or incidents of illegal dumping, and segregating recyclable materials.
13. The public should be kept informed of debris pickup schedules; disposal methods and ongoing actions to comply with federal, state and local regulations; disposal procedures for self-help and independent contractors; and restrictions and penalties for creating illegal dumps. The Public Information Officer (PIO) should be prepared to respond to questions pertaining to debris removal from the press and local residents. The following questions are likely to be asked:
 - a) What is the debris pickup plan?
 - b) When will pickup crews be in my area?
 - c) What departments are in charge and how can I contact them?
 - d) Should I separate the different debris materials and how?
 - e) What if I am elderly, disabled, or in need of help?

F. Private Property Debris Removal

1. Damaged structures are the responsibility of the homeowner or commercial resident to repair to a safe condition. Unsafe buildings that are not repaired in a safe or timely manner may be condemned and scheduled for demolition to protect the health and safety of adjacent residents. Condemned structures may remain in place for a time due to lack of private insurance, absentee landlords, or lack of available funding for demolition. Demolition of these structures may become the responsibility of municipalities or other local jurisdictions.
2. The Lucas County EMA staff will assist communities in the recovery phase following a disaster to ensure cooperation with numerous local and State Government officials to include the following: real estate offices; local law and/or code enforcement agencies; State Historic Preservation Office (SHPO); qualified contractors to remove HHW, asbestos, and lead-based paint; and field teams to photograph the sites before and after demolition.
3. Close coordination is essential, and at least one staff person from the FEMA Disaster Field Office (DFO) should be on site to work directly with the local government to ensure implementation of all required legal actions.

G. HHW Removal

1. HHW may be generated as a result of a major natural disaster. HHW may consist of common household chemicals, propane tanks, oxygen bottles, batteries, home heating and motor oils, as well as industrial and agricultural chemicals. These items often become mixed into the debris stream and will require close attention throughout the debris removal and disposal process.
2. HHW response teams coordinate and respond ahead of any removal efforts. The Solid Waste District contracts with private waste facilities to address HHW disposal issues.
3. Arrangements should be made to enlist public support for collection and sorting of salvageable HAZMAT based on intended use. Properly trained personnel or emergency response HHW contractors may be needed to accomplish removal of hazardous waste. The EOC should coordinate with local, state, and federal regulatory agencies to ensure cleanup actions comply with current regulations. Local governments must also coordinate with regulatory agencies for necessary waivers for debris removal and disposal.
4. Regular demolition contractors can remove uncontaminated debris.
5. A separate staging area for HHW materials, contaminated soils, and contaminated debris should be established at temporary disposal sites. Small amounts of debris or soils may be stored in roll-off boxes pending disposal. Any open staging areas should be lined or covered with an impermeable material and bermed to prevent contamination of the groundwater and surrounding area.

V. OPERATION OF TDSR SITES

- A. Management and Supervision - removal and disposal actions should be handled at the lowest level possible based on the magnitude of the event. These actions follow the normal chain of responsibility, i.e., local level, county level, state level, and—when resources are exceeded at each level of responsibility—federal assistance may be requested according to established procedures. Because debris removal and reduction resources are limited, establishment and operation of TDSR sites are generally managed by private contractors.
- B. Contracting Debris Disposal - Local governments are encouraged to take responsibility for developing debris disposal contracts. Regional solid waste planning districts and/or other local government departments may be responsible

for developing and implementing these contracts for debris removal and disposal (see Tab A - Debris Contract Information for FEMA Applicants).

- C. Monitor Performance - a method should be established to monitor contractor performance in order to ensure that public funds are used appropriately. State and federal agencies can assist in the area of contractor assurance.
 - 1. Site preparation: The topography and soil conditions should be evaluated to determine best TDSR site layout. Consider ways to make remediation and restoration easier when planning site preparation.
 - 2. Site operations: Site preparation and operation are usually left up to the contractor, but guidance can help avoid problems with the ultimate closeout. Establish lined temporary storage areas for ash, HHW, fuels, and other materials that can contaminate soils, groundwater, and surface water. Set up plastic liners, when possible, under stationary equipment such as generators and mobile lighting plants. These issues should be addressed as a requirement of the scope of work (SOW).
- D. Environmental Concerns - If the TDSR site is also an equipment staging area, monitor fueling and equipment repair to prevent and mitigate spills of petroleum products and hydraulic fluids. Include clauses in contract SOWs to require immediate cleanup by the contractor.
- E. Public Health and Safety - be aware of and plan to mitigate related debris disposal issues that could irritate the community such as:
 - 1. Smoke – Ensure proper construction and operation of incineration pits (when authorized). Do not overload air curtains.
 - 2. Dust – Employ water trucks.
 - 3. Noise – Construct perimeter berms.
 - 4. Traffic – Establish effective ingress and egress procedures to maintain traffic flow.

VI. DEBRIS REDUCTION METHODS

- A. Volume Reduction by Incineration - Available incineration methods include uncontrolled open incineration, controlled open incineration, air curtain pit incineration, and refractor lined pit incineration. The EOC Assessment Group should review each incineration method with state and local environmental service officials before selection and implementation as part of the overall volume reduction strategy.
 - 1. Uncontrolled open incineration: Uncontrolled open incineration is the least desirable method of volume reduction because it lacks environmental control. However, the ODNR, Ohio EPA, or local municipal

department may issue waivers to temporarily allow this method of reduction early in the disaster recovery effort.

2. **Controlled open incineration:** Controlled open incineration can be a cost-effective method for reducing clean woody debris in rural areas, although shredding and chipping may be a better but costlier option. Prior to any burning of waste, it is necessary that the jurisdiction acquire TES authorization. Incineration must be terminated if mixed debris such as treated lumber, poles, nails, bolts, tin, and aluminum sheeting enters the waste flow. Clean woody tree debris presents some environmental and health issues, but the resulting ash can be used as a soil additive by the local agricultural community. USDA and county agricultural extension personnel should be consulted to determine if and how the resulting ash can be recycled as a soil additive.
 3. **Air curtain pit incineration:** Air curtain pit incineration offers an effective means to expedite the volume reduction process by substantially reducing environmental concerns caused by open incineration. Specifications and SOWs should be developed to ensure proper use of these systems, because many contractors and subcontractors are not fully knowledgeable of the system operating parameters.
 4. **Refractor lined pit incineration:** Pre-manufactured, refractor-lined pit burners are an alternative to air curtain open pit incineration. The units can be erected on site in a minimal amount of time. Some are portable and others must be built in-place. The units are especially suited for locations with high water tables, sandy soil, or where materials are not available to build aboveground pits. Engineered features designed into the units allow for a reduction of approximately 95% in release of smoke and small particles, with a minimum of air pollution. The air curtain traps smoke and small particles and re-circulates them to enhance combustion that reaches over 2,500 degrees Fahrenheit. Manufacturers claim that combustion rates of about 25 tons per hour are achievable while still meeting emission standards.
 5. Local officials, environmental groups, and citizens should be thoroughly briefed on risks associated with each type of incineration, the type of incineration method being planned, how the system works, environmental standards, and health issues. A proactive public information strategy to include press releases and media broadcasts should accompany any operation that involves incineration as a primary means of volume reduction.
- B. **Incineration Environmental Controls** - environmental controls are essential for all incineration methods due to the effects of smoke and air-borne particulates, and for effective site remediation prior to closure. The following measures should be considered:
1. A setback of at least 1,000 feet should be maintained between the debris piles and the incineration area. Keep at least 1,000 feet between the

incineration area and the nearest building. Contractors should use fencing and warning signs to keep the public away from the incineration area.

2. The fire should be extinguished approximately 2 hours before anticipated removal of the ash mound. The ash mound should be removed when it reaches 2 feet below the lip of the incineration pit.
3. The incineration area should be placed in an aboveground or belowground pit that is no wider than 8 feet and between 9 and 14 feet deep.
4. The incineration pits should be constructed with limestone and reinforced with earth anchors or wire mesh to support the weight of the loaders. A 1-foot impervious layer of clay or limestone should be on the bottom of the pit to seal the ash from the aquifer.
5. The ends of the pits should be sealed with dirt or ash to a height of 4 feet.
6. A 12-inch dirt seal should be placed on the lip of the incineration pit area to seal the blower nozzle. The nozzle should be 3 to 6 inches from the end of the pit.
7. One-foot-high, unburnable warning stops should be along the edge of the pit's length to prevent the loader from damaging the lip of the incineration pit.
8. Hazardous or contaminated material should never be placed in the pit. This is to prevent explosions and toxic emissions.
9. The airflow should hit the wall of the pit about 2 feet below the top edge of the pit, and the debris should not break the path of the airflow except during dumping.
10. The pit should be no longer than the length of the blower system, and the pit should be loaded uniformly along the length.

C. Volume Reduction by Grinding and Chipping

1. Tornadoes, ice storms, and other natural disasters may present the opportunity to employ large-scale grinding and chipping operations as part of the overall debris volume reduction strategy. This option provides an opportunity to reduce clean woody debris into suitable mulch or compost that can be used in many public and private activities.
2. While generally more expensive than incineration, grinding and chipping is more environmentally friendly, and the resulting mulch can be recycled. Organic mulch is a desirable product that can be used by local public works departments and sold to local commercial landscapers and agribusiness operations or provided at cost (or free) to local residents. Another source for disposal of ground woody debris may be as an alternative fuel for industrial heating or for use in a co-generation plant.

3. Chipping operations are suitable in urban areas where streets are narrow, or in concentrated groves of trees. It is possible and cheaper to reduce the woody vegetation to mulch when making the initial pickup using mobile equipment. This reduces the costs associated with double handling. When a jurisdiction has established a mulching and composting operation at a fixed facility, the jurisdiction may opt for hauling debris to this site. When mobile grinding equipment is unavailable, moving debris to a temporary grinding and storage site may be necessary.
4. While some debris will be accessible on or near public rights of way, most debris will be located on private property. It may be desirable or even necessary to aid in the removal of this material with the use of local, state, and/or commercial resources. In some cases, authorization from private property owners may be necessary for this purpose due to potential for further property damage during cleanup operations.
5. When operating or contracting chipping operations, the most important item to specify is the size of the mulch. If the grinding operation is strictly for volume reduction, size is not important. Mulch to be used for agricultural purposes must be of a certain size and be virtually free of paper, plastic, and dirt. The average size of wood chips produced should not exceed 4 inches in length and 0.5 inch in diameter. Production output should average 100 to 150 cubic yards per hour when debris is moderately contaminated, which slows feeding operations, and 200 to 250 cubic yards per hour for relatively clean debris.
6. Contaminants are all materials other than wood products and should be held to 10% or less for the mulch to be acceptable. Plastics are a big problem and should be eliminated completely. To help eliminate contaminants, root rake loaders should be used to feed or crowd materials to the grapplers. Bucket-loaders tend to scoop up earth, which is a contaminant and causes excessive wear on the grinder or chipper. Hand laborers should remove contaminants prior to feeding the grinders. Shaker screens should be used when processing stumps with root balls or when large amounts of soil are present in the woody debris. The public should be enlisted to aid in the effort by separating other contaminants from woody debris
7. Chippers are ideal for use in residential areas, orchards, or groves. The number of damaged and uprooted trees presents significant problems if these are pushed to rights of way for eventual pickup and transport to staging and reduction sites.
8. Grinders are ideal for use at debris staging and reduction sites because of their high-volume reduction capacity. Locating the grinders is critical in consideration of noise and safety. Moreover, a large area is needed to hold the woody debris and to hold the resulting mulch. Ingress and egress to the site is also an important consideration.
9. Grinding and chipping operations are labor intensive and will place a real demand on local jurisdictions for trained supervisory personnel, as well as

a significant number of equipment operators and laborers if the facility is to be operated continuously (often the case) for a period of days, weeks, or even months.

D. Volume Reduction by Recycling

1. Recycling reduces volume of mixed debris before it is hauled to a landfill. Recycling is attractive and strongly supported by the Northwest Ohio Solid Waste District and most municipalities within Lucas County because this often involves economic cost savings or value to the recovered material if it can be sorted and sold. A portable materials recovery facility could be set up at the site. Metals, wood, and soils are prime candidates for recycling. The major drawback is the potential environmental impact of the recycling operation. In areas of large usage of chemical agricultural fertilizer, the recovered soil may be too contaminated for use on residential or existing agricultural land.
2. Many natural disasters may require jurisdictions to contract out large-scale recycling operations. Contractors will seek to achieve an economic return from segregating and recycling debris as it arrives at their reduction sites. Because this economic return will in most cases not cover their cost, contractors may well expect cost return provisions as a condition of their work. Recycling has significant drawbacks if contracts are not properly written and closely monitored.
3. Specialized contractors should be available to bid on disposal of debris by recycling, if it is well sorted. Contracts and monitoring procedures should be developed to ensure that the recyclers comply with local, state, and federal environmental regulations.
4. Recycling should be considered before disasters occur or at the very least early in the debris removal and disposal operation, because recycling may present an opportunity to reduce the overall cost of the operation. The following materials are suitable for recycling:
 - a) Metals – Most metals are non-ferrous and suitable for recycling. Trailer frames and other ferrous metals are also suitable for recycling. Metals that have been processed for recycling can be sold to metal recycling firms.
 - b) Soil – Cleanup operations using large pieces of equipment pick up large amounts of soil. The soil is transported to the staging and reduction sites where it is combined with other organic materials that will decompose over time. Large amounts of soil can be recovered if the material is put through some type of screen or shaker system. This procedure can produce significant amounts of soil that can either be sold or recycled back into the agricultural community. This soil could also be used at local landfills for cover. It is more expensive to transport and pay tipping fees at local landfills than to sort out the heavy dirt before moving the material.

Monitoring and testing of the soil may be necessary to ensure that it is not contaminated with chemicals.

- c) Wood – Woody and other organic debris can be either ground or chipped into mulch or converted into compost.
- d) Construction Material – Concrete block and other building materials can be ground and used for other purposes if there is a ready market. Construction materials and wood can also be shredded to reduce volume. This construction material could also be used at local landfills for cover.
- e) Residue Material – Residue material that cannot be recycled, such as cloth, rugs, and trash, can be sent to a landfill for final disposal.

VII. TDSR SITE CLOSE-OUT PROCEDURES

- A. Local Supervision - each TDSR site must eventually be emptied of all material and likely be restored to its previous condition and use. Contractors should be required in writing to remove and dispose of all mixed debris, construction and demolition (C&D) debris, and debris residue at approved landfills. Local officials should monitor all closeout and disposal activities to ensure that contractors comply with contract specifications. Additional measures may be necessary to meet local, state, and federal environmental requirements.
- B. Site Remediation Planning - the contractor must assure the DMTF that all sites are properly remediated. Significant costs are associated with this operation, as well as close scrutiny by communities and environmental groups. Site remediation will go smoothly if baseline data acquisition and site operation procedures are followed.
- C. Close-out steps - the basic close-out steps are to remove all debris from the site; conduct an environmental audit or assessment; develop a remediation or restoration plan approved by the appropriate environmental agency; execute the plan; get acceptance from the landowner; and terminate lease payments, if applicable.
- D. Scheduling - The key to timely closeout of the mission is efficient scheduling of the above activities for multiple sites. Therefore, critical path scheduling of all the activities as far in advance as possible will minimize down time between steps.
- E. Environmental Restoration - debris fields following a disaster are usually a mix of woody vegetation, construction material, household items, and yard waste. Hazardous commercial, household, and medical wastes should be segregated and removed prior to stockpiling. Medical waste, in particular, should be treated and disposed of without delay. Environmental contamination of the air, ground, or water may occur from chemical spills in the debris field, releases due to handling or transporting materials, and at staging and reduction sites. In addition, runoff from debris piles and debris reduction sites is also a concern. Pre-planning for debris management should take each of these factors into account and specify procedures for rapid disposal.

F. Site Remediation

1. During the debris removal process and after the material has been removed from each debris reduction site, environmental monitoring is needed to ensure that no long-term environmental contamination is left on site. Monitoring should be done on four different media: ash, soil, surface water (ponds, lakes, and tributaries), and groundwater.
2. Consider the following requirements to close out a temporary staging and reduction site(s):
 - a) Coordinate with local and state officials responsible for construction, real estate, contracting, project management, and legal counsel regarding requirements and support for implementation of a site remediation plan.
 - b) Retain staff during closure phase to develop site-specific remediation for sites, as needed, based on information obtained from the closure checklist.
 - c) Complete a baseline environmental assessment for each site and establish a testing and monitoring program following closure.
 - d) Reference appropriate and applicable environmental regulations.
 - e) Prioritize site closures.
 - f) Schedule closeout activities.
 - g) Develop cost estimates.
 - h) Develop criteria for certifying satisfactory closure based on baseline information.
 - i) Develop administrative procedures and contractual arrangements for closure phase.
 - j) Inform local and state environmental agencies regarding acceptability of program and established requirements.
 - k) Designate approving authority, as needed, to review and evaluate contractor closure activities and progress.

VIII. ORGANIZATION AND RESPONSIBILITIES

A. Local Government Agencies and Departments

1. Local pollution control / public service departments
 - a) Conduct initial damage assessment.
 - b) Report results of initial and ongoing damage assessment.
 - c) Support clearance of public rights-of-way.
 - d) Support Lucas County EOC Assessment Group planning.

- e) Maintain documentation on local debris management operations.
- f) Coordinate with Lucas County EOC Manager.
- 2. Local fire and rescue officials
 - a) Support roadway debris clearance operations.
 - b) Provide SAR operations prior to debris removal.
 - c) Support removal of fatalities from debris field.
 - d) Coordinate with Lucas County EOC ESF 4 - Firefighting, ESF 10 - Oil and Hazardous Materials Response, and ESF 9 - Search and Rescue.
- 3. Law enforcement officials
 - a) Support roadway debris clearance.
 - b) Support SAR operations prior to debris removal.
 - c) Secure disaster area.
 - d) Secure debris field as a potential crime scene.
 - e) Coordinate with Lucas County EOC ESF 13 - Public Safety and Security.
- 4. Lucas County EMA
 - a) Provide hazard assessment and planning assistance.
 - b) Develop Debris Management Appendix to local Emergency Operations Plan (EOP).
 - c) Conduct initial and ongoing damage assessments.
 - d) Staff EOC Assessment Group when activated.
 - e) Coordinate local support for debris disposal.
 - f) Request additional support for debris disposal.
 - g) Maintain documentation on debris management operations.
 - h) Support EOC public information and education.
 - i) Manage activities of the ESFs within the Lucas County EOC.
- 5. Department of Health (Environmental Section)
 - a) Assess potential adverse short/long-term health impacts.
 - b) Support EOC Assessment Group operations.
 - c) Support TDSR site monitoring and cleanup.
 - d) Coordinate with the Lucas County EOC ESF 8 - Public Health and Medical.
- 6. Toledo Office of Environmental Services
 - a) Regulate safe disposal of solid waste.

- b) Monitor air-borne pollutants.
 - c) Coordinate with the Lucas County EOC ESF 3 - Public Works and Engineering and ESF 10 - Oil and Hazardous Materials Response.
7. County Engineer
- a) Conduct initial damage assessment in unincorporated jurisdictions.
 - b) Report results of initial and ongoing damage assessments.
 - c) Conduct debris clearance on county rights-of-way.
 - d) Assist local debris disposal operations.
 - e) Support Lucas County EOC Assessment Group planning.
 - f) Provide technical expertise to local planners.
 - g) Assist in the identification and selection of TDSR(s).
 - h) Coordinate with the Lucas County EOC ESF 3 - Public Works and Engineering and ESF 1 - Transportation.
8. County Coroner
- a) Assist emergency services in removal of fatalities.
 - b) Provide routine services for processing victim's remains.
 - c) Coordinate with mortuary services for on-site recovery of fatalities.
 - d) Coordinate with Lucas County EOC ESF 6 - Mass Care, Housing & Human Services and ESF 8 - Public Health and Medical.
9. Local building regulation/inspection departments
- a) Provide for inspection of damaged structures.
 - b) Identify condemned structures.
 - c) Initiate administrative action for demolition of unsafe structures if required.
 - d) Coordinate with Lucas County EOC ESF 14 - Long Term Recovery and Mitigation and ESF 3 - Public Works and Engineering.
10. Local animal control
- a) Coordinate for disposal of animal remains as needed.
 - b) Provide incineration services for other debris disposal.
 - c) Coordinate with Lucas County EOC ESF 11 - Agriculture, Food, and Water and ESF 6 - Mass Care, Housing & Human Services.
11. Solid Waste District representative(s)

- a) Assist Lucas County EMA in preparing debris management plans and procedures.
 - b) Provide technical assistance to EOC Assessment Group.
 - c) Coordinate with Lucas County EOC ESF 3 - Public Works and Engineering and ESF 14 - Long Term Recovery and Mitigation.
- 12. State & Federal Environmental Protection
 - a) Provide assistance to affected communities for debris disposal.
 - b) Review local debris management planning and preparedness.
 - c) Provide technical assistance for:
 - (1) Selection of TDSR site.
 - (2) Operation of an authorized incineration facility or equipment.
 - (3) Regulatory compliance.
- 13. FEMA
 - a) Provide guidance for planning.
 - b) Provide support upon request by state and local officials.
 - c) Provide financial assistance to homeowners and small businesses.
- 14. USACE
 - a) Provide support for transportation and disposal of waste.
 - b) Provide support for operation of specific TDSR sites.
- 15. Ohio EMA
 - a) Provide guidance for debris management planning and reviews of plans and procedures.
 - b) Provide public assistance following a local declaration of emergency as warranted and available.
 - c) Coordinate emergency response of state departments.
- B. Supporting Public and Private Organizations
 - 1. ARC (ESF 6)
 - a) Support Lucas County EMA with initial damage assessment.
 - b) Make agency referrals for essential services.
 - 2. County Prosecutor
 - a) Provide legal opinions.
 - b) Conduct legal investigations.
 - c) Review draft legal documents.

3. County Auditor
 - a) Provide geo-spatial analysis support.
 - b) Provide financial relief to affected area(s).
4. County Treasurer
 - a) Provide financial documentation.
 - b) Support post-incident review and audits.
5. County risk management
 - a) Survey public property damage and loss.
 - b) Document personal property losses of employees.
 - c) Support debris disposal management.
6. County Purchasing / Office of Management and Budget
 - a) Process emergency requisitions of material and equipment.
 - b) Provide support for contracting services.
7. County Commissioners PIO
 - a) Provide for press releases and media relations.
 - b) Coordinate (joint) public information and education.
 - c) Coordinate public "hot-line" service.
8. Private waste haulers and contractors
 - a) Provide solid waste services to communities.
 - b) Provide technical expertise to local planners.
9. Private waste management facilities
 - a) Provide facilities for debris disposal.
 - b) Provide technical expertise to local planners.
10. Lucas County Local Emergency Planning Committee (LEPC)
 - a) Support hazard and capability assessment.
 - b) Develop debris management mitigation programs.
 - c) Support initial and ongoing damage assessments.
 - d) Provide representative to Lucas County EOC Assessment Group.
 - e) Coordinate local support for debris disposal.
 - f) Maintain documentation on debris disposal operations.
 - g) Develop information and education programs regarding HHW.

IX. ADMINISTRATION AND LOGISTICS

- A. All agencies should document personnel and material resources used to comply with this appendix. Documentation is required to support any federal assistance that may be requested.
- B. Requests for support and/or assistance must be directed by local officials through the Lucas County EMA, which will assess the situation and make further request for assistance to the State of Ohio in accordance with the Lucas County Emergency Plan.
- C. Requests for federal assistance will be made by the State EOC through established procedures, as outlined in the Federal Response Plan (FRP).
- D. All jurisdictions and organizations listed in Section VIII will ensure adequate staffing and/or support capability during implementation of debris management.
- E. The Lucas County EMA will be responsible for reviewing this appendix with each jurisdiction or organization listed in Section VIII to update its respective portion and ensure any limitations and shortfalls are identified and documented.

X. AUTHORITIES AND REFERENCES

A. Authorities

See Section K of the EOP Base Plan
Lucas County Building Code, Section R, para. 103.4
Lucas County Building Code, Section R, para. 111.4

B. References

FEMA Pub.325, Debris Management Guide with Appendices
Lucas County Solid Waste Management Plan
Coroner Emergency Response Plan
Ohio Funeral Directors Association Response Plan

XI. ADDENDUMS

Tab A - Debris Contract Information for FEMA Applicants

XII. AUTHENTICATION

Authentication and authorization is documented in the Base Plan Section M (pages 33 and 35) and the original signatures will be maintained by the Lucas County EMA with the master copy of the EOP.

Tab A

Debris Contract Information for FEMA Applicants

DEBRIS OPERATIONS - CLARIFICATION: EMERGENCY CONTRACTING VS. EMERGENCY WORK

Response and Recovery Directorate Policy Number: 9580.4
Date Published: January 19, 2001

SUMMARY: Contracting for debris operations, even though it is "emergency work" in FEMA operations, does not necessarily mean the contracts can be awarded without competitive bidding. Applicants should comply with state laws and regulations, but should be aware that non-competitive contracting is acceptable **ONLY** in rare circumstances where there can be no delay in meeting a requirement. In general, contracting for debris work requires competitive bidding. The definition of "emergency" in contracting procedures is not the same as FEMA's definition of "emergency work."

DISCUSSION: There appears to be some confusion regarding awarding of some contracts, especially for debris, without competitive bidding. The reason cited for such actions is that the contract is for emergency work, and competitive bidding is not required. Part 13 of 44 *Code of Federal Regulations* (CFR) is entitled "Uniform Administrative Requirements for Grants and Cooperative Agreements to State and Local Governments." These requirements apply to all grants and subgrants to governments, except where inconsistent with federal statutes or regulations authorized in accordance with the exception provisions of Section 13.6. In essence, these regulations apply to all federal grants awarded to state, tribal, and local governments.

Non-competitive proposals awarded under emergency requirements are addressed as follows:

"Procurement by non-competitive proposals may be used only when the award of a contract is infeasible under small purchase procedures, sealed bids, or competitive proposals and one of the following circumstances applies:

(A)

(B) The public exigency or emergency of the requirement will not permit a delay resulting from competitive solicitation." (44 CFR Part 13.36(d)(4)(1)(B)).

Staff of the Office of General Counsel and the Office of the Inspector General has expressed concern that contracts are being awarded under this section without an understanding of the requirement. Simply stated, non-competitive contracts can be awarded only if the emergency is such that the contract award cannot be delayed by the amount of time required to obtain competitive bidding.

FEMA's division of disaster work into "emergency" and "permanent" is generally based on the period of time during which the work is to be performed, and not on the urgency of that work. Therefore, the award of non-competitive contracts cannot be justified on the basis of "emergency work" as defined by FEMA.

In some situations, such as clearing road for emergency access (moving debris off the driving surface to the shoulders or rights-of-way), or removal of debris at a specific site, awarding a non-competitive contract for site-specific work may be warranted; however, normally, non-competitive bid awards should not be made several days (or weeks) after the disaster or for long-term debris removal. Obviously, the latter situations do not address a public exigency or emergency which "will not permit a delay resulting from competitive solicitation."

Regarding competitive solicitations, applicants can use an expedited process for obtaining competitive bids. In the past, applicants have developed a scope-of-work, identified contractors that can do the work, made telephone invitations for bids, and received excellent competitive bids. Again, applicants must comply with state and local bidding requirements.

Please remind applicants that no contractor has the authority to make determinations as to eligibility, determinations of acceptable emergency contracting procedures, or definitions of emergency work. Such determinations are to be made by FEMA.

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APPENDIX 12

MASS CASUALTY



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I. OVERVIEW

- A. This plan provides guidelines for response to Mass Casualty Incidents (MCI) throughout Lucas County. This involves triage, treatment, and transport of emergency victims.
- B. The Lucas County emergency medical service (EMS) Mass Casualty Plan encourages use of the Simple Triage and Rapid Treatment (S.T.A.R.T.) Program within the structure of an Incident Management System.
- C. These are essential parts of mass casualty response that must be universally accepted and applied. This will enable all of the many agencies involved to work in an effective and coordinated manner. Many of the agencies that could be involved with mass casualty response have participated in this planning process.
- D. Terms, responsibilities, and appendices used in the Plan are designed to match other countywide response plans. These other plans are in place or under development and are designed to address other emergency response issues under the “all hazard” approach.
- E. Mass Casualty incident response supports the Incident Command (IC) concept. Identity of the Incident Commander should depend on the nature of the incident. For example, the Fire Chief would typically be in charge of a fire in an apartment complex involving multiple victims. The Police Chief would typically be in overall charge of a civil disturbance with multiple victims. However, in all instances, each Chief would remain in ultimate control of personnel from his/her department.

II. MASS CASUALTY TERMS

- A. Multiple Scene or Community-Wide Emergencies/Disasters
 - 1. Significant disaster sufficient to activate Lucas County Emergency Operation Center (EOC).
- B. Mass Casualty Incidents (MCI 1 or MCI 2)
 - 1. An incident resulting from man-made or natural causes with associated illness or injury to a large number of people. The effect is that patient care cannot be provided immediately to all and resources must be managed.
 - 2. MCI 1: 6-15 casualties that need EMS transport to a hospital
 - 3. MCI 2: 16+ casualties that need EMS transport to a hospital
- C. Airport Alerts
 - 1. Applies only to incidents occurring at the Toledo Express Airport.
 - 2. Airport Alert 1: On the Air notification

3. Airport Alert 2: A potential issue involving a civilian or commercial aircraft (regardless of number of souls on-board)

- a) Airport Alert 2 F-16: A potential issue involving a military aircraft (F-16 or similar)

4. At a minimum, an EMS Officer will be designated. It is strongly recommended that a Transport Officer also be designated. The EMS Officer or the Transport Officer, if one officer has been designated, will notify Lucas County 911 Regional Council of Governments (RCOG) EMS Dispatch of the type of situation and the estimated number of patients. The RCOG EMS Dispatch will obtain information regarding the capabilities and availabilities of Lucas County hospitals.

D. Run Sheets Not Required

1. Triage tags or triage ribbons may be used instead of run sheets for a MCI I or II at the discretion of the agency/community involved. The individual EMS units will not contact the receiving hospital. All communication with the hospital will be from the Transport Officer (or the EMS Officer if there is no Transport Officer) through RCOG EMS Dispatch.

E. Standby Notification

1. Certain instances pose immediate potential of a mass casualty, even though none has yet actually occurred. In these situations, RCOG EMS Dispatch may choose to make a Standby Notification to persons and entities that may be called on if the mass casualty actually occurs.
2. This notification should be made in the same way as an actual notification and should be directed to emergency responders, the hospital network, the Lucas County Emergency Management Agency (EMA), American Red Cross (ARC), County Coroner, and other local personnel. Those responders thus will have some time to prepare for a response.

III. COMMAND STRUCTURE

- A. The Command Structure will follow the Lucas County Incident Command System (ICS) adopted by the Lucas County Fire Chiefs' Association. The following are very important in a Mass Casualty Incident:

1. EMS Officer
 - a) In charge of all EMS-related activities (EMS Sector).
2. Triage Officer
 - a) In charge of all triage, tagging, and movement into the patient collection/field hospital area.

- b) Responsible to EMS Officer.
- 3. Treatment Officer
 - a) In charge of all activities including treatment and re-triage within the patient collection/field hospital area.
 - b) Responsible to EMS Officer.
- 4. Transport Officer
 - a) In charge of all patient movement from the patient collection/field hospital area to the receiving hospitals.
 - b) Communication with RCOG EMS Dispatch.
 - c) Responsible to EMS Officer.
- 5. Transport Officer Aide
 - a) Assists the Transport Officer in duties as assigned.
 - b) Responsible to the Transport Officer.
 - c) Acts as a scribe to assist Transport Officer.
- 6. Aero Medical Officer
 - a) Trained in Landing Zone (LZ).
 - b) Capable of communications.
 - c) Reports to Transportation Officer.
 - d) Distributes destinations.
- 7. Transport Communication Liaison
 - a) Radio Assistant to Transport Officer.
 - b) If available, person dispatched to incident by RCOG EMS Dispatch.
 - c) Assists in communication between scene and EMS Dispatch
 - d) Reports to Transport Officer
- 8. EMS Staging Officer (ground transport)
 - a) In charge of all ambulances used in transport of victims.

- b) Maintains inventory control over ambulance staging.
 - c) Reports to Transport Officer.
- 9. Joint Information Center (JIC) (when EOC is active)
 - a) Fixed facility for dissemination of public information.
 - b) All participating agencies will be represented in the JIC.
 - c) Away from but in communication with EOC
- 10. Fire Staging Officer
 - a) In charge of all equipment and manpower in staging area.
 - b) Maintains inventory control over staging area and available resources.
 - c) Reports to Incident Commander.
 - d) Supplies equipment requested by Incident Commander.
- 11. Cold Zone
 - a) General perimeter separating bystanders and traffic from the incident.
- 12. Warm Zone
 - a) Boundary that separates the “hot zone” from the “cold zone.”
 - b) Only personnel actively working on the incident wearing appropriate personal protective equipment (PPE) will be permitted in the Warm zone.
 - c) For safety, media are not permitted within the Warm Zone without appropriate PPE and an escort.
- 13. Hot Zone
 - a) Particularly volatile sector within the inner perimeter where access is restricted to those persons taking special protective measures.
 - b) In a HAZMAT incident, decontamination may be required for all persons and equipment leaving the Hot Zone. (Normally, a Hot Zone is not used in a mass casualty unless unusual conditions such as HAZMAT or a sniper exist.)
- 14. Incident Command Post (ICP)
 - a) Fixed, clearly marked, on-scene location where, fire services,

EMS, and law enforcement make command decisions and coordinate all scene operations.

- b) An ICP shall be established for each incident scene.
- c) The ICP will display a green light/flag elevated for visibility.

15. Patient Collection/Field Hospital Area

- a) Location within the Cold Zone where patients are moved for re-triage, treatment, and prioritization of transport.
- b) Sector is divided into orderly rows of patients in Black, Red, Yellow, Green order.
- c) Sectors are clearly marked with colored flags or similar markers.
- d) Sector must be accessible to the location of victims and to transport vehicles.

16. EOC

- a) A fixed location, permanent or temporary, where scene representatives, elected officials, and support agency representatives make high-level decisions during multiple scene or community-wide emergencies/disaster.
- b) Normally, not more than one local EOC operates at a time.

17. Public Information Officer (PIO)

- a) If JIC not activated, a PIO is to be delegated by the Incident Commander.
- b) Individual agencies may also designate spokespersons to act as agency PIO.
- c) The EMS Manager will act as PIO for LCEMS
- d) Lucas County Commissioners have hired a full-time PIO

IV. DUTIES AND RESPONSIBILITIES

A. RCOG EMS Dispatch

- 1. RCOG EMS Dispatch will receive initial call from the scene indicating a possible/actual MCI 1 or MCI 2. This may come from the IC, the EMS unit first on scene, other public safety officer on scene, or police or fire dispatch.
- 2. RCOG EMS Dispatch will notify/dispatch all necessary private and public

Lucas County EMS units and available on-scene medical control.

3. RCOG EMS Dispatch will notify Lucas County First Responder Dispatchers of the incident via normal communication channels, with necessary updates.
4. RCOG EMS Dispatch will utilize a notification system to simultaneously notify appropriate groups and officials of a MCI 1 or 2, Airport Alert 2 or 2 F-16, or standby situation. Necessary updates will be made.
5. RCOG EMS Dispatch shall poll all ambulance companies, local air ambulances, Lucas County First Responders, and (if necessary) out-of-county providers for transport availability.
6. Upon receipt of a notification of a Mass Casualty Incident RCOG EMS Dispatch shall notify all potential receiving hospitals. In a MCI 2, all Lucas County acute care hospitals are expected to receive patients. Notification will be made utilizing the “Pre-alert/confirmed incident” statements.
7. Depending on the number, type of casualties, and location of the incident, RCOG EMS Dispatch may, after discussion at the scene, also notify potential receiving hospitals outside of Lucas County.
8. RCOG EMS Dispatch consults a pre-compiled hospital availability list, and calls the hospital closest to the incident first—then outward from the location of the incident.
9. Consider recall for appropriate dispatch staffing.
10. After the initial call, all further communication to the scene by RCOG EMS Dispatch should primarily be through the Transport Officer or his/her communication assistant. RCOG EMS Dispatch shall maintain contact with the Transport Officer until the scene has been cleared of victims.
11. An Internet site monitoring hospital status (EMSystem) is available, and RCOG EMS Dispatch utilizes notification capabilities of such.
12. RCOG EMS Dispatch should be prepared to advise the Transport Officer of the status and capacity of all receiving hospitals.
13. The Transport Officer will provide RCOG EMS Dispatch with periodic updates on the transport activities at the scene and the number of victims.
14. As victims are transported from the scene, the Transport Officer will notify RCOG EMS Dispatch of the number of patients, the receiving hospital, the transporting squad and the priority.
15. The “OHTRAC” system will be used for keeping patient destination records.
16. RCOG EMS Dispatch will notify the designated receiving hospital of the

incoming transport.

17. The Transport Officer or RCOG EMS Dispatch, if the Transport Officer requests such assistance, will rotate the patients among the receiving hospitals.

B. Physician Requested at the Scene

1. Normally, physicians are not sent to the scene of a MCI or Airport Alert incident.
2. The Lucas County EMS Medical Director or Medical Director for the community may choose to respond.
3. If additional physicians are needed, the EMS Officer should request the Transport Officer to notify the RCOG EMS Dispatch of the specific indications/situation that requires a physician on the scene.
4. RCOG EMS Dispatch may send a pre-approved on-scene medical control physician, if available.

C. Treatment of Deceased

1. All deceased are left at the scene until released by the County Coroner.

D. Receiving Hospitals

1. All hospitals will be notified by RCOG EMS Dispatch of the occurrence of a MCI or Airport Alert situation.
2. All information from the scene will be received only from RCOG EMS Dispatch.
3. The receiving hospitals will discuss any special concerns regarding their status with RCOG EMS Dispatch.
4. All area hospitals are expected to receive patients during a MCI or Airport Alert incident, regardless of their status (example: selective bypass).
5. The receiving hospital will not attempt to contact a dispatch center or EMS unit directly.
6. Activation of the individual hospital's disaster plan is at the discretion of the individual hospital.
7. Each receiving hospital is responsible for releasing to the local ARC chapter the names and status of each victim as such information becomes available.
8. Critical incident stress management (CISM) for victims and their families

is the responsibility of the receiving hospital.

9. Each receiving hospital shall update EMS system status page as applicable.

E. Lucas County EMS Microwave Phone System

1. This emergency phone system connects the emergency departments of all Lucas County hospitals and RCOG EMS Dispatch.
2. This system is used for communication between the Dispatch and receiving hospitals.
3. This system utilizes Lucas County EMS microwave radios and does not depend on the public telephone system.

F. CISD for Fire EMT/LCEMS Paramedics and Fire or RCOG EMS Dispatchers

1. Critical incident stress debriefing (CISD) for emergency workers should be utilized as needed and accessed through the appropriate agency's dispatch.

G. Transport Units

1. EMT/paramedics shall not call reports to receiving hospitals.
2. Personnel shall assist at scene as assigned by officers.
3. It is important that someone remains with the vehicle and that keys are left with vehicle at staging.
4. Personnel may provide aero medical sector to set up LZ and set up safety support.
5. Coordinate with Lucas County EOC Emergency Support Function (ESF) 8 - Public Health and Medical and ESF 4 - Firefighting

H. Law Enforcement

1. Oversees all activities regarding scene security.
2. Responsible for crowd control, traffic flow control, direction of incoming responders to Staging Sector, removal of anyone hindering the orderly patient care process, identification of witnesses and bystanders that require medical or mental health care, investigation of any criminal activity related to the MCI, security for temporary morgue.
3. Coordinates with Lucas County EOC ESF 13 - Public Safety and

Security.

I. Coroner

1. Responsible for deceased victims. Also interfaces and coordinates with IC and EMS Officer.
2. Coordinates with Lucas County EOC ESF 6 - Mass Care, Housing & Human Services and ESF 8.

J. ARC (ESF 6)

1. Obtain patient names and destinations from receiving hospitals.
2. Receive health and welfare inquiries and patient locations from the public.
3. Establish shelter and feeding facilities for displaced families.
4. ARC establishes a DWI line and telephone bank, number(s) of which are communicated to emergency services and hospitals.
5. ARC and amateur radio personnel are sent to each hospital to assist with communication and patient record keeping.
6. Information on each victim is relayed from each receiving hospital to the ARC Information Center.
7. If victims are later transferred to other hospitals, this information shall be also relayed to ARC hospital personnel using triage tag number as a common reference unless another system is adopted.
8. For confidentiality, transmission of patient or transfer information typically proceeds to ARC via encrypted amateur radio, land line, or fax.
9. A specific ARC telephone number for patient inquiries shall be established.
10. The ARC shall immediately notify all hospitals, the ICP, Lucas County EMS, and the Lucas County EMA of the number or procedure to be used for the incident.
11. The number (419) 329-6060 will normally be used for local ARC.
12. In extremely large incidents, a moratorium on incoming health and welfare inquiries may be instituted as part of standard ARC procedure.
13. Coordinate with Lucas County EOC ESF 8.

K. Lucas County EMA

1. Assists the Incident Commander by locating special resources at the

local, state, or federal level.

2. Coordinates special volunteer resources.
3. Establishes Lucas County EOC when apprised of situation or when requested by the Incident Commander or other appropriate individual.
4. Notifies state and other applicable agencies as required.
5. Manages functions of all ESFs within the Lucas County EOC.

L. Amateur Radio

1. Lucas County Amateur Radio Emergency Service (ARES) will be used as the primary backup to normal two-way radio and telephone communications systems for emergency services.
2. ARES also may be used as the primary link for relaying patient information among receiving hospitals, ARC Headquarters, and the scene.
3. The County ARES Emergency Coordinator will designate amateur radio operations to fill communications requirements upon request of the Lucas County EMA (provide backup/supplemental communications for local governments and safety agencies).
4. ARES coordinates with Lucas County EOC ESF 2 - Communications and ESF 15 (Public Information, Warning, and Notification).

M. Mental Health

1. CISD Coordinator may be contacted through LCEMS Dispatch.
2. Coordinate with ESF 6 (Mass Care, Housing, and Human Services) and ESF 8 (Public Health and Medical).

N. Allied Health Personnel

1. Physicians, nurses and other allied health personnel on the scene of the emergency will report to the EMS staging sector only.
2. Coordinate with ESF 8 (Public Health and Medical).

O. Metropolitan Medical Response System (MMRS)

1. A plan for activation of medical resources in greater Toledo, particularly for weapons of mass destruction (WMD) situations is under development

by MMRS.

2. Coordinate with ESF 10 (Oil and Hazardous Materials Response).

P. Lucas County EMS Annex and Support Staff

1. Support Services Manager and/or Annex Supervisor and available staff shall go to Lucas County EMS Annex to prepare for needs of additional supplies and life squads.
2. Coordinate with ESF 8 (Public Health and Medical).

Q. EMS Manager

1. Acts as Lucas County EMS PIO and as liaison to incident PIO. Unless needed at JIC or Lucas County EOC, will be at the Emergency Services Building.
2. Coordinate with ESF 8 (Public Health and Medical).

V. INCIDENT OPERATIONS – MASS CASUALTY (LEVEL 1 OR LEVEL 2)

A. EMS Field Activities

1. Establish scene safety before rescuers enter sector.
2. Upon arrival, the first EMS unit on the scene estimates the number of casualties and the type of incident. If an obvious mass casualty exists, the first arriving EMS unit immediately advises RCOG EMS Dispatch.
 - a) First EMS unit assumes EMS Officer and delegates person(s) to do initial triage (size up and patient count).
 - b) Triage Officer will report to EMS Officer a gross estimate of number of victims and types of problems.
 - c) Airways opened and major bleeding (arterial) controlled.
3. If the first unit does not make this notification, the first arriving Sector Officer or other person designated to do so by local procedure should make it.
4. It is critical that the RCOG EMS Dispatcher be clearly told “This is a MCI 1” or this is a “MCI 2” so that all components of the Plan can be immediately activated.
5. RCOG EMS Dispatcher may designate specific frequency or frequencies that shall be used when communicating with Lucas County EMS.
6. All EMS communications will be “plain English,” and no radio codes will

be used.

7. EMS dispatcher automatically initiates preplanned call up of equipment, personnel, and agencies.
8. The EMS Officer will designate the Triage Officer, Treatment Officer, Transport Officer, and EMS Staging Officer.
9. The EMS Officer shall establish contact with RCOG EMS Dispatch and request appropriate resources including “disaster trailers” unless delegated to transport officer.
10. Appropriate officers put on labeled appropriate vest and when replaced transfer vests. Each person and his/her assistant(s) use(s) the same color vest turned inside out.
11. Under the direction of the Triage Officer, arriving crews begin triage of patients in the location found. Standard Lucas County triage tags or ribbons are to be used.
12. Patients requiring immobilization shall be splinted/backboard and moved into the patient collection point area.
13. When possible, patients are moved in tag color priority order (Red, Yellow, and then Green). If possible, leave patients tagged Black where they lie.
14. Arriving EMS transport units report to EMS Staging Officer.
15. If appropriate, equipment is off loaded for use in the patient collection point/treatment area (trailers, EMS supply truck, etc.).
16. Mass casualty trailers, lighting trailer, and EMS supply truck may be available through LCEMS Dispatch.
17. Personnel from EMS staging are assigned tasks as needed by EMS Commander.
18. The Treatment Officer supervises all activity in the patient collection patient/treatment area and requests additional assistance as necessary through the EMS Commander.
19. Based on hospital information, the Transport Officer begins sending victims to all area hospitals in priority order, relating to LCEMS Dispatch the number of each category being sent to each hospital as victims are sent.
20. Rotation to participating hospitals will be coordinated between the Transport Officer and RCOG EMS Dispatch based on hospital

assessment data.

21. The law enforcement Control Officer will handle traffic flow, crowd control, scene security, and will be made aware of the staging areas and routing to staging.
22. EMS resources will report to the EMS staging area and function as requested.
23. Transporting EMS units will not make direct contact with receiving hospitals. Treatment standing orders will be used as necessary.
24. During a declared Mass Casualty, other EMS units (not involved in the mass casualty response) will work off of written standing orders and will not make hospital radio contact for the duration of the mass casualty incident. Such units shall coordinate destinations through RCOG EMS Dispatch. Patient condition shall be communicated to RCOG EMS Dispatch as Red, Yellow, or Green.

B. RCOG EMS Dispatch Actions

1. Coordinating Lucas County EMS
 - a) Dispatch appropriate number of available life squads.
 - b) The RCOG EMS Dispatch will immediately notify the hospitals, all Public Safety Answering Points (PSAPs), EMS management, ARC, Lucas County EMA, Lucas County Coroner's Office, and appropriate officials of a MCI or Airport Alert incident of a mass casualty, including the nature of the incident and estimated total number of victims if available.
 - c) RCOG EMS Dispatch will notify all private and public Lucas County EMS of a MCI Level 1 or 2.
 - d) These estimates shall be updated as often as necessary and possible.
 - e) Notification shall be made by the Lucas County EMS microwave intercom, phone line, or radio as case may require.
 - f) If an Internet site monitoring hospital status/EMS system status is available, RCOG EMS Dispatch should utilize notification capabilities of such using MCI and system alert capabilities.
 - g) Determine location of EMS staging and send additional transport vehicle and mass casualty trailers.
 - h) RCOG EMS Dispatch shall poll hospitals for capacities if current

information is not readily available.

- i) RCOG EMS Dispatch shall poll all ambulance companies and departments for transport availabilities.
- j) RCOG EMS Dispatch will communicate to hospitals number and level of patients being transported.
- k) RCOG EMS Dispatch shall maintain contact with the Transport Officer until the scene has been cleared of victims.

2. Receiving Hospitals

- a) Receiving hospitals may activate their internal disaster plans as determined by their own protocols.
- b) Each hospital will periodically post on EMS system and/or respond to Lucas County EMS inquiries regarding its capacity.
- c) Hospitals will notify EMS dispatch if their capacities have been significantly affected since the last report to EMS dispatch (e.g., substantial numbers of other “walk-in” victims have significantly affected their emergency room capabilities).
- d) Receiving hospital will log patients pursuant to their own hospital plan and, if feasible, post numbers and categories on EMS System for viewing by all hospitals and EMS dispatch.
- e) All Lucas County triage tags and triage tag numbers will be maintained as part of the patients’ medical records and for later incident evaluation purposes.
- f) ARC will establish a DWI line and telephone bank, number(s) in which will be communicated to emergency services and hospitals.
- g) ARC and amateur radio personnel will be sent to each hospital to assist with communication and patient record keeping.
- h) Information on each victim will be relayed by receiving hospital to the ARC hospital representative.
- i) If victims are later transferred to other hospitals, this information shall be also relayed to the ARC hospital personnel, assigning triage tag number to them as a common reference unless another system is adopted.
- j) For confidentiality, transmission of patient or transfer information will typically be made to ARC by encrypted amateur radio, land line, or fax.
- k) A specific ARC telephone number for patient inquiries shall be

established.

- l) ARC will immediately notify all hospitals, the ICP, Lucas County EMS, and the Lucas County EMA of the number or procedure to be used for the incident.
- m) The number (419) 329-6060 will normally be used for local ARC.
- n) Generally any inquiries about victims may be referred to the ARC.
- o) In extremely large incidents, a moratorium on incoming health and welfare inquiries may be instituted as part of standard ARC procedure.

3. Public Information

- a) All public statements will be made through the Lucas County JIC managed by ESF 15 (Public Information, Warning, and Notification) where all participating agencies will be represented.

4. Triage Tags and Equipment

- a) Each community EMS unit in Lucas County will be equipped with a package of at least 100 Lucas County mass casualty triage tags.
- b) Each community EMS unit in Lucas County should have an additional equipment package containing the following vests:
 - Incident Commander
 - EMS Officer
 - Triage Officer
 - Treatment Officer
 - Transport Officer
 - Staging Officer
 - EMS Staging Officer

- c) Colored flags or markers for the Red, Yellow, Green, and Black sections in the patient transportation area.

5. Whenever Lucas County mass casualty triage tags are used, the following color codes will be used:

- a) Red Tag (Most urgent, 1st priority) - Victims with life-threatening injury that have a high probability of survival if given immediate

care and rapidly transported.

- b) Yellow Tag (Urgent, 2nd priority) - Victims with injuries that may become life threatening if not treated. Patients are not yet in life-threatening shock or hypoxia.
- c) Green Tag (Non-urgent, 3rd priority) - Victims with localized injuries that need treatment but do not have an immediate systemic implication.
- d) Black Tag (DOA, 4th priority) - Victims who are obviously dead or in cardio-pulmonary arrest based on clinical experience and judgment.
- e) Catastrophically injured victims — those whose injuries are so grave that they have little chance of survival regardless of care at the moment.
- f) Basic needs should be met regardless of category, to the extent possible.

6. Completion of the Lucas County triage tags will depend on the number of victims, rescuers, and nature of the incident. Generally, the following steps will be taken:

- a) Each victim will be assessed and tagged by priority prior to movement to the patient transportation area.
- b) The primary nature of the injury will be noted in as few words as possible under “First Assessment.”
- c) The tag will be attached to the victim’s wrists or ankles, if possible – not to clothes.
- d) Later assessments and treatment will be noted as possible and as resources allow. Information is listed on the triage tags in descending order of importance. The reverse side of the tag may be used to record more treatment data, make drawings, etc., as needed.
- e) Treatment or transport will not be delayed in order to complete information on the triage tags.
- f) Victims tagged “Black-DOA” are Coroner’s cases; as such, they will be left in the location found unless movement is needed to reach potentially viable patients.
- g) Tags will become part of the patient’s hospital record as common

identifier number and in substitution for EMS run report.

- h) Normal pre-hospital run reports will not be used.
- i) If a victim's condition deteriorates, upgrade the tag.
- j) Do not remove the first tag or recopy treatment information from one tag to the other.

VI. SPECIAL SITUATIONS

- A. If the initial responding EMS unit is not capable of transmitting on EMS med channel radio, the safety service radios will be used. When possible and to the extent necessary, Lucas County EMS may utilize other frequencies capable of being patched.
- B. Amateur radio will be considered for additional backup.
- C. Should microwave phone communications fail, backup would be the emergency department's 10-digit disaster communication phone line.
- D. Should microwave radio communications fail, amateur radio would be utilized.
- E. The Greater Toledo Area Chapter of ARC will be the lead agency to handle ARC responsibilities.

VII. LUCAS COUNTY MASS CASUALTY PLAN COMMAND STAFF

- 1. Incident Commander
- 2. EMS Officer
- 3. Safety Officer
- 4. Staging Officer
- 5. Triage Officer
- 6. Treatment Officer
- 7. Transport Officer
 - a) Transport Officer Aid
 - b) Transport Communication Liaison
 - c) Aero-medical Officer
- 8. Other Branch Control Officers
 - a) Fire

- b) Hazmat
- c) Law Enforcement

See Tabs A through P for position guidelines

VIII. RESOURCE MANAGEMENT

- A. When an incident exceeds the capabilities of local jurisdictions, the Lucas County EOC provides resources, planning, joint information services, and coordination.
- B. ESF 8 (Public Health and Medical) fulfills requests for additional resources and services for Mass Casualty Incidents.
- C. ESF 6 (Mass Care, Housing, & Human Services) fulfills requests for additional resources and services for sheltering during incidents.
- D. When a responsible ESF is unable to fulfill a request to support the local on-scene command, ESF 7 (Logistics Management and Resource Support) assumes responsibility for the request and its disposition.
- E. Once resources are obtained and deployed to the field, they are under the command of the on-scene Incident Commander and not the ESF. However, final authority over resources use and deployment resides with the resources home agency whose authority is assumed by the ESF or on-scene Incident Command

IX. AUTHORITIES AND REFERENCES

- A. Authorities
See Section K of the EOP Base Plan
- B. References
Lucas County Mass Casualty Plan

X. ADDENDUMS

Tab A - EMS Officer Mass Casualty Guidelines
Tab B - Triage Officer Mass Casualty Guidelines
Tab C - Treatment Officer Mass Casualty Guidelines
Tab D - Transport Officer Mass Casualty Guidelines
Tab E - Transportation Officer's Victim Record Mass Casualty Guidelines
Tab F - Safety Officer Mass Casualty Guidelines
Tab G - EMS Staging Officer Mass Casualty Guidelines
Tab H - Responding EMS Unit Mass Casualty Guidelines
Tab I - Law Enforcement Command Mass Casualty Guidelines
Tab J - Law Enforcement Officer Mass Casualty Guidelines
Tab K - RCOG EMS Dispatch Mass Casualty Guidelines
Tab L - Responsibilities of LCMS Dispatch after Initial Transport of Victims
Mass Casualty Guidelines

Tab M - Hospital Emergency Communications Emergency Contact List Mass Casualty Guidelines

Tab N - Directions to Area Hospitals Mass Casualty Guidelines

Tab O - Mass Casualty Call-up Mass Casualty Guidelines

Tab P - Dispatch Center Checklist Mass Casualty Guidelines

XI. AUTHENTICATION

Authentication and authorization is documented in the Base Plan Section M (pages 33 and 35) and the original signatures will be maintained by the Lucas County EMA with the master copy of the EOP.

Tab A
EMS Officer
Mass Casualty Guidelines

DUTIES: In charge of all EMS activities

REPORTS TO: Incident Commander

SUPERVISES: Triage Officer
Treatment Officer
Transport Officer
EMS Staging Officer

ACTIONS:

- Confirm that dispatcher, coordinating hospital, and _____ Fire have been notified of “Mass Casualty” and have initiated their call-up procedures.
- Appoint Triage, Treatment and Transport Officers
- Distribute vests and wear EMS Command vest
- Designate Patient Transportation Area
- Supervise all EMS activity
- Assign manpower
- Request additional assistance through Incident Commander
- Advise senior Law Enforcement Officer of staging route, etc., through Incident Command Post

Tab B

Triage Officer Mass Casualty Guidelines

DUTIES: All patient triage, tagging and movement into the Patient Transportation Area.

REPORTS TO: EMS Officer

SUPERVISES: All EMS personnel assigned to triage

ACTIONS:

- Put on **EMS Triage vest**
- Order Primary Survival Scan
- Size up situation and report to EMS Officer
- Have patients triaged, tagged and left in place
- Move all patients on backboards into Patient Collection Point/Treatment
- Area by color priority:

Red = Most Urgent

Salvageable if treated & transported immediately

Yellow = Urgent

Salvageable if treated & transported soon

Green = Non-urgent

Treatment can be delayed

Black = DOA -or- Full Arrest

-or-

Massive injury probably not salvageable

Leave all Black tag victims in position found unless they must be move to assist viable victims.

Request additional assistance as needed through the EMS Officer.

Tab C

Treatment Officer Mass Casualty Guidelines

DUTIES: All patient treatment and re-triage within the patient transportation sector.

REPORTS TO: EMS Officer

SUPERVISES: All EMS personnel in the Treatment Area

ACTIONS:

- Put on "EMS Treatment" vest
- Establish a patient transportation area with 3 zones:

 RED (most urgent)
 YELLOW (urgent)
 GREEN (non urgent)
- Obtain personnel and equipment for treatment through Staging Officer.
- Re-triage patients as they come into Transportation Area as needed.
- Place victims in color areas (R-Y-G) with worst victims of each color group closest to the "Transport" end of sector.
- Coordinate all Treatment activities.
- Continually re-triage until patients are transported. Tags may be upgraded at any time.
- Coordinate transportation priorities with Transport Officer. Don't transport DOAs.
- All radio traffic to hospitals must go through the Transport Officer to Lucas County EMS

Tab D

Transport Officer Mass Casualty Guidelines

DUTIES: Patient movement from the Transportation Area to Receiving Hospitals (in rotation).

REPORTS TO: EMS OFFICER

SUPERVISES: *All transport vehicles and personnel.
*EMS Staging Officer

ACTIONS:

- Put on EMS Transport vest
- Set up area for arrival of ambulances.
- Establish communication with RCOG EMS Dispatch
- Transport Officer Aid, Transport Communication Liaison, and Aero medical Officer, if needed, should be appointed.
- Transport in priority order **Red> Yellow> Green**
- Do not transport DOAs
- Coordinate with Coroner.
- Unless otherwise advised by RCOG EMS Dispatch, rotate victims among hospitals based on categorical capacity
- For each victim, advise the RCOG EMS Dispatcher: squad, destination hospital, tag color. Example: "LS3, St. Vincent, Red, Chest Trauma."
- Transport vehicles do not call hospitals
- RCOG EMS Dispatch contacts hospitals
- All radio traffic to hospitals must go through the Transport Officer to RCOG EMS Dispatch.

Tab E

Transportation Officer's Victim Record Mass Casualty Guidelines

USE ONE LINE FOR EACH PATIENT

<u>Transporting Dept Tag Number & Age</u>	<u>Tag Color</u>	<u>Receiving Injury Type</u>	<u>Hospital</u>
1 _____	_____	_____	_____
2 _____	_____	_____	_____
3 _____	_____	_____	_____
4 _____	_____	_____	_____
5 _____	_____	_____	_____
6 _____	_____	_____	_____
7 _____	_____	_____	_____
8 _____	_____	_____	_____
9 _____	_____	_____	_____
10 _____	_____	_____	_____
11 _____	_____	_____	_____
12 _____	_____	_____	_____
13 _____	_____	_____	_____

Lucas County Hospitals (Specialty Emergency Categories)

Flower Hospital	OB			
Medical College Hospital	T			
St. Anne Mercy Hospital				
St. Charles Mercy Hospital	OB			
St. Luke's Hospital	OB			
St. Vincent Mercy Medical Center	OB	T	PED	BN
The Toledo Hospital	OB	T	HY	PED
Bay Park Community	OB			

T – Level 1 Trauma
 PED – Pediatric
 HY – Hyperbaric
 OB – Obstetrics
 BN – Burn

Tab F

Safety Officer Mass Casualty Guidelines

DUTIES: Responsible for all preparation and safety of all manpower in HotZone.
Assures all backup and safety procedures are followed.
Oversees the layout, entry, and exit of Hot, Warm, and Cold zones.

REPORTS TO: Incident Commander

ACTIONS:

- Put on Safety Officer vest
- Control safety of everyone on scene
- Consult with Incident Command regarding all safety issues

Tab G

EMS Staging Officer Mass Casualty Guidelines

DUTIES: Coordinate all transport vehicles used in the transport of victims.

 Maintain inventory control over EMS Staging Area

 Report to Transport Officer.

REPORTS TO: Transport Officer

ACTIONS:

- Put on EMS Staging Officer vest
- Coordinate all transport vehicles used in transport of victims
- Maintain inventory control over EMS Staging
- Supply transport vehicles when requested by Transport Officer or EMS Officer

Tab H

Responding EMS Unit Mass Casualty Guidelines

- Respond with all available backboards, straps and all other supplies.
- Report to EMS Staging Officer and then drop all appropriate equipment and supplies at the patient collection/ field hospital area.
- Maintain minimum radio traffic.
- Do not contact the receiving hospital; the EMS Dispatch will handle this!
- Return to EMS Staging as soon as possible.
- Do not put victims directly on your cots — use backboards or litter carriers only!

Tab I

Law Enforcement Command Mass Casualty Guidelines

DUTIES: Overall responsibility for scene security, maintain established zones, traffic lanes for emergency units, assurance that responding personnel report to proper duty of staging areas.

REPORTS TO: Incident Commander.

SUPERVISES: All law enforcement personnel in Incident Area.

ACTIONS:

- Establish Warm and Cold Zones, and Staging as designated by Incident Commander.
- Ascertain if EMS units are to report to Transport or EMS Staging Area.
- Assign Duties
 - Traffic control and routing
 - Zone control
 - Security of victims and property
 - Incident Investigation
 - Coroner's Liaison
 - Crowd control
- Use plain English
- Do not use radio codes

Tab J

Law Enforcement Officer Mass Casualty Guidelines

DUTIES: As assigned by Law Enforcement Command

REPORTS TO: Law Enforcement Commander/Supervisor.

ACTIONS:

- Report to Staging until assigned.
- Direct all incoming EMS units to Transport or EMS Staging areas as designated by Incident commander.
- Do not allow squads, other police, or other bystanders to “scoop and run” outside of system above.
- Limit Warm Zone access to persons having reason to be in the sector.
- Direct or escort any questionable person to Staging for further identification.
- Direct all personnel to Staging.
- Directs ambulances and crews to EMS staging.
- Direct all “Good Samaritan” doctors, nurses, etc., to Staging for assignment.
- Leave DOAs in position found unless movement is needed to reach live victims.
- Do not allow ID to be removed from victims or the dead.
- Direct media to the designated Joint Public Information Center. Do not allow them inside the Warm Zone without escort.
- Use plain English
- Do not use radio codes

Tab K

RCOG EMS Dispatch Mass Casualty Guidelines

The following guidelines are only for use by LCEMS Dispatch between the Mass Casualty scene and the Receiving Hospitals.

- RCOG EMS Dispatch will act as Coordinator with the hospitals.
- The LCEMS Dispatch will communicate with the Transportation Officer or designated assistant at the disaster scene.
- The Transportation Officer will supply all size-up and patient information.
- Individual transport units do not call any hospitals directly during a Mass Casualty.
- Obtain the following information from the Transportation Officer:

Nature of incident _____

Approximate Number of Victims _____

Location _____

- Notify all county hospitals on the Microwave of the situation and update them periodically
- Assess the status of these hospitals and gather appropriate information.

HOSPITAL	TIME NOTIFIED	STATUS
Bay Park Hospital	_____	_____
Flower Hospital	_____	_____
Medical College Hospital	_____	_____
St. Anne Mercy Hospital	_____	_____
St. Charles Mercy Hospital	_____	_____
St. Luke's Hospital	_____	_____
St. Vincent Mercy Medical Ctr	_____	_____
The Toledo Hospital	_____	_____

- Consider notification of hospitals in surrounding counties if situation/location warrants. RCOG EMS Dispatch will communicate with the Transport Officer in the field to determine what hospitals will be used.
- Victims should be sent from the field to hospitals in rotation by the Transportation Officer

or with the assistance of RCOG EMS Dispatch.

- Activation of individual hospital disaster plans is at the discretion of the individual Receiving Hospital.
- Log all victims leaving the scene on the attached sheets and relay information to the appropriate receiving hospitals by EMS microwave and internet posting.

Physician Request at Scene

- Normally, physicians are not sent to the scene unless there is a special situation (victim trapped requiring amputation, etc.)
- If Transport Officer requests a physician, LCEMS Dispatch may request an approved physician on scene or request a receiving hospital to send a physician and the needed equipment.
- Pre-approved "Physician On Scene" individuals may use LCEMS vehicles to respond to scene.
- Use returning squad or law enforcement for transportation.
- *Send needed equipment with physician.

Tab L

Responsibilities of LCMS Dispatch after Initial Transport of Victims Mass Casualty Guidelines

- Coordinate transport of all victims to local and distant hospitals.
- If requested, contact CISD coordinator with information.
- The American Red Cross will send a team to gather information from each receiving hospital to prepare a master list of patient names and destinations.

Tab M

Hospital Emergency Communications Emergency Contact List Mass Casualty Guidelines

HOSPITAL NAME	EMERGENCY ROOM NUMBER
<u>LUCAS COUNTY</u>	
ProMedica Bay Park	(419) 690-7911
ProMedica Flower Hospital	(419) 824-1442
University of Toledo Medical Center	(419) 383-3888
St. Anne Mercy Hospital	(419) 407-1422
St. Luke's Hospital	(419) 893-5920
St. Charles Mercy Hospital	(419) 693-7300
St. Vincent Mercy Medical Center	(419) 251-4354
ProMedica Toledo Hospital	(419) 291-4101
Mercy Sylvania Medical Center	(567) 455-5819
<u>WOOD COUNTY</u>	
Wood County Hospital	(419) 354-8910
<u>MONROE COUNTY</u>	
Mercy Monroe Memorial Hospital	(313) 241-1700

Tab N

Directions to Area Hospitals Mass Casualty Guidelines

ProMedica Bay Park Hospital - 2801 Bay Park Dr.
I280/Woodville Rd; W. on Woodville; N on Wheeling; E. on Brown Rd.

ProMedica Flower Hospital - 5200 Harroun Rd.
US 23 to Monroe St.; W. on Monroe to Harroun; S. on Harroun.

University of Toledo Medical Center - 3000 Arlington Ave.
I75/South; exit South Ave; South Ave to Detroit Ave.; S. on Detroit to Arlington; W. on Arlington.

St. Anne Mercy Hospital – 3404 W. Sylvania
I475/Monroe; W. on Monroe to Secor; N. on Secor to Sylvania Ave; W. on Sylvania

St. Charles Mercy Hospital - 2600 Navarre Ave.
I280/SR2 (Navarre) to Wheeling

St. Luke's Hospital - 5900 Monclova Rd.
I475/23 at Anthony Wayne Trail; E. on AWT; AWT to Monclova Rd.: Turn W. on Monclova

St. Vincent Mercy Medical Center - 2213 Cherry St.
I280/Greenbelt; W. on Greenbelt to Cherry; N. on Cherry

ProMedica Toledo Hospital - 2142 North Cove Blvd.
I475/Promedica Pkwy); S. on Promedica Pkwy

Mercy Sylvania Medical Center – 3100 N. King
I-475/Central – West on Central, N on King

Tab O

Mass Casualty Call-up Mass Casualty Guidelines

For a Mass Casualty Incident, RCOG EMS Dispatch makes the following notifications:

Contacts all Lucas County Hospitals Management Staff (by hospital radio intercom)

*American Red Cross	300 West Central
*24-Hour Number	(419) 329-6060

*Lucas County Coroner	(419) 213-3900
*24-Hour number	(419) 245-3271, 8:30 – 4:30 M-F (419) 245-3142 (TPD Dispatch)

Tab P

Dispatch Center Checklist Mass Casualty Guidelines

CONFIRMED MASS CASUALTY

Notify RCOG EMS Dispatch to activate the Mass Casualty Plan – MCI 1 or 2, or Airport Alert 2 or 2 F-16

Incident # _____

1. **Dispatch appropriate number of LCEMS vehicles**
2. **1st responder notification via CAD**
 - Incident Entry Mode
 - Notify agencies w/CAD incident and priority message sent
3. **Utilize the paging system to notify appropriate groups**
 - Airport group or Disaster group, etc.
 - Update information as appropriate
4. **Notify hospitals using “pre alert” statement**
5. **Complete “Disaster Resource Tally sheet”**
6. **Stage transport vehicles – once advised of location by incident command**
7. **Notify hospitals with “confirmed alert” statement, when incident confirming responding units (under appropriate alert in EMSsystem)**
8. **Compile hospital availability list**
9. **Make proper fill-in assignments throughout county**
10. **Other notifications**
 - U32 recalled (if not already responding)
 - Academy of Medicine, if needed (419-473-3200)
 - Recall dispatchers, as needed

APPENDIX 13

RECOVERY OPERATIONS



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I. PURPOSE

- A. Recovery operations in the aftermath of a catastrophic incident or event are often the least understood and therefore the most difficult aspect of any disaster response operation. Recovery operations begin during and continue through the Response Phase under the direction of the Incident Commander. However, once the immediate danger to the public has passed the response organization is demobilized leaving the remaining short and long term recovery function to local officials and heads of departments who may be unprepared for the challenges that they will face. The Lucas County Recovery Plan provides guidance for the concept of operation and organizational structure required to mount effective recovery operations.

II. CONCEPT OF OPERATIONS

- A. Large scale emergencies and disasters require a command and control organization that is highly structured yet remains flexible. Emergency Service organizations within Lucas County have adopted the Incident Command System, (ICS), under the National Incident Management System, (NIMS) as a model for managing large-scale emergencies and disasters. It is critical that any Recovery be managed under the principals of ICS (see Tab A - Incident Command System Organization).
- B. The Incident Commander (IC) will assume Command and respond to the need to restore public safety and security at or near the incident scene.
- C. The IC will conduct an initial incident size-up, establish a Command Post, prioritize response actions to include issues related to short term Recovery and coordinate those actions at the scene until the response is terminated or the command authority is transferred to a senior command or other official with authority.
- D. The IC may request activation of a municipal or County Emergency Operations Center (EOC) in order to coordinate with multiple agencies in the Response (see Tab B - Lucas County EOC Organization and Tab C - Lucas County EOC Layout). The IC will transition the ICS organization to manage the short/long term Recovery needs generated by an incident upon demobilization of the Response.
- E. A Presidential Declaration of Emergency is required for specific Federal aid for short term emergency assistance. Short of a Federal Declaration the State may institute financial or other measures to address short term needs of affected jurisdictions.
- F. When the emergency response phase is determined to be concluded the Incident Commander, along with Department Heads of the public and private sectors will advise the officials of the affected jurisdiction(s) and provide a final status report that will include any unresolved short and long term Recovery issues. Local officials will seek to resolve unmet needs with the support of the local Long Term Recovery Committee (LTRC) and the State Volunteer Organizations Assisting in

Disasters (VOAD) representative (see Tab D - Long Term Recovery Committee Organization).

- G. The County Emergency Management Agency will coordinate disaster assistance operations and provide support for long term Recovery planning and operations as needed with the support of community service organizations in coordinating with the local LTRC and VOAD organizations.

The EOC will be demobilized when it is determined that it is no longer needed as a central facility for multi-agency coordination. Coordination and support for short-term recovery will shift to the Disaster Application Center (DAC) while long-term recovery issues will be addressed by the local LTRC (see Tab D - Long Term Recovery Committee Organization).

III. DIRECTION AND CONTROL

A. Local Incident Response/EOC Coordination

1. The local jurisdictions Law Enforcement or Fire Service Chief Officer will determine the need to establish an Incident Command Post (ICP or CP) for response to any large-scale emergency (see Tab E - Initial Incident Assessment Procedure). The location of a CP will be indicated by a green flag during daylight and a green flashing strobe light during evening hours or periods of reduced visibility. See Emergency Support Function (ESF) Annex 13 - Public Safety & Security and ESF Annex 4 - Firefighting.
2. The IC manages the incident and ICS organization in accordance with local procedures that are compatible with NIMS standards. The IC will take appropriate measures to safeguard all responders engaged at the scene.
3. The IC shall establish and maintain communications with adjacent jurisdictions, other emergency responders and the County Emergency Management Agency as needed. Municipal EOCs should establish communications with other jurisdictions and the County EOC to coordinate the most effective response.
4. The IC shall activate emergency plans and procedures to include Mutual Aid Agreements with other jurisdictions and community service organizations as needed. The IC, along with local officials of the affected jurisdiction, will alert the County and State Emergency Management Agencies when the scope of the emergency requires additional support and assistance.

B. Response and Recovery Operations

1. The Lucas County EOC will be activated following a natural, technological or man-made incident upon a request by one or more county sub divisions or upon the determination of the need for a coordinated response to a disaster affecting one or more county sub divisions.

2. The Lucas County EOC will be staffed at a level necessary to meet the needs of the incident. Selected members of each EOC Staff and other functional representatives may be contacted for a partial mobilization of the Lucas County EOC. When fully staffed the Lucas County EOC is capable of coordinating support for the IC across multiple emergency support functions.
3. The Lucas County EOC is responsible for supporting operations of the IC directed toward reducing the immediate hazard, saving lives and property, establishing operational control, restoring order and transitioning to a rapid recovery.
4. The Lucas County EMA Director is responsible for the coordination of short term disaster assistance programs and services, including emergency assistance to individuals and families, human services assistance, and Public Assistance for reimbursement for expenditures related to the declared disaster under the Robert T. Stafford Act. The Operations Section Chief will transfer responsibilities to the Chief Executive of the Recovery Task Force who will develop the initial Recovery IAP and manage all recovery activities.
5. The Lucas County EOC Planning Group maintains information on the current situation as it transitions from Response to Recovery. The Planning Section prepares maps and other displays that provide information critical to the situational awareness of an incident to aid in the development of strategies and decision-making during the Recovery phase.
6. The Lucas County EOC staff will establish and maintain multi channel communications capability with all affected jurisdictions, public and private agencies and the State Emergency Management Agency. See EOP ESF 2 - Communications.
7. The Lucas County EOC staff will complete on-going Damage Assessments of the impacts of the disaster event to identify the needs of the affected communities.
8. Upon a determination of the Lucas County EMA Director that the public safety needs generated by the incident have been met, that the potential for further harm has been addressed and that measures are in place to coordinate relief and recovery operations, the Lucas County EOC may be demobilized and/or transition to disaster recovery operations with selected representatives remaining to continue in support of short term disaster assistance operations.
9. Upon demobilization of the Lucas County EOC all documentation will be retained and safe-guarded. Post incident response documents will be useful to administrators in documenting disaster relief and recovery assistance and evaluating the effectiveness of the Lucas County EOP.

C. State and Federal Agencies Response

1. The State EMA will provide a Liaison Officer to assist County and municipal officials in the coordination of disaster aid and assistance for affected communities pending and following a Declaration of Disaster.
2. State and Federal Agency representatives will coordinate actions to assist the community in the disaster recovery efforts in accordance with section 408 of the Robert T. Stafford Disaster Relief and Emergency Assistance Act, 42 U.S.C. 5174 and Title 44 of the Code of Federal Regulations (CFR).
3. State and/or Federal representatives deployed in support of a declared disaster will support and coordinate operations with all local authorities under an On-scene Coordinator. Local, State, Federal and community service organizations will administer the process to provide short term financial aid to affected jurisdiction(s) by establishing "one-stop" Disaster Application Centers (DAC) for individuals and families.

IV. ORGANIZATION AND RESPONSIBILITIES

- A. The Lucas County EMA will coordinate, support and facilitate any short term aid and assistance to communities. Further, the Lucas County EMA staff will coordinate and facilitate applications of any jurisdiction for reimbursement for cost associated with the declared disaster. In addition, the EMA will facilitate applications of any jurisdiction for a post disaster Mitigation Grant Project.
- B. The Department of Jobs and Family Services will provide financial assistance to individuals and/or families that meet criteria for State programs.
- C. VOAD will provide a representative to facilitate the function of a LTRC.
- D. The LTRC (see Tab D) will coordinate information among each other and with the members of other groups in support of an effective disaster recovery effort. Each member will provide routine status briefings to local officials and the Lucas County EOC Recovery Operations Staff on programs and projects to address unmet needs (see Tab F - Donations and Volunteer Management).
 1. The United Way
 2. The American Red Cross
 3. The Salvation Army
 4. Goodwill Industries
 5. Toledo Area Ministries
 6. The Community Emergency Response Team (CERT)
 7. The Medical Reserve Corps (MRC)

8. The Retired Senior Volunteer Program (RSVP)

V. CONTINUITY OF AUTHORITY

- A. The Incident Commander is responsible all tactical response actions for large scale incidents and disasters. The ICS organizational structure allows for succession or unity of command to meet the needs of the incident from the initial response through the recovery.
- B. The Director of the Lucas County EMA is responsible for the coordination of operations within the Lucas County EOC. The succession of authority for the Lucas County EMA Director goes first to the Lucas County Emergency Services Director and then to the Lucas County EMA Operations Officer.
- C. Two members of the Board of Lucas County Commissioners must be present in order to lawfully conduct official matters that affect the public unless provisions have been made for delegation of authority. The Board of Lucas County Commissioners has made provision for the continuity of government through the adoption of County Resolution No. 01-549, dated April 12, 2001.
- D. Under County Resolution No. 01-549, the County Administrator may serve in the absence of one of the County Commissioners in the event of an imminent or actual disaster that results in a request for a declaration of emergency or disaster.
- E. All County and Municipal officials and heads of departments must plan and prepare for the continuation of essential services in the aftermath of a disaster. The principal means of assuring the continuity of governmental functions is by pre-designating lines of succession or pre-delegating authorities for decision making when and where it is provided for in law.
- F. All community service organizations referenced within this Plan have the capacity for sustained operations under a succession of executive leadership.

VI. ADMINISTRATION

- A. Documentation of events and decisions will be maintained within the Lucas County EOC. Detailed records are critical to financial aid and assistance to individuals and the public sector as well as the development of future Plans and Procedures.
- B. All records, logs, journals, notes and press releases generated during a disaster response will be maintained by all responding organizations and departments within each jurisdiction and the Lucas County EOC.

VII. LOGISTICS AND RESOURCE MANAGEMENT

- A. The IC or the ICS Logistics Officer will provide for timely delivery of personnel, equipment, materials and services necessary for an effective immediate and short term recovery response. The Lucas County EOC will support the needs of

the IC and coordinate resources for the response phase and throughout the recovery period as needed.

- B. The Lucas County EOC will coordinate resource support for affected jurisdictions.
- C. Volunteer workers will be coordinated by local the United Way's Volunteer Reception Center with the support of community service organizations and the Ohio Volunteer Organizations Assisting in Disasters (VOAD).
- D. Donations of food, clothing, furniture, appliances and other material goods will be coordinated by local the United Way's community service organizations with the support of the American Red Cross, Salvation Army, Goodwill Industries and the Toledo Area Ministries.

VIII. PLAN MAINTENANCE

- A. Direction and Control procedures have been adopted by all county fire service organizations and familiar to other emergency response organizations. ICS procedures are followed routinely. All future emergency response training, drills and exercises will contain an ICS component.
- B. This appendix will be reviewed by all affected organizations. Changes and updates will be issued as needed with a new revision distributed every four years.

IX. AUTHORITIES AND REFERENCES

- A. See Section K of the Base Plan.

X. ADDENDUMS

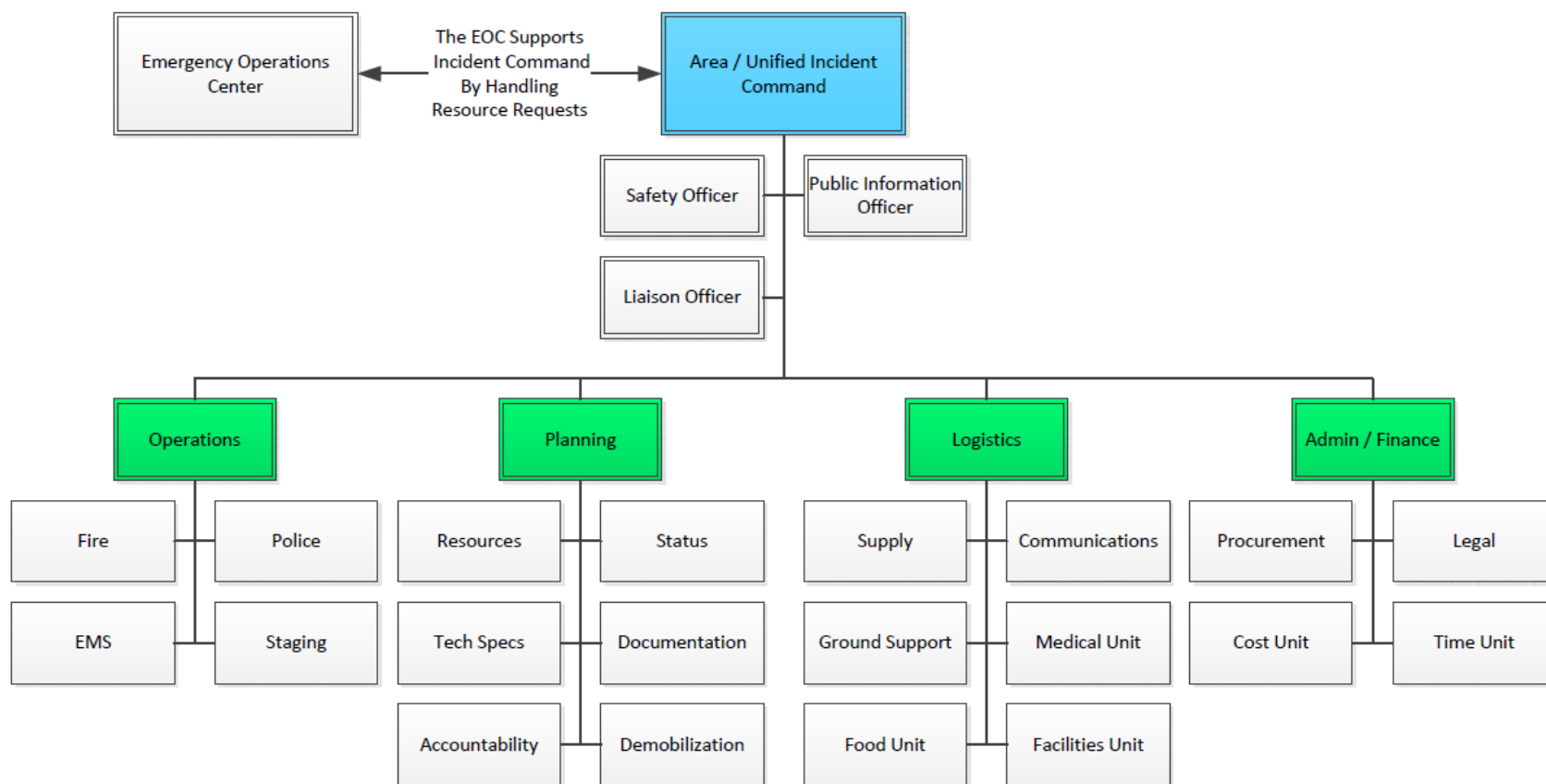
Tab A - ICS Organization
Tab B - Lucas County EOC Organization
Tab C - Lucas County EOC Layout
Tab D - Long Term Recovery Committee Organization
Tab E - Initial Incident Assessment Procedure
Tab F - Donations and Volunteer Management
Tab G - Community Emergency Response Team Program

XI. AUTHENTICATION

Authentication and authorization is documented in the Base Plan Section M (pages 33 and 35) and the original signatures will be maintained by the Lucas County EMA with the master copy of the EOP.

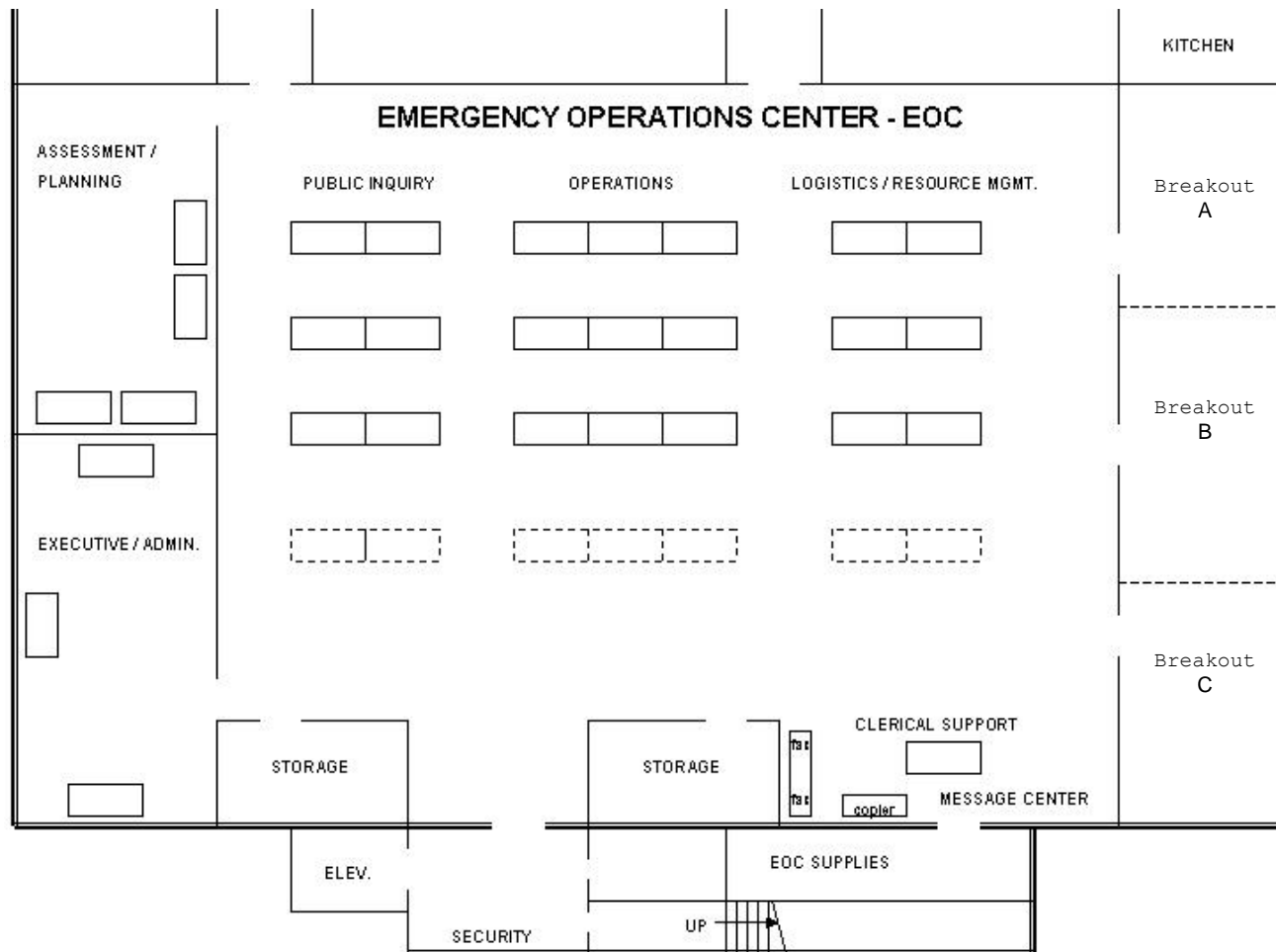
Tab A

ICS Organization



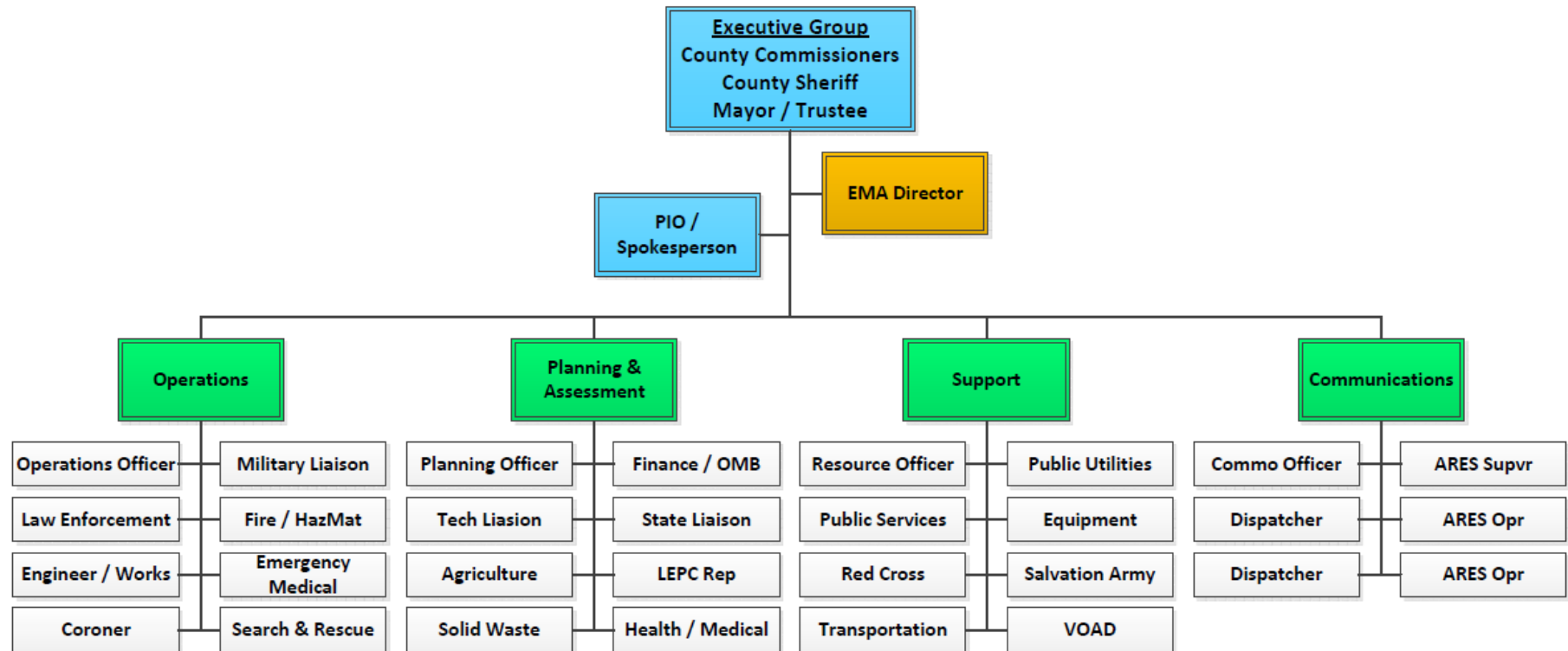
Tab B

Lucas County EOC Floor Plan



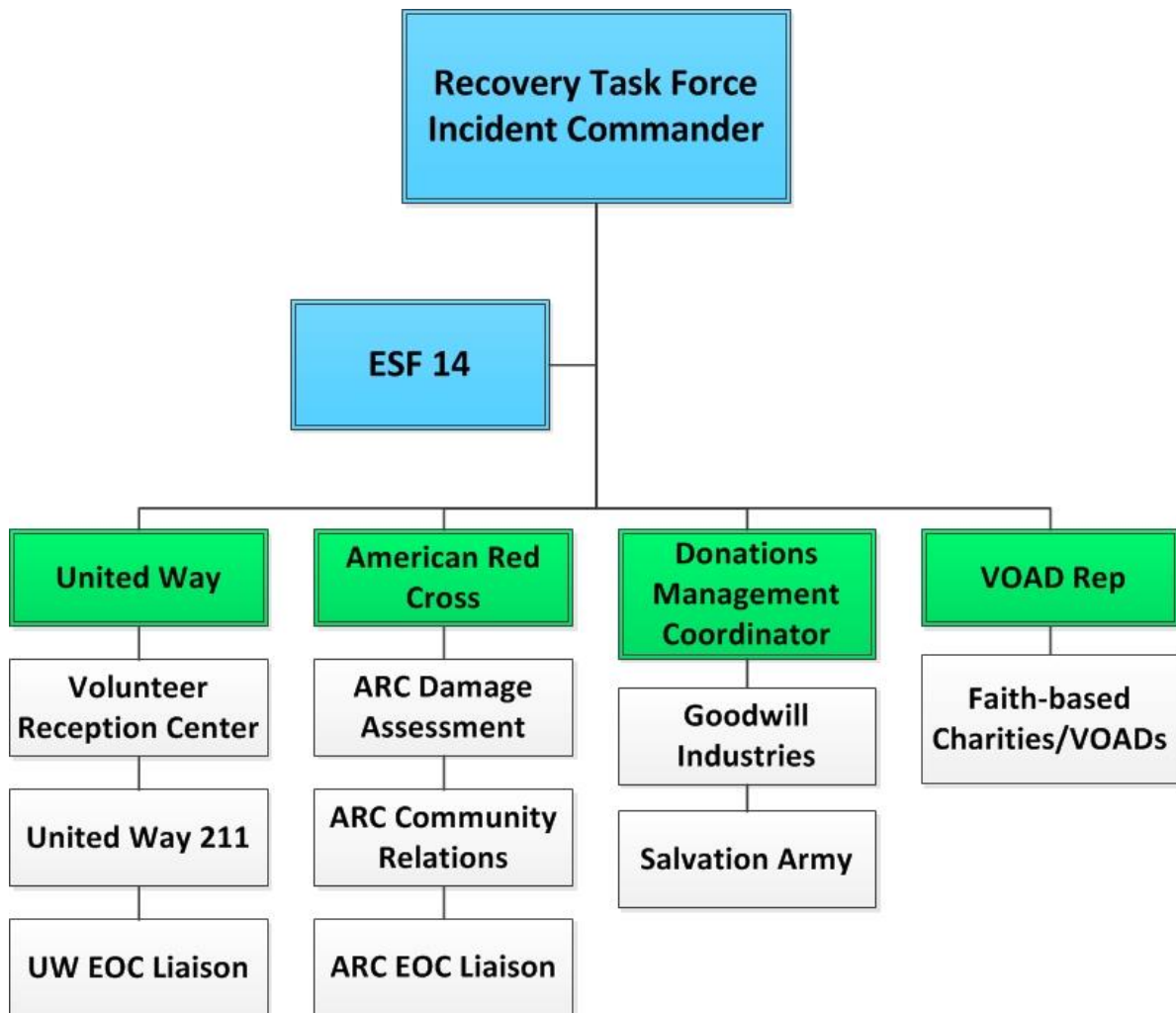
Tab C

Lucas County EOC Organization



Tab D

Long Term Recovery Committee Organization



Tab E

Initial Incident Assessment Procedure

- A. When an event occurs, such as a sustained torrential rain associated with localized flooding that has the potential for widespread impact within Lucas County, the Lucas County EMA Director shall begin to assess the incident as soon as possible. As part of the initial assessment, the Lucas County EMA Director shall make the following contacts and arrange for a joint meeting or conference call between the affected jurisdictions and community service organizations to discuss local response actions and any calls for assistance.
- B. The Lucas County EMA Director or his/her designee will:
 - 1. Contact Lucas County Departments:
 - Lucas County Administrator / Commissioner
 - Affected Jurisdictions Public Safety Director / Departmental Administrator
 - Lucas County Emergency Services Director
 - Lucas County Engineer
 - 2. Contact emergency response organizations within the affected area(s).
 - Lucas County Sheriff and local Chief of Law Enforcement
 - Local Chief of Fire and Rescue
 - National Weather Service; Cleveland, Ohio (as needed).
 - 3. Contact the following community service organizations within the region.
 - Director, Greater Toledo American Red Cross
 - Director, United Way's 2-1-1 and Volunteer Center
- C. When initial incident reports and conditions indicate the potential for a Declaration of Emergency by the jurisdiction or Lucas County, the Lucas County EMA Director will open the Emergency Operations Center to coordinate a formal Damage Assessment for the State of Ohio.
- D. Community Service organizations can staff the Lucas County EOC with a representative to further coordinate the delivery of aid and assistance to impacted areas, as needed, pending any Declaration of Emergency. Upon receipt of a Disaster Declaration community service organizations will continue to assess the needs of affected citizens and staff the Disaster Application Center when activated.

Tab F

Donations and Volunteer Management

I. PURPOSE

- A. The purpose of this section is to provide for the coordination of donated and volunteer resources to effectively respond to and recover from emergencies and disasters. Lucas County EOP ESF Annex 7 (Logistics & Resource Management) provides for the typing, acquisition, tracking and demobilization of most resources in an emergency. However, the management of donated and volunteer resources is both within and outside of this function and therefore merits a separate discussion. The support of non-governmental organizations in receiving, organizing and distributing these resources is critical to the system for managing an effective system in response to disasters and in the short and long term recovery phase. Careful planning for volunteer and donations management will reduce or eliminate problems.

II. SITUATION AND ASSUMPTIONS

- A. In the aftermath of a major incident the uncoordinated arrival of donated items, cash contributions and volunteer services to affected communities can disrupt existing programs to provide material assistance, overwhelm volunteer agencies, and interfere with life-saving operations. Unloading, sorting, securing and organizing the distribution of goods places a strain on the demands for other emergency support activities.
- B. Lucas County EMA will implement a strict donations management policy along with protocols during large scale emergencies and declared disasters to govern what resources are required, in what quantity, in what location, by what time and by whom. The Lucas County EOC Logistics Section Chief will coordinate for materials, supplies, equipment and technical support for the incident IC.
- C. Assumptions
 - 1. During emergencies local volunteer organizations will experience demands that may necessitate state and possibly federal assistance.
 - 2. Cash donations are preferable to in-kind material donations, because this allows the purchase of exact resources to address unmet needs.
 - 3. State and local governments in coordination with VOAD and other community service and faith-based organizations will address the operation of an emergency donations management system.
 - 4. Full use of existing volunteer agencies' donations management networks will be encouraged in an effort to employ the most effective link to disaster victims.

5. The use of donations during emergencies will be balanced between the needs of disaster victims and the assurance that free goods and services will have a temporary negative impact on local businesses.
6. Donated goods may include basic resources for life and health, equipment, construction materials, and a wide range of supplies.
7. Volunteer services may include basic cleanup and debris clearance operations but may include professional services to restore essential services and emergency feeding operations.
8. VOAD will actively address donations management requirements in the Ohio EOC at the DFO and at the site of the emergency.

III. CONCEPT OF OPERATIONS

- A. The ICS Logistics Officer will coordinate for and support the needs of emergency responders at or near the disaster scene. The ICS Planning and Logistics Section Chiefs will identify additional resource needs and coordinate with local officials and supporting organizations for key personnel, materials, equipment and services that cannot be met internally.
- B. During the emergency, the Lucas County EOC Logistics Officer will coordinate resources in support of the Incident Commander and other supporting organizations as needed. The Resource Management Group will also coordinate with non-governmental support organizations from the Lucas County EOC, when activated.
- C. The regional Amateur Radio Emergency Service (ARES) organization supports Lucas County EMA in volunteer staffing of the Sky Warn Net Control station located in the Lucas County 9-1-1 Center when activated by the National Weather Service, Cleveland, Ohio.
- D. When all local resources have been expended or committed, local officials may declare an emergency and request assistance from the Governor through the Lucas County EMA.
- E. Request for specific materials, equipment or personnel may be acquired through the activation of the State Mutual Aid Compact or the Federal Emergency Mutual Aid Compact, EMAC.
- F. The ESF-14 in the Recovery Operations Group will coordinate with non-governmental organizations for the receipt of donated materials and equipment for local jurisdictions through the incident IC. The long-term recovery needs of the affected communities will be addressed through the following protocols.
 1. Lucas County will not solicit donations to address specific unmet needs but, in coordination with VOAD and other charitable organizations will support programs and initiatives for receipt, maintenance and distribution of donated items and financial contributions.

2. Donations management will be coordinated by the Lucas County EOC Recovery Operations Group based upon the probability of unmet needs of disaster victims and will be deactivated based upon the diminished needs of disaster victims.
 3. Lucas County EMA will coordinate with the State VOAD representative for one or more facilities where Voluntary Agencies (VOLAGS) can pick up donated goods and deliver them to the site of the emergency or to individuals or families in need.
 4. Lucas County will encourage cash donations to community service organizations during emergencies instead of material donations.
 5. Persons offering to donate unsolicited goods will be directed to charitable organizations of their choice.
 6. Shipments of donated goods from outside of Ohio must be coordinated through the Donated Management Coordinator (DMC) in the Lucas County EOC.
 7. The United Way will provide for a volunteer to staff a donations hotline on the 2-1-1 System to provide information on needed items.
 8. Volunteers with professional credentials or essential skills may be needed to perform services in support of local jurisdictions. All non-paid Emergency Worker Volunteers must complete the State Oath (See Tab A) for public service employees prior to being deployed. Other persons volunteering services will be directed to call the United Ways Volunteer Center.
 9. Persons and organizations volunteering services are responsible for their own support.
 10. Lucas County will utilize a donations management network made up of Ohio EMA, Dept. of Human Services, VOAD, the American Red Cross, the Salvation Army, the Area Office on Aging and other organizations as needed to address donations management during emergencies.
 11. Any donated goods that remain following demobilization will be provided to local NGO's or other charitable organizations.
- G. Volunteers may originate within a local community or be affiliated with an organization. Faith-based or non-governmental organizations (NGOs) are typical sources of volunteers.
- H. The United Way's Volunteer Reception Center provides for the registration of unaffiliated volunteer individuals and groups. Volunteer resources can be directed to support local organizations or departments of local government for assignment.

IV. DIRECTION AND CONTROL

- A. The ICS Staff will direct all logistics operations from the emergency Command Post during the Recovery except for specific request for support from the Lucas County EOC.
- B. The Lucas County Emergency Management Agency is a resource for coordinating resource management. The primary responsibility is to identify sources from which needed resources can be obtained during emergencies. When activated, this function will be the responsibility of the EOC Logistics Officer.
- C. When activated the State Volunteer Organizations Assisting in Disasters (VOAD) will provide direct support to local officials to coordinate unaffiliated volunteers that are typically faith-based, under the supervision and direction of the supported organization.
- D. The Volunteer Agency Liaison serves as the central point between government entities and volunteer organizations in the coordination of information and activities of VOADs (Volunteer Organizations Active in Disasters) responding in times of disaster, including those services in execution of ESF # 6 – Mass Care and ESF #15 – Public Information.
- E. The Donations Management Coordinator in the Lucas County EOC Resource Management Group will support voluntary agency donations efforts, including handling, storage, and disbursement of donated goods and emergency volunteers who offer assistance in a disaster response.
- F. The American Red Cross and United Way organizations maintain systems to establish and validate emergency need, special needs, and unmet needs referrals from FEMA/State sources to and among the voluntary agencies. Each organization coordinates voluntary agency activities with community relations, donations management, PIO/JIC, and other VOLAG agencies.
- G. The Lucas County EOC Recovery Operations Officer (ROO) assists with the overall recovery strategy and assignment of agencies to establishing the long-term recovery committees (LTRC). Working with State VOAD's leadership, the ROO conducts frequent coordination meetings with VOAD agencies during the response phase of the disaster and continues scheduling of meetings to transition to the LTRC upon demobilization of response operations.
- H. Volunteer organizations and individuals must provide for their own support needs during their initial mobilization and deployment. Local jurisdictions have no financial obligation to volunteer organizations or individual volunteers unless provided for in prior memorandums of agreement.
- I. Organizations that are part of the Ohio Department of Public Safety's Ohio Public Private Partnership (OP3) can provide credentials for their staff via the Emergency Partner Credentialing System (EPCS). EPCS allows OP3 members the ability to provide state-issued documentation to their eligible personnel,

allowing them access to contribute aid to communities who have been struck by a critical incident. The distinctive document number will allow the credential to be verifiable by law enforcement through the Law Enforcement Automated Data System (LEADS).

V. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. The Emergency Management Agency (EMA):

1. Maintain inventory database on trained personnel, materials and equipment from Lucas County agencies and departments. This resource list will provide the following information:
 - a) Number of personnel available to support emergency/disaster response.
 - b) Point of contact phone numbers.
 - c) Special skills or capabilities.
 - d) Specialized training, IE: scuba divers, etc.
 - e) Specialized equipment, IE: wheel Chairs, etc.
2. Provide a primary and alternate Lucas County EOC for coordination and support of the response and recovery effort.
3. Coordinate and support the needs of operations at the local Disaster Applications Center.

B. The Lucas County Job & Family Services Department

1. Provide Liaison Officers and representatives to the Lucas County EOC as needed or in accordance with standard procedures.
2. Provide personnel to staff a Disaster Applications Center.
3. Provide expanded services to qualified disaster victims to include:
 - a) Home heating assistance.
 - b) Food Stamps
 - c) Unemployment Compensation
 - d) Job training and placement assistance

C. The Toledo-Lucas County Department of Health

1. Provide Liaison Officers and representatives to the Lucas County EOC as needed or in accordance with standard procedures.
2. Provide vaccinations of volunteers as needed.

3. Certify volunteer organizations mass feeding operations.
- D. The Ohio EMA
1. Provide Liaison Officers and VOAD representative to the Lucas County EOC as needed or in accordance with standard procedures.
 2. Provide a liaison representative to the Disaster Application Center.
 3. Provide financial aid and assistance within specific guidelines.
- E. The Salvation Army
1. Provide temporary feeding for emergency responders at disaster scene.
 2. Provide facilities for a Family Assistance Center during disasters.
 3. Provide Counseling and coordinate Chaplains services for affected families.
- F. American Red Cross of Northwest Ohio
1. Provide for Damage Assessment in the initial response to a large scale emergency or natural disaster.
 2. Provide for temporary needs of evacuees with shelter, food and clothing vouchers and family counseling as required.
 3. Provide liaison representative to the County EOC and DAC as needed.
- G. V.O.A.D. Coordinator
1. Provide liaison representative(s) to Lucas County EOC and DAC as needed.
 2. Provide for unmet needs assessment in affected communities.
 3. Coordinate efforts to supply donated supplies and services.
 4. Provide guidance and support to Long Term Recovery Committee.
 5. Coordinate local efforts of volunteer ministries to aid affected individuals and families.
 6. Assign Caseworker(s) to interview and assist affected individuals and families with long-term unmet needs.

- H. The United Way of Greater Toledo
 - 1. Activate the Volunteer Reception Center for non-affiliated volunteers.
 - 2. Activate the UW 2-1-1 System to provide referrals to affected individuals and families. Provide for tracking of unmet needs through a designated data management file.
 - 3. Facilitate efforts of community service organizations to supply donated supplies and services.
 - 4. Provide liaison representative to the Lucas County EOC and DAC as needed.

VI. CONTINUITY OF GOVERNMENT

- A. The Line of Succession for the ICS Logistics Officer is determined by local policy and procedure.
- B. The line of succession for the Lucas County EOC Resource Coordinator in the Assessment Group will be determined by local standard procedure.

VII. ADMINISTRATION

- A. The Lucas County EMA will maintain the Lucas County EOP and ESF 7. The Plan will be revised and updated per the maintenance schedule and changes sent to all Plan holders.
- B. The Lucas County EMA will complete an annual Threat Risk and Capability Assessment that will be used to determine our local needs prior to any disaster(s). Once shortfalls are identified they can be prioritized and plans can be developed to meet local needs. In addition, following exercises or actual emergencies a formal After Action Review (AAR) is conducted involving all participants. Identified shortfalls are provided to one of several emergency planning and advisory groups to research the issues and deliver recommendations for action by department heads and/or local officials.
- C. Local governments will maintain records of all resources expended during a disaster such as personnel, equipment, and materials.
- D. All private-sector relief organizations (Salvation Army, Red Cross) will keep their own inventories and volunteer personnel records.

VIII. LOGISTICS AND RESOURCE MANAGEMENT

- A. Communications
 - 1. The resource management network of communications is a primary responsibility of the ICS Operations and the Lucas County EOC Communications Officers.

- B. Material and Equipment Resources
1. A list of all available retail outlets, stores and suppliers of foods materials, and equipment is on file with the Lucas County EOC Resource Management Coordinator in the Lucas County EOC, when activated.
 2. The ICS Logistics Officer is responsible for acquisition of material and equipment necessary to meet the needs of the incident.
 3. All local fire services maintain Mutual Aid agreements between one another to augment emergency equipment and personnel needs.
 4. The Incident Commander maintains contact with local and Lucas County EOC's for material support.
 5. Lucas County coordinates with local departments and the State of Ohio for logistical needs beyond the capability of the local jurisdictions.
 6. When necessary, local jurisdictions will arrange for purchasing material and equipment or contracting services with local or outside private sector suppliers.
- C. Offers of volunteer services and/or donations will be referred to the American Red Cross as the VOAD Coordinator or other private sector relief organizations.
- D. During major declared disasters, the Governor of the affected State(s) can activate a national system for mutual aid entitled EMAC or **Emergency Mutual Aid Compact** after first declaring an emergency. The EMAC can be used in order to request personnel, equipment and material in support of a declared disaster within the Compact's member states. A requesting state will notify other EMAC states through the states' coordinating agencies (the Ohio Emergency Management Agency in Ohio) of the specific need and request assistance. The responding state will notify the requesting state of its availability. If the requesting state accepts the offer, the responding state will move to deploy the resources to the requesting state.
1. State and local government employees are encouraged to notify their employing agency of their interest in responding. The governmental agencies are encouraged to maintain a list of interested employees and their corresponding skill sets.
 2. If the governmental agency is a local county, municipal, or township entity, the local agency should communicate the list of interested employees to its corresponding state agency who will in turn communicate the list to the lead coordinating agency for functional response issues. For local entities, such lists may be transmitted to regional coordinators who will in turn provide the information to the State agency responsible for that resource.
- E. The Lucas County Resource Manual lists NIMS-typed roster available resources to be used during an emergency that includes sources and the means to contact

them as well as quantity, availability of personnel, equipment, facilities and supplies.

IX. PLAN DEVELOPMENT AND MAINTENANCE

- A. It is the responsibility of the emergency organizations addressed to keep an accurate and updated list of available sources that will supply critical resources or service during an emergency. ESF 7 will be updated quarterly.
- B. It is necessary for all political jurisdictions and organizations addressed in this Appendix to develop and maintain internal Standard Operating Procedures (SOP's), 24 hour emergency phone rosters, personnel rosters, and pre-arranged mutual aid agreements prior to any emergency event.
- C. It will be the responsibility of the Lucas County EMA director to review this appendix annually and exercise the function of Resource Management as necessary.

X. AUTHORITIES AND REFERENCES

- A. Authorities

See Section K of the EOP Basic Plan.
Public Law 104-321, Emergency Management Assistance Compact

- B. References

See Section K of the EOP Base Plan

XI. ADDENDUMS

Emergency Worker Volunteer State Oath

XII. AUTHENTICATION

Authentication and authorization is documented in the Base Plan Section M (pages 33 and 35) and the original signatures will be maintained by the Lucas County EMA with the master copy of the EOP.

Emergency Worker Volunteer State Oath

LUCAS COUNTY
DEPARTMENT OF EMERGENCY SERVICES

BOARD OF COUNTY
COMMISSIONERS

DENNIS COLE
Director

PETE GERKEN
President

PATRICIA MOOMEY
EMA Director

TINA SKELDON WOZNAK
CAROL CONTRADA

OATH

(for Emergency Management Workers or Volunteers)

As proscribed in Public Law 920 and ORC, Ann. 5502.14

"I, _____, do solemnly swear or affirm that I will support and defend the Constitution of the United States and the Constitution of the State of Ohio, against all enemies, foreign and domestic; that I will bear true faith and allegiance to the same; that I will obey the orders of the governor of the State of Ohio; that I will take this obligation freely, without any mental reservation or purpose of evasion; and that I will faithfully discharge the duties upon which I am about to enter."

"And I do further swear or affirm that I do not advocate, nor am I a member of any political party or organization that advocates the overthrow of the government of the United States or of this State by force or violence; and that during such times as I am engaged in emergency management employment or activities, I will not advocate nor become a member of any political party or organization that advocates the overthrow of the government of the United States or of this State by force or violence."

(Signature of Employee/Volunteer)

(Organization/Position)

Sworn to and subscribed before me at this _____ day of _____, 20 ____.

(Signature of Administering Official)

(Organization/Position)

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APPENDIX 14

EMERGENCY SERVICES BUILDING CONTINUITY OF GOVERNMENT



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I. GENERAL

- A. The Lucas County Emergency Services Building (ESB) is the home to three County departments and the Lucas County 911 Regional Council of Governments (RCOG). The county departments are: Lucas County Emergency Medical Service (EMS), Lucas County Emergency Management Agency (EMA), and the Lucas County Local Emergency Planning Committee (LEPC). The second floor of the ESB is the consolidated 9-1-1 answering point/dispatch center for all first responder agencies in Lucas County. All administrative offices are located on the third floor. Toledo Police and Fire maintain administrative offices on the third floor. See Tab A - Definitions and Abbreviations.
- B. The approximate number of staff in the ESB during the day is 70.
- C. The approximate number of staff in the ESB at night, holidays and weekends is 39.
- D. The ESB is used extensively for a variety of classes and meetings. A large conference room on the third floor can house up to 35 participants. A smaller conference room on the same floor has a capacity of 8. The first floor has various sized training rooms that can accommodate an additional 75 participants. This could bring the total population of the ESB up to 190 on any given day, and 90 any given night.

II. CONCEPT OF OPERATIONS

- A. Site description/Vulnerability (hazards analysis) - The ESB located at 2144 Monroe Street, Toledo, Ohio, is a modern three story building (see Tab B - Site Layout). It is located between 21st and 22nd Streets and near the intersection of Monroe Street and Collingwood Boulevard. Within one mile of the ESB are: Interstate 75, US Route 24, and Ohio Routes 51 and 246. Interstate 75 is approximately ¼ mile south of the site. The outer walls of the top floor are primarily glass. This houses 9-1-1, EMS, EMA, LEPC and the supervisors for Dispatch/Call takers Toledo Police, Emergency Medical Services, Toledo Fire and Lucas County Sheriff Office. The 1st and 2nd floors consist predominately of reinforced concrete. The second floor does have windows.
 - 1. Situations that might require an **EVACUATION** :
 - a) If a **FIRE** and/or **EXPLOSION** occurs, it could force the evacuation of the building.
 - b) Depending on its nature, a **UTILITY EMERGENCY** could force an evacuation of the building.
 - c) **BOMB THREATS** may require evacuation of the building.
 - d) **BIOLOGICAL/CHEMICAL THREATS** may require evacuation of the building.

- e) **RADIOLOGICAL THREATS** may require evacuation of the building.
 - 2. Situations that could require **SHELTERING**:
 - a) **BLIZZARDS**, and other **SEVERE WEATHER** could require **sheltering** in place for the building occupants for extended periods of time.
 - b) **TORNADOES** may require immediate **sheltering** in “tornado shelter areas” for brief periods of time.
 - 3. Situations that could require **SHELTERING** or **EVACUATION**:
 - a) **HAZARDOUS MATERIALS** incidents may require **sheltering** or **evacuation**, depending upon the situation.
 - b) **INTRUDER/TERRORIST** activity could force an **evacuation** or **sheltering** situation depending upon the circumstances.
- B. Response procedures
- 1. Response to an emergency in the ESB is a cooperative effort between the RCOG police and fire supervisors, who may make use of available police, fire, and EMS units as needed.
 - 2. Notification on an emergency can come from a variety of sources (see Tab C - Building Emergency Notification Procedure):
 - a) Tone activated weather alert radio
 - b) Police or fire radios
 - c) Commercial radio or television
 - d) Telephones or pagers
 - e) From the law enforcement or fire operators; calls from the general public or from the National Weather service.
 - f) Internally, such as an observance of fire.
 - g) Skywarn radio operators when activated for severe weather.
 - 3. **A Safety Committee** is responsible for implementing the plan, and for coordinating response activities, as appropriate. The safety committee consists of representatives from the County 9-1-1, EMS, EMA, and the Supervisors for Toledo Police, Toledo Fire, and Lucas County Sheriff Office.
 - a) The Safety Committee is required to meet annually if nothing changes. Special meetings may be held as required. Dates to be posted to safety bulletin boards.
 - 4. Each agency has a person designated as responsible for carrying out emergency response, and safety activities in his/her area. These actions must be coordinated with the **Safety Committee**.

5. The on-site warning systems shall consist of the following actions:
 - a) Message through the CAD to all call takers, dispatchers and their supervisors,
 - b) Upon discovery, yell FIRE, FIRE, FIRE.
 - c) Text message notification to staff. (In development)
6. Any individual discovering an emergency situation, i.e. Medical emergency, fire, suspicious envelope/package, or suspicious vehicle in the parking lot, shall notify the Sheriff's Dispatcher Supervisor at 213-4735. That person shall then notify one of the agency directors of the emergency, if possible (see Tab D - Fire or Explosion Procedure).

III. ORGANIZATION

- A. Personnel are assigned tasks that coincide as much as possible with their day to day tasks. The EMS, 9-1-1, and EMA Directors along with LCSO Lieutenant (or Sergeant), Toledo Police and Toledo Fire Supervisors (highest ranking officers) are responsible for their staff's safety, and protection of County equipment, and services. However, to insure a coordinated effort throughout the facility, the Safety Coordinator is responsible for overall emergency planning, and response.

IV. EMERGENCY ASSIGNMENTS

- A. Emergency Coordination - the primary duties of the Safety Coordinator are:
 1. Maintain a current Site Emergency Plan
 2. Develop and regularly revise a building Emergency Notification Annex to the ESB Site Emergency Plan.
 3. Test the plan on a regular basis, as appropriate.
 4. Appoint, train and activate personnel to perform emergency tasks.
 5. Ensure that vital records are identified and protected. (NOTE) – The Director of each agency/department may have this as a primary responsibility according to appropriate laws.
 6. Activate the Site Emergency Plan when necessary.
 7. Assist the agency directors in recall procedures for evacuated personnel.
 8. Notify County Officials of the situation.
- B. Protective Actions - Agency Shift Supervisors will serve as Unit Emergency Coordinators in the ESB. Their primary duties are:
 1. Notify persons on-site of the need to evacuate or seek protective shelter.

2. Direct persons to designated evacuation assemble area or protective shelter.
 3. Ensure that all persons have taken the appropriate protective actions.
 4. Coordinate emergency shut-down, and start up procedures with all of the call takers, operators and dispatchers, (back-up of computer records, for example.)
 5. Ensure that vital records not safe guarded elsewhere are secured.
 6. Assist other personnel during an evacuation or sheltering.
 7. Account for all personnel during an evacuation or sheltering.
 8. Issue further instructions and updates to personnel as necessary.
 9. Assist with damage assessment as necessary.
 10. If damage has occurred, coordinate securing the ESB as necessary.
- C. Emergency Warning/Communications (To Be Developed)
- D. Emergency Assessment - Due to the nature of services provided in the ESB, a return to full service is critical to the public health and safety of the citizens of Lucas County. Immediately after an emergency at the ESB, the Safety Coordinator will conduct a damage assessment. The purpose is to:
1. Quickly determine what actions are necessary to save lives of those that are/were in the ESB.
 2. Quickly determine what actions are necessary to save County property from further damage, i.e. shut off utilities, fight fires (if possible).
 3. Evaluate what actions are necessary to restore call taking and dispatching.
 - a) Within the ESB if possible
 - b) At alternate sites: Alarm Building for Toledo Police and Fire Departments, and the Emergency Operations Center for Lucas County Sheriff Office and EMS.
 4. Ascertain what actions are necessary to secure the ESB from vandals and the elements, if possible. (NOTE: This is not part of the plan, but placed here for planning purposes only. If the glass is broken or missing from the first floor, intruders or looters can have easy access to the building. Several people on all three shifts should know how to lock the building down).
 5. Determine what actions are necessary for the protection of staff, and occupants of the ESB.

6. Prepare reports, and maintain a written record of the emergency situation, and the actions taken to mitigate the problem.
- E. Emergency Information (To Be Developed)
- F. Emergency Maintenance
1. The Lucas County Facilities Department will be notified immediately if the ESB has received any damage:

Office Phone Number. (419) 213-6465
Supervisor on Call (419) 392-4033
- G. Emergency Security
1. The closest available Toledo Police unit will be notified of a need for security assistance at the ESB. Additional units can be requested base on the initial assessment of the RCOG police supervisor and the first responding unit.
- H. Emergency Training - the Site Emergency Coordinator is responsible for ensuring that all personnel are trained in how to respond to an emergency in the ESB and that they understand their role. The Unit Emergency Coordinators will assist as necessary. Primary responsibilities are:
1. Ensure that all personnel are thoroughly familiar with the Site Emergency Plan.
 2. Conduct training programs for site personnel that includes, at a minimum, the following areas:
 - a) The hazards that threaten the site.
 - b) The hazards that threaten the area.
 - c) The various warning signals used, what they mean and what responses are required.
 - d) What to do in an emergency (i.e. Where to seek shelter; Where to report, etc.)
 - e) The identification, location, and use of common emergency equipment (i.e. fire extinguishers).
 - f) Shut down and start up procedures.
 - g) Procedures for restoring vital services.
 - h) How to protect vital records and resources.

- i) First aid and rescue techniques.
 - j) Evacuation, and sheltering procedures, including routes, shelter areas, assembly areas, etc.
 - 3. Training:
 - a) For new employees during their probation period.
 - b) When new equipment or procedures are added.
 - c) When a drill shows that additional training is required.
 - d) At least once annually.
 - e) Other times when the Safety Committee or the Director of Emergency Services determines additional training is necessary.
 - 4. Conduct drills and exercises at least annually to evaluate the Site Emergency Plan, and test the capabilities of the site organization.
 - 5. To conduct an evaluation/critique session after an exercise (or actual event) to determine the adequacy of the plan and organization.
- I. Backup Power and Data Recovery:
- 1. The Emergency Services building has a 400kW generator that can power all of the buildings' systems in case of a power utility failure. The generator burns 9-10 gallons of diesel fuel an hour. The generator is connected to a 2,000-gallon diesel fuel tank, which provides enough fuel for the generator to run for 3 days. A fuel hauler is contracted to deliver additional fuel as needed. The generator is tested at full load on a weekly basis.
 - 2. All data is backed up using offsite virtual disaster recovery servers which are located at the Alarm Building. A direct fiber optic data line connects the Emergency Services building to the Alarm Building.

V. AUTHORITIES AND REFERENCES

- A. Authorities: See Section K of the Base Plan

VI. ADDENDUMS

Tab A – Definitions & Abbreviations
Tab B – Site Layout (not included)
Tab C – Building Emergency Notification Procedure
Tab D – Fire or Explosion Procedure
Tab E – Tornado Procedure (not included)
Tab F – Hazardous Materials Incident Procedure (not included)
Tab G – Biological Incident Procedure (not included)
Tab H – Chemical Incident Procedure (not included)
Tab I – Severe Winter Weather Procedure (not included)
Tab J – Severe Thunderstorm Procedure (not included)
Tab K – Bomb Threat Procedure (not included)

Tab L – Utility Emergency Procedure (not included)
Tab M – Civil Disturbance Procedure (not included)
Tab N – Intruder/Terrorist Procedure (not included)
Tab O – Earthquake (not included)
Tab P – Evacuation Procedure (not included)
Tab Q - Resource List (not included)

VII. AUTHENTICATION

Authentication and authorization is documented in the Base Plan Section M (pages 33 and 35) and the original signatures will be maintained by the Lucas County EMA with the master copy of the EOP.

Tab A

Definitions & Abbreviations

Access Control Point - A staffed barricaded point established to prohibit access to a hazardous or potential hazardous area.

Assembly Area - A designated area, located away from the emergency scene, where persons gather during a site evacuation for the purpose of receiving emergency briefings, and instructions, and to be accounted for. An assembly may be on or off site.

Command Post - Base of operations for the immediate site disaster.

Disaster - An occurrence or imminent threat of widespread or severe damage, injury, loss of life or property, or loss of service resulting from a natural or man made emergency. This can include, but is not limited to fire, flood, snow, ice, tornado, windstorm, hazardous material spill or release, utility failure, radiological incident, major transportation accident, drought, explosion, terrorist, riot or civil disorder.

Emergency Control Center(ECC) - The location from which key site personnel exercise direction and control in an emergency.

Emergency 9-1-1 - One of four County agencies in the Emergency Services Building (ESB).

Emergency Management Agency (EMA) - One of four County agencies in the ESB.

Emergency Medical Services (EMS) - One of four County agencies in the ESB.

Emergency Operations Center (EOC) - The location from which the Lucas County Board of Commissioners coordinates the County response to an emergency. It is located at 1622 Speilbusch Avenue, Toledo, Ohio.

Emergency Situation - Any situation confronting a site, facility or community requiring emergency actions of a lesser nature than a disaster, including, but not limited to civil disturbance, labor strikes, and build-up activities prior to an actual disaster.

Evacuation - A population protection strategy that provides for the orderly movement of people away from an actual or potential hazard. It may be ordered by the building Safety Coordinator, fire department or law enforcement official.

Joint Public Information Center (JPIC) - A center established by local government for issuing information during and after an emergency situation. It provides a central location for the issuance of coordinated information regarding the emergency.

Local Emergency Planning Committee (LEPC) - One of four County agencies in the ESB. The LEPC has one part-time staff member who maintains an office in the building.. Also, the committee meets in the building.

Media Center - A center established prior to the JPIC for issuing emergency information and briefing the media.

Protective (In Place) Shelter - an indoor shelter area designated to protect people from the effects of a disaster. It may be part of an existing structure or build special for a shelter.

Safety Coordinator - The person designated to **coordinate** emergency planning and services for the ESB. Duties include activating the Site Emergency Plan, implementing emergency procedures, and coordinating response activities from the ECC. The Safety Coordinator works closely with the Directors of the other agencies in the ESB for developing, maintaining planning, and exercising this plan.

Site Emergency Plan - The plan developed and maintained by the Lucas County Department of Emergency Services for the purpose of organizing and coordination its emergency response activities and operations. The plan is consistent with the Lucas County Basic Emergency Operations Plan (EOP).

State of Disaster - A declaration by executive order by the Governor of Ohio under provisions of Act 390, P.A. 1976, which activated the disaster response and recovery aspects of State, County and local emergency plans, authorized deployment and use of any forces to which the plan or plans apply.

Unit Emergency Coordinator - The person designated from each of the agencies/ departments (EMS, 9-1-1, EMA, Toledo Police and Toledo Fire) to carry out protective measures for the unit at the site.

Tab B

Site Layout

(Insert revised layout)

Tab C

Building Emergency Notification Procedure

1. Upon receipt of the bomb threat call, notify the Supervisor and dispatch a search police/fire crew.
2. Notify LCSO and EMS dispatch by CAD (possibly).
3. EMS dispatch to notify EMS and EMA personnel by group page of the threat.
4. EMA and EMS personnel will notify any personnel not included on the notification system.
5. If suspect object is discovered, police/fire will call the Bomb Squad.
6. Safety Coordinators are notified to begin evacuation of the building.
7. The Safety Coordinators will check all restrooms and break rooms on their floor to make sure that everyone has been notified and is leaving the building.
8. Evacuated personnel are to go directly to the ***east end of the Annex*** and remain there until they receive the **ALL CLEAR** or other instructions.
9. Following evacuation, the ESB Director must remain in contact with all Managers/Supervisors via cell phone.
10. Upon receipt of the **ALL CLEAR**, The ESB Director instructs the Managers to direct personnel back to the building.

Tab D

Fire or Explosion Procedure

Notification of a FIRE or EXPLOSION will be made by whomever discovers the incident. Immediately accomplish the following tasks:

1. Yell FIRE, FIRE, FIRE, three (3) times to alert others.
2. Small or isolated fires should be extinguished if safely possible. Fire extinguishers are located:
 - First Floor: West of the back door by the Locker Room entrance
Just inside the Main Training Room on the East wall
 - Second Floor: At the South end between the double doors (front entrance)
On the North wall by the Toledo Police Dispatch
 - Third Floor: On the North wall by the Women's Restroom at the back door
On the South wall by the front door and across from the water fountain
3. Call Toledo Fire Dispatch at (419) 245-1180 to report large or chemical fires or pull the fire alarm located beside each entrance on all floors.
4. Determine the extent of the fire or explosion.
5. If necessary, notify persons of the need to evacuate to the EMS Annex assembly area.
6. Ensure that all persons in the ESB have evacuated.
7. Account for all ESB staff at the assembly area.
8. The attached poster could be posted at all exits.

FIRE

IN CASE OF FIRE IN THIS BUILDING:

YELL FIRE, FIRE, FIRE

AND

**INSURE THAT OTHERS IN THE BUILDING ARE AWARE OF
THE FIRE**

**CALL 9-1-1 TO REPORT FIRE IF CONDITIONS PERMIT, IF
NOT CALL 389-9121
FROM THE EMS ANNEX**

**EVACUATE THE BUILDING BY EITHER
OF THE TWO DOORS
DO NOT USE THE ELEVATOR**

GO TO THE ANNEX ASSEMBLY POINT

**DO NOT ATTEMPT TO FIGHT THE FIRE
UNLESS
IT CAN BE DONE
SAFELY AND WITHOUT RISK**

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APPENDIX 15

CIVIL UNREST



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I. PURPOSE

- A. The Lucas County Civil Unrest Appendix is intended to serve as guidance and a planning tool for local jurisdictions to prepare for, respond to, and recover from civil unrest incidents while reducing, or minimizing, the loss of property and threat to persons and to assist in the restoration of order and a return to normal activity after such disturbances. Included are measures to protect and restore public health and safety, and provide emergency relief to individuals, government offices, critical infrastructure, businesses, and industry affected by civil disturbances. Civil disorder, also known as **civil unrest** or civil strife, is a broad term that is typically used by law enforcement to describe unrest caused by a group of people. Civil disturbance is typically a symptom of, and a form of protest against, major socio-political problems; the severity of the action coincides with public expression(s) of displeasure. Civil unrest will be defined to include those acts that involve criminal activity by a group that comprises a threat to the lives and property of others. These disturbances may be precipitated by a specific event, or result from longstanding grievances.
- B. Preparedness to cope with the effects of a civil unrest includes many diverse but interrelated elements that must be woven into a comprehensive *Integrated Emergency Management System* involving all local jurisdictions of local government and including private support organizations and the individual citizen.
- C. Civil Unrest incidents require a sudden escalation in the material needs of a community and a reorganization of resources and personnel in order to address emergency response needs. Lives could be lost in the confusion and disorganization that accompanies a lack of a fully planned response effort. Failure to develop and implement a preparedness plan results in a less effective response instead of a coordinated operation.
- D. Planning for population protection must be a cooperative effort to avoid or minimize the effects of civil unrest to protect lives and property and restore the stricken area to its pre-civil unrest condition with a minimum of social, cultural and economic disruption.
- E. This Appendix is a statement of policy regarding acts of civil unrest or disturbances. The Appendix identifies tasks and responsibilities of local officials and emergency service department heads before, during, and after acts of civil unrest. This Appendix is developed pursuant to Section 5502.26 of the *Ohio Revised Code* (ORC), the Federal Emergency Management Agency (FEMA) State and Local Guide (101), and a Resolution of the Lucas County Board of Commissioners dated December 14, 1990, assigning emergency responsibilities.

II. SITUATION AND ASSUMPTIONS

- A. Overview
 - 1. Civil unrest (or disorder), is a hazard which, while the frequency of occurrence can seldom be predicted, necessitates considerable planning on the part of the agency(s) responsible for addressing it. In addition,

depending on the magnitude of the incident(s), civil unrest can rapidly deplete the available resources of any single agency. Given the diversity of issues and causes available, the local jurisdictions could realistically be involved in responding to and recovering from such an incident, requiring concerted effort on the part of the responding agencies.

2. Planning for and responding to civil disturbances is primarily the responsibility of local law enforcement and associated resources. Unless other considerations warrant, all other city and county departments are responsible for maintaining their own operations and services during this type of event. When situations occur which are beyond the capabilities of the involved jurisdictions, then additional support may be requested through mutual aid from surrounding jurisdictions or State assets can be requested through Lucas County EMA.

B. Geography and Environment

1. Lucas County is located in Northwest Ohio, encompassing an area of approximately 843.5 square miles. The adjacent political jurisdictions that surround Lucas County are Fulton, Wood, and Ottawa Counties in Ohio, and directly to the north is Monroe County, Michigan. Lucas County is situated at the southwestern basin of Lake Erie. The Maumee River runs the full length of the County's southern boundary, which creates its unique wedge shape. The Maumee River is navigable for approximately 10 miles by lake and ocean going vessels.
2. The topography of much of Lucas County is alluvial plain; however, the County has numerous rivers and smaller tributaries that run toward the northwest into Lake Erie. These waterways create numerous small valleys and ravines in the central region of the County. The County is heavily forested in most of its urban areas, while agricultural lands remain clear of vegetation.
3. The Climatic Region in the Midwest is temperate, with a maximum of 104 degrees Fahrenheit (°F) and a low to -20°F. Mean annual precipitation is 32.9 inches. Mean annual snowfall is 38 inches.

C. Critical Infrastructure at Risk

1. Lucas County is a major urban region in Ohio, with approximately 70 percent of its area in residential or commercial development. Four major interstate highways bisect the County, which has approximately 700 miles of public roadways. Railways crisscross the County, with major rail terminals in and around its urban center. A mid-sized seaport receives cargo vessels from all over the Great Lakes region, as well as ocean going shipping from Europe, Asia, and the Mediterranean. The Toledo Express Airport handles both international air-cargo and continental passenger flights.
2. Lucas County remains a major manufacturing region. Major auto and glass industries maintain large facilities, and two corporations have their

global headquarters in the County. Banking and finance industries are concentrated in the County alongside local, State, and Federal Government offices.

3. Other critical infrastructure resources within the County include production and distribution of electricity, water for drinking and manufacturing, petro-chemical facilities and pipelines, and communications and transportation facilities and networks. Lucas County is home to eight hospital facilities that serve the entire region's medical needs.
4. Major centers for education, the arts and recreation are dispersed throughout the County's 21 subdivisions.

A. Population at Risk

5. Within Lucas County are 10 municipal jurisdictions and 11 townships. The population of Lucas County is 441,705 (2010 Census). Approximately 615,000 people live in the greater metropolitan area.
6. The present significant population breakdown for Lucas County is 75.7 per cent white, 19.5 per cent African-American or Black, and 6.4 per cent Hispanic. No statistics are available for a further breakdown, but a growing segment of the population from the Middle East and Mediterranean make their home in Lucas County and the surrounding region.
7. Lucas County continues to be a major center of employment, commerce, transportation, and entertainment for the surrounding region. This results in an increase in the number of people who both live and work in the County during each weekday.

III. CONCEPT OF OPERATIONS

A. Overview

1. An important component of activity prior to, during, and following any civil unrest event is in coordinating the communication flow of information with local, state, and federal agencies that are involved during the response phase. Operations and missions under this appendix will be carried out during distinct phases: Preparedness/Mitigation, Response and Recovery.

B. Mitigation and Preparedness

1. The Preparedness/Mitigation phase covers normal readiness. During this period, plans will be reviewed for validity and exercised to train necessary personnel, appropriately.

2. Detailed planning, necessary training, and equipment are identified so that emergency service personnel can mount an effective response and recovery effort. All first responders will be trained in their response to a civil unrest incident. This training will include the “Fire/EMS Strike Teams” and the “Rescue Task Force” response concept.
3. The response to a civil disturbance could close or restrict access to specific Lucas County/City of Toledo government offices to the public until the safety of each facility can be assured. Other measures that will be implemented may include, but not be limited to, parking restrictions on streets, lots and attached garages in areas in and surrounding government offices, increased security including roving patrols, random searches and identity checks, active monitoring of select locations via electronic and other means, and jurisdictional curfews.

C. Response Operations

1. Increased Readiness – “Warning” period
 - a) This period includes the time after a small, contained civil disturbance has begun, or the threat of a civil disturbance has been received. This threat may result from information gathered by law enforcement, or received from other sources. Readiness to implement the plan will take precedence during this period until such time as the EOC is notified that no assistance will be needed.
2. Emergency Operations period
 - a) The Emergency Operations period begins when notification of a major disturbance is received, or a jurisdiction issues a request for assistance and operations are initiated to resolve the situation.
3. Direction and Control
 - a) All operations will be carried out using NIMS ICS.
 - b) Local Law Enforcement will assume the Incident Command role. Upon notification to the local 911 dispatch center of a potential or actual civil disturbance, communications among all responding agencies will be established to insure that: all responses are coordinated, information is provided to all parties involved as it becomes available, and that the release of information should be done through the JIC (Joint Information Center) within the EOC; as detailed in the EOP.

- c) The Incident Commander (IC) will establish an Incident Command Post (ICP) as soon as possible to ensure that the location of the ICP and the identity of the IC is disseminated to all responders. The IC will adapt the management structure to reflect the need and complexity of the incident; this may include activating the EOC, establishing a Unified Command and requesting mutual aid support from neighboring jurisdictions.
- d) A Unified Command structure may be implemented to meet the complex needs of any incident in order to assure timely and accurate flow of information and aid in decision making.
- e) The senior fire official of the affected jurisdiction will be responsible for the coordination of all fire suppression or victim rescue activities related to the civil unrest. The fire official should report to the Unified Command Post to allow for communication and coordination among those units responding for public safety.
- f) The local Incident Command or Unified Command will coordinate operations and maintain a liaison with that jurisdiction's local officials through the Lucas County EOC.
- g) Lucas County/City of Toledo officials will meet in the Lucas County EOC upon notification of a civil unrest incident to assess the specific situation and make recommendations to institutions, organizations, and facilities in the public and private sectors; these recommendations could include heightening awareness and level of security in order to mitigate impacts of possible incidents.
- h) During this phase, Lucas County/City of Toledo officials shall ensure that a communications plan and strategy is in place to address external and internal audiences to keep them apprised of the response efforts. Coordination with all applicable agencies, stakeholders (private and public) and community leaders (churches, block watch, cultural, etc.) is essential during this phase. This would include social and traditional media. A decision on opening a Joint Information Center; shall be discussed at this phase.
- i) Requests of state resources that are committed to a civil unrest incident will be coordinated through the local EOC, as appropriate. The level of state response is dictated by the requesting jurisdiction and will be done on a request only basis.

D. Lucas County EOC

- 1. The Lucas County EOC may be activated; partially or fully, dependent on the specific needs at the time of the notification from public safety. The EOC can be partially activated to monitor the situation, utilize the PIO/JIC portion of the EOC, or for Executive Group discussion/decisions for citizen protective actions and/or public information. Public information

media releases will be approved through the Executive Group and may be disseminated through community leaders, social media and traditional media. All media releases should be posted on a social media page.

2. Activation of the Lucas County EOC will be in accordance with the County Emergency Preparedness Plan for all hazards. Responsibility for the operation of the EOC rests with the County Sheriff, County EMA Director, and the EOC Executive Group. The EOC will be capable of sustained operations (24/7) with routine shift changes not to exceed 12 hours to allow time for rest and nourishment.
3. Once activated, the Lucas County EOC Operations Group will assess the situation and make recommendations for protective actions to local officials for the public and private sectors. Should needs exceed the capability of local resources, the EOC Executive Group will consider issuing a Declaration of a State of an Emergency and a request for state and federal assistance forwarded through the Ohio Emergency Management Agency (OEMA).
4. The EOC will maintain communications and coordinate with local officials in all affected jurisdictions, local Incident Commander(s), the JIC, and any State or Federal agencies that were activated, throughout the response and recovery operations.
5. The EOC Planning and Assessment Group will continually assess the incident and develop strategies to respond to evolving conditions. Within the Planning Group, a geographic analyst will evaluate and digitally display maps that will depict the scope of the incident(s) and the potential for continued or new threats from the civil unrest.
6. The EOC Manager will task Emergency Support Functions (ESF) #4 – Fire Fighting and #13- Public Safety and Security to support the on-scene ICS response through acquisition of resources and information requested by the on-scene Incident Commander.
7. The EOC Manager will discuss with the Executive Group the scheduling, through the American Red Cross, an informational meeting with the community leaders/elders (block watch captains, church leaders, etc.) to calm, reassure, and normalize public information and opinion.
8. De-activation of the EOC shall be ordered upon a determination by local officials that major issues in the response phase of the incident have been satisfactorily addressed. Any de-activation of the EOC will necessitate a transition within the EOC staff from emergency response operations to operations that support long term recovery of the affected community. Long Term Recovery actions will include relaying information to the public concerning the issues triggering the civil unrest, the facts surrounding the civil unrest and alleviating any ongoing fears from the civil unrest. Additional actions would include, any individual and family assistance, remediation of damage to infrastructure and the environment,

and a review of actions taken in the response that will aid in improved plans and procedures.

E. Communications

1. Primary communications for consequence management functions will be telephone, fax, and wireless cellular. Local officials and emergency responders should identify resources for a secure communications capability. The need for additional lines in specific locations should be anticipated in response and recovery plans.
2. Radio communications will serve as the primary means to coordinate emergency response and recovery actions.
3. Amateur radio operators can support coordination and attain exclusive access to designated radio frequencies for specific uses in an emergency.
4. Detailed written communications will provide information that will aid future planning and assessments.
5. The Law Enforcement Automated Data System (LEADS) network can be utilized to provide rapid dissemination of information for law enforcement and other emergency service organizations.

F. Notification and Warning

1. Initially emergency dispatchers will be alerted to incidents from affected communities over the 9-1-1 system in order to direct emergency responders to areas of immediate need.
2. State officials will be notified of an incident by the County EMA Director through use of a pre-established internal policy; through the OEMA Watch Office. A core group of executive officials and department heads will be alerted by Sheriff's 9-1-1 dispatchers at the direction of the EMA Director in order to mobilized key decision-makers.
3. EMA maintains an emergency notification system which will be used to notify citizens of emergency incidents and recommended protective actions through automated voice calls, text messages, and emails. Notifications may be initiated by either EMA or Sheriff's Office dispatchers.
4. The WEA (Wireless Emergency Alerting) System through IPAWS (Integrated Public Alert & Warning System) may be utilized if a life-saving emergency message needs to be distributed to all residents within the county or other geographical area. WEA messages can be requested through the OEMA Watch Office. The Watch Office will then request authorization to send the requested message from one of three ranking state officials: The Director of OEMA, The Director of the Ohio Department of Public Safety (ODPS), or The Governor of Ohio.

5. The Emergency Alert System (EAS) will serve as a rapid means to alert the public when confronted with an imminent life threat to a large area of the county. Information or instructions for the public may be broadcasted live as the situation evolves. A major limiting factor of EAS is that the messages are limited to two minutes in duration and the system is restricted to public safety emergencies.

G. Emergency Public Information

1. A Joint Information Center (JIC) may be activated at the same time as the Emergency Operations Center (EOC). All information of a public nature would be shared among representatives of the JIC. The JIC staff would coordinate timing and content of official press releases and coordinate interviews of local, state, and federal officials. Pre-designated spokespersons, key officials, and credible authorities will deliver information through the media and field queries. See ESF 15 - Public Information, Warning, and Notification, in the Lucas County/City of Toledo Emergency Operations Plan (EOP).
2. The ESF #15 section within the County EOC will maintain a Rumor Control Section that will monitor all public broadcasts and inquiries from the public. The Rumor Control Section will attempt to identify trends and dispel misinformation regarding response and recovery operations through the JIC staff.
3. The ESF #15 section within the County EOC will maintain a Social Media Tracker position. This position will monitor Social Media for any information concerning the event. Depending on the information; the Social Media Tracker will distribute the information gathered to various Emergency Support Functions. The main contacts would include, but are not limited to, the Executive Group, Law Enforcement, Fire Fighting, Rumor Control, and designated lead PIO.
4. Emergency public information will provide timely and accurate information to the public on what is being done to safeguard our communities and how they can help in any prolonged effort. Every effort will be made to provide credible sources of information at the earliest possible time.
5. A public information "hot-line" may be activated to address concerns of the public and to dispel rumors. Once activated, the hot-line will be staffed by emergency service staff and/or volunteers (211) until the call volume has abated to a degree that it can be transferred to routine call-takers.

H. Protective Actions

1. Sheltering of the public is a strategy that may be employed when their best interest is to remain indoors, protected from potentially harmful situations. Individuals may be instructed by the Incident Commander or local official to shelter in their homes, offices, commercial buildings, or any sound available structure until such time as an all-clear message is released.

2. Temporary or short-term evacuation of a specific area or building may be ordered by the Incident Commander, facility managers, or local officials with responsibility for public safety as a consequence of a credible threat. See Appendix 10 - Evacuation.
3. The need for a longer term relocation of the public from residential and/or commercial districts may be determined should an area be assessed as unsafe for the public. Relocation of the public will require establishment of temporary reception and care centers to allow for coordinated movement and care of the affected population. See Appendix 10 - Evacuation.
4. Restricted zones may be designated by local, state, or federal officials should efforts to attain the voluntary cooperation of individuals fail. Within these zones (or buildings), only controlled access would be authorized and monitored. A system for controlled access will be incorporated by the Incident Commander to protect emergency responders and victims, and to preserve potential evidence of criminal acts.
5. All non-essential activities, including commerce and transportation, within restricted zones will be suspended or strictly controlled by the IC. Perimeter control of and access to restricted zones is the responsibility of law enforcement or other designated agency.

I. Mass Care

1. Mass casualty triage/treatment will be initiated by emergency medical personnel when deemed safe to do so by Law Enforcement IC. Mass Care will be continued at emergency medical treatment centers within local hospitals.
2. Patient evacuation/transportation will be accomplished by the most expeditious means available.
3. Lucas County EOC ESF-8 supports Health and Medical response operations with the support of ESF-6 Mass Care.

J. Health and Medical Operations.

1. Mortuary services will be necessary for fatalities as soon as possible following any necessary medical investigation. Every measure will be taken to assure the utmost respect for the families of victims. For Mass Fatality incidents temporary morgue facilities may be required initially. Activation of the regional Disaster Morticians (DMORT) group may be initiated by the County Coroner to assist with the processing of mass fatalities, which will be coordinated with the Incident Commander and Toledo-Lucas County Health Department.
2. Critical incident stress management is necessary for all emergency workers, including support personnel. All emergency responders will attend a debriefing at the completion of their scheduled shifts. Regular debriefing sessions, individual counseling, light balanced meals, and

ample rest will go far toward assuring a continually healthy emergency work force.

3. Lucas County EOC ESF-8 supports Health and Medical Response Operations.

K. Resource Management

1. Personnel needs will be exhausted for most jurisdictions in the hours, days, and even weeks following a large scale civil unrest incident. Organizational staffs may be shorthanded when staff members are directly or indirectly affected by the event. In addition, facilities that provide services to the public and serve as centers for public policy and decision-making may be damaged or disrupted to the degree that they pose a danger to occupants or can no longer serve their intended purpose.
2. Each organization impacted by the civil unrest incident may need to implement an appropriate shift system to ensure continuity of operations. Initially, additional personnel may be temporarily available through inter-departmental mutual aid. Local officials may request that National Guard forces augment personnel needs in specific skill areas once a State Declaration of Emergency has been issued.
3. Equipment and material needs must be coordinated within each organization to assure that critical assets are not wasted or duplicated. The most critical material and equipment needs should be pre-identified. Emergency equipment and medical supplies should be acquired and stored in preparation for possible use. Due to the disruption that is likely following a civil unrest incident, it may be necessary for many public and private community service organizations to support the needs of the public with shelter, food, clothing, and health care needs. A system for donations management should be established early on to prevent a glut of unnecessary materials.
4. The EOC Planning and Assessment Group will expand to coordinate logistical needs of emergency service agencies and personnel in the response and recovery phase. An EOC Logistics Officer will be supported by a Transportation Coordinator, Equipment and Material Officer, and Donations Manager.
5. Lucas County EOC ESFs handle resource requests given them by the EOC Manager. If they cannot fulfill a request, the request then goes to the ESF-7 Logistics Section for consideration and disposition.

L. Recovery Operations

1. Post-incident remediation and cleanup must be coordinated with law enforcement, fire officials, environmental protection agencies, and health officials. The first priority will be to save lives and restore essential services.

2. State and federal disaster assistance may be necessary for the most severe civil unrest incidents that overwhelm the capabilities of local emergency services. Local officials will request state and federal assistance through the Lucas County EMA. Specific needs of each jurisdiction should accompany any request for a State Declaration of Disaster.
3. Continuity of Government (COG) services are critical following any localized civil unrest incident. Many offices and departments may be disrupted due to direct impacts of the emergency or increased demand for services related to the event. Managers should prepare for likely emergency needs with contingency plans and procedures.
4. Recovery Operations for a civil unrest incident may include continuation of public information through the JIC. See Appendix #13 – Recovery of the EOP for further details.

IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. Local Management

1. Lucas County Emergency Management Agency
 - a) Provide planning and preparedness guidance and support.
 - b) Provide EOC facilities and core staffing.
 - c) Consider need for Emergency Declaration and begin process, if necessary.
 - d) Coordinate requests for disaster assistance to the State.
 - e) Conduct ongoing damage assessments.
 - f) Identify security needs or concerns to the Incident Commander.
 - g) Support a JIC.
 - h) Manage Lucas County EOC ESF activities to include incoming resource and information requests from on-scene command.
2. Law Enforcement
 - a) Secure and maintain security of the incident scene.
 - b) Conduct criminal investigation.
 - c) Provide security for critical facilities.
 - d) Support evacuation/relocation operations.

- e) Support fire service.
 - f) Provide for initial Incident Command and Control.
 - g) Provide containment of any dangerous situations.
 - h) Maintain a status board/log of major decisions and actions taken.
 - i) Coordinate with Lucas County EOC ESF-13.
3. Fire & Rescue
- a) Support EMS.
 - b) Provide for emergency triage and treatment of mass casualties.
 - c) Coordinate with hospital emergency departments for care of victims.
 - d) Maintain rudimentary patient tracking.
 - e) Transport critically injured to hospitals.
 - f) Support initial medical supply needs of field treatment facilities.
 - g) Coordinate with Lucas County EOC ESF-4 and ESF-6.
3. Health Department
- a) Maintain medical surveillance for signs and symptoms of any chemical use.
 - b) Coordinate mass fatalities management.
 - c) Provide information to the public through the JIC.
 - d) Coordinate with Lucas County EOC ESF-6 and ESF-8.
4. Coroner
- a) Conduct forensic investigations to support law enforcement efforts.
 - b) Coordinate the activation and operations of the DMORT organization.
 - c) Provide for tracking, transportation, and temporary internment of fatalities.
 - d) Coordinate with Lucas County EOC ESF-8 and ESF-6.

5. Family Services (Health and Human Services [HHS])
 - a) Support the needs of individuals and families impacted by disaster.
 - b) Support staffing requirements of EOC and reception and care centers as needed.
 - c) Coordinate with Lucas County EOC ESF-6 and ESF-14.
 6. Lucas County Public Services
 - a) Provide facilities and equipment for public safety.
 - b) Provide personnel support for response and recovery operations.
 - c) Coordinate with Lucas County EOC Manager.
 - d) Lucas County school districts provide facilities, supplies, and equipment for public safety operations.
 - e) Provide personnel staff support as needed.
 - f) Coordinate with Lucas County EOC ESF-1.
- B. Inter-jurisdictional
1. Disaster Morticians Team
 - a) Provide a team of trained mortuary service personnel.
 - b) Support County Coroner in recovery and processing of victims.
 - c) Support fatalities management.
 - d) Coordinate with Lucas County EOC ESF-8.
 2. American Red Cross
 - a) Provide for temporary evacuation shelters / care centers.
 - b) Support staff reception centers.
 - c) Coordinate with Lucas County EOC ESF-6.
 3. Volunteer Organizations Assisting in Disasters (VOAD)
 - a) Coordinate delivery of family services and assistance for non-governmental agencies.
 - b) Assist local public information program.

- c) Coordinate with Lucas County EOC ESF-5.

C. State

1. Ohio EMA

- a) Provide guidance and support for disaster assistance.
- b) Staff State EOC.
- c) Coordinate state agencies' emergency response programs.
- d) Forward requests for disaster assistance to State and Federal Executives.
- e) Support ongoing damage assessments

2. Ohio EPA

- a) Conduct threat assessment and consultation.
- b) Conduct environmental monitoring and sampling.
- c) Support criminal investigations.
- d) Support remediation and restoration.

3. Highway Patrol

- a) Secure state property.
- b) Implement command and communications.
- c) Support criminal investigations.

4. National Guard

- a) Support civil unrest security operations.
- b) Support transportation.
- c) Provide support for monitoring and decontamination; if needed.
- d) Aid in debris removal.

5. Department of Transportation

- a) Implement closure of State Routes
- b) Support transportation.
- c) Support aviation.

- d) Restrict rail and air transit.
 - e) Ohio Department of Natural Resources
 - 6. Ohio Department of Natural Resources
 - a) Aid in operation of relocation facilities.
 - b) Aid in operation of care center facilities.
- D. Federal: Crisis Management
 - 1. DHS
 - 2. FBI/OSC
 - a) Designate Federal OSC.
 - b) Deploy Domestic Emergency Support Team (DEST).
 - c) Coordinate JOC.
 - 3. Department of Justice
 - a) Develop and implement policies.
 - b) Prosecute criminal violators.
 - 4. Department of Defense (DOD)
 - a) Conduct threat assessment.
 - b) Serve on DEST.
 - c) Support effort to address civil disruption (CD).
 - d) Support transportation resources.
 - 5. FEMA
 - a) Coordinate civil unrest consequence management.
 - b) Coordinate federal disaster assistance.
 - 6. U.S. EPA
 - a) Conduct threat assessment and consultation.
 - b) Conduct environmental monitoring and sampling.
 - c) Aid remediation and restoration.

7. Department of Health & Human Services (HHS)
 - a) Conduct threat assessment.
 - b) Support on-site safety and protection.
 - c) Manage mass immunization, prophylaxis, and fatalities.
 - d) Furnish pharmaceutical support.
 - e) Help maintain medical records and patient tracking.
 - f) Support evacuation and relocation.

V. ADMINISTRATION AND LOGISTICS

A. Logistical Support Requirements

1. Material and equipment resources that are available or can be pre-stocked will support recovery operations. Unmet needs that are identified following a civil unrest incident will be prioritized and addressed by the most expeditious means available.
2. Shortages of personnel may result from direct or indirect impact of a civil unrest incident. Managers must take measures to identify inter-agency sources of additional manpower and to develop procedures for temporary loan of executives and staffs. Volunteers may be employed; however, the need for screening, training, and supervision will delay their usefulness.
3. A civil unrest incident may require transport capabilities for mass transit of people, as well as equipment and materials. Rapid transportation of key personnel, medical supplies, and other relief supplies by air will be necessary.
4. Storage and staging areas for equipment and materials must be identified. Outdoor or interior storage areas must be safe and secure. In addition, debris may be temporarily stored or stockpiled pending law enforcement investigation. Mass relocation from any area impacted by a civil unrest incident may require residential structures sufficient to house the affected population.

B. Administrative Procedures

1. Detailed documentation and record keeping is essential in the aftermath of any disaster. Disaster assistance from state and federal agencies depends on comprehensive documentation of man and equipment hours, material expenditures, and property and infrastructure losses.
2. This Appendix will be reviewed bi-annually by all local participants. The State and Federal EMAs will review this appendix for content, completeness, and format. The Appendix will be revised as needed following updating of the County Hazard Assessment.VI.

Addendums

Tab A - Acronyms

Tab B - Definitions

Tab A

Acronyms

ARC	-	American Red Cross
ATF	-	Bureau of Alcohol, Tobacco, and Firearms
CBR	-	Chemical, Biological, and Radiological
CBRNE	-	Chemical, biological, radiological, nuclear, and explosives
CD	-	Civil Disruption
CDC	-	Centers for Disease Control and Prevention
CERT	-	Community Emergency Response Team
CFR	-	<i>Code of Federal Regulations</i>
COBRA	-	Chemical Ordinance Biological Radiological Team
DMAT	-	Disaster Medical Assistance Team
DMORT	-	Disaster Morticians
DF	-	Degrees Fahrenheit
DEST	-	Domestic Emergency Support Team
DHS	-	Department of Homeland Security
DOD	-	Department of Defense
DOE	-	Department of Energy
DOT	-	Department of Transportation
EAS	-	Emergency Alert System
EMA	-	Emergency Management Agency
EMAC	-	Emergency Mutual Assistance Compact
EMS	-	Emergency Medical Services
EOC	-	Emergency Operations Center
EOP	-	Emergency Operations Plan
EPA	-	U.S. Environmental Protection Agency
EPA	-	Environmental Protection Agency
FBI	-	Federal Bureau of Investigation
FCO	-	Federal Coordinating Officer
FEMA	-	Federal Emergency Management Agency
FRP	-	Federal Response Plan
HAN	-	Health Alert Network
HAZMAT	-	Hazardous Material
HEICS	-	Health Emergency Incident Command System
HEPA	-	High-efficiency particulate air
HHS	-	Health and Human Services
ICS	-	Incident Command System
IED	-	Improvised explosive device
IMAC	-	Intra-State Mutual Aid Compact
JIC	-	Joint (Public) Information Center
JOC	-	Joint Operations Center
JTTF	-	Joint Terrorism Task Force
LEPC	-	Local Emergency Planning Committee
MMRS	-	Metropolitan Medical Response System
MYDP	-	Multi-Year Development Program
NAWAS	-	National Warning System
NDMS	-	National Disaster Medical System
NIPP	-	National Infrastructure Protection Plan

NOAA -	National Oceanic and Atmospheric Administration
NPS -	National Pharmaceutical Stockpile
NORAD-	North American Air Defense Command
NRC -	Nuclear Regulatory Commission
NSS -	National Shelter Survey
NTAS -	National Terrorism Advisory System
NWC -	National Weather Center
NWS -	National Weather Service
ODNR -	Ohio Department of Natural Resources
OEMA -	Ohio Emergency Management Agency
ODPS -	Ohio Department of Public Safety
ORC -	<i>Ohio Revised Code</i>
OSC -	On-scene Commander
PIO -	Public Information Officer
PPE -	Personal protective equipment
Psi -	Pounds per square inch
PUCO -	Public Utilities Commission of Ohio
RACES -	Radio Amateur Civil Emergency Service
RDD -	Radiological Dispersal Device
SAIC -	Strategic Analysis and Information Center
SAR -	Search and Rescue
SARA -	Superfund Amendments and Reauthorization Act
SOP -	Standard Operating Procedure
SWAT -	Special Weapons and Tactical
TCP -	Traffic Control Point
TNT -	Trinitrotoluene
USDA -	United States Department of Agriculture
UHF -	Ultrahigh frequency
USC -	<i>U.S. Code</i>
VOAD -	Volunteer Organizations Assisting in Disasters
WMD -	Weapons of mass destruction
(ZULU) Time	- Mean solar time (GMT) at the zero meridians at Greenwich, England.

Tab B

Definitions

Air Burst: The explosion of a nuclear weapon at such a height that the expanding fireball does not touch the earth's surface, resulting in little or no fallout.

Allocation (General): (Community Shelter Planning) The process of allocating areas of population to areas of shelter concentration.

Allocation (Special): (Community Shelter Planning) The process of allocating geographically defined areas of population to a specific shelter facility or group of shelter facilities.

American Red Cross (ARC): A quasi-governmental agency largely for relief of suffering and welfare activities during war, local emergencies, and disasters. The ARC operates under a Congressional charter and is supported by citizens and volunteers. Internationally, it operates in accordance with the Treaty of Geneva.

Annex: As used in this Plan, an Annex is an element that is specific to one function of emergency operations and describes Lucas County's approach to conducting that activity in response to emergencies.

Appendix: Stand-alone attachment to the Basic Emergency Plan providing technical information, detailed methods, and/or hazard-specific procedures.

Attack Warning: A civil defense warning that an actual attack against this country has been detected.

Blast Wave: A sharply defined but invisible ridge of increased air pressure that moves rapidly through the surrounding air from the center of a detonation or similar disturbance (i.e., volcanic blast wave). This is similar to the pressure wave phenomenon of tsunamis caused by underwater earthquakes.

Census Tract: A geographical subdivision of no standard size within a political jurisdiction; it is used by the U.S. Bureau of Census as a convenient and flexible unit for surveying and aggregating population, housing, and other demographic or economic statistics.

Code of Federal Regulations: CFR Title 44 refers to Emergency Management and Assistance funding through a Federal Grant Program entitled Participating Partnership Agreement. The grant is administered by the State and requires regular activity and financial reports on local Comprehensive Cooperative Agreements that identify specific goals and objectives for each fiscal year.

Comprehensive Emergency Management: A functional planning approach for any potential hazard that addresses the four phases of emergency management, which are (1) Mitigation: those activities which eliminate or reduce the probability of disaster; (2) Preparedness: those activities which governments, organizations, and individuals develop to save lives and minimize damage; (3) Response: To prevent loss of lives and

property and provide emergency assistance; and (4) Recovery: Short- and long-term activities which return all systems to normal or improved standards.

Congregate Care Facilities: Public or private buildings in the host areas that may be used to lodge and care for evacuees. Generally, assigned space is approximately 40 square feet per person. The facility may or may not meet criteria for designation as "fallout shelter."

Damage Assessment: The appraisal or determination of the actual effects resulting from conventional or nuclear bombs and missiles.

Dirty Bomb: A Radiological Dispersal Device (RDD) that simply uses a low level detonation to disperse harmful radioactive dust and particles.

Disaster / Emergency: Any large-scale natural, technological, or human-engineered event that results in loss of life, human suffering, property damage, or economic and social disruption. While most disasters occur suddenly and without warning, some only gradually become apparent over an undetermined period of days, weeks, or months when their full impact is known.

Disaster Application Center: A local facility established following a major disaster, staffed by various state and federal agencies to provide a one-stop location to process assistance to individuals.

Distant Early Warning Line (DEW Line): A network of radar stations near the Arctic Circle.

Dose: A quantity (total or accumulated) of ionizing (or nuclear) radiation, experienced by a person or animal.

Dose Rate: As a general rule, the amount of ionizing (or nuclear) radiation to which an individual would be exposed, or which he would receive per unit of time.

Dosimetry: An instrument for measuring and registering total accumulated exposure to ionizing radiations.

Dosimeter Charger: An instrument used to reset a dosimeter to a beginning or zero reading.

Electromagnetic Pulse (EMP): Energy radiated by nuclear detonation which may affect or damage electronic components and equipment.

Emergency Alert System (EAS): Consists of a network of commercial broadcasters and interconnecting facilities which have been authorized by the Federal Communications Commission to operate in a controlled manner during war-time, a state of public peril or disaster, or other national emergency as provided by the EAS Plan.

Emergency Management Assistance: Federal Grant funding to state and local agencies for personnel and administrative expenses. Emergency Management Assistance Compacts have been developed to provide for distribution of resources under a federal disaster declaration.

Emergency Management Director: The individual at the local jurisdiction who is directly responsible on a day-to-day basis for that jurisdiction's efforts to develop and implement an Integrated Comprehensive Emergency Plan to mitigate and prepare for, respond to, and recover from potential large-scale disasters.

Emergency Operations Center (EOC): The site from which local officials and other support organizations coordinate operations during emergencies. The EOC is activated upon the request of a local jurisdiction or upon a determination of need by the Board of County Commissioners, County Sheriff, or EMA Director.

Emergency Operations Plan (EOP): The document that identifies potential hazards and capabilities, the concept of operations for coordinated actions to be taken by individuals and government services before, during, and after occurrence of a natural, manmade, or technological disaster. The Basic Plan is supported by functional Annexes and stand-alone Appendices.

Evacuee(s): An individual who voluntarily or is compelled to move to a less hazardous area or temporary shelter location.

Executive order (EO): A rule or order having the force of law, issued by an executive authority of a government.

Fallout: Particles of radioactive dust that descend to earth following ground-level detonation of a nuclear warhead.

Federal Response Plan (FRP): The nation's plan for emergency preparedness which sets forth the basic principles, policies, responsibilities, preparations, and response of civil government to meet any kind of national emergency.

Functions of Emergency Management: Basic functions that serve the emergency management system are Direction and Control, Communications, Warning and Notifications, Public Information, Evacuation, Mass Care and Sheltering, Emergency Medical System and Health, Law Enforcement, Public Works, Fire and Rescue, Radiological Protection, Resource Management, Damage Assessment, and Disaster Assistance.

Greenwich Mean Time (GMT or Zulu): The standard reference time used throughout the world based on the time at the Royal Observatory in Greenwich, England. GMT, also called "ZULU" Time for Zero Meridian, uses the 24-hour system. To convert other time zones to Greenwich Time:

Add 5 hours to Eastern Standard Time (EST).

Add 6 hours to Central Standard Time (CST).

Add 7 hours to Mountain Standard Time (MST).

Add 8 hours to Pacific Standard Time (PST).

Ground Zero (GZ): The point on the surface of land or water vertically above or below the center of a burst of a nuclear or conventional weapon.

Hazard: A natural, technological, or man-made event or situation that presents a threat to lives and property.

Hazardous Material (HAZMAT): Any substance or material which may be toxic or otherwise harmful to living organisms when released into the environment. Hazardous materials are classified as chemical, biological, or radiological, and may exist as a solid, liquid, or gaseous vapor.

Hazardous Chemical: Toxic, corrosive, or injurious substance because of inherent chemical properties; includes but is not limited to such items as petroleum products, paints, plastics, acids, caustics, industrial chemicals, poisons, drugs, and mineral fibers (asbestos).

Hazardous Biological Agents: Microorganisms such as germs or bacteria or their associated products which may cause harm to humans, animals, or economic crops. Bio Agents include pathogenic wastes from medical institutions, slaughterhouses, poultry processing plants, and research laboratories.

Hazardous Radiological: Any radioactive substance emitting ionizing radiation at a level to produce a chronic or acute health hazard in humans, animals, or the environment.

Hazard-Specific Appendix: A stand-alone document that supports the Basic EOP. Appendices are specific to a potential hazard and contain information on procedures to be followed in any response and recovery effort.

High-Altitude Burst: A nuclear detonation at an altitude over 100,000 feet.

Host Area: A specified area relatively unlikely to experience direct weapons effects (blast of 2 pounds per square inch [psi] or more, heat and initial nuclear radiation) from a nuclear attack and designated for reception and care of risk area evacuees.

Initial Incident Report: A standardized report form for local jurisdictions to use in transmitting critical information regarding the occurrence of an event that poses a threat to the health and safety of residents or has resulted in physical damage to properties and facilities. In addition, this form provides for regular updates.

Ion: An atom which bears an electrical charge, either positive or negative.

Ionization: The process by which ions are produced.

Isotopes: Atoms which have the same atomic number of protons, but different atomic mass or mass number. Isotopes of a particular element have almost identical chemical properties.

Joint Terrorism Task Force (JTTF): The JTTF was formed to provide for effective coordination and inter-operable communication among all public safety forces, supporting departments and key private sector officials before, during, and after incidents. The JTTF provides for sharing of plans, enhancement of warning and

notification procedures, and a system for acquiring and allocating scarce resources. Key functions of the JTTF are to identify training opportunities and informational tools that will lead to the intervention and prevention of most terrorist acts, to reduce impacts of incidents that cannot be prevented through preparedness measures, and increase effectiveness of the emergency response.

Local Warning Point: A facility in a city, town, or community which receives warnings and activates the public warning system in its area of responsibility.

Major Disaster: Public Law 93-288, as amended, provides that any flood, drought, fire, hurricane, earthquake, storm, or other catastrophe in any part of the United States which, in the determination of the President, is or threatens to be of sufficient severity and magnitude to warrant disaster assistance by the Federal Government to supplement the efforts and available resources of state and local governments in alleviating the damage, hardship, or suffering caused thereby.

Megaton Energy (MT): The energy of a nuclear (or atomic) explosion which is equivalent to 1,000,000 tons (or 1,000 kilotons) of trinitrotoluene (TNT).

National Warning Center: The facility staffed by Attack Warning Officers situated within the combat operations center at North American Air Defense Command (NORAD) Headquarters. Controls NAWAS when the Regional Warning Circuits are tied together.

National Warning System (NAWAS): The federal portion of the Civil Defense Warning System, used for dissemination of warning and other emergency information from the warning centers or regions to warning points in each state.

The National Terrorism Advisory System (NTAS): The NTAS replaces the color-coded Homeland Security Advisory System (HSAS).

Nuclear Radiation: Particulate and electromagnetic radiation emitted from materials as a result of the nuclear decay process. Types of radiation that can affect living organisms are alpha and beta particles, gamma rays, and neutrons.

Nuclear Weapon (or Bomb): A general name given to any weapon in which the explosion results from the energy released by reactions involving atomic nuclei, either fission or fusion, or both. Thus, the "atomic" or "A-bomb" and the "hydrogen" or "H-bomb" are both nuclear weapons as opposed to a Radiological Dispersal Device (RDD) or Dirty Bomb that simply uses a low level detonation to disperse harmful radioactive dust and particles.

Operations Planning: The process of determining the need for application of resources and determining the methods of obtaining and committing these resources to the operations plan.

Political Subdivisions-. Local governments, including but not limited to, cities, towns, incorporated communities, counties, parishes, and townships.

Radiation: The emission and propagation of energy through space or through a material medium in the form of waves; as electromagnetic and sound or elastic waves.

Radiation Exposure Record: The card issued to individuals for recording their personal radiation exposure doses.

Radiological Dispersal Device (RDD): An explosive device or Dirty Bomb that simply uses a low-level detonation to disperse harmful radioactive dust and particles.

Radioactivity: The liberation of energy by spontaneous disintegration of nuclei.

Radiological Monitor: An individual trained to measure, record, and report radiation doses and dose rates; provide limited field guidance on radiation hazards associated with operations to which he/she is assigned; and perform operator's maintenance of radiological instruments.

Radiological Monitoring: The procedure or operation of locating and measuring radioactive contamination by means of survey instruments which can detect and measure (as dose rates) ionizing radiations. The individual performing the operation is called a monitor.

Secondary Effects: A chain of catastrophic events that can develop as a reaction to an initiating emergency, often referred to as the Disaster Cascade.

Shelter: (1) A designated area within a facility with sufficient space and facilities to accommodate an expected number of evacuees for a defined period of time, usually 3 days. (2) A confined structure constructed of available materials in a period of crisis as an expedient. (3) A designated safe room or area within a home, business, or institution for protection from flying debris or harmful vapors.

Standard Operating Procedure (SOP): Directives or guidance documents developed by response and support organizations that detail responsible individuals by name and phone number, and delineate in detail specific organizational emergency activities. SOPs should support the concept of operation contained in the countywide Basic Plan and its support Annexes and Appendices.

Surface Burst: The explosion of a nuclear weapon at the surface of the land or water or at a height above the surface less than the radius of the fireball at maximum luminosity (in the second thermal pulse). An explosion in which the weapon is detonated actually on the surface is called a contact surface burst, or true surface burst resulting in fallout.

Tabs: Maps, charts, checklists, resources, inventories, sample forms, or diagrams all used to support the Basic Plan and its annexes and appendices.

Traffic Control Points (TCP): Key locations along roadways that are manned by law enforcement personnel to direct and control movement to and from the area.

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APPENDIX 16

CYBER SECURITY



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I. PURPOSE

- A. The purpose of this Cyber Security Appendix is to serve as a Cyber Security Plan that provides guidance and sample information for the coordination of preparedness, response, and recovery actions to be taken by personnel and other agencies in Lucas County and its political subdivisions in the event of emergencies occurring from a Cyber or similar situational event. A Cyber Security Plan is an essential tool for any organization that seeks to protect its constituents, employees, and information. By defining the current and future state of a Cyber Security landscape, it provides the clarity and assurance about Cyber Security that is required to mitigate the risks. Cyber Security planning facilitates the performance of executive branch essential functions during all-hazards, emergencies or other situations that may disrupt normal operations.
- B. With a rise in cyber-crime and unpredictable natural disasters, it is important for counties and their political subdivisions to ensure that their Information Technology (IT) equipment, services and data are protected. Natural disasters and security breaches cannot be predicted, however it is possible to develop a plan to follow, in the event of a security breach to mitigate the impact. This plan is called a Cyber Security Plan. A Cyber Security Plan is a written risk management document that provides instructions, recommendations, and considerations on how to recover IT services and data in the event of a security breach, disaster, or system disruption.
- C. A Cyber Security Plan's primary objective is to protect data and assets after a security breach or disaster has occurred. This type of plan will include steps on protective measures, on ways to prevent future attacks, breaches, or loss. It will also include approaches on how to collect and preserve evidence and how to develop a root cause analysis.
- D. Preparedness to cope with the effects of a Cyber Security incident includes many diverse but interrelated elements, which may be woven into an integrated Cyber Security, Incident Response, Business Continuity, Disaster Recovery and Emergency Management system involving all departments of local government and private support agencies.
- E. This Cyber Security Plan provides guidance on the management, assignments, and responsibilities to county officials and department heads, specifying their roles during an emergency or disaster situation that affects Lucas County or one of its political subdivisions.
- F. It is the responsibility of each of political subdivision with Lucas County to implement their own cyber security policies and standard operating procedures (SOPs).
- G. This Cyber Security Plan does not negate any existing cyber security policy or SOP of Lucas County or its political subdivisions.

II. SITUATION AND ASSUMPTIONS

A. Overview

1. Information systems differ in complexity, but each has unique features. Some are small, uncomplicated networks serving a small environment, while others represent a larger network complete with industrial and commercial installations serving major metropolitan areas/cities. Networks can be private or are operated by the local government such as a city or county; or by an Authority representing multiple local governments; and even some are operated by the State or military. However, one thing they all have in common is that they are all subject to emergencies and potential vulnerabilities.
2. A cyber emergency is any occasion or instance, natural or man-made that warrants action to save lives, protect property, public health and or County operations.
 - a) Virtually no local political sub-division has sufficient resources to respond to every emergency independently. Each entity must depend to some degree on the resources from its surrounding communities. It is essential to prepare for emergencies that it faces to be able to respond quickly, efficiently, and effectively. While every contingency cannot be anticipated and prepared for, a strong emergency preparedness program can assist in limiting the negative impact of these events, including liability and other post-emergency issues.
 - b) The recommendations and guidelines contained herein are in accordance with the Internal Revenue Service, Department of Homeland Security, Ohio Attorney General, Ohio Secretary of State and best practices.
3. A cyber emergency plan will be broken down to three specific areas. It will allow focuses on the planning needs of the hazards that may be encountered. It shall attempt to address the essential operational actions that must be accomplished to facilitate the successful completion of response functions and recommend recovery actions.
4. Through the Department of Homeland Security, guidance has been provided the entities to assist in the identification of those hazards and specifics to warrant planning attention. Prior to making changes within the network, the following, offered by DHS, should be completed:
 - a) Physical Security Assessment
 - b) Risk and Vulnerability Assessment
 - c) Remote Penetration Testing

- d) Validate Architectural Design
- e) Cyber Threat Hunt
- f) Cyber Hygiene Scans
- g) Phishing Campaign Assessment

B. Assumptions

1. The local entities have some cyber security protection in place but have limited resources to plan.
2. The local entities will conduct the free services offered by Department of Homeland Security, Ohio Secretary of State, or other Federal entities to determine their starting point.
3. Upon completion of a cyber assessment, ISO 27001/2 and Best Business practices recommend the following:
 - a) Develop a corrective action plan to address areas of concern or improvement.
 - b) Assign duties and responsibilities from the plan to personnel who are familiar with their assignments and are properly trained.
 - c) Understand that cyber security is established in layers and everyone and every network can be vulnerable. Being proactive and up to date will help minimize network risk.
 - d) To the extent practicable, provide for participation by agencies and personnel specified in the development of the plan. Cyber Security is everyone's responsibility.
 - e) At least once every 2 years, review the plan with all the parties with whom the plan is coordinated, to ensure that all parties know their responsibilities and that all the information in the plan is current:
 - 1) Hold a full-scale cyber emergency plan exercise at least once every 3 years.

C. Explanation of Terms

1. Consequence Management: Measures taken to protect public health and safety, restore essential government services, and provide emergency relief to governments, businesses, and individuals affected by the consequences of terrorism. Emergency management agencies normally have the lead role in consequence management.

2. Crisis Management: Measures taken to define the threat and identify terrorists, prevent terrorist acts, resolve terrorist incidents, investigate such incidents, and apprehend those responsible. Law enforcement agencies will normally take the lead role in crisis management.

D. Population at Risk

1. Within Lucas County are 22 political subdivisions. The population of Lucas County is 441,705 (2010 Census). Approximately 615,000 people live in the greater metropolitan area.
2. The present significant population breakdown for Lucas County is 75.7 per cent white, 19.5 per cent African-American or Black, and 6.4 per cent Hispanic. No statistics are available for a further breakdown, but a growing segment of the population from the Middle East and Mediterranean make their home in Lucas County and the surrounding region.
3. Lucas County continues to be a major center of employment, commerce, transportation, and entertainment for the surrounding region. This results in an increase in the number of people who both live and work in the County during each weekday.
4. Major centers for education, the arts and recreation are dispersed throughout the County's 21 subdivisions.

III. CONCEPT OF OPERATIONS

A. Definitions

1. **Hacker, attacker, or intruder** - These terms are applied to the people who seek to exploit weaknesses in software and computer systems for their own gain. Although their intentions are sometimes benign and motivated solely by curiosity, their actions are typically in violation of the intended use of the systems they are exploiting. The results can range from mere mischief (creating a virus with no intentionally negative impact) to malicious activity (stealing or altering information). Mitigation and Preparedness
2. **Malicious code (Malware)** - Malicious code, also called malware, is a broad category that includes any code that could be used to attack a computer. Malware can have the following characteristics:
 - a) May require individuals to do something before infecting a computer. This action could be opening an email attachment or going to a particular webpage.

- b) Some forms of malware propagate without user intervention and typically start by exploiting a software vulnerability. Once the victim computer has been infected, the malware will attempt to find and infect other computers. This malware can also propagate via email, websites, or network-based software.
 - c) Some malware claims to be one thing, while in fact doing something different behind the scenes. For example, a program that claims it will speed up a computer may be sending confidential information to a remote intruder.
 - d) Examples of malware include viruses, worms, and ransomware.
3. **Vulnerabilities** - Vulnerabilities can be caused by software programming errors. Attackers may try to take advantage of these errors to infect a computer, so it is important to apply updates or patches that address known vulnerabilities.

B. Types of Information Systems Networks and Protections

- 1. Network Protection: This can include an up-to-date firewall and programming of the firewall. Other items that should be looked at is the establishment of a demilitarized zone in a network otherwise described as network segmentation. This could include upgrading network switches and mapping out a network. Other areas to consider is setting and/or establishing backups (when, how accessed, how many and often).
- 2. Examples of additional network protection layers
 - a) Device Whitelisting
 - b) Network Scanning
 - c) Network Virus/Malware protection for servers down to workstation
 - d) Access Control, password, MFA, Screen Lock.
 - e) Network Intrusion Detection
 - f) Wireless Device Security
 - g) Vulnerability Scanning
 - h) Asset Management
 - i) Application Whitelisting
 - j) Data Encryption
 - k) Secure Channels for remote access

- l) Security Information and event management
- m) Secure storage of baseline configuration
- n) Criminal background checks
- o) USB Hygiene
- p) Security Awareness and Staff Cyber Training
- q) Malware Management
- r) Workstation and Server Hardening
- s) Network Segmentation
- t) Physical Security requirements
- u) Requirements for Vendors

C. Responsibilities of Staff

1. Office Staff of Political Subdivisions

- a) Conduct and implement awareness training. Be aware of various malwares and how they are delivered.
- b) Phishing emails or phone calls.
 - 1) Opening unsolicited attachments - In a phishing email, cybercriminals use “bait” that is usually in the form of what appears to be either a legitimate website link or valid attachment such as a word document or spreadsheet. However, the links or attachments deliver malicious software that infects an electronic device with ransomware. Plus, since the “bait” is usually sent via email, it is difficult for security software to filter out potentially harmful messages. An exploit kit is an automated malicious tool that searches for security vulnerabilities in electronic devices that have not been updated (also known as “patched.”). After the exploit kit locates the security weakness, the cybercriminal can then deliver ransomware to the device.
 - 2) Follow KnowBe4 instructions for opening emails.
- c) Follow USB usage policy

- d) Follow Internet usage policy
 - e) Follow local download usage policy
 - f) Follow passwords and physical security requirement policies
 - g) Physical access to workstation computers.
 - h) Know the procedure to disconnect the computer from the internet/
turn off the computer.
2. Department Heads / Elected Officials
- a) Establish a cyber and continuity of operations plans
 - 1) Trigger points
 - 2) Essential services and staff
 - 3) Equipment needs and system
 - b) Calling tree for departments for notification of a cyber incident
3. Information Systems Staff
- 1) Maintain a list of suppliers and third-party partners of information systems, components, and services are identified, prioritized, and assessed using a cyber-supply chain risk assessment process.
 - 2) Setup spam filters on and backups for workstations
4. Vendors and Contractors
- a) Responsible to correct, update, patch, and maintain programs and systems on our network they have sold to the County.
 - b) Responsible to work with County Information Systems staff to request parameters to remote access if allowed.
 - c) Provide audits, test results, or other forms of evaluation to confirm they are meeting their contractual obligations.
 - d) Provide response and recovery planning and testing to the County Information Systems
5. Local Law Enforcement
- a) Local Law Enforcement will secure the area if necessary and provide evidence collection in case of physical break-in

- b) They will inform and act as the liaison to other law enforcement agencies.
- 6. Support equipment
 - a) Routers, switches, backup systems, computers, laptops, and associated equipment
- 7. State Agency (EMA/Secretary of State/Attorney General)
 - b) Support agencies by providing statewide coordination during cyber security assessment, response, and recovery.
 - c) Assist in finding contractors/agencies for the support of information systems and/or products for cyber security/recover efforts.
 - d) Provide personnel to assist in assessment, response and recovery operations as needed at the site, at staging areas and at local EOCs.
- 8. National Guard Liaison Officer (Must be requested through the EMA Director)
 - a) This request is normally limited to events that are related to the Board of Elections.
- 9. Federal Bureau of Investigation (FBI).
 - a) Provide services and recommendations as requested.
- 10. Third party cyber monitors – Center of Internet Security, Multi-State Information Sharing & Analysis Center.
 - a) Provide information, recommended actions bases on the analysis of information provided to the centers.

D. Phases of Event

- 1. Preparation Phase: That portion of the response effort where activities are focused on the best practices and recommendations of the U.S. Department of Homeland Security Cybersecurity and Infrastructure Security Agency, and the Ohio Secretary of State for information systems. Incident response methodologies typically emphasize the proactive and ongoing use of tools, training, and processes necessary for preventing incidents by ensuring that systems, networks, and applications are sufficiently secure.
 - a) Cyber incident response “Go Bag” with software and tools.

- b) Contact list of IT staff, contractor, vendor, support, stakeholder, DHS, MS-ISAC & bridge information.
 - c) Define and understand incident response roles
 - d) Train and practice cyber incident response via table-top exercises (TTX).
2. Response Phase: That portion of the initial response effort where activities are focused on the actions of staff and information systems hardware/software in limiting the spread of the event and protection of the local network and systems.
3. Investigatory Phase: Unlike many other types of emergencies, a cyber incident will require some type of activity specific to the gathering and analysis of information, the drawing of conclusions, including the determination of cause. This activity may, depending upon conditions, begin during the Response Phase and continue through the Recovery Phase. The investigation is normally the responsibility of the local Information Systems Staff. However, depending upon the event, law enforcement, state and federal agencies may be contacted or involved. Information Systems has the responsibility in protecting evidence from the event and delivering it to law enforcement. Once the cause of an event has often been determined from a detailed analysis of the network and systems including the actual devices and hardware of the Information Systems infrastructure. Therefore, it is essential that actions being taken protected evidence for a potential criminal investigation during recovery/restoration operations. This is not to imply that during recovery operations the network and equipment may not be disturbed; it should be kept to a minimum. This can be broken down into 3 areas:
- a) IDENTIFICATION, DETECTION & ANALYSIS - Identification may come in different forms, from event management and alerts to end-user reporting. This stage requires immediate action and response.
 - 1) Who discovered or reported the incident and how did they become aware?
 - 2) What do we know so far about what happened?

- i) What networks/systems are affected?
 - ii) What data/information was compromised (e.g., stolen, deleted, altered)?
 - iii) Are there known URLs, IP addresses, or networks we can block to contain the incident or prevent further impact?
- 3) When was the incident discovered or reported?
- 4) Where was the incident discovered or located?
- 5) What impact does the incident have on business operations?
- 6) What is the extent of the incident with the network and applications?

b) CONTAINMENT

- 1) Assemble a Cyber Incident Response Team (CIRT) to include key technicians from each applicable section, (i.e., security, desktop, server, development, administration). If indications observed during the Identification stage shows that an incident has or is occurring, the primary goal is to minimize the breadth of the incident and isolate it from causing wide-spread damage or data loss. If possible, immediately disconnect effected systems from the network. Wherever possible, the affected machine should be removed from service and replaced. From that point on, the machine should not be connected to the organization's network unless it is properly re-imaged and returned to a known trusted state.

c) COMMUNICATION & DOCUMENTATION

- 1) Open lines of communication using a phone bridge and or chat tool and relay information to the CIRT and stakeholders as it becomes available. The CIO or Security Officer may escalate incident to law enforcement or other security officials when appropriate. Gather and document the details of the breach for further analysis of origin, impact, and intentions.
- 2) The actions taken during an incident may become vitally important later. Document actions taken throughout the incident..

- 3) Communication to outside entities should first be approved by the Security Manager or CIO. Additional approval may be required by executive staff.
4. Recovery Phase: Returning all or portions of the County Information Systems to a normal operational condition as soon as possible is extremely important. AEP planners should consider a separate set of plans, SOPs, and Checklists to cover this activity. Recovery activities can begin during the Response Phase and continue through the Investigatory Phase, depending upon the situation. This stage in the process addresses the removal of malicious code, accounts, and inappropriate access. It also includes the replacement of hardware or re-imaging affected systems. In some cases, a forensic disk image may be requested.
 - a) Once eradication is complete, we begin the process of bringing systems online and resuming operations. This may include restoring systems and data from backup or building new machines. Additional steps and considerations include:
 - 1) When can systems be returned to production?
 - 2) Have systems been patched, hardened, and tested?
 - 3) Can the system be restored from a trusted back-up?
 - 4) How long will the affected systems be monitored and what will the staff look for when monitoring?
 - 5) What tools will ensure similar attacks will not reoccur? (File integrity monitoring, intrusion detection/protection, etc.)
 - 6) Are there indicators of compromise (IOC) that can be used to block activity, as well as monitor for signs of new or continued threats?
 - b) Monitoring is very important after containment. We want to ensure all traces of the incident are remediated. Activity may include investigating logs, accounts, and other changes before during and after the event.
 - c) Post Incident Activities
 - 1) This requires thoroughly documenting the incident ticket. Post incident activities may also include a lesson learned meeting where we discuss what went well and areas of improvement. The incident ticket should include the following items [see Appendix for example]:

- i) Information about the incident type
- ii) A description of how the incident was discovered
- iii) Information about the systems that were affected
- iv) Information about who was responsible for the system and its data
- v) A description of what caused the incident
- vi) A description of the response to the incident and whether it was effective
- vii) Recommendations to prevent future incidents
- viii) A discussion of lessons learned that will improve future responses
- ix) A timeline of events, from detection to incident closure

d) Prevention

- 1) Review and update security awareness training programs or security policies as appropriate. Review (and potentially reconfigure) security and monitoring controls based on lessons learned or exploited weaknesses from the incident. Discover if any other assets are vulnerable to similar threats and act to patch / repair if needed.

IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. Organization

- 1. The Lucas County Emergency Operations Center is staffed based upon the needs of the incident. A sample staffing pattern to accommodate differing needs in activation of the EOC is described in the Emergency Operations Plan
- 2. The Lucas County 911 Regional Council of Governments is the official 24-hour warning point for Lucas County. The dispatch center may receive warnings regarding severe weather, technological hazards, dam failures, widespread fires, hazardous materials incidents, and other emergencies affecting the county.

3. Lucas County will manage emergency public information using a County Public Information Officer (PIO) in coordination with organizational public information officers, and where appropriate, using a Joint Information Center (JIC).

a) Day-to-Day Operations

b) During day-to-day responses and routine situations, emergency public information will initiate from the responding agency or the Sheriff's Office.

c) The Incident Commander may request support from the County PIO when media presence at the scene requires more time and attention than he/she can afford. This should be done by contacting the EMA Director.

4. Declared Emergencies or EOC Activations

a) Upon activation of the County EOC, or when a local/county declaration has been made, all emergency public information and news releases will be coordinated by the officially designated County Public Information Officer (PIO).

b) Some organizations in County have assigned a PIO to manage their releases of information.

c) The organizational PIOs will continue to present information about their specific activities; however, ALL public information and news releases will be coordinated, reviewed, and approved by the County PIO prior to release to ensure that the messages are consistent and unified.

5. Incident Command

a) Use of an Incident Management System is required by Ohio Administrative Code Section 4123:1-21-07 for all emergency operations. Ohio has adopted the Wild-land Fire Model of the Incident Command System as its basis for incident management

6. Information Systems

7. County Departments

B. Assignment of Responsibilities

1. Office Staff

a) Isolate the infected computer immediately. Infected systems should be removed from the network as soon as possible to prevent ransomware from attacking network or share drives.

- b) Isolate or 'power off' (if directed by information systems staff) that have not been completely corrupted. This may afford more time to clean and recover data, contain damage, and prevent worsening conditions.
 - c) Inform Information systems of the event
 - d) Inform Department Director/Office of the event.
- 2. Department Director/Office
 - a) Notify Information systems and staff of the event.
 - b) Follow Information Systems standard operating procedures
 - c) Implement Continuity of Operations Plan
- 3. Information Systems
 - a) Respond to cyber event in accordance with established policies and procedures
 - b) Assume lead in Incident/Unified Command System for initial operations in accordance with established policies and procedures.
 - c) Provide investigative, operational response, and recovery support for County Continuity of Operations. Determine appropriate protective action and equipment resources necessary.
 - d) Coordinate and provide detailed information to appropriate agencies (CIS, MS-ISAC, OLEG, FBI, SOS, etc.)
- 4. Law Enforcement
 - a) Manage law enforcement resources
 - b) Ensure appropriate mutual aid organizations have been notified and are taking appropriate action.
 - c) Provide necessary investigative and evidence support.
 - d) Assist in public information via PIO or County PIO as necessary
 - e) Coordinate law enforcement activities with EOC if activated.
- 5. Emergency Management Agency Director
 - a) Coordinate with the Incident Commander for support.

- b) Coordinate with localities to identify and list critical industries and workers.
 - c) Set up a Joint Information Center (JIC) where press briefings can be provided.
 - 1) Public Information/Media. Gather, coordinate, and release factual information.
 - 2) Assure appropriate public information is prepared and released.
 - d) Notify (and brief) state and federal officials as required.
6. Political Subdivisions
- a) Provide contact information to the Emergency Operations Center
 - b) Coordinate with providers for resumption of services.
7. National Guard Liaison Officer (Must be requested through the EMA Director)
- a) Inform the EOC team of support availability from local military installations and provide liaison after support has been requested by the locality.
 - b) Where a military facility is located on, or in the vicinity of an airport event or it a military flight, integrate and coordinate personnel, supplies, and equipment capabilities into the response
8. State Agencies
- a) Provide response and recovery support for information systems and other emergencies as defined by statute.
9. Federal Bureau of Investigation (FBI).
- a) Investigate any alleged or suspected activities that may involve federal criminal offenses (usually related to bomb threats, hijackings, hostages, and dignitaries).

V. DIRECTION AND CONTROL

- A. The Incident Commander is responsible for the Direction and Control of the cyber event.
- B. The Incident Commander will coordinate with the EOC for material support, release of emergency public information, and briefings to officials.
- C. Depending on the location, size, and scope of the event. Unified command will be essential once essential functions are done by the Incident Commander. This standard operating guide is to assist any County Emergency Operations Plan.

Direction, Control, and Coordination (Example)

<i>Cyber Security Plan</i>	Incident Notification	Incident Mitigation	Incident Review	Plan Review	Plan Update	Notes
Communications						
Public Works and Engineering						
Emergency Management						
Public Safety and Security						
Information Technology						
Cyber Security						
Physical Security						

VI. CONTINUITY OF GOVERNMENT

- A. Lines of succession for agencies with responsibility for response actions are maintained in political subdivision standard operating guides/agency plans or the appropriate sections of the Lucas County Emergency Operations plan.

VII. ADMINISTRATION AND LOGISTICS

- A. Administration
 - 1. Critical industries, businesses and workers identified by county and municipal officials will be notified, by their respective department/Offices, of their critical status and responsibilities.
 - 2. The Incident Commander, in cooperation with officials from the affected jurisdiction(s), will determine response actions beyond the initial action taken, investigation actions, and recovery efforts.

B. Logistics

1. Each political subdivision will specify procedures for inventory, storage, maintenance, and replacement of administration and logistical support items during emergencies.
 - a) Assistance with additional resources can be requested by contacting the EMA Director or the activated EOC.
 - b) State and Federal assistance may be available when local resources are exhausted, and assistance is required.
 - c) Possible state resources include:
 - 1) Ohio Department of Administrative Services
 - 2) Ohio National Guard Cyber Force: Ohio National Guard's cyber force supports and defends state agencies and critical infrastructure in Ohio. These Citizen-Soldiers and -Airmen leverage their military-specific training with cyber expertise they bring from their civilian jobs to assist in emergency cyber response.
 - 3) Ohio Cyber Reserve (OhCR): The Ohio Cyber Reserve is a volunteer force under the command of the adjutant general. OhCR teams of trained civilians will be available for the governor to assist eligible municipalities with cybersecurity vulnerabilities and provide recommendations to reduce cyber threats

VIII. PLAN DEVELOPMENT AND MAINTENANCE

- A. Each political subdivision having responsibilities in a cyber event may provide feedback to the Lucas County Emergency Management Agency for updates to this Annex. Each political subdivision may update their organizational standard operating guides (SOGs), mutual aid agreements, personnel rosters including 24-hour emergency notification telephone numbers and equipment inventories based upon experience in emergencies, deficiencies identified through drills and exercises, changes in organizational structure, and state and federal requirements.
- B. At least once every 24 months, review the plan with all the parties with whom the plan is coordinated, to ensure that all parties know their responsibilities and that all the information in the plan is current:
 1. Hold a full-scale cyber emergency plan exercise at least once every 3 years

- C. Political subdivisions and their departments are responsible for updating and maintaining their internal standard operating procedures (SOPs) and continuity of operations plans (COOPs)

IX. AUTHORITIES AND REFERENCES

A. Authorities

- 1. The National Preparedness Goal
- 2. National Risk Assessment in support of Presidential Policy Directive 8

B. References

- 1. Homeland Security Cybersecurity Infrastructure Security Agency documents
- 2. Multi-State Information Sharing and Analysis Center documents
- 3. National Governors Association documents
- 4. National Association of State Chief Information Officers documents
- 5. Secretary of State of Ohio document
- 6. Internal Revenue Service Tax Security Checklist
- 7. NCCIS HUNT team investigation conduct Spring 2018