FAIRFIELD COUNTY

Emergency Operations Plan

(EOP)

PREPARED BY:

Fairfield County Emergency Management & Homeland Security
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January 2026

Fairfield County Office of
Emergency Management and Homeland Security

2026 Emergency Operations Plan

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Director's Letter

Welcome to the 2026 Fairfield County Emergency Operations Plan (EOP). This comprehensive plan is designed to support agencies, departments, and jurisdictions in executing a coordinated response to emergencies and disasters that may occur within the county. The EOP establishes clear lines of authority, defines organizational relationships, and outlines responsibilities and available resources to assist in response efforts. In any emergency, the protection of life remains the highest priority, followed by the preservation of property and the environment.

This plan is not intended to replace the existing plans or protocols of responding agencies. Rather, it is meant to complement them by incorporating the roles of additional departments and partners that may be involved in a coordinated response. The EOP is designed to be flexible, allowing responders to apply sound judgment and experience in dynamic situations.

The agencies represented in this document have had the opportunity to contribute to this plan's development, ensuring that it reflects a collaborative and effective approach to emergency management.

The Fairfield County EOP consists of two primary components:

1. The Base Plan, which outlines the purpose, scope, organizational structure, and operational strategies.
2. Annexes, which provide detailed guidance on roles and responsibilities during both functional and hazard-specific incidents.

This plan is a living document. It will be reviewed and updated annually to reflect evolving capabilities, growing partnerships, shifting needs, and lessons learned through real-world experiences.

_____
EMA Director Jon Kochis

January 5th, 2026
Date Signed

2026-01.06.j

A resolution to approve the 2026 Fairfield County Emergency Operations Plan and signing of the Promulgation Statement.

WHEREAS, the Fairfield County Office of Emergency Management and Homeland Security has developed an all-hazards emergency operations plan that is in accordance with Section 5502.271 of the Ohio Revised Code, the Robert T. Stafford Act, and the 44 Code of Federal Regulations; and

WHEREAS, a signed Promulgation Statement is a requirement of the plan.

NOW THEREFORE, BE IT RESOLVED BY THE BOARD OF COUNTY COMMISSIONERS, COUNTY OF FAIRFIELD, STATE OF OHIO:

Section 1. That the Fairfield County Commissioners approve the attached 2026 Emergency Operations Plan.

Section 2. That the Fairfield County Commissioners shall affix their signatures on the designated lines of the Promulgation Statement.

Prepared by: Garrett Blevins
cc: EMA

Promulgation Statement

Planning for the protection of the community must be a cooperative effort aimed at preventing or reducing the impact of natural, technological, or civil disasters. The safety of lives and property depends on collaboration among all members of the community. Elected officials, emergency responders, support personnel, and citizens must be aware of potential hazards and be prepared to respond effectively.

A well-coordinated response helps the community recover quickly and return to pre-disaster conditions with minimal social and economic disruption.

This plan serves as a policy statement for emergency management in Fairfield County. It defines the roles and responsibilities of various response agencies during emergencies and pre-planned events.
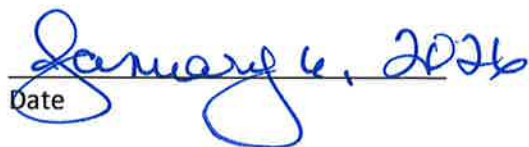
Developed in accordance with Sections 5504 and 3750 of the Ohio Revised Code, this Emergency Operations Plan becomes effective upon approval by the County Commissioners in January 2026. It supersedes all previous versions for Fairfield County.
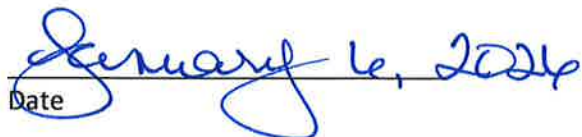
Fairfield County Board of Commissioners

David L. Levacy, Commissioner

Date: January 6, 2026

Stephen A. Davis, Commissioner

Date: January 6, 2026

Jeffery M. Fix, Commissioner

Date: January 6, 2026

Base Plan

Acknowledgements

Development and maintenance of the Fairfield County Emergency Operations Plan (EOP) require the time, effort, and cooperation of many agencies, departments, and organizations. The annual review and updating of the EOP is essential to ensure the county's response is both current and collaborative regarding a disaster or preplanned event.

The annual review is conducted by the Fairfield County Emergency Management Agency (EMA) staff with input from various county agencies like emergency response departments, county departments, and support organizations such as the American Red Cross, Salvation Army, Amateur Radio Club personnel, and many more.

There are so many organizations and people that participated in the review of this plan that a comprehensive list would run the risk of missing someone. EMA wishes to thank all agencies, departments, and individuals who dedicated valuable time to reviewing the plan and provide constructive comments, suggestions, and recommendations. This truly is a Fairfield County plan.

Executive Summary

The Emergency Operations Base Plan is an overview of how Fairfield County responds to emergencies. The Base Plan is broad in scope with the flexibility to expand and contract as needed. It is meant to be an all-hazards approach in preserving life and property whether through natural disasters, pre-planned events, man-made incidents, or large-scale violent acts.

Functional annexes are included with the base plan and expand on specific topics and response elements. Examples of functional annexes include hazmat, recovery, warning and notification, mass fatality, and more. If any of the annexes are triggered, the Base Plan is activated, if not done so already. The Base Plan may be activated without any annexes, depending on the nature of the incident.

There are additional topics covered throughout the Base Plan and annexes. These topics include residents with Access and Functional Needs (AFN), Continuity of Operations (COOP), cybersecurity, and the Public Information Officer (PIO). Rather than having their own annexes, these topics are dispersed throughout the plans where appropriate.

The data from the *Hazard and Identification Risk Assessment (HIRA)* and the *Natural Hazard Mitigation Plan* for Fairfield County shows that risks of natural and man-made disasters are low, however, not zero. Prevention and mitigation measures are the best way to protect the public and community, but careful planning and preparation beforehand improves the resiliency of Fairfield County.

This document is a product of planning among the many partners and stakeholders that serve Fairfield County.

Contents

Record of EOP Distribution

Record of EOP Distribution

The EOP is a public document. A digital version is sent to jurisdiction leaders, elected officials, fire chiefs, and police chiefs. The plan is also available to the public on the EMA's website www.fairfieldema.com. A printed version is available at the EMA office or the Fairfield County District Library upon request.

Record of Changes

A copy of the current EOP is sent to Fairfield County agencies or stakeholders requesting they review and recommend any changes. All recommended changes are reviewed and added to the new EOP as requested and applicable.

The Record of Change becomes part of the new EOP and is maintained at the beginning of the document. As with all plans, a blank Record of Change is maintained in front of the office EOP copy so changes can be logged as discovered. Attached is a copy of the changes for the 2026 Emergency Operations Plan.

Base Plan

2026 Record of Changes

Change Number	Date of Change	Name	Page Number	Recommended Change
1	10/2025	L. Johnston	All	Annual Review
2	10/2025	L. Johnston	15	Added ADAMH FCCCRT (NOVA) to Responsibilities of ADAMH Board.
3	11/2025	L. Johnston	All	Made revisions to improve readability and structure.
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Introduction

Purpose

The EOP has been developed to provide the agencies, departments, and jurisdictions (also known as stakeholders) a document which addresses the missions, tasks, and organizational responsibilities for carrying out specific actions for planning and response to emergencies that may occur within the county. Agencies work together to respond to these events as needed to share resources, mitigate the threat, and reduce burden.

The plan is considered *all-hazard*, therefore describing the mitigation, preparedness, response, and recovery from all natural and/or man-made disasters. The decision to activate this plan is determined by the Community Elected Officials (CEOs), Incident Commander (IC)/Unified Command (UC) on the scene, and the EMA Director.

As a public document, this EOP also cites the legal basis, objectives, and acknowledges assumptions. The plan addresses how county and local government must function to protect the public and their needs when a disaster or emergency occurs. Other local, regional, state, and federal partners may assist with the response if requested. This plan focuses on the measures that are essential to reach community recovery including rapid response, warning, evacuation, sheltering, and timely public information.

This EOP is written to comply with the National Incident Management System (NIMS) and the Incident Command System (ICS) standards and guidance. Fairfield County has adopted NIMS and the ICS systems and implements them during an incident or event. All agencies, departments, and jurisdictions are expected to use this national standard.

The EMA Director is responsible for the development of the EOP as stated in Ohio Revised Code (ORC) 5502.26. The EMA Director has the authority to modify the EOP as needed without resubmitting for approval authority or signatures.

Scope/Scale

The plan applies to Fairfield County and provides guidance to local jurisdictions, the private sector, and the public involved in the management of incidents, emergencies, or disasters. While the plan is primarily focused on events within Fairfield County, it is also applicable to disasters occurring outside the county's borders that may still have a significant impact locally. For example, a major incident in a neighboring county could require the deployment of Fairfield County resources or result in a hazardous materials (HAZMAT) plume entering our jurisdiction. Additionally, with many residents commuting to other areas and a high volume of through-travelers, emergencies can easily cross jurisdictional lines, necessitating a coordinated response under this plan.

The scale of this plan is flexible and adaptable to meet needs brought by the disaster. In smaller events, not all the resources, responses, and agencies may be needed. In larger events, additional resources and annexes can be activated.

Base Plan

Emergency Preparedness Mission Areas

The National Preparedness Goal states that the entire country will achieve security and resilience through five mission areas and 32 capabilities (Department of Homeland Security, 2015). All five mission areas are described below (FEMA, 2020).

Prevention is stopping or avoiding a threat before it can impact life and property.

Protection for people against threats and hazards that prevent them from living a thriving life.

Mitigation includes methods to reduce loss of life and property through actions that lessen the impact of a threat or hazard.

Response is the reaction once a disaster or hazard has occurred. Response tasks include saving lives, protecting property, protecting the environment, and meeting basic needs.

Recovery is the restoration and revitalization of aspects of life like infrastructure, housing, economy, health, social, cultural, and environmental foundations of communities that were affected by an incident.

Community Lifelines

Community Lifelines are functions that are essential for the health, safety, and economic security of a community, no matter how big or small. Lifelines provide community leaders and responders with focus when prioritizing what functions should be reestablished after a disaster. If affected, lifelines should be stabilized first.

The Emergency Operations Plan considers all eight lifelines in the preparedness mission areas.

I.   Purpose/Situation/Assumption

A. Purpose

The purpose of the Base Plan is to provide an overview of Fairfield County's approach to emergency operations. The BASE PLAN provides a narrative on the county in general, addresses the concept of operations, and provides information on testing and maintenance of the plan. The Base Plan also summarizes the results of hazards identified in the regional Threat and Hazard Identification Risk Assessment (THIRA) and local Hazard Identification Risk Assessment (HIRA).

B. Community Infrastructure

Fairfield County, Ohio has several characteristics that make the county unique in its resilience, response, and recovery from different incidents. Several different characteristics and elements of infrastructure are explored below.

County Overview

The 2022 population estimate for Fairfield County, Ohio was almost 163,000 (US. Census, 2023). The county is located southeast of Columbus, Ohio and covers 505 square miles. The terrain of the county varies from level farmland in the northern area to the rolling foothills of the Appalachian Mountains in the southern portion. The county's diverse topography is largely the result of prehistoric glacial movement and halting.

Figure 1: Township Map

Jurisdictions

There are two cities located in Fairfield County: Lancaster, and Pickerington. Lancaster is in the center and serves as the county seat. Pickerington sits on the northwest edge of Fairfield County, with a small portion of the city in Franklin County. Small portions of Canal Winchester, Columbus, and Reynoldsburg are in Fairfield County where they cross the Franklin-Fairfield line. In addition to the larger metropolitan areas, there are thirteen townships, fourteen villages, and fifteen unincorporated communities.

Farming and Manufacturing

Fairfield County is rich in farming and manufacturing. Some of the important facilities/manufacturers include Oneida Group/Anchor Hocking, Diamond Power, Magna, and Midwest Fabricating. Notable employers include the aforementioned companies as well as Fairfield County government, Lancaster City Schools, Fairfield Medical Center, Pickerington Local Schools, and Kroger. From 2021 U.S. Census data estimates, about 64% of the population 16 years and older is in the work force (U.S. Census Bureau, 2023).
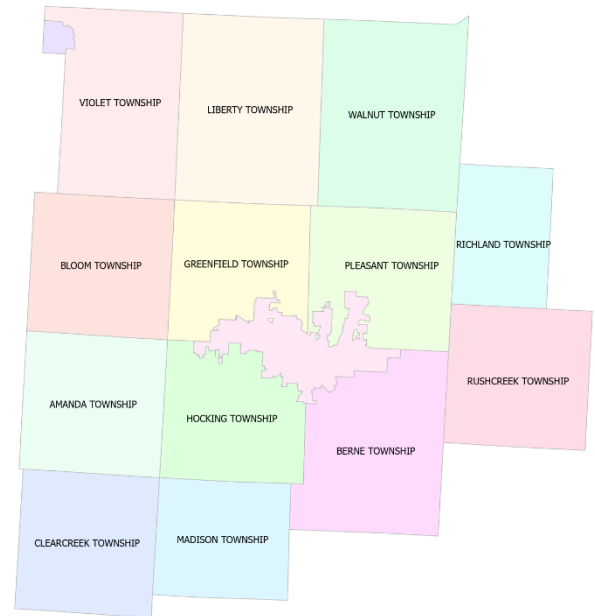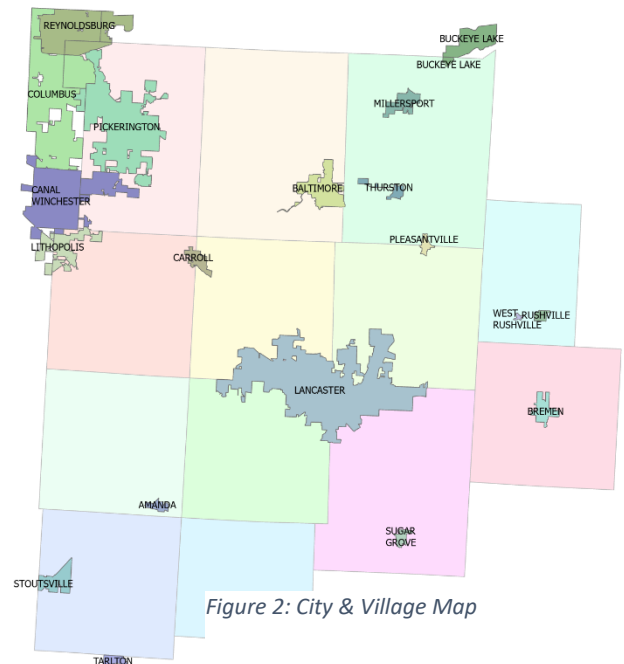

Figure 2: City & Village Map

Parks and Recreational Areas

Buckeye Lake is in the northeastern portion of the county and is a popular recreational and residential area. The Lancaster City Parks, Pickerington City Parks, Fairfield County Parks, and Columbus Metro Parks have multiple grounds located throughout the County, and Ohio Department of Natural Resources (ODNR) has various nature preserves. Additionally, there are many privately owned lakes as well as numerous watershed dams under the Hunter's Run, South Licking Watershed, and Rushcreek Conservancy Districts, in addition to dams maintained in partnership with the Ohio Division of Wildlife that serve as recreational areas.

Airport

There is one primary airport in Fairfield County. The Fairfield County Airport is located approximately one mile north of the City of Lancaster on County Road 33A (Lancaster-Columbus Road). Both private and corporate aircraft operate from this 5,000-foot field which is open 24/7.

Hospitals/Medical Clinics

Fairfield County has five full-service medical centers: Fairfield Medical Center in Lancaster, Fairfield Medical Center River Valley Campus in Lancaster, Diley Ridge Medical Center in Canal Winchester, Mount Carmel Medical Group Reynoldsburg, and OhioHealth Pickerington Methodist Hospital. Pickerington, Canal Winchester, and Lancaster also have several urgent care facilities and retail clinics not affiliated with hospitals that serve the public.

Lancaster has a Veterans Affairs (VA) clinic. There are VA hospitals via a short drive located in Columbus and Chillicothe. Additionally, there are low-income clinics for those who are uninsured and numerous medical and behavioral health clinics.

Highways

Fairfield County possesses a large state and interstate route network. Interstate 70 runs through the northwest edge and United States (US) Routes include US Route 33 and US Route 22. In addition, there are numerous State Routes including 37, 158, 159, 188, 204, 256, 312, 664, and 674. Completed in 2005, the US 33 bypass allows people to travel around the City of Lancaster as they are journeying from Columbus towards Hocking County. These roadways are busy routes for commuters and the transportation of goods.

Railroad

Two rail lines travel through Fairfield County. The Kanawha River Railroad (KNWA) enters in the Northwest corner of the county near the City of Pickerington, and transfers ownership from Norfolk Southern to KNWA at the county line. The KNWA line travels through the county and exits into Perry County near Bremen. The second rail line is the Indiana and Ohio railroad which parallels US Route 33 from Franklin County into Hocking County. These rail lines transport numerous types of raw materials, including hazardous chemicals.

Pipelines

The network of pipelines within the county has expanded over the past several years, and they pass through carrying oil, natural gas and other resources. Notably, a large natural gas pumping station is located near Sugar Grove and supplies natural gas to the eastern United States.

Public Safety Answering Points (PSAP)

The county's Public Safety Answering Points (PSAP) receive and dispatch the appropriate jurisdictional emergency response organization and equipment. In large disasters, the PSAP dispatches local units or mutual aid departments to assist. Fairfield County has three PSAPS including the Fairfield County Sheriff's Office, Lancaster Police Department, and Pickerington Police Department.

Mutual Aid Agreements

Mutual aid agreements are honored and may be established between public and/or private partners. Adjoining political subdivisions coordinate response efforts for mutual benefit and support. Individual agencies may have their own arrangements in place and are encouraged to activate them as needed. Several of these cooperative agreements are maintained by the Emergency Management Agency (EMA) office. Questions regarding authenticity, ethical considerations, or other concerns related to Fairfield County government's mutual aid commitments can be directed to the County Prosecutor's Office for legal counsel.

Fairfield County Emergency Management Agency (EMA)

Through communication with the EMA Director or designee, the Incident Commander (IC) or Unified Command (UC) determines the need to activate the Emergency Operation Center (EOC) and whether the activation should be in person or virtual. The EMA Director and the IC have the authority to activate the EOC. When additional resources are needed from outside the county, EMA will coordinate with surrounding jurisdictions. All agencies (fire, EMS, law, schools, *etc.)* maintain current notification rosters and their own plans. Copies of these are shared with the EMA.

Continuity of Operations

Some incidents may make agency work sites inoperable due to power outages, destruction, or other issues. Agencies should be prepared for this occurrence by having a Continuity of Operations Plan (COOP) internally that explains the procedures for carrying out services in other alternate or satellite locations. Planning prior to an event makes a seamless transition for staff and lessens the interruption of services for the public.

C. Situation

Fairfield County is at risk of several different types of hazards as identified in the HIRA and *2023 Natural Hazard Mitigation Plan*. The broad categories are outlined below.

Natural Hazards

The Federal Emergency Management Agency (FEMA) requires all counties to develop a *Natural Hazard Mitigation Plan* (NHMP). The plan consists of identifying all hazards, assessing risks, setting goals, and selecting mitigation activities for the jurisdictions. Authorities Having Jurisdiction (AHJ) are asked to provide input regarding possible mitigation needs for their jurisdiction as well as adopt the mitigation plan. For a jurisdiction to receive state or federal funds for a mitigation project, all projects must be listed in the NHMP and approved by FEMA.

The regional *Threat and Hazard Identification Risk Assessment* (THIRA) and local *Hazard Identification Risk Assessment* (HIRA) were completed in 2021. These documents examine data and identify the most likely threats and hazards that could affect Fairfield County.

NHMP, THIRA, and HIRA utilize data from National Weather Service (NWS), Ohio Department of Natural Resources (ODNR), and other resources. All three documents show that the most likely hazards to affect Fairfield County are floods, severe winter storms, and severe summer storms followed by tornados. Severe summer storms include strong winds and hail and may be accompanied by tornados. These documents and the data drive discussions for mitigation projects and ways to make the community more resilient.

Dam Failure

Because dams are man-made, dam failure or breaches are considered man-made disasters; however, they are often discussed in natural hazard mitigation plans due to their potential impacts on the

surrounding areas. There are fifteen Class I and sixteen Class II dams in Fairfield County. Failure of these higher-class dams could result in loss of life or present a serious hazard to public health, damage to homes and high value industrial or commercial properties.

There are three dam conservancy districts in Fairfield County – Hunter's Run Conservancy District, Rush Creek Conservancy District, and the South Licking Watershed Conservancy District. These groups monitor, report failures, and provide maintenance on dams within their districts.

For more information on hazards in Fairfield County, see the *Natural Hazard Mitigation Plan.*

Hazardous Materials
Most situations with hazardous chemical release are accidental, like a vehicle collision resulting in a leak. With hazardous chemicals, there is the possibility of injury, death, or damage.

Fairfield County has a Local Emergency Planning Committee (LEPC) as set forth in ORC 3750.03 which monitors and reports the release and cleanup of hazardous chemicals.

Man-made/Civil Disturbances
Man-made attacks can occur anywhere. These incidents are not discussed with natural events but are important for planning reasons. Chemical, biological, radiological, nuclear, explosives (CBRNE) incidents and other civil disturbances are areas of concern. Man-made incidents can be both intentional and non-intentional.

Additionally, cyberattacks have been increasing in frequency and damage. These attacks can take up to 18 months to recognize and even more time to contain and repair damage. A vast number of critical infrastructures are tied to internet-based platforms which are at risk of being held for ransom, compromised, and rendered unusable. If this occurs, essential services may be halted, possibly harming economic stability and public trust.

D. Assumptions
When creating a plan for a cohesive response, there are assumptions made. These assumptions help identify capabilities and gaps for specific circumstances. The assumptions made in this plan are outlined below.

- ➢ Each situation requires different resources, support, and response efforts.
- ➢ Planning is done with the worst-case scenario in mind.
- ➢ A typical trigger for this plan is a Type 1 or 2 event, maybe a Type 3 event (FEMA, 2021). (See Annex A for more information.)
- ➢ The EOP is scalable, flexible, and adaptable to any pre-planned event or hazardous incident.
- ➢ Local elected officials make an Emergency Declaration for situations that meet the criteria.
- ➢ The activation of an annex automatically activates the BASE PLAN, if not already done.
- ➢ Roles and responsibilities vary depending on the nature of the situation.
- ➢ Many organizations with responsibilities collaborate and coordinate with each other for a cohesive and efficient response.
- ➢ Planning for recovery and demobilization begins at the start of an incident or event.

II.   Concept of Operations
A. General

NIMS/ICS

In March 2009, the Fairfield County Commissioners passed Resolution 02-03-29.0 adopting NIMS. This requires all agencies of Fairfield County to utilize NIMS as directed by the State of Ohio and Department of Homeland Security (DHS). NIMS and Incident Command Structure (ICS) are utilized during the response and utilization of the EOP.

Triggers

Triggers to activate the EOP are identified by key personnel such as the EMA Director, Authority Having Jurisdiction, Incident Commander, law enforcement officers, and fire department personnel. The EMA Director (or designee) or IC has the authority to activate the EOP.

Establishing Operations

The following operations are established early in the incident based on size, scope, and need.

- Incident Command on the scene is established and a "size-up" is conducted. This allows the Incident Commander (IC) / Unified Command (UC) to understand the incident and anticipate what resources are needed.
- If the IC/UC determines that the Emergency Operations Center (EOC) is needed, notification is sent to the EMA Director.
- The EMA Director / EOC Manager coordinates with the Authority Having Jurisdiction, law enforcement, and fire to establish an effective line of communication and collaboration. This cooperation is maintained throughout the incident.
- Depending on the size and scope of the emergency, the CEO may make an emergency declaration. This declaration is required if resources or assistance are needed from outside the affected jurisdiction(s).

Maintaining Operations

- The Fairfield County Prosecutor's Office is used for all legal issues or questions during an event or exercise.
- Each jurisdiction should monitor, repair, or replace deployed resources following usage. If equipment cannot be repaired or replaced, it should be documented in the resource database. This information may need to be sent to the Logistics Chief in the EOC.
- Response efforts continue until the IC and/or EMA Director feels the emergency is contained or until the recovery phase is complete. Once it is determined the response can stop, demobilization of resources and personnel begins to return to a pre-disaster posture.
- The response phase may be faster, but depending on the damage and effects, recovery may take a long time.

Demobilization

Demobilization is planned from the beginning of the event. This is when personnel, supplies, and equipment can be sent back to their originating location. This is particularly important for personnel and equipment that was sent from a resource request.

As resources are no longer needed, there must be certainty between Operations and Logistics that they are not required in another area of the response. If they are indeed no longer needed, the demobilization process starts. ICS-221 form may be completed for each resource demobilized.

Each functional annex has more information on the demobilization process.

Prior to demobilization, the EOC Manager conducts a hotwash to gather information from participants about what went well, areas for improvement, and any suggestions. This information is then used to write an After-Action Report (AAR). See Plan Development and Maintenance section for more information.

Information Collection, Analysis, & Dissemination

During a disaster, there is a lot of information needed and circulated as different roles complete their missions and tasks. Each role may receive critical information and is responsible for making sure the information is shared.

The Planning Section Chief is responsible for collecting all critical information that is circulating in the EOC and with external partners such as the jurisdiction's fusion center. Once obtained, information is collated into a usable format and then disseminated via the Incident Action Plan, maps, charts, etc. This information then becomes the Essential Elements of Information (EEI). EEI is critical because it is the information on which decisions are based and the foundation of the critical event. If the EEIs are not correct, there will be confusion and actions may progress in the wrong direction.

EEI are the details that describe what has happened and the results of the incident; injuries, death, damage, life safety and immediate needs, etc. The community lifeline icons can display their status on the outer ring of the icon. Each color signifies impact or an unknown status. Blue rings are just a display with no impact on lifelines (such as those in the beginning of the Base Plan). The lifelines can be displayed on a screen or whiteboard in the EOC. They can also be displayed in the virtual EOC platform.

A form to collect the EEI is in the EOC Planning Section files. Additional information on collection, analysis, and dissemination of critical information can be found in the CPG 101 v3 (Federal Emergency Management Agency, 2021).

Any information that should be shared with the public will be disseminated through the JIC or mass notification system. The method used is determined by the desired reaction. If the public should act urgently, a mass notification system is likely the method used.

Collaboration with different community liaisons is essential when ensuring that information is accessible to the whole community. Liaisons can assist public safety with how to reach their groups. If messaging is specific to a sector, geo-mapping can assist in making sure the message goes to the correct area.

New & Emerging Threats

Fairfield County is monitoring for new and emerging threats and their potential impacts. Surveillance and monitoring are done in collaboration with local, regional, state, and federal partners, both public and private. The EOP will be updated with information and response plans as needed.

Cybersecurity

Cyber threats and events are increasingly common. They are disruptive and can cause damage to systems, infrastructure, reputation, and lives depending on what they intercept. This implies intentional infiltration into cyber systems as well as accidental causes for interruption. Accidental causes include power glitches, clicking on a phishing email link, or system failures.

Cyber systems are utilized in a multitude of ways including but not limited to: power generation, transportation systems, traffic control, communication systems, water purification and delivery, banking, and access control.

Monitoring and surveillance are essential to detect suspicious activity early before much damage can be done. Continual education for users is also important to enable vigilance and understanding of proper usage of and the risks associated with using cyber systems.

B. Operational Needs

The EOP is designed to be an "all hazard" response plan. While many elements are the same, namely the NIMS response structure, language, and communication, there are also differences between responses. Nuances may result in different needs and tasks. Examples of needs that may be present in one incident and not in another include, but are not limited to:

- Debris Management
- Door-to-Door Welfare Checks
- Mass Casualty
- Mass Fatality
- Points of Distribution/Dispensing (POD)
- Reunification
- Sheltering

The resource database contains many agencies, equipment, and support that can be called upon if there is a need and is maintained by the EMA office. Local resources must be utilized and exhausted before requesting resources outside of the county. Requests for resources are sent to the Logistics Chief through the EOC or the EMA Director if the EOC is not activated. Resource requests are documented on an ICS213-RR form.

C. Access & Functional Needs (AFN)

Part of the "whole community" includes people with access and functional needs (AFN). The definition of AFN is broad and includes, but is not limited to: people with disabilities, older adults, those with limited access to transportation and/or financial resources, and people with limited English proficiency (Federal Emergency Management Agency, 2021). Many people with AFN are protected through the Federal civil rights laws and nondiscrimination policy.

Access and functional needs vary by individual and may change depending on the specific protective actions or requests made by emergency personnel. This means a person's disability may or may not affect them based on what is being asked. For example, someone who uses a wheelchair may not need assistance when sheltering in place, but they would require support if asked to evacuate. Different resources and logistical considerations may be necessary to evacuate, transport, shelter, or communicate effectively. The most effective approach is to ask individuals how they can be helped, and then request appropriate resources based on their specific needs in that situation.

For those residents and visitors that need information in a language other than English, the Health Information Translations site (https://www.healthinfotranslations.org/) can be used for printed material. The site, which was a project of Central Ohio Hospitals, has different topics of information including safety, disaster preparedness, and more. The Fairfield County Health Department also has multiple language services available.

III.   Organization of Responsibilities

Below are the primary agencies that would be involved in the response and recovery efforts. Primary agencies are the core group to respond to disasters. Secondary agencies are those that may be notified

that assistance is needed from their respective organizations. All agencies are expected to follow their SOP/SOGs.

Primary

Community Elected Officials (CEOs)

- Keep the citizens and their property safe and protected is primary and paramount
- Submit an *Emergency Declaration* to the local EMA if warranted. (See Appendix C). (A county-wide declaration made by the County Commissioners covers the entire county.)
- Gather and report damage assessments to the EMA office within 12 hours.
- Maintain communication with other stakeholders, responding agencies, and the public. Effective communication must be established and maintained from the jurisdiction's CEO to the County EOC.
- Coordinate with Finance Section Chief to maintain receipts, purchase orders, bidding history, photographs, or any other documentation relating to the disaster and recovery.

Emergency Management Agency (EMA)

- The Emergency Management Director is responsible for coordination, resources, and messaging during a disaster.
- The Director is to advise the CEOs to ensure proper emergency actions are taken in a timely manner.
- Immediately following a disaster, the EMA Director will coordinate with the elected officials of the affected jurisdictions to size-up the situation and damage. The EMA staff may conduct visits to the affected jurisdictions, assist with the initial damage assessment paperwork and emergency declaration.
- Notify Ohio EMA Watch Desk of the incident including damage, injuries, deaths, and number of emergency declarations.
- Activate the Emergency Operation Plan, if needed.
- Open the EOC, if needed. This may be a physical site or virtual.
- Receive assessment information and collaborate with IC to determine necessary protective actions and next steps.
- Work with all local jurisdictional agencies, boards, responders, and elected officials to promote cooperation and information sharing to mitigate threats and hazards.
- Develop and maintain the resource database which includes contact rosters, Mutual Aid Agreements, and a current listing of all available resources.
- Coordination of emergency/disaster planning as well as development and maintenance of the county EOP. This includes both short-term and long-term planning necessary to decrease possible cascading effects on the community during a disaster.
- Maintain a positive training posture with all jurisdictions within the county. This may be in the form of classes or exercises.

Fire Departments and Emergency Medical Services (EMS)

In Fairfield County, fire and EMS personnel are in the same department. Many are cross trained to perform both roles.

- Provide recommendations on matters of shelter-in-place or evacuation.
- Provide mutual aid when necessary.

- Establish ICS to provide scene direction and control. The first ranking officer from a fire department assumes the Incident Commander role until another qualified individual relieves the first person.
- Communicate the assessment to the Incident Commander, or supervisor.
- Triage, stabilize, treat, and transport the injured.
- In case of hazardous materials, follow the Safety Data Sheets (SDS) guidance or Emergency Response Guidebook (ERG) directions for specific substances.
- Assist with evacuations and transportation, when necessary.
- Coordinate with private sector utilities companies, such as power and gas companies, when a service needs shut down or restored.

Law Enforcement Agencies

- Maintain law and order before, during, and after a disaster.
- Utilize crowd control methods to keep citizens away from dangerous situations or clear of an area so that responders can work.
- Enforce a shelter-in-place or evacuation when ordered.
- Traffic control and area security.
- Declaration and enforcement of snow emergencies for the county (Sheriff's Office).
- Lead agency in conducting and controlling evacuations.
- Work within jurisdictional laws and assist other jurisdictions when needed.
- Assess and analyze a situation to determine the potential harm to other first responders.
- Communicate the assessment to the Incident Commander, or supervisor.

Public Information Officers (PIO)

- The EMA Director activates the opening of the Joint Information Center (JIC).
- The PIO is the lead of the JIC and collaborates with leadership and command staff on messaging.
- The JIC is to gather updated, accurate information, briefs the EOC and all media, prepares and provides emergency public information releases.
- Obtain approval before from EMA Director and Incident Command / Unified Command before releasing statements or any information.
- Monitor social media for rumors and assist with rumor control.
- Maintain a chronological record of all public / media releases, written and verbal.

For more information on the PIO, see the EOC/JIC SOG.

Public Safety Answering Point (PSAP) Centers

- Responsible for management of emergency communications systems for their jurisdiction.
- Dispatch all county sheriff, fire, and EMS units.
- Coordinate emergency communications, warning frequencies, and procedures locally and with neighboring communities.
- Ensure the communication network with regional support and State EMA is effective.
- Assign and set procedures that are compatible with the countywide emergency communications system.
- Work with impacted jurisdictions to ensure communications have 24-hour capability.

Secondary

Below are secondary agencies that may be called in if their services are needed due to the nature of the disaster.

Alcohol, Drug Addiction, & Mental Health (ADAMH) Board
- Plan, fund, monitor and evaluate the mental health and substance use services in the county.
- Maintain the Fairfield County Community Crisis Response Team (FCCCRT), composed of individuals trained in NOVA (National Organization for Victim Assistance) Mental Health Response, ensuring they are prepared for deployment when needed. The team's primary role is to provide crisis counseling after a disaster.
- Activate FCCCRT and coordinate with local officials about appropriate time and location following an incident.
- Coordinate mental health and substance use services, such as crisis care and post-traumatic stress disorder counseling.

Amateur Radio Club
- Provide communications support during emergencies or to assist with exercises.
- The members use their own equipment to support the county.
- Members can assist hospitals, clinics, volunteer reception centers, and donations management activities with communications.

American Red Cross (ARC)
- Provide mass care, feeding, sheltering, and bulk distribution of emergency supplies.
- Conduct damage assessment and share results with EMA and ARC.
- Provide individual family assistance after floods, fires, and other disasters.
- Identify and vet shelter sites prior to a disaster.
- Train and designate of shelter managers and mass care facility managers as staffing allows.
- Coordinate with the health department when opening a shelter.

Animal Control
- Includes Dog Warden, Humane Society, ODNR Division of Wildlife Officer, veterinary offices, and animal hospitals.
- Coordinate pre-disaster preparedness activities with public sector groups and organizations to improve emergency response.
- Coordinate and plans resources to secure and relocate pets and livestock such as trailers, trucks, cages, etc.
- Coordinate the rescue and care of injured or endangered animals.
- Notify and activate the Ohio Department of Agriculture's Dangerous Wild Animal Program.
- Work to reunite all lost animals with their owner's post disaster.
- Provide support to Red Cross shelters in the handling of pets brought by evacuated families.
- Communicate with EOC to coordinate and resolve animal problems identified by the Incident Commander or EMA Director.
- Provide animal control measures as needed for shelter locations.

Coroner
- Information concerning fatalities is controlled and released by the Coroner. Information to be released will be given to the PIO.
- When there are mass fatalities, conduct investigations, establish temporary morgue areas, establish a Family Assistance Center (FAC).
- Request assistance with appropriate outside agencies as needed by the event (Disaster Mortuary Operational Response Teams (DMORT)).

Engineer and Public Works
- Close and open roads as safe and necessary.
- Inspect bridges, roads, or other structures impacted by the disaster. Verify if safe or if repair is needed.
- Provide personnel, vehicles, signage, and heavy equipment as able to assist with traffic control, detours, and roadblocks.

Fairfield County Health Department
- Coordinate of the Strategic National Stockpile (SNS).
- Conduct epidemiological investigations of reportable infectious diseases and contaminants.
- Issue health and medical advisories to the public on matters like infectious disease, water condition and supplies, waste disposal, mass feeding services, vectors, immunizations, etc.
- Coordinate with medical and mental health services with ADAMH and other providers.
- Provide guidance on safety and health protection measures for first responders and workers on-scene.
- Inspect shelters.
- Conduct food inspections for any licensed kitchens, including temper ones established for disaster relief
- Assist with language translation services.
- Address concerns regarding sewage and water.
- Participate in the JIC.
- Assist in the setting up and operation of a family assistance center.

Fairfield County Information Technology
- Monitor county government cyber threats.
- Continue protective and preventative measures.
- Provide surveillance information, as appropriate, for the five mission areas.
- Participate in the EOC if requested during activation.
- Participate in the ICP if necessary for the type of event.

Fairfield County Ohio State University Extension Office
- Advise and assist county agencies on agriculture response.
- Assist with conducting exercises involving agriculture and product security - including farming chemicals.

Fairfield County Prosecutor's Office
- Provide legal counsel to Fairfield County offices and Fairfield County townships, including but not limited to, Fairfield County Emergency Management Agency and the Fairfield County Board of Commissioners.
- Agencies that have their own legal counsel should utilize their own counsel's services, as applicable.

Hospitals
- Handle the medical needs required of the emergency.
- Communicate with the Healthcare Incident Liaison (HIL) and other area hospitals to handle overflow or diversion plans.
- Continuously advise the appropriate hospital health and medical representative assigned to the EOC of the hospital's status.
- Have hospital PIO engaged with JIC.

- Establish and staff a reception/support center at the hospital for those seeking care and their support people.

Job and Family Services
- Provide emergency assistance to qualified applicants.
- Administer Temporary Assistance for Needy Families (TANF) program for qualified applicants.
- Administer Supplemental Nutrition Assistance Program (SNAP) and Medicaid benefits to qualifying individuals.
- Assist families in applying for aid and addressing needs/concerns.

Salvation Army
- Coordinate with EMA for services needed after a disaster.
- Provide food and needed necessities during displacement for affected citizens.
- Coordinate with the ARC to ensure community needs are addressed.

Schools
- Protect and evacuate students as required by the emergency.
- When directed by the proper authority and approved by school leadership, schools may be used for mass care facilities, an operation center for fire or law enforcement, or a location for damage assessment teams to work.
- Coordinate the use of school buses and school bus drivers as needed for evacuation or relocation.

Soil & Water
- Provide technical assistance with flood control, erosion, farm conservation, and prevention of pollution to streams from the agricultural industry.
- Advise and assist county agencies on agriculture response.
- Assist with conducting exercises involving agriculture and product security - including farming chemicals.
- Assist with potential locations of drainage infrastructure.

Special Operation Teams (SOT)
- Respond to calls for chemical hazards or water rescue team operations.
- Assist in identifying issues for responder safety and health.
- Conduct decontamination procedures if required.
- Assist in determining when it is safe for evacuee re-entry or to discontinue shelter-in-place after an event. (This is done by working closely with EMA and the IC.)

Utilities Department
- Provide expertise on utilities if there are questions.
- Assist with water/sewer needs, like shutting off or restoring water/wastewater.
- Coordinate with private sector utilities and contractors, if necessary.

Fairfield County Transit
- Provide day-to-day and emergency transportation as able and requested.
- Provide information on types of transportation units available to the EOC.
- Maintain MOU with EMA and 211 for transportation.
- Provide a liaison in the EOC who can share information and make decisions.

Volunteer Organizations

Volunteer organizations are extremely helpful to augment staffing. Local volunteer groups include Community Emergency Response Team (CERT) and Medical Reserve Corps (MRC).

Some activities local volunteers can assist with include:

- Volunteer Reception Center
- Donations Management
- Family Assistance Center
- Sheltering assistance
- Damage assessment

CERT must be requested and approved by the EMA Director or County Commissioners in his/her absence. The MRC is managed through the Fairfield County Health Department.

Self-deployment (without a request from EMA or the EOC) is not allowed.

Additional volunteer organizations can be called up through Ohio Voluntary Organizations Active in Disaster (VOAD). These volunteer organizations specialize in different areas like meals, debris removal, mass care, donations management, housing, communications, and more. The county may also utilize other resources like Crisis Cleanup to asset in organizing volunteers for debris related tasks.

IV.   Direction and Control

During an emergency, direction and control allow the local jurisdiction to assess and analyze the situation and decide how to respond effectively and skillfully. Coordination and use of resources are utilized in an efficient manner.

The response to an event is led by the Incident Commander or a Unified Command. CEOs and other leadership provide jurisdictional oversight and provide emergency declarations if needed. The EOC is directed by the EMA Director or designee.

Each functional annex outlines specific direction and control areas and roles.

V.   Administrative/Logistics/Finance

A. Administrative

All records regarding the disaster including, but not limited to, message logs, resource requests, receipts, media releases, actions taken, challenges and successes, are maintained for the historical record and documentation. All written materials are provided to the EMA office prior to demobilizing and releasing staff.

B. Logistics

The requests for operations, logistical, and administrative support for response personnel are coordinated with the CEO of the affected jurisdiction and the County EMA Director. Requests, once approved, are given to the Logistics Chief.

Resources recorded in the resource database are constantly changing; therefore, data may be outdated.

C. Finance

The first line of funding comes from the affected jurisdiction, since disasters start and end locally. If the disaster is countywide or the County Commissioners issue a disaster declaration, the EMA Director

presents the financial expenditures report to the County Commissioners for their approval or denial. If the expenditure is denied, it is up to the legislative authorities in the affected jurisdiction to approve or deny the request.

The Finance Manager maintains a roster of all expenditures including mutual aid agreements utilized, resources requested, receipts, and the number of man hours used in response and recovery efforts. Strict recordkeeping is maintained to improve the chance of having expenses reimbursed.

Training and Exercise
A. Training

Each agency lead is responsible for training their personnel in the NIMS process and for possible assignment in the EOC. Elected officials of all agencies are informed of NIMS and ICS programs and requirements.

Training elements for each area are described in their respective annexes or internal agency procedures.

Fairfield County EMA conducts periodic EOC training to keep skills fresh or bring in additional staff.

B. Exercise

Ohio Revised Code (ORC) 5502.26 and 5502.27 require the county EMA to conduct a test of the County EOP (Ohio Legislative Service Commission, 2002). ORC Chapter 3750 requires an annual test of the hazmat plan. Exercises increase responder's knowledge on specific topics, train EOC participants in their roles and responsibilities, and assist in identifying challenging areas. Exercises test the plan and procedures, not the person or the role.

A critique (hotwash) follows directly after completion of the exercise or real-world event. This should address all activities of the exercise, both successful and challenging. All participants in the exercise should be part of this debriefing and provide feedback.

An After-Action Report (AAR) / Improvement Plan (IP) is created after the event to summarize the activities of the event and capture successes and areas for improvement. Lessons learned are documented in the AAR for future planning efforts.

Plan Development and Maintenance

The Fairfield County EOP is reviewed and updated annually as required by ORC 5502.26, .27, .271 and OAC 4501:3-6-01 (Ohio Legislative Service Commission, 2002; 2016). OCR 5502.26 specifically, requires an annual test of the county EOP. Lessons learned from exercise and real-world AAR are utilized to update plans. This information improves plans by making them more effective and more comprehensive after seeing plans in action.

The resulting plans are shared with contiguous counties. Fairfield County's EOP coincides with plans from neighboring counties. The public can view the EOP through the EMA website (www.fairfieldema.com), requesting a hard copy at the EMA office, or stopping by the local library.

Appendices

- Appendix A – References
- Appendix B – Abbreviations
- Appendix C – Declaration of Emergency

- Appendix D – Department Roles and Responsibility of a Disaster Chart
- Appendix E – Authority & References
- Appendix F – Definitions of Terms

Appendix A – Document References

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        Evaluation Manual (OHM-EEM).* https://epa.ohio.gov/static/Portals/27/serc/OHM-EEM-
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Appendix B – Abbreviations

Acronym	Definition
211	Information & Referral
213RR	ICS Form, Resource Request
AAR	After-Action Report
ADA	Americans with Disabilities Act
ADAMH	Alcohol, Drug Addiction & Mental Health
AFN	Access & Functional Needs
AHJ	Authority Having Jurisdiction
ALD	Assistive Listening Devices
ALS	Advanced Life Support
AMBER	America's Missing: Broadcast Emergency Response
ARC	American Red Cross
ARES	Amateur Radio Emergency Service
ASAP	As Soon as Possible
ASPR	Assistant Secretary for Preparedness & Response
ATF	Alcohol, Tobacco & Firearms
BLS	Basic Life Support
BP	Base Plan
BWC	Bureau of Workers Compensation
CAMEO	Computer-Aided Management of Emergency Operations
CAS	Chemical Abstract Service (number)
CBRNE	Chemical, Biological, Radiological, Nuclear & Explosives
CCTA	Complex Coordinated Terrorist Attacks
CEO	Community Elected Official
CERT	Community Emergency Response Team
CFR	Code of Federal Regulations
CIKR	Critical Infrastructure & Key Resources
CIMS	Contact & Information Management System
CISM	Critical Incident Stress Management
CMD	Command Mobile Unit
CONT	Continued
COOP	Continuity of Operations Plan
COP	Common Operating Picture
COTS	Central Ohio Trauma System

Acronym	Definition
CPG	Comprehensive Preparedness Guide
CST	Civil Support Team
CTG	County Transportation Group
DHHS	Department of Health & Human Services
DHS	Department of Homeland Security
DMORT	Disaster Mortuary Response Team
DMV	Department of Motor Vehicles
DOD	Department of Defense
DOE	Department of Energy
DOT	Department of Transportation
DPS	Department of Public Safety
EAS	Emergency Alert System
ECL	Emergency Condition Levels
EEM	Exercise & Evaluation Manual
EHS	Extremely Hazardous Substances
EMA	Emergency Management Agency
EMAC	Emergency Management Assistance Compact
EMS	Emergency Medical Services
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
EPA	Environmental Protection Agency
EPD	Electronic Personal Dosimeter
ERG	Emergency Response Guidebook
FAA	Federal Aviation Administration
FAC	Family Assistance Center
FAO	Fire Alarm Office
FBI	Federal Bureau of Investigation
FCC	Federal Communications Commission
FCCCRT	Fairfield County Community Crisis Response Team
FCHD	Fairfield County Health Department
FCOEMHS	Fairfield County Office of Emergency Management & Homeland Security
FEC	Facility Emergency Coordinator
FEMA	Federal Emergency Management Agency
FMC	Fairfield Medical Center

Acronym	Definition
FRA	Federal Railroad Administration
FSMA	Food Safety Modernization Act
GIS	Geographic Information System
HAZMAT	Hazardous Materials
HAZWOPER	Hazardous Waste Operations & Emergency Response
HIRA	Hazard Identification Risk Assessment
HR	Hour
HSGP	Homeland Security Grant Program
HSPD-5	Homeland Security Presidential Directive-5
IAP	Incident Action Plan
IC	Incident Command
ICP	Incident Command Post
ICS	Incident Command System
ILO	Intelligence Liaison Officer
IMT	Incident Management Team
IPAWS	Integrated Public Alert & Warning System
IT	Information Technology
JIC	Joint Information Center
JITT	Just In Time Training
K-9	Canine
LEADS	Law Enforcement Automated Data System
LEERP	Law Enforcement Emergency Response Plan
LEHD	Longitudinal Employer-Household Dynamics
LEPC	Local Emergency Planning Committee
LODES	LEHD Origin-Destination Employment Statistics
MARCS	Multi Agency Radio Communication System
MCJDC	Multi-County Juvenile Detention Center
MCU	Major Crimes Unit
MECC	Metropolitan Emergency Communications Center
MORPC	Mid-Ohio Regional Planning Commission
MOU	Memorandum of Understanding
MR	Millirems
MRC	Medical Reserve Corps
NAWAS	National Warning System

Acronym	Definition
NBC	Nuclear, Biological, Chemical
NFIP	National Flood Insurance Program
NHMP	Natural Hazard Mitigation Plan
NIMS	National Incident Management System
NOAA	National Oceanic Atmospheric Agency
NOVA	National Organization for Victim Advocacy
NRC	National Response Center
NRT	National Response Team
NTAS	National Terrorism Advisory System
NWS	National Weather Service
OAC	Ohio Administrative Code
OCRT	Ohio Crisis Response Team
ODA	Ohio Department of Agriculture
ODD	Ohio Department of Development
ODH	Ohio Department of Health
ODNR	Ohio Department of Natural Resources
ODOT	Ohio Department of Transportation
OEMA	Ohio Emergency Management Agency
OEPA	Ohio Environmental Protection Agency
OFC	Ohio Fusion Center
OHM	Ohio Hazardous Materials
OHM-EEM	Ohio Hazardous Materials Exercise & Evaluation Manual
OIC	Officer in Charge
OMORT	Ohio Mortuary Operational Response Team
ONG	Ohio National Guard
OPHA	Ohio Public Health Association
OPHCS	Ohio Public Health Communications System
OPWC	Ohio Public Works Commission
ORC	Ohio Revised Code
OSC	On-Scene Coordinator
OSHP	Ohio State Highway Patrol
OSU	Ohio State University
OWS	Outdoor Warning Sirens
PIO	Public Information Officer

Acronym	Definition
PL	Public Law
POC	Point of Contact
POD	Point of Dispensing
PPE	Personal Protective Equipment
PSA	Public Service Announcement
PSAP	Public Safety Answering Points
PTSD	Post-Traumatic Stress Disorder
Pu	Plutonium
PUCO	Public Utilities Commission of Ohio
R	Roentgen
RP	Responsible Party
RPP	Radiological Protection Program
RQ	Reportable Quantities
RR	Resource Request
SARA	Superfund Amendments & Reauthorization Act
SBA	Small Business Administration
SCBA	Self-Contained Breathing Apparatus
SCI	Southeastern Correctional Institute
SDS	Safety Data Sheets
SERC	State Emergency Response Commission
SITREP	Situation Report
SLGCP	State & Local Government Coordination and Preparedness
SNAP	Supplemental Nutrition Assistance Program
SNS	Strategic National Stockpile
SO	Sheriff's Office
SOG	Standard Operating Guidelines
SOP	Standard Operating Procedure
SOT	Special Operations Team
TANF	Temporary Assistance for Needy Families
TDSRS	Temporary Debris Storage and Reduction Sites
THIRA	Threat & Hazard Identification & Risk Assessment
U	Uranium
UAV	Unmanned Aerial Vehicle
UC/UAC	Unified Command/Unified Area Command

Acronym	Definition
UCS	Unified Command System
UHF	Ultra-High Frequency
US&R	Urban Search & Rescue
USDA	United States Department of Agriculture
VA	Veterans Affairs
VOAD	Volunteer Organization Active in Disaster
VRC	Volunteer Reception Center
WEA	Wireless Emergency Alerts
WMD	Weapons of Mass Destruction

Appendix C - Declaration of Emergency

A local state of emergency is declared when existing circumstances are found to be beyond the capabilities of the local response system. A declaration of emergency can be completed by any jurisdiction in Fairfield County. A declaration from the Board of Commissioners of Fairfield County is a request for all jurisdictions.

The Declaration Process:

- Local Community Elected Officials may decide to declare an emergency before the system becomes overwhelmed or at a point where the system has reached capacity.
- Fairfield County EMA provides declaration documentation and technical assistance to any jurisdiction, if requested.
- After the completion of a situational assessment, Fairfield County EMA may recommend an emergency declaration be issued for affected jurisdictions.
- Any jurisdiction declaring states of emergency must forward the appropriate documents to EMA with photos and/or documentation for the declaration packet.
- Once approved and signed, the resolution is forwarded to Ohio EMA by the Fairfield County EMA Director.

Once Declaration is received to Ohio EMA

- Ohio EMA assesses the situation.
- Request a Governor's declaration if needed.
- Identify and mobilize additional resources.
- Upon request of the Governor, prepare a Presidential request for disaster declaration through FEMA.

Sample of County Commission Emergency Declaration

Resolution Number: Date of Request:

RESOLUTION TO DECLARE AN EMERGENCY IN FAIRFIELD COUNTY (*of local jurisdiction*) OHIO DUE TO (*insert circumstances of disaster and date of occurrence*).

WHEREAS, Fairfield County Emergency Management and Homeland Security has determined that Fairfield County has been severely impacted by (*insert the incident and date)* and

WHERAS, THE *(insert event*) resulted in (*list the impacts to the county*); and

WHEREAS THE (*insert event*) caused (*list the impact to services*) and

WHEREAS, the affected citizens and jurisdictions in Fairfield County may need financial assistance for (*list the need-debris management, access to food, repairs to property)* to protect life and property; and

WHEREAS, some of these services may not be covered by existing programs, insurance, or other funding services; and

WHEREAS, this declaration of emergency shall expire 30 days from the date enacted unless cancelled or extended by formal resolution, therefore,

BE IT RESOLVED BY (*local Community Elected Official*) FAIRFIELD COUNTY, OHIO

That the (*local Community Elected Official*) pursuant to the provisions of the Ohio Revised Code and Federal Statues, declares a state of emergency within Fairfield County. Ohio due to (*insert event and date*) and hereby authorizes the preparation of requests for State and Federal, public, and individual assistance for affected communities and residents.

PREPARED BY:

Appendix D - Department Roles and Responsibility of a Disaster Chart

Roles and Responsibilities - First 24 Hours of a Disaster

C - Coordinate L – Lead Agency P - Primary S – Support	Fire Dept	EMS	Law Enforcement (PSAP)	EMA	Elected Officials	Engineer & Public Works	Health Dept	Coroner	Red Cross	Amateur Radio
Emergency Notifications and Response	P	P	P	S						
Emergency Declarations				C	P					
Establish Incident Command	P	S	P	C						S
Population Protective Actions (Evacuation, Shelter in Place)	P	S	P	C	S				S	S
Open Shelters				C					P	
Notify OEMA. Request Field Liaison personnel				P	C					
Activate Wireless Emergency Alert (WEA)			P	P						
Establish EOC and JIC			S	P						S
Consult with Elected Officials				P						
Joint Information Center/ Press Briefings				P	S					
Resource Support	S	S	S	P/C		S				S
SNS: POD Site Security & Traffic Control			P				C			
Emergency Communications			P	P						P
Control Access to Area	S	S	P	C		S				
Traffic Control			P			S				
Fire Suppression & other tasks	P	S	S				S			
Commence Preliminary Damage Assessments				C	P				S	
Activate Volunteer Centers and Donations Management				P					S	

C - Coordinate L – Lead Agency P - Primary S – Support	Fire Dept	EMS	Law Enforcement- (PSAP)	EMA	Elected Officials	Engineer & Public Works	Health Dept	Coroner	Red Cross	Amateur Radio
Establish Shelter Operations				C					P/L	
Coordinate Transportation			S	C						
Hazmat Response and Decontamination	P	S	S			S				S
Mass Casualty/Fatality Actions	S	P		S				P	S	
EMS - Establish Triage	S	P	S				S			
Search and Rescue	S	S	P	C						
K-9 Search Teams	S	S	P	P/C						
Make public announcements for Health Advisories				C			P			

Roles and Responsibilities - After the First 24 Hours of a Disaster

C - Coordinate / L - Lead Agency / P - Primary / S - Support	Fire Dept	EMS	Law Enforcement	Emergency Management	Elected Officials	Engineer & Public Works	Building Regulations	Health Dept	Red Cross	Amateur Radio	Humane Society
Continue EOC Operations	S	S	S	L	P	S		S	S	S	
Consult w/Elected Officials regarding recovery actions				P							
Continue Joint Information Center Ops				L	S						
Continue traffic control, access to sites			P	C							
Est Unified Command in case of Terrorist Incidents			P	C	S						
SNS: POD Site Security & Traffic Control			P					C			
Est Large Staging Areas in event of major Incidents	P			C	S	S					
Complete Damage & Assessment Reports – Sent to County EMA				C/S	P				S		
FEMA Community Meetings 3-5 days after disaster	S	S	S	C	P	S	S	S	S	S	
Establish Curfews as needed			S	C	P						
Continue Search and Rescue as necessary	S	S	P	C							
Continue Debris Removal & Collection Points			S	C	P	S	S	S			
Conduct Resource Support				P							
Request OSHP or ONG Support for Scene Security			S	C	P						
Request OHVOAD Assistance				C	S						
Establish Price Controls if necessary				C	P						

C - Coordinate L - Lead Agency P - Primary S - Support	Fire Dept.	EMS	Law Enforcement	EMA	Elected Officials	Engineering & Public Works	Building Regulations	Health Dept	Red Cross	Amateur Radio	Human Society
Employ Donations Management Teams				P					S		
Est Long Term Recovery Comma with FEMA/OHVOAD Assist				C				S	S		
Develop/Distribute lists of Licensed Contractors				C			P				
Develop Pet Shelter				C							P
Inspection – condemn buildings	S			C	S		P				
Conduct Daily Assessment Meetings & Press Media Briefings	S		S	C	P	S	S	S	S		S

Appendix E – Authorities and References

Authorities and references that support emergency preparedness and response efforts include:

Federal

- Americans with Disabilities Act of 1990, as amended in 2008
- FEMA, Developing and Maintaining Emergency Operations Plans, Comprehensive Preparedness Guide (CPG), Version 3.0, September 2021
- FEMA, Hazard Mitigation Assistance Program and Policy Guide, version 1.1, 2023
- FEMA, National Incident Management System (NIMS) 3rd ed., October 2017
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- FEMA, Public Assistance Debris Monitoring Guide, March 2021
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- Presidential Policy Directive / PPD-8: National Preparedness, March 2011
- Public Law 93-288: Disaster Relief Act of 1974
- Public Law 920: The Federal Civil Defense Act of 1950
- U.S. Census Bureau, Quick Facts for Fairfield County, Ohio, 2023

State

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- Ohio EMA, ODH, Ohio State Coroners Association, Ohio Acute Mass Fatality Management Plan – County Guidance, January 2015
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- Ohio EMA, State of Ohio 2019 Mitigation Plan, 2019
- Ohio Legislative Service Commission: Ohio Revised Codes (ORC)
  - 161 – Emergency Interim Government (Continuity of Government)
  - 311 – County Sheriff
  - 313 – County Coroner
  - 315 – County Engineer
  - 3709 – Health Districts
  - 3750 – Emergency Planning
  - 4905 – Public Utilities
  - 5101 – Job & Family Services
  - 5502 – Department of Public Safety
  - 5502.27, 5502.271 – Program for Emergency Management

- Ohio Statewide Communication Interoperable Plan, November 2018
- State of Ohio Constitution, Article II, Section 42 – Continuity of government operations in emergencies caused by enemy attack, effective 1961
- State of Ohio Emergency Operations Plan, 2018

Local

- Fairfield County Commissioners Office Resolution 02-03-29.0, adopting NIMS
- Fairfield County EMA. (2023). *Fairfield County EOC/JIC SOG.*
- Fairfield County EMA. (2023). *Fairfield County Natural Hazard Mitigation Plan*
- Fairfield County EMA. (2023). *NIMS Implementation Policy*

Appendix F – Definition of Terms

Agency – A business or organization that provides a particular service.

Agency Representative – A person delegated by agency leadership to represent the agency who can make decisions and act on the agency's behalf during an incident or event.

Assessment – The evaluation and interpretation of measurements and other information that provides a basis for decision-making.

Assisting Agency – An agency or organization providing personnel, services, or other resources to assist a primary agency responsible for the incident. May also be called a "supporting agency".

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

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

Command Staff – In ICS structure, the Command Staff consists of the Incident Commander and staff positions of Public Information Officer, Safety Officer, Liaison Officer, who report directly to the Incident Commander.

Damage Assessment – The appraisal of the damage resulting from man-made or natural disasters.

Demobilization – Process of releasing assets and personnel back to their originating agency or location when they are no longer needed.

Disaster Mortuary Operational Response Teams (DMORT) – Teams organized to provide emergency assistance for disaster mortuary response and support to communities in the event of a mass fatality incident.

Emergency Alert System (EAS) – Broadcast stations and interconnecting facilities authorized by the Federal Communications Commission (FCC) to operate in a controlled manner during a time of emergency to deliver warning to the public or target populations.

Emergency Management Assistance Compact (EMAC) – A national mutual aid program, established in 1996 (Public Law 104-321) that provides state-to-state assistance during governor-declared emergencies.

Emergency Operations Centers (EOC) – A location, physical or virtual, where the coordination of information and resources to support the on-scene incident management activities can take place.

Emergency Operations Plan (EOP) – An all-hazards plan held by jurisdictions that outlines how agencies collaborate to establish a cohesive response to an incident. The plan outlines roles and responsibilities as well as actions to take and helpful information to execute a response.

Event – A planned, non-emergency activity.

General Staff – Personnel in an ICS-like structure 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 the Finance/Administration Chief.

Hazard – A potential danger or risk that presents a threat to life and property. There are several types of hazards such as natural, human-caused, and technological.

Incident – An unplanned occurrence or emergency, natural or human caused, that requires an emergency response to protect life or property.

Incident Action Plan (IAP) – Document for the incident containing goals, objectives, and strategies to manage the incident.

Incident Command Post (ICP) – The field location at which the primary tactical-level, on-scene incident command functions are performed. The ICP is normally identified by a green rotating or flashing light.

Incident Command System (ICS) – A standardized approach to managing an incident through command, control, and coordination so that many agencies can work together and be able to communicate and be effective.

Incident Commander (IC) – The person responsible for all on-scene incident activities, including the development of strategies and tactics and the ordering and the release of resources.

Incident Objectives – Statements of what will be accomplished at the incident that then drive the strategies and tactics. Incident objectives are based on realistic expectations of what can be accomplished when all allocated resources have been effectively deployed. They must be achievable and measurable and yet flexible enough to allow strategic and tactical alternatives.

Joint Information Center (JIC) – A facility (physical or virtual) established to coordinate all incident-related public information activities. It is the central point of contact for all news media. Public information officers (PIO) from all participating agencies should co-locate at the JIC.

Joint Information System (JIS) –System for integrating incident and public information into a cohesive organization designated to provide consistent, coordinated, timely information during crisis or incident operations.

Jurisdiction – An extent of power to make legal decisions and judgements.

Liaison – A person that serves as a representative between groups and maintains communication to establish mutual aid and cooperation.

Logistics – Identification, coordination, and ordering of resources for a complex incident to meet objectives. Often requires people, facilities, equipment, and supplies. Implemented by the Logistics Section.

Mitigation – Activities designed to reduce or eliminate the impact of hazards on people, property, and the environment.

Mobilization – The process and procedures used by all organizations for activating, assembling, and transporting resources that have been requested to respond to or support an incident.

Mutual Aid Agreement – Written agreement between agencies and/or jurisdictions that they assist one another upon request by furnishing personnel, equipment and/or expertise in a specified manner.

National Incident Management System (NIMS) – A system mandated by HSPD-5 that provides a national framework for agencies of all backgrounds to work effectively and efficiently together to prepare for, respond to, and recover from an incident, regardless of cause, size, or complexity.

National Response Plan (NRP) – A guide for how the nation responds to all types of disasters and incidents while considering the whole community, business continuity, building capabilities, and stabilizing community lifelines.

Operational Period – The time block for executing a given set of operation actions, as specified in the Incident Action plan (IAP).

Operations Section – The section responsible for tactical incident operations.

Planning Section – Responsible for the collection, evaluation, and dissemination of operational information related to the incident, and for the preparation of documentation. This section maintains information on the current and forecasted situation.

Preparedness – A state of readiness. This can be accomplished through implementing tasks and activities to build, sustain, and improve the ability to prevent, protect against, respond to, and recover from disastrous incidents.

Prevention – Actions to stop an incident from occurring.

Public Information Officer (PIO) – A member of the Command Staff responsible for interfacing and creating timely and accurate messaging for the media, public, and responders.

Recovery Plan – A plan to restore an affected area and get the jurisdiction back to a state of pre-disaster, or as close as possible, condition. Recovery is often viewed in short-term and long-term phases.

Resources – Personnel, equipment, supplies, and facilities available or needed for a response or recovery after an emergency.

Response – Activities that deal with stopping the threat and handling any immediate effects from the threat. Response actions usually include saving lives, protecting property and the environment, and meeting basic human needs.

Staging Area (SA) – Location(s) established where resources can be placed while awaiting a tactical mission assignment.

Strategic National Stockpile – A national program in the medical response infrastructure that can supplement medical countermeasures and supplies when needed for public health or large medical emergencies.

Threat – An indication or intention of possible violence, harm, or danger.

Unified Command (UC) – An authority structure in ICS where more than one agency shares the role of Incident Commander.

Unity of Command – Concept in ICS where each person within the organization or chain of command reports to a single supervisor to streamline communication and efficiency.

Annex A: EMERGENCY OPERATIONS

Contents

2026 Record of Changes

Change Number	Date of Change	Name	Page Number	Recommended Change
1	11/2025	L. Johnston	All	Annual Review
2	11/2025	L. Johnston	All	Revised wording throughout for improved clarity while maintaining original intent.
3	11/2025	L. Johnston	1	Updated Table of Contents page numbers to reflect changes from wording revisions.
4	11/2025	L. Johnston	8	Added locations of EOC Agency Contact list in Concept of Operations: Operational Needs section.
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Community Lifelines

Document Usage Intent

This plan has been developed by the Fairfield County Emergency Management Agency (EMA). It is designed to assist the following authorized users:

- ➢ County Elected Officials
- ➢ Fairfield County Commissioners and designated staff
- ➢ Jurisdictional Leadership
- ➢ Fairfield County EMA Director and staff
- ➢ Fairfield County Dispatchers
- ➢ Law Enforcement and Fire Chiefs
- ➢ Any agency that may have a role in the Emergency Operations Center (EOC) or Incident Command Post (ICP)

I.   Purpose/Situation/Assumption

A. Purpose

The purpose of this annex is to outline how jurisdictions direct and control critical activities aimed at saving lives, protecting property, and restoring normal operations during and after emergency situations. In this context, emergency operations refer to off-scene support activities coordinated through the Emergency Operations Center (EOC). The EOC may not be activated for smaller-scale incidents if adequate resources are available to manage the response. Plans are designed with flexibility, allowing them to scale up or down based on the needs of the incident.

B. Situation

The Emergency Operations Center (EOC) can be activated for both planned events and emergency or disaster situations. Its primary role is to coordinate off-scene activities such as public messaging, documentation, and resource requests. Incident complexity can vary based on the type of hazard, extent of damage, complicating factors, and the resources required.

FEMA classifies incidents by type, with Type 1 events being the most complex—characterized by significant impacts, widespread damage, and long-term recovery needs. An example of a Type 1 event is an EF5 tornado that devastates a city. In contrast, Type 5 events are minor and typically resolved within a few hours, such as a structure fire without complicating factors.

Type 1 and Type 2 incidents almost always trigger EOC activation, while Type 3 incidents may also prompt activation depending on the specific needs of the situation.

The graphic below is a visual representation of the typed events.
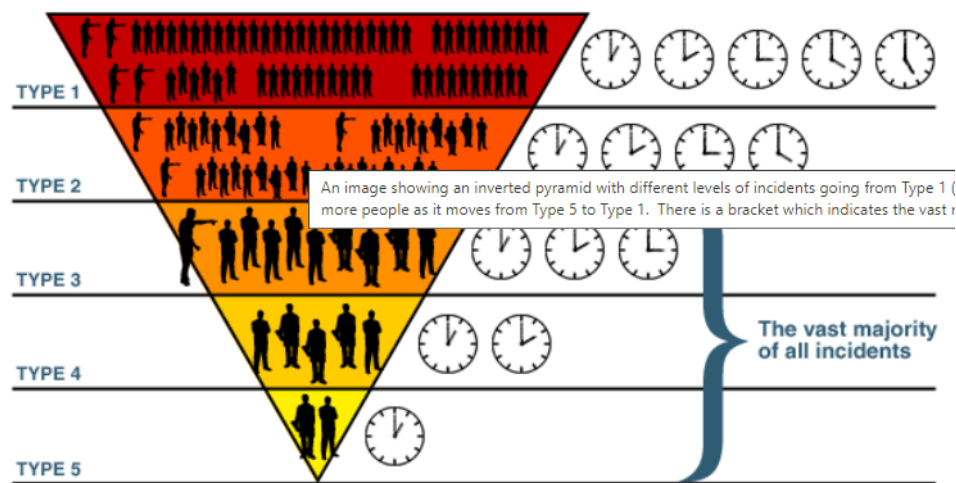
Clocks do not depict length of incident time.

Figure 1: Incident Complexity, FEMA, n.d.

Triggers

Triggers to activate the EOC include, but are not limited to:

- A Type 1 or 2, possible Type 3 event (FEMA, 2021).
- Support functions are needed or requested to support on-scene response.
- Resource needs outweigh resources readily available.
- An incident that requires coordination between multiple agencies.
- Messaging between agencies needs to be coordinated.

The Emergency Operations Center (EOC) may be activated at the request of the Incident Commander (IC), elected officials, or the EMA Director. The EMA Director or their designee is responsible for officially activating the EOC by identifying the activation site, whether physical or virtual, and determining the appropriate level of activation. If the situation is severe, the EMA Director or designee automatically opens the EOC and communicates with the IC and CEOs of the status. When the EOC is activated, a notification is sent by the EMA Director, or designee, to all EMA staff members and appropriate support organizations requesting their presence. Volunteers may be contacted to support the EOC.

The primary purpose of the EOC is to provide support to the IC and on-scene operations by centralizing off-scene emergency activities and coordinating requested assistance. A virtual EOC may be necessary in some circumstances, particularly in situations that require distancing (infectious disease) or where staff are not able to make it to one location (severe winter weather or roads blocked by debris).

C. Assumptions

The following assumptions are made for planning purposes:

- Response follows NIMS and ICS standards as mandated by the State of Ohio and the Fairfield County Commissioners.
- Planning is done with the worst-case scenario in mind.
- Planning is done with consideration for the whole community, especially with consideration for resources, communication, and requested actions.
- The EMA Director, or designee, activates and oversees the EOC in accordance with the *EOC Standard Operating Guideline (SOG)*.
- The EOC remains active until the recovery mode is completed or recovery operations can be conducted during daily operations.

Refer to the Emergency Operation Center SOG for more information.

II. Concept of Operations

A. General

Incident Command Post (ICP)

The Incident Command Post (ICP) is established on-scene first. The Ohio Revised Code (ORC) states that the first leading fire official is the Incident Commander (IC). If a more qualified fire official arrives later, command can be transferred to that individual. There are some incidents where law enforcement is the IC, such as one involving a plane crash or criminal act. A Unified Command (UC) may be established where fire, law enforcement, and any other lead agency carry command together.

The scene is sized-up and potential needs and resources are identified. If the incident is larger in scale, the IC/UC may request the EOC be activated to support on-scene operations. A member of EMA and a Public Information Officer (PIO) may be assigned to the ICP for support and to coordinate with the EOC.

The staff in the ICP are concerned with what is taking place now and what operations must be done for life safety and property preservation. If they need support, they request an EOC.

Emergency Operations Center (EOC)

The EOC is designed to support on-scene operations by managing resource requests and tracking, facilitating communications, and anticipating future needs. It also initiates planning for the recovery phase. Regular briefings are conducted within the EOC to ensure staff remain aligned, avoid confusion, and prevent duplication of efforts. Objective and tactics meetings are held after the Incident Command Post (ICP) completes its planning to ensure coordination and alignment between the ICP and EOC, promoting efficient and effective response efforts.

Functions of the EOC include:

- Provide a central location for coordination.
- Facilitate and direct recovery functions and clean up.
- Collect, analyze, and disseminate information to stakeholders, those responding to the incident, and the public.
- Coordinate and oversee other functions that are not part of the incident scene, for example volunteer management, shelters, donations, a Family Assistance Center, etc.
- Collect resource requests, process, and solicit or procure needs.
- Track resources from the time they are requested to the time they are returned home or reach their final disposition.
- Conduct damage assessments of the affected areas with trained reviewers.
- Maintain documentation including but not limited to; rosters, receipts, purchase orders, resource requests and tracking, and ICS forms for future review and reimbursement.

Specific information on the structure, timing, and processes of the EOC can be found in the *EOC SOG*.

EOC Structure
- The EOC follows an Incident Command System (ICS) type structure (see Figure 2).
- The EOC is led by the EOC Director who maintains communication with the community elected officials (CEO) and Incident Commander.
- The Command Staff is made up of EOC Safety/Security, Incident Command Liaison, and Public Information Officer (PIO).
- The General Staff include Operations, Planning, Logistics, and Admin/Finance Coordination Section Chief.

This structure is with potential agencies incorporated, though some may be shifted depending on the incident. For example, one agency may be under operations if they have subject matter expertise during one type of incident. In another incident, they may be better suited for of a logistics role.

The structure of the EOC is scalable to the incident, and not every agency will be needed each time it is activated. An EOC with the structure shown in Figure 2 would be for an extremely large and complex incident.
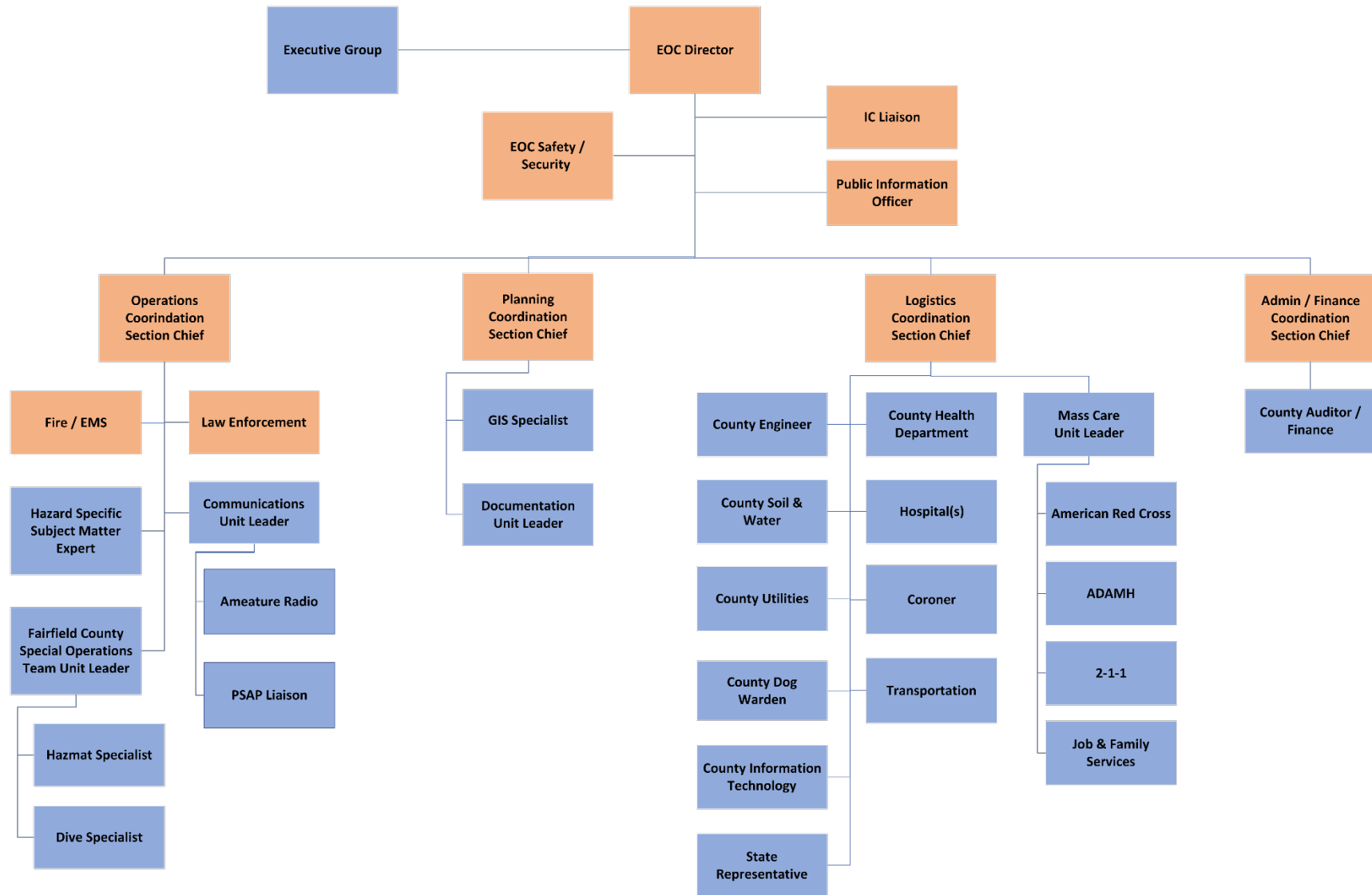
Figure 2: EOC Structure

Joint Information Center (JIC)

The JIC is the primary information/notification hub during an incident. Before information is shared with responders, stakeholders, or the public, it must be collected, analyzed, and verified. The JIC ensures consistent, accurate, and timely messaging. Key characteristics of the JIC include:

- Activated by the EMA Director, or designee.
- Led by the EMA Director, or designee, and the Lead PIO.
- May be co-located with the Emergency Operations Center (EOC) or established at a separate location that can accommodate media briefings without disrupting EOC operations.
- Staffed with PIOs from various agencies to ensure consistent messaging across all participating organizations.
- Coordinate press briefings and distributes media advisories to keep the public and media informed.
- Drafts media statements and talking points for designated spokespersons to deliver during briefings or interviews.
- Collect information and verify accuracy.
- Monitor for rumors.
- Secure approval from EOC Manager/EMA Director and Incident Commander prior to releasing any information.
- Maintain communication until the functions are either absorbed in daily operations or recovery is complete.

B. Operational Needs

The EOC has specific operational needs to ensure that staff can perform their duties effectively. Those needs include:

- Primary and secondary locations that are secure and accessible, with enough space for agency representatives, office equipment, and amenities – water, access to food, restrooms, and ample parking.
- A virtual EOC option is available using Microsoft Teams. Teams is currently used in daily EMA and other agency workflows, so extending to disaster operations is a smooth adjustment.
- Security is in place at the EOC and JIC to ensure only authorized personnel are granted access.
- Equipment necessary to perform standard work functions, including computers, phones, internet access, electric, cell phone reception, desks or tables, chairs, whiteboards or projector and screens, office supplies, etc.
- Establishing a schedule or battle rhythm—including defined hours of operation (e.g., 24/7) and operational periods (e.g., 12-hour shifts)—helps agencies assigned to the EOC understand how to appropriately staff their personnel.
- EOC agency representatives must understand their agency's capabilities and have the authority to make decisions, as delays in decision-making can hinder response efforts.
- Agencies should bring their own computers and cell phones to access essential systems, files, and procedures during a disaster.
- A list of likely agencies that may be called to support EOC operations is maintained and updated based on the type and scale of the incident. The specific agencies activated will depend on the nature of the event and its complexity. This list is available in the EOC folder under the Logistics section as an Excel spreadsheet and is also maintained in the Hyper-Reach system for quick reference.

- The resource database is a local digital archive containing memorandums of understanding (MOU), agreements, rosters, and local resources identified that may be called upon during an incident. Information in the log is constantly changing, so information should be updated as it changes.

Some jurisdictions may open an EOC in a local facility such as a library, community center, or town hall. This enables them to stay close to residents and make timely, localized decisions.

Some agencies may be directly impacted by the threat or hazard. If they have critical functions that must be operational within 12 hours, they may need to activate their Continuity of Operations Plan (COOP). These plans outline the essential personnel, equipment, systems, and requirements needed to sustain operations. COOPs also identify alternate work locations, including virtual options, that enable staff to continue their duties.

C. Access & Functional Needs

There are two groups with access and functional needs (AFN) to consider during disasters: responders with AFN and community members affected by the event. Both require planning to ensure access to basic life needs. Personal preparedness—such as building a kit, making a plan, staying connected with friends and family, and checking on neighbors—helps build a resilient and inclusive community.

When residents require assistance, it's important to ask what type of support is needed. EOC agency partners can help connect individuals with resources or coordinate services to meet those needs.

III. Organization of Responsibilities

A. Primary

Incident Command

The Incident Command Post manages the scene and should maintain communication with the EOC to ensure goals and objectives are aligned and complimentary. The following are responsibilities of the Incident Command Post:

- Can request the activation of the EOC.
- Request CMD23 if needed for a command post.
- Maintain communication with the EOC to ensure goals and objectives are in line with each other and complimentary.
- Include EMA Director in briefings so information can be relayed back to the EOC.
- Send resource requests to the EOC.
- Receive resources and provide an assignment to them.
- As the incident grows, the IC requests additional personnel to assist with tasks like establishing a staging area for equipment, setting up a triage area for injured, break areas for first responders, *etc*.
- If an incident is determined by the IC to be a criminal activity such as a terrorist attack or active aggressor, law enforcement is contacted, if not already present, and assumes role as IC or becomes part of a Unified Command (UC).

EMA

- Inform the Commissioners and CEOs of the situation and response activities taking place.
- Set up and maintain the EOC as needed with the activation level.

- Determine which EOC location is the most appropriate, depending on the coordination with the IC.
- Once activated, the EMA Director informs the County Commissioners, LEPC members (if applicable), Ohio EMA Watch Desk, and neighboring counties of the incident.
- The EMA Director, or designee, sends a notification to agencies needed to report to the EOC.
- Throughout a response, the EMA Director conducts initial and periodic briefings for all EOC personnel.
- Essential Elements of Information (EEI) are collected by all members in the EOC. The Planning Section collects the information and creates documents that allows everyone to stay focused on goals, objectives, and tactics.
- Significant events that should be viewed immediately like road closures, number of casualties, or fatalities are posted in the EOC using a message board and Microsoft Teams.
- All internal operational procedures in the EOC are the responsibility of the EMA Director, or their designee.
- Additionally, information received by the EOC is shared in the form of a situational awareness report (SITREP) to all CEOs and any other agencies affected by the situation. These are distributed at the end of an operational period.
- The EMA Director, or designee, keeps all officials who are not present in the EOC current on the evolution of the disaster. In conjunction with the timed EOC briefings, elected officials are contacted.
- Ensure all EOC staff members understand their roles and responsibilities.
- Ensure that from activation to de-activation, the EOC staff maintains all necessary administrative paperwork.
- Collect damage assessments reports and consolidate them into a package to forward to Ohio EMA within the required timeframe.
- Apply for disaster assistance if necessary.
- Oversee the JIC and its functions.

JIC

- Write press briefings for CEOs and spokespeople to read.
- Obtain approval for any materials and statements that are dispersed.
- Prepare CEO for media interactions.
- Coordinate press briefings and release media advisories.
- Control and disseminate information to the public and media as detailed in the *JIC SOG* and Annex C of the *EOP*, Public Notification and Information.
- Communicate with the IC and EOC to gather specific, real-time information about the emergency.
- Monitor for rumors and provide clarifying statements, if necessary.

B. Secondary

Ohio Emergency Management Agency (OEMA)

- OEMA may send a liaison to the EOC to streamline communication and collaboration.
- Assist with filling resource requests.
- Process the disaster declaration.

IV. Direction and Control

The Incident Command Post is controlled by the IC or UC. The IC/UC controls the scene of the incident.

The EOC is controlled by the EMA Director or designee. The EMA Director oversees the JIC and the EOC operations.

Coordination must happen between the IC/UC and EMA Director so that objectives, strategies, and tasks are complimentary and working toward the same goals.

V. Administration/Logistics/Finance

A. Administration

- EMA maintains the EOC and the systems utilized within:
    - MOUs with neighboring counties and support organizations
    - Reporting and information systems
    - Log of resources
    - County and local plans
    - Contact rosters of various types
    - Checklists
    - ICS forms
    - Equipment such as radio caches
    - Damage assessment tools
    - And more
- All documents related to the incident must be kept for reimbursement and historical purposes. This includes receipts, messages, notes, invoices, rosters, etc.
- The Situational Awareness log in Microsoft Teams is used to describe and track location, events, declarations, and all pertinent information of an event.
- EOC Staff members must maintain records of all activities and events that took place during the disaster and concerns of their agency, department, or organization. These comments are maintained on Staff Position Logs (ICS form 214).
- Each agency is responsible for scheduling their staff shifts in the EOC.
- Once their replacement arrives, the staff member must brief the replacement on the events of the disaster and any other information necessary to function.
- EOC staffing shifts for a 24-hour operation are conducted using 12-hour shifts per staff member, unless otherwise stated by the EMA Director or designee. This benefits all EOC workers if the EOC must remain active for several days.

Specific procedures and information on how the EOC and JIC operate can be found in the *EOC Standard Operating Guidelines (SOG)*.

B. Logistics

- Resource requests are sent in from the scene or impacted areas.
- Equipment and resources requested are procured and assigned to impacted jurisdictions as needed. Jurisdictions receiving a resource are responsible for its use, maintenance, cost, and security until the resource is returned to its originating location.
- During an emergency, resources are acquired by using the county resource database. Once local resources are depleted, requests can be made to the region and state.

- Procurement policy requirements must be adhered to by all local, state, and federal agencies.

C. Finance

- Complete and accurate accountability for all items and resources used is required for cost recovery.
- All records must be accurately maintained from activation to recovery by all agencies.
- Fairfield County participates in the National Flood Insurance Program (NFIP).
- All documentation for finance and the entire incident must be provided to EMA prior to staff leaving their shift or demobilizing.

VI. Training and Exercise

A. Training

Training in the EOC is conducted periodically to familiarize staff that may be called. EMA encourages agencies to send a few staff to these training courses to cover multiple shifts, because staff may be affected by the incident and not available, and because of staff changes.

The information assists them when they take part in scheduled exercises or become a part of the EOC during activations.

The county has developed and accepted the NIMS platform; therefore, it is the responsibility of all responders to be currently trained in the NIMS concepts. Tracking of this requirement falls on the supervisors of all first responders. Recommended courses include FEMA IS-100, 200, 700, and 800 to understand the basic NIMS concepts. Additional courses are encouraged.

B. Exercise

EMA attempts to hold EOC exercises once a year, however, there are options for exercises throughout the year with different entities. For example, exercises like those conducted by local hospitals can teach responders how to utilize other agency SOPs and rules while responding to their own emergency.

A hotwash is conducted following each exercise. This is an opportunity for those who participated in the exercise to discuss what went well, areas for improvement, and recommendations. The information is collated into an After-Action Report (AAR)/Improvement Plan (IP).

VII. Plan Development and Maintenance

The EMA Director and staff are responsible for updating and maintaining the EOP, which is reviewed annually along with its annexes. Feedback gathered from exercise or real-world experience AARs are incorporated into the next plan update to improve accuracy and relevance to the community served.

VIII. Appendices

Appendix A – Primary Emergency Operation Center Diagram

IX.   References

Fairfield County EMA (2023). *Emergency Operation Center (EOC) SOG*

Fairfield County EMA. (2023). *Natural Hazard Mitigation Plan (NHMP)*

Fairfield County EMA. (2023). *NIMS Implementation Policy.*

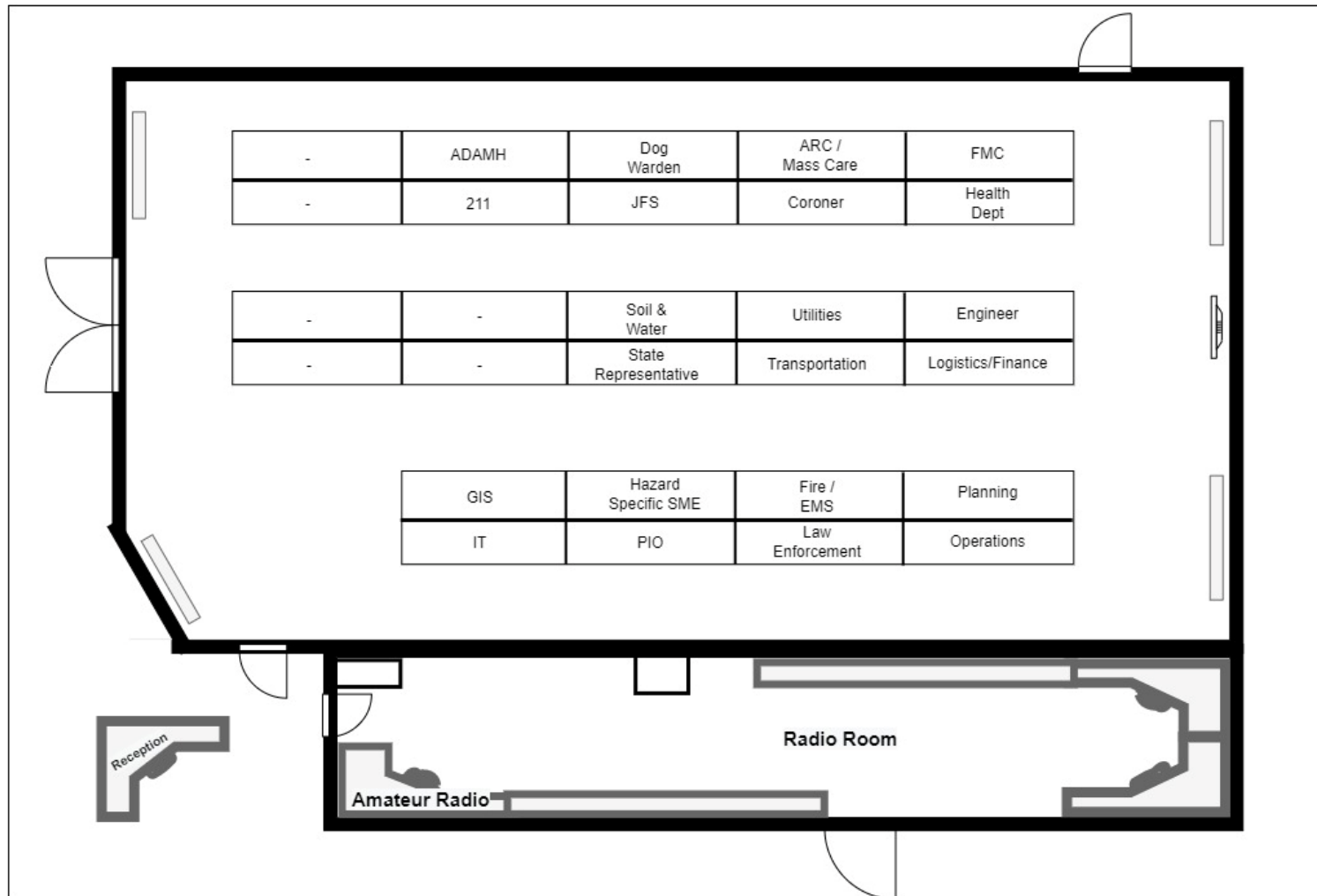Fairfield County EMA. (2021) *Hazard Identification & Risk Assessment*

FEMA. (2021). *National Incident Management System Incident Complexity Guide Planning, Preparedness and Training*. https://www.fema.gov/sites/default/files/documents/nims-incident-complexity-guide.pdf.

FEMA EMI. (n.d.). Lesson 6: ICS Organization. https://emilms.fema.gov/is_0200c/groups/471.html

Appendix A – Primary Emergency Operations Center Diagram

Fairfield County Emergency Operations Center

240 Baldwin Dr, Lancaster, Ohio 43130

-	ADAMH	Dog Warden	ARC / Mass Care	FMC
-	211	JFS	Coroner	Health Dept

-	-	Soil & Water	Utilities	Engineer
-	-	State Representative	Transportation	Logistics/Finance

GIS	Hazard Specific SME	Fire / EMS	Planning
IT	PIO	Law Enforcement	Operations

Reception

Radio Room

Amateur Radio

Annex B: Communications

Contents

2026 Record of Changes

Change Number	Date of Change	Name	Page Number	Recommended Change
1	10/2025	L. Johnston	All	Annual Review
2	10/2025	L. Johnston	All	Revised wording throughout for improved clarity while maintaining original intent.
3	10/2025	L. Johnston	1	Updated Table of Contents page numbers to reflect changes from wording revisions.
4	11/2025	G. Blevins	5	Added information regarding new backup PSAP at Fairfield Center.
5	11/2025	G. Blevins	5	Added information on the Amateur Radio Emergency Services Team.
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Community Lifelines

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- ➢ Fairfield County EMA Director and staff
- ➢ Fairfield County Dispatchers
- ➢ Law Enforcement and Fire Chiefs
- ➢ Amateur Radio Club

I. Purpose/Situation/Assumption

A. Purpose

The purpose of this annex is to outline primary and backup communications capabilities and procedures to be employed in the event of a major emergency or disaster in Fairfield County. It describes the procedures of communications between the on-scene Incident Command (IC), the appropriate 911/Public Safety Answering Point (PSAP), EMA, and if activated, the Emergency Operations Center (EOC).

This annex is scalable and adaptable to the situation and needs of responders, stakeholders, and the community.

B. Situation

In any situation, communication is always identified as mission critical and something that can always be improved. This is also true during an emergency or disaster where there is chaos, confusion, complexities, and many responses needed at once.

The Communications Annex to the EOP can be used for any disaster or activation, as communication will be utilized in all incidents and events. This annex outlines how communications are used during a disaster. If this annex is activated, the Base Plan of the EOP is automatically activated.

Triggers

Triggers to activating this annex include but are not limited to:

- An incident requires multiple operational periods, agencies, and personnel.
- A situation with complexities, likely a Type 1, 2, or 3 event (FEMA, 2021).
- Communication systems in place are impacted and redundant systems are needed.
- Communication assistance is needed at different sites related to the incident so that all sites can communicate together.
- A complex incident is taking place, and the Incident Commander (IC) and/or EMA Director feel it is necessary to activate this annex.

C. Assumption

Planning assumptions in this annex are as follows:

- Planning is done with the worst-case scenario in mind.
- The Emergency Operations Center (EOC) is fully activated in response to a disaster that has caused widespread and significant damage.
- Communication needs are present at various locations because of the disaster.
- Redundancy in communication systems is present and interoperable.
- In the event of a major loss of communication capabilities, regional and state resources are available to support emergency operations.

II. Concept of Operations

A. General

Public Safety Answering Points (PSAP)

There are three primary and one secondary Public Safety Answering Points (PSAP) for Fairfield County, and all operate 24/7. Each PSAP handles their jurisdiction, however, if one station becomes overloaded or is out of service, incoming calls can 'roll-over' to the other two primary PSAPs. All PSAPs have emergency back-up power sources and the ability to call in additional dispatch personnel if necessary. Fairfield County has established a fully operational back-up PSAP in Pickerington at the Fairfield Center. This backup center has the capability to receive 911 calls and dispatch calls for service. This facility can be utilized by all three PSAP centers.

In the event of a disaster, PSAP is often the first to receive reports through emergency calls from the public. PSAP dispatches the appropriate first responders to the scene, who will assess the situation, and notify the PSAP if EMA, Special Operations, or any other resources are needed.

If the EMA or EOC are not activated, the PSAP is responsible for requesting and dispatching resources as requested by the Incident Commander. If the EOC is requested, PSAP will call EMA and advise them.

Public Safety Radio System

All public safety agencies in Fairfield County utilize the Multi-Agency Radio Communication System (MARCS). The fire departments, except for the City of Lancaster and Violet Township, operate on shared talkgroups. Violet Township fire is a member of the Metropolitan Emergency Communications Center (MECC).

All law enforcement agencies also operate on shared talkgroups, except for the city of Lancaster and Pickerington police departments, who have their own dedicated talkgroups.

Although some departments operate on separate talkgroups within the county, all are able to communicate seamlessly through the MARCS system. This interoperability enhances communication and operational efficiency.

The Amateur Radio Club / Amateur Radio Emergency Service (ARES)

The Amateur Radio Club or "ham radio" operators are an important communications supporter and provider in Fairfield County. In the EOCs overall communication plan, they can provide mobile communications assets. The ARES team is made up of members of the Amateur Radio Club, and their focus is solely on providing support for public safety in times of disaster.

Amateur Radio Club members can provide communications in places such as:

- Shelters
- Hospitals and Clinics
- Emergency Operations Center (EOC)
- Incident Command Post (ICP)
- Family Assistance Centers
- Volunteer Reception Centers
- And more….

Requests to activate the Amateur Radio Club should be sent to the EOC.

B. Operational Needs

With communications, the largest needs are equipment, people, and information. Mobile communication support is available by requesting the mobile incident command vehicle CMD23. (Information specific to mobile command can be found in *CMD23 SOP*.)

Two-way radio caches are available to responders through either the Emergency Management Agency (EMA) or the Ohio MARCS program. Radios must be signed out and returned after use. If radios are requested from Ohio MARCS, there may be a delay in delivery. Additional communication resources include a Cell on Wheels (COW) and satellite phones.

Staffing needs are highly likely during a disaster response. There is always a possibility that staff may be directly impacted by the disaster, reducing the initial response capacity. During extended operations, fatigue and burnout are inevitable. To maintain effectiveness, shift scheduling is essential to ensure staff have time to rest and recharge.

In large and complicated situations, financial support is needed for resources, including personnel.

It is realistic to expect that agencies assisting with the response may also be impacted by the disaster. This can affect their availability, resources, capacity to support operations, etc. Agencies should have a Continuity of Operations (COOP) Plan that outlines how essential functions will be maintained if they are affected by the disaster. This also applies to communication methods.

One potential hazard that can disrupt communications is a cyber incident, which may compromise systems, delay response efforts, and limit access to critical information. Many communication systems depend on internet connectivity to function—both for device-to-device communication and for interoperability between platforms, making them vulnerable to cyber threats. Therefore, particularly with cyber-related incidents, Information Technology (IT) and communication experts should be available in the EOC and/or ICP. EMA and the EOC can support IT through resource requests, coordination, and messaging.

In situations where no communication methods are working, utilize a runner.

C. Access & Functional Needs

Effective communication is critical when sharing information with residents, especially when action is required. The definition of the Access and Functional Needs (AFN) population is outlined in the Base Plan, and individuals within this group have unique needs. Some may require alternative methods or assistance to receive and understand communications. This support may include specialized equipment—such as Pocketalk devices, amplifiers, assistive listening devices (ALDs), or TTY lines—or alternative formats, including written materials, translations, simplified language, or audible messages. Using a variety of communication methods increases the likelihood of reaching all individuals effectively. Understanding the demographics and needs of the target audience can help guide the most appropriate and impactful communication strategies.

Residents with AFN can especially benefit from Fairfield County's official emergency notification system, AlertFairfield. When individuals sign up to receive alerts, they can designate themselves as needing additional assistance during a disaster.

II.   Organization of Responsibilities

A. Primary

Amateur Radio Club / Amateur Radio Emergency Services

- If able, activate upon request.
- Provide communications networks as requested and as defined in the *Amateur Radio SOP*.
- Radio club / ARES members may be assigned to provide personnel and/or mobile units to support the EOC or ICS operations, at shelters, with law enforcement and more.

EMA

- Activate emergency public information as requested. (Defined in Annex C.)
- The EMA Director and the EOC Communications Officer are responsible for establishing initial contact and receiving periodic updates from the Incident Commander (IC) at the scene or from the Incident Command Post (ICP).
- The EMA Director, or designee, notifies OEMA liaison of the event, actions taken, and any updates.
- Upon request, activates the Amateur Radio Club leadership, who then activates their team.

Emergency Operations Center

- EOC staff coordinate support for the on-scene IC and response.
- Receives resources requests and attempts to procure or purchase to meet the needs, starting first with local resources.
- If traditional communication methods are inoperable, the EOC will attempt to establish communications with critical sites first (hospitals, incident scene, OEMA, and mission critical agencies).

Incident Command (IC)

- The IC maintains communication with the PSAP Dispatcher(s) and the EOC.
- If there is a communication issue, advises the EOC.

Information Technology (IT)

- Provide expertise and access to necessary systems.
- Send a liaison to the EOC for cyber-related communications and knowledge.

Public Safety Answering Point (PSAP)

- Receive and dispatch calls for service.
- Maintain electronic records of emergencies.
- When the EOC is activated, the PSAP continues to manage responsibilities for which it is the designated lead agency, such as notifying response organizations and coordinating mutual aid.
- PSAPs provide communication support to the emergency response agencies on a 24-hour basis.
- May send a dispatcher to the EOC if in-person troubleshooting or decision-making is needed.

B. Secondary

Private Communication Companies

- Private communication companies like Spectrum, FirstNet, Verizon, AT&T, etc.
- Coordinate with the EOC for issues with communication, service, and troubleshooting.
- Typically operate at the local level but may escalate their involvement to higher levels depending on the scope and severity of the incident.

- If needed, provide deployable assets to bring systems back online (i.e., tower on wheels (TOW).

Ohio Cyber Reserve

- Ohio Cyber Reserve is a resource available through the Ohio National Guard.
- Trained civilians established to assist eligible municipalities with cybersecurity issues and vulnerabilities, provide recommendations, and create cyber resiliency.
- Assistance must be requested.

Ohio Emergency Management Agency

- Provide support as requested.

III. Direction and Control

PSAPs follow their SOP/SOGs for communication, resources, documentation, etc. Once the EOC is open, additional communication resources become available. The EMA Director, or designee, oversees the operations in the EOC.

The Incident Command Post (ICP) and EOC maintain communications with each other to ensure alignment of objectives, strategies, and tasks.

IV. Administration/Logistics/Finance

A. Administration

If activated, the EOC maintains the record keeping for the incident. This includes receipts, communications, media releases, etc. Call logs with the PSAP are maintained in their system.

B. Logistics

Resource requests usually start with the PSAP and then move to the EOC, upon its activation. Local resources are listed in the resource database; however, this information changes quickly. Once local resources are exhausted, regional, and state resources can be requested. Resources may be procured (borrowed) or purchased.

C. Finance

The Finance Section is responsible for managing all event-related expenses. This includes paying bills and maintaining thorough documentation to justify and verify costs for potential reimbursement. It is better to collect more documentation at the outset than to risk missing critical records later. All participating agencies should track their expenses, including staff rosters, hours worked, and volunteer time.

V. Training and Exercise

A. Training

Agencies involved in any EOC operations should be knowledgeable of communication standards and methods. Protocols may be held in the EOC or within individual agencies. Training in procedures should be done during employee onboarding with the respective agencies. In addition, Just-in-time training (JITT) is conducted at the beginning of an incident when other agencies and staff are requested. JITT is done at the EOC and at the ICP.

Training and coordination of the PSAPs is the responsibility of the assigned supervisors.

The Amateur Radio Club operators must become familiar with the protocols of the organization and should train according to the SOP/SOG whenever possible. Likewise, to enable a better understanding of their requirements during an emergency, other agencies associated with the EOC should include Amateur Radio Operators in their department training.

B. Exercise

Communications are a critical part of all emergency responses and is a major function during all exercises, therefore drills/exercises are conducted on a regular basis to test all notification systems within the emergency response community. These drills help to familiarize personnel with the methods and systems used. It is good practice to incorporate a communication drill into an exercise and utilize communications in all exercises assists in testing and fine-tuning communication assets.

At the end of each exercise or real-world event, the IC or EMA Director conducts a hot wash to capture participants' immediate thoughts. This information is compiled into an After-Action Report (AAR) that is used for plan review and future efforts to improve community response and resiliency.

VII. Plan Development and Maintenance

The PSAPs are responsible for developing their own policies and procedures. Amateur Radio maintains their own plans.

EMA is responsible for the development and annual maintenance of the Emergency Operations Plan (EOP) and its annexes. During the review process, After-Action Reports (AARs) from past incidents are used to incorporate lessons learned and enhance both the plan and future response efforts.

VIII. References

Fairfield County EMA. (2023). *CMD23 SOP*

Fairfield County EMA. (2026). *Emergency Operations Plan (EOP), Base Plan*

Fairfield County EMA. (2023). *NIMS Implementation Policy*

FEMA. (2021). *National Incident Management System Incident Complexity Guide Planning, Preparedness and Training*. https://www.fema.gov/sites/default/files/documents/nims-incident-complexity-guide.pdf

Fire Department Communications Manual

Ohio Emergency Management Agency. (rev 2022). *The Ohio Hazardous Materials Planning and Exercise Guidance Booklet. https://epa.ohio.gov/static/Portals/27/serc/Ohio-PlanningandExercise-Guide.pdf*

State Emergency Response Commission (SERC). (rev 2024). *Ohio Hazardous Materials Exercise and Evaluation Manual (OHM-EEM).* https://epa.ohio.gov/static/Portals/27/serc/OHM-EEM-2022.pdf.

Annex C: PUBLIC NOTIFICATION & WARNING

Contents

2026 Record of Changes

Change Number	Date of Change	Name	Page Number	Recommended Change
1	11/2025	L. Johnston	All	Annual Review
2	11/2025	L. Johnston	All	Revised wording throughout for improved clarity while maintaining original intent.
3	11/2025	L. Johnston	1	Updated Table of Contents page numbers to reflect changes from wording revisions.
4	12/2025	L. Johnston	7	Added bullet points for clarity in regarding role of POC in JIC section.
5	12/2025	B. Blevins	7	Identified additional responsibilities of Fairfield County Health Department.
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Community Lifelines

Document Usage Intent

This plan has been developed by the Fairfield County Emergency Management Agency (EMA). It is designed to assist the following authorized users:

- ➢ County Elected Officials
- ➢ Fairfield County Commissioners and designated staff
- ➢ Jurisdictional Leadership
- ➢ Fairfield County EMA Director and staff
- ➢ Fairfield County Dispatchers
- ➢ Law Enforcement and Fire Chiefs
- ➢ Fairfield County Sheriff's Office
- ➢ Public Information Officers

I. Purpose/Situation/Assumption

A. Purpose

This annex provides for the development and distribution of coordinated, timely, and lifesaving information for the public regarding an incident or threat, and the rapid dissemination of warning information to emergency response organizations, critical facilities, elected officials, and the public throughout Fairfield County.

This annex is the framework for notification and warning. Operational procedures can be found in the *Fairfield County Warning & Notification SOG*.

B. Situation

Many situations can trigger the need for notification and warning messaging to the public, severe weather being the most well-known. Messages contain a source, description of the hazard, location, protective actions, and timing. Historically, emergency alerts have been issued for severe weather, hazardous chemical release, missing or endangered people, active threat, or damage to critical infrastructure.

If there is foreknowledge of a possible or imminent hazard, notification and warning can be activated prior to its occurrence, which provides residents more time to take action. Depending on the threat, there may not be significant damage. Likewise, some threats may not require an incident scene or Emergency Operations Center (EOC).

Hazard and Risk Assessment

During emergencies, heavy cell phone usage can overwhelm mobile networks, potentially disrupting emergency notifications. Some incidents, such as hazardous materials releases or terrorist attacks, occur without warning. Others, like slow-moving weather systems, can be detected in advance, allowing time to notify the public and prepare. In both situations, the emergency notification system is essential for communicating risk. Providing advance notice gives individuals time to take protective actions, reduces the impact of the threat, and strengthens community resilience.

Triggers

The following triggers activate this annex.

- An emergency is happening or is imminent requiring public messaging.
- A response or action from the public is necessary to protect life safety.
- Follow-up messaging is needed to update the public and provide information.

C. Assumptions

The following assumptions are made for the planning process.

- Planning is based on the worst-case scenario to ensure readiness for any outcome.
- A potentially harmful event is either imminent or already occurring.
- Public mass notification is necessary to share timely and relevant information with the public to help keep them safe.
- Messaging infrastructure is operational and supported by backup systems to ensure reliability.

II. Concept of Operations

A. General

Emergency messaging must be communicated to the public in a clear, concise, and candid manner. Having multiple platforms and partners to push messaging is necessary for maximum reach. Fairfield County has many media sources such as phone, Short Message Service (SMS) text, radio, social media, streaming service, and cable. These methods can be used to disseminate Wireless Emergency Alerts (WEA) warnings, emergency notifications, as well as information to negate rumors, receive assistance, and emergency public information releases.

When a large emergency or disaster occurs, the county EMA Director activates the Emergency Operations Center (EOC). As part of that operation the Joint Information Center (JIC) may also be activated to provide situational and informational briefings to the media, elected officials, and citizens. The JIC helps ensure that all partners are using the same messaging to prevent confusion.

Multiple platforms are available for distributing emergency messages, and only authorized users are permitted to send them. The Fairfield County Emergency Management Agency (EMA) can issue Wireless Emergency Alerts (WEAs) to reach the public quickly. Outdoor Warning Sirens can be activated automatically through software that uses National Weather Service (NWS) warning polygons to trigger sirens within the affected area. In addition to automated activation, both the EMA and the Fairfield County Sheriff's Office have the authority to manually activate the sirens when necessary.

Public messaging is coordinated by the Fairfield County Emergency Management Agency (EMA) or the Joint Information Center (JIC), depending on activation status. Public Information Officers (PIOs) are responsible for developing and distributing timely, accurate messages in accordance with the Emergency Operations Center (EOC) Standard Operating Guidelines (SOG). All messaging must be reviewed and approved to ensure accuracy, clarity, and effectiveness before release. Partner agencies are encouraged to amplify these messages through their own social media channels, listservs, and communication networks. Additionally, Fairfield County 211 can establish a public hotline and assist with disseminating information to the community. Public Service Answering Points (PSAP), first responders, PIO, and Amateur Radio Emergency Service (ARES) may push out messaging to other partners, stakeholders, and the public. All messages should be recorded and documented for the event. PIOs must maintain a record of all calls/messaging made or received for historical purposes.

More information on forms, messaging, and specifics can be found in the *Notification & Warning SOG* and the *EOC SOG*.

B. Operational Needs

Short-Term

Immediate messaging is often most critical at the beginning of an incident. Early communication is essential to ensure public safety and to address urgent questions. In the short term, effective warning and notification operations rely on both the infrastructure to send messages and the ability of residents and partners to receive them. This includes functioning internet, telephone service, communication towers, and other forms of connectivity.

It also requires reliable platforms for mass notification, such as alerting software, active social media channels, and supporting hardware. Additionally, approved users must be connected and available to send messages promptly. Since hazards can affect both people and infrastructure, it is important to have trained and authorized personnel identified in advance—ideally two or three deep—to ensure continuity if some staff are directly impacted and unable to respond.

Long-Term

In the long term, public notification and warning operations typically slow down as the immediate hazard has passed and recovery efforts begin. However, functioning infrastructure and available, approved users remain essential.

If any systems or infrastructure were damaged during the disaster, restoration efforts should continue, especially if immediate repairs were not feasible. Rebuilding these systems is critical to restoring community lifelines and returning to normal operations. In cases of significant damage, infrastructure recovery may extend into the long term and should be prioritized accordingly.

C. Access and Functional Needs

Warnings provide residents with critical information that helps them make informed decisions about their safety. It is essential that all residents can receive and understand these notifications. For individuals who are deaf or hard of hearing, weather radios can be equipped with accessories such as vibrating pillow shakers or strobe lights to ensure alerts are noticed. Current notification systems are designed to be accessible and compliant with the Americans with Disabilities Act (ADA).

For residents whose primary language is not English, the Health Information Translations website (https://www.healthinfotranslations.org/) offers disaster and safety information in 15 different languages (Health Information Translations, 2023).

Additional communication methods are outlined earlier in this annex, including the various systems used for public notification. When time allows, community liaisons may also assist in delivering messages to specific populations, helping ensure that information reaches all residents effectively.

III. Organization of Responsibilities

A. Primary

Fairfield County Emergency Management Agency (EMA)
- Activate the mass notification systems (Alert Fairfield / Hyper Reach) upon request.
- Activate the outdoor warning sirens when necessary.
- Activate the EOC and JIC.
- Coordinate a public education campaign on disaster preparedness for the public, including those with AFN.
- Alerts National Weather Service (NWS) of any severe weather or damage after a severe weather incident.

Fairfield County Health Department (FCHD)
- Provide relevant public health information about the specific disaster at hand.
- Support jurisdictional mass care operations, medical surge operations, and jurisdictional volunteer management operations that support the public health agency's response.

- Collaborate with other local departments and stakeholders on disaster response and recovery as necessary.
- Coordinate a public education campaign on potential public and environmental health precautions, depending on the incident.
- Notify local, regional, and state partners through the appropriate channels such as the COTS HIL, for potential assistance.

Fairfield County Sheriff's Office
- Issue snow level emergencies.
- Activation of the outdoor warning sirens (backup to EMA).
- Activation of the Wireless Emergency Alert (WEA) (backup to EMA).
- Assist with resident notifications.
- Assist with partner and stakeholder notifications:
    - County EMA Director and staff
    - Agency, department, and organization officials as appropriate
    - County, city, and village law enforcement agencies
    - Fire departments and the Special Operation Teams (SOT)
    - Fairfield Medical Center (FMC) and other medical facilities
    - County agencies as necessary (Health, Engineer, Utilities, etc.)

First Responder Organizations
- Assess the scene for the threat and safety hazards.
- Communicate any safety recommendations to organizations that can push out warnings to the public, partners, and stakeholders.
- Conduct door-to-door notifications as necessary to alert residents of the danger.

Joint Information Center (JIC)
- Location where PIOs work on collecting, vetting, and disseminating information.
- Communicate messaging with media, public, stakeholders, and partners.
- Coordinate with other agencies, like 211, to further push messaging as needed.
- JIC personnel are notified of activation by the Fairfield County EOC, if activated.
- Additional information on the JIC can be found in the EOC SOG.

B. Secondary

Community Elected Officials (CEO)
- Coordinate with responding agencies and EMA.
- Help share messages with their communities if they are affected or need to receive important notices.
- Fund alerting systems, if applicable.

National Weather Service (NWS)
- Issue severe weather warnings, watches, and advisories for areas based on weather modeling, experience, and knowledge.

Ohio Emergency Management Agency (OEMA)
- Responsible for operating the state-level portion of the National Warning System (NAWAS).
- May provide communication templates, fact sheets, or briefings for locals to use or disseminate.
- Issue a Wireless Emergency Alert at the request of the County EMA.

IV. Direction and Control

The EMA and Sheriff's office are the primary and backup users for local notification systems. The authority to activate the systems can come from NWS warning polygons, local authorities, and Incident Commanders (IC) on the scene of a hazard.

V. Administration/Logistics/Finance

A. Administration

Outdoor Warning Sirens are the responsibility of each jurisdiction in which they are located. While Fairfield County EMA may assist with maintenance upon request and when resources allow, the ultimate responsibility for upkeep lies with the local jurisdiction. The City of Lancaster maintains its own sirens independently, and EMA does not provide maintenance support for those units. Other warning and notification systems are similarly managed by the jurisdiction or agency that owns and operates them.

Documentation should be kept of the notifications and any messaging that is sent out. This is typically maintained through software systems such as Hyper Reach or siren software. The PSAPs also maintain any documentation of orders and actions taken.

B. Logistics

With notification systems, logistics are typically managed by the agency responsible for or handling maintenance. If any logistical assistance is needed outside responsible agencies, the EMA or EOC may be accessed, and a request for support sent.

C. Finance

All public notification and warning activities—except for outdoor warning sirens—are currently funded by the County Commissioners and Fairfield County EMA. Responsibility for the sirens lies with the jurisdiction in which they are located.

VI. Training and Exercise

A. Training

Staff who use the communication systems listed above should be trained on how to operate them and follow any related procedures. New staff should receive initial training, and regular refresher training is encouraged. The agency responsible for the system is also responsible for providing the training.

B. Exercise

Communication systems are exercised regularly to ensure they are working. The exercise schedule is as follows:

- Outdoor Warning Sirens (OWS) are tested weekly on Wednesdays at noon.
- IPAWS testing occurs monthly.
- EMA or Special Operations Team Chiefs occasionally send ActiveAlert messages to specific teams to help build familiarity with the system.

Public information and warning are core capabilities identified by FEMA and should be exercised regularly. Key elements to evaluate include whether messaging is clear, consistent, accessible, and culturally and linguistically appropriate. Another important evaluation method is to assess public actions

taken in response to the messaging. This helps determine whether message templates not only meet system requirements but also effectively prompt the intended safety behaviors.

VII. Plan Development and Maintenance

Fairfield County EMA is responsible for yearly maintenance of this annex and the EOP. During the annual review, updates are gathered from partners and agencies responsible for communication and the notification systems. These updates are incorporated into the annex along with any lessons learned from prior activations.

VIII. References

Fairfield County EMA. (2023). *EOC SOG.*

Fairfield County EMA. (2023). *NIMS Implementation Policy.*

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Health Information Translations. (2023). Health Information Translations - Quality health education resources for diverse populations. https://www.healthinfotranslations.org/.

State of Ohio. (2018). *Emergency Alert System (EAS) Plan*.

Annex D: LAW ENFORCEMENT

Contents

2026 Record of Changes

Change Number	Date of Change	Name	Page Number	Recommended Change
1	10/2025	L. Johnston	All	Annual Review
2	10/2025	L. Johnston	All	Revised wording throughout for improved clarity while maintaining original intent.
3	10/2025	L. Johnston	1	Updated Table of Contents page numbers to reflect changes from wording revisions.
4	12/2025	A. Lape	7	Added "Additional Sheriff's Office Assets" Section under section B.
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Community Lifelines

Document Usage Intent

This plan has been developed by the Fairfield County Emergency Management Agency (EMA). It is designed to assist the following authorized users:

> ➢ Fairfield County EMA Director and staff
> ➢ Fairfield County Dispatchers
> ➢ Law Enforcement Agencies in Fairfield County

I. Purpose/Situation/Assumption

A. Purpose

The purpose of this annex is to identify the law enforcement organizations within Fairfield County and outline their roles, capabilities, and responsibilities during disaster events or incidents. It describes how assigned emergency tasks are executed through coordination among law enforcement and other emergency response agencies. While the focus is on law enforcement-specific functions, it is recognized that law enforcement capabilities intersect with nearly every aspect of disaster response and recovery.

B. Situation

Law enforcement officials respond to emergencies daily. This plan and the implementation of the EOP relates to large disasters that call for additional support and resources beyond what is locally available. The cause of these incidents can be anything including natural, accidental, or human caused hazards.

The incident can vary in size, so this annex and the EOP are flexible and scalable to meet the needs of the response.

Triggers

- A complex incident such as a Type 1 or 2 event. Possibly a Type 3 event (FEMA, 2021).
- Request for law enforcement capabilities during an all-hazards event.
- Support and resources needed for law enforcement on-scene and in the EOC.

C. Assumptions

The following are assumptions made for planning processes:

- Planning is done with the worst-case scenario in mind.
- NIMS ICS standards are utilized as ordered by the Fairfield County Commissioners and the Governor of Ohio.
- A disaster has occurred locally causing disruption in normal daily operations and a threat to life, property, and the environment.
- Resources are needed beyond local capabilities.
- The Emergency Operations Center (EOC) is open to support the scene.

II. Concept of Operations

A. General

Within Fairfield County there are twelve established law enforcement agencies, and each Department follows their established procedures when responding. Dispatching these law enforcement agencies is handled through four different Public Service Answering Points (PSAP). (See *EOP Annex B – Communications* for more information.)

Law enforcement (LE) may be part of Incident Command, depending on the incident and response needs. If they are in command with other agencies such as the fire department, they will likely be a Unified Command (UC). Regardless of the structure, law enforcement should be in communication with any other responding departments.

If the EOC is open, a representative from the LE department with jurisdiction should be present. This person should be knowledgeable of the department's capabilities and procedures and have authority to make decisions. The EOC representative is the liaison between LE in the field and provides valuable information to the EOC for support functions such as communications, messaging, response, and resource needs.

Whenever a situation requires additional staffing for the response, law enforcement leaders activate their mutual aid agreements. In an emergency that is of the scale to activate the EOP, staffing will likely need augmented to complete response actions. State and federal support may be requested through the Ohio Emergency Management Agency (OEMA), but only after local resources have been expended or deployed.

B. Operational Needs

Law enforcement officials have means to obtain resources and support through their mutual aid, networks, and standing agreements.

Short Term

- Law enforcement traffic and access control efforts may require support from engineers and road crews to ensure safe and effective operations.
- Police and sheriff departments may activate correctional officers or trained volunteers to assist with traffic control, security, and other appropriate duties, allowing sworn officers to focus on more complex situations.
- Specialized agencies may be called upon to provide additional support, resources, or expertise in areas such as forensics, intelligence, cyber investigations, and data analysis.

Long Term

- Additional law enforcement officers may be needed in a long-term disaster. Mutual aid resources are arranged by the EOC using existing local and state agreements or contacts.

III. Organization of Responsibilities

A. Primary

All law enforcement agencies are primary in this annex. The following roles speak broadly to law enforcement.

Enforcement of Laws

- Law enforcement agencies continue normal day-to-day operations as much as possible in emergency situations. Non-life threating issues may need to be re-prioritized during this time.

Evacuation

- The decision to evacuate an area is generally made by the ranking fire department official who is serving as the IC. If the decision to evacuate an area is made, law enforcement can implement evacuation procedures as previously trained and directed.
- When law enforcement encounters residents who refuse to evacuate, they do not forcibly remove them. Instead, officers restate the nature and urgency of the emergency and encourage the individual to reconsider. If the resident still refuses, the officer documents the interaction and communicates the information to other responding agencies.

Investigation
- Law enforcement conducts investigations as their protocols dictate.
- Evidence preservation is maintained, secured, and collected for analysis.

Reporting Information
- First arriving deputies or officers report the situation to their Public Safety Answering Point (PSAP). Additional information such as damage assessments, evacuation progress, and other relevant updates is forwarded to the dispatcher at the Communication Center.
- Once the EOC is activated, this information is forwarded to the appropriate law enforcement liaison in the EOC.

Search and Rescue
- When search and rescue operations are needed, the law enforcement agency with jurisdiction is responsible for overseeing the response.
- Escaped prisoners of the Fairfield County Jail are the responsibility of the Fairfield County Sheriff's Office. Other law enforcement agencies may be called upon to assist.
- The Sheriff's personnel can organize search and rescue activities utilizing available law enforcement officers, trained volunteer response groups, and specialized units.
- Searches are discontinued by the organizer when the subject or item has been found, searchers need to be rotated out or replaced, or the weather interferes with an effective search.
- The Special Operations Team's (SOT) Dive Team unit is available to assist in water rescue and/or recovery.
- Several fire departments in the county have confined space equipment.

Security
- When available, law enforcement provides security at the scene of the incident, EOC, and JIC.
- If additional support sites are established, security is also utilized there. Support sites include reception centers, shelters, warehousing of assets (Strategic National Stockpile or SNS) and feeding facilities as resources permit.
- Use of resources is prioritized based on the situation and availability.
- Volunteer groups affiliated with law enforcement, School Resource Officers (SRO), or Corrections Officers may be considered for security details.
- Mutual aid from adjoining counties may be needed.
- Security is also utilized for patrol of evacuated areas to protect home and business owners from looters.

Terrorist Incidents
- According to Fairfield County Sheriff's Office Directive 3.42 dated June 2015, the Sheriff's Office assumes operational control of man-made disaster scenes that result from civil disobedience, civil disorder, and terrorist activity that do not involve chemical, biological, or explosive weapons. See Annex L Terrorism for more information.

Traffic Control
- Traffic control can be a serious problem in an emergency and must be managed as quickly as possible. Rerouting traffic to avoid a dangerous area or the "hot zone" can be life-saving for citizens.

- When evacuation routes are established, they must be marked and patrolled. Traffic control points may be established along these routes to assist evacuees and maintain a continuous flow of traffic.
- Traffic control at shelters, reception centers or feeding/water stations may be necessary.

B. Fairfield County Sheriff's Office

There are certain responsibilities that are unique to the Fairfield County Sheriff's Office.

Jail Operations

- Prisoners are kept in the county jail system operated by the Sheriff's Office. Prisoners are transported to court, for medical treatment, to surrounding jurisdictions or other facilities as outlined in plans and procedures on file with the County Sheriff.
- In the event an emergency near a prisoner's containment area occurs and the inmates cannot be safely moved, the Sheriff or Police Chief initiate protective actions to insulate the prisoners from the effects of a hazard.
- If prisoners must be relocated due to a disaster, each prison/jail follows their established evacuation SOP. Notifications may go to local law enforcement and the EOC, for assistance with communication, security, and transportation may be necessary.

Snow Emergencies

- The Fairfield County Sheriff has the authority to declare snow emergencies (Levels 1, 2, and 3). Additional information is available on the Sheriff's Office website.

Unmanned Aerial Vehicle / Drones

- The Unmanned Aerial Vehicle (UAV) unit supports all law enforcement needs such as terrorism attacks, search and rescue, and accident and traffic documentation. The UAV is available 24/7 to assist other county assets in situations included but not limited to: natural disasters, documenting fires, auto accidents, and damage assessment. The Fairfield County Sheriffs Office and the Lancaster Police Department have developed drone teams that can be deployed as needed.
- Additional Sheriff's Office Assets:
  - Two Armored vehicles with Long Range Acoustic Device (LRAD), that can be used to address large crowds and provide protective movement to law enforcement during critical incidents.
  - o Two DRASH tents and support trailer for sustained command post operations.
  - o Multiple UTVs and large off-road vehicles for rural operations.

C. Ohio State Highway Patrol

The Fairfield County Highway Patrol Post also has some unique roles.

- The Lancaster Post of the Ohio State Highway Patrol (OSHP) is responsible for Fairfield and Perry Counties.
- In the event of an aeronautical crash or incident, the State Highway Patrol is the lead agency.

D. Lancaster Police Department

- The Lancaster Police Department has several advanced capabilities that can be made available upon request. These include:
    - o An advanced drone operations team that includes the capabilities of prolonged outdoor search, as well as specialty indoor drones with glass breaking capabilities.
    - o Armored vehicle with Long Range Acoustic Device (LRAD), that can be used to address large crowds and provide protective movement to law enforcement during critical incidents.
    - o Trained explosive breaching technicians that can be utilized to gain access to fortified positions or reinforced areas of a building.

E. Secondary

Cybersecurity & Infrastructure Security Agency (CISA) Region 5

- Provides several services including cybersecurity, infrastructure protection, chemical security inspectors, and emergency communication on a regional level.
- Available for incident expertise and support upon request, which may be beneficial for some investigations.

County Engineer, City, Village and Township Public Works

These agencies and departments can assist law enforcement in handling emergency and disaster situations by:

- Providing personnel when requested to install and staff barricades at incident sites, evacuated areas and/or other locations.
- Utilizing resources to assist law enforcement and other emergency response organizations, upon request (*i.e.,* personnel, equipment, and supplies).
- Utilize communications equipment (radios) to assist with the coordination of the various tasks.

Information Technology (IT)

- Local IT experts are needed in incidents that are cyber in nature or have a cyber component.
- IT agency used likely depends on jurisdiction or area affected.
- Use knowledge and expertise to identify, analyze, and preserve evidence in an investigation.
- Conduct other activities as per protocol with cyber incidents.

Ohio 52nd Civil Support Team (52nd CST)

- Support agency housed under the Ohio Adjutant General that can identify and respond to incidents involving chemical, biological, radiological, nuclear, and high-yield explosives (CBRNE) agents.

Ohio Cyber Reserve (OhCR)

- Housed under Ohio Adjutant General, the OhCR is a civilian volunteer force that can assist with cybersecurity vulnerabilities and provide recommendations.

Statewide Terrorism Analysis & Crime Center (STACC)

- Fusion center for Central Ohio.
- Available for intelligence and analysis.

IV. Direction and Control

The Fairfield County Sheriff's Office is responsible for coordinating emergency law enforcement activities within the county. Police agencies have the authority and responsibility within their respective jurisdictions.

Auxiliary and volunteer forces work under the supervision of the chief law enforcement official in the jurisdiction to which they are sent or activated. Supporting military forces (*i.e.,* Ohio National Guard) work under the direct supervision of their superiors and assist the law enforcement official of the jurisdiction to which they are sent.

V. Administration/Logistics/Finance

A. Administration

Local law enforcement agencies and their PSAP maintain documentation for calls and activities. This includes sensitive information that is part of any investigation.

Records related to the incident overall are kept at the EOC for potential reimbursement.

B. Logistics

LE agencies responding to an incident should request resources and assets as part of their normal process. If additional resources are needed, beyond current agreements or procedures, submit requests to the Logistics Section Chief per the *EOC SOG*. These requests will be sent to Ohio EMA to reach regional and state assets.

C. Finance

Law Enforcement agencies are encouraged to track time and resources expended during a disaster. These costs are eligible for reimbursement if an emergency declaration is awarded but must be justified. Appropriate documentation may include timesheets with disaster time noted, rosters, activated agreements, receipts, invoices, *etc*. See *EOP Annex J - Resources* for additional information.

VI. Training and Exercise

A. Training

Law enforcement leadership ensures all deputies, officers, corrections officers, and volunteers meet the training requirements for their specific level in accordance with the State of Ohio training doctrine. Training for specialized units and personnel is scheduled and conducted as needed. Leadership is also responsible for coordinating training in weapons, specialized equipment, communications, SOPs/SOGs, and newly introduced tools or technologies—conducted annually or as needed.

Appropriate levels of National Incident Management System (NIMS) and Incident Command System (ICS) training are coordinated through EMA and is posted as available. Some courses are available online through FEMA Emergency Management Institute (EMI). These courses include ICS-100, 200, 700, and 800. It is recommended to renew courses after five years or a significant curriculum update.

B. Exercise

The various LE agencies participate in exercises as developed by the Sheriff's Office, police departments, EMA, and/or the county LEPC. Additional local agencies like schools and medical facilities may have exercises in which the request LE to take part.

All exercises incorporate the principles of the NIMS and the Incident Command System ICS. Internal drills and exercises are conducted as needed to enhance team coordination, validate procedures, provide equipment training, and test operational plans.

Post-exercise reviews capture participant feedback, highlighting both successful elements and areas needing improvement. These observations are documented in After-Action Reports (AARs) and are used to inform future planning, training, and procedural updates.

VII. Plan Development and Maintenance

LE agencies are responsible for developing their jurisdictional SOP/SOGs. Emergency plans pertaining to the county are developed and maintained by EMA.

The EMA office is responsible for updating this annex to reflect updates from law enforcement partners and any updates needed from AARs.

VIII. References

Fairfield County EMA. (2025). *EOP Annex B – Communications*

Fairfield County EMA. (2025). *EOP Annex J – Resources*

Fairfield County EMA. (2023). *NIMS Implementation Policy*.

Fairfield County Sheriff's Office. (2015). *Directive 3.42*

FEMA. (2021). National Incident Management System Incident Complexity Guide.
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Ohio Adjutant General's Department. (n.d.). *Cybersecurity*. Www.ong.ohio.gov.
        https://www.ong.ohio.gov/special-units/cyber/index.html

Ohio Adjutant Genera's Department. (n.d.). *52nd Civil Support Team*. Www.ong.ohio.gov.
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Annex E: FIRE/RESCUE/EMS

Contents

2026 Record of Changes

Change Number	Date of Change	Name	Page Number	Recommended Change
1	10/2025	L. Johnston	All	Annual Review
2	10/2025	L. Johnston	All	Revised wording throughout for improved clarity while maintaining original intent.
3	10/2025	L. Johnston	1	Updated Table of Contents page numbers to reflect changes from wording revisions.
4	11/2025	L. Johnston	6	Changed format of Operational Needs section for ease of quick reference
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Community Lifelines

Document Usage Intent

This plan has been developed by the Fairfield County Emergency Management Agency (EMA). It is designed to assist the following authorized users:

➢ Fairfield County EMA Director and staff
➢ Fairfield County Dispatchers
➢ Fire/EMS Departments

I. Purpose/Situation/Assumption

A. Purpose

The purpose of this annex is to provide an overview of the organization, capabilities, and operations of the thirteen (13) fire departments within Fairfield County during disaster events or incidents. It outlines their concept of operations, departmental responsibilities, and communication strategies used to accomplish their mission. While the primary focus is on fire and EMS-specific functions, it is recognized that these departments contribute to nearly every aspect of disaster response and recovery.

B. Situation

Fire departments respond to emergencies daily. This plan and the implementation of the EOP relates to large disasters that call for additional support and resources beyond what is locally available. The cause of these incidents can be anything including natural, accidental, or human caused hazards.

The incident can vary in size, so this annex and the EOP are flexible and scalable to meet the needs of the response.

Triggers
- A complex incident such as a Type 1 or 2 event. Possibly a Type 3 event (FEMA, 2021).
- Support and resources needed for law enforcement on-scene and in the EOC.

C. Assumptions

The following are assumptions made for planning processes:

- Planning is done with the worst-case scenario in mind.
- NIMS ICS standards are utilized as ordered by the Fairfield County Commissioners and the Governor of Ohio.
- A disaster has occurred locally causing disruption in normal daily operations and a threat to life, property, and the environment.
- Resources are needed beyond local capabilities.
- The Emergency Operations Center (EOC) is open to support the scene.

II. Concept of Operations

A. General

In Fairfield County, fire and EMS services operate jointly within the fire departments under the leadership of the Fire Chief. A significant portion of personnel are cross-trained to perform both fire and EMS functions. Departments follow their Standard Operating Procedures and Guidelines (SOPs/SOGs) for both routine operations and elevated emergency situations. Emergency responses are dispatched through each department's Public Safety Answering Point (PSAP). Upon arrival at the scene, the senior fire official assumes the role of Incident Commander (IC) until relieved by a more experienced or higher-ranking officer. The IC establishes an Incident Command Post (ICP) in a safe location, in accordance with established protocols.

Emergency Declaration

If a state of emergency needs to be declared, the Incident Commander (IC) contacts the Emergency Management Agency (EMA) Director or their designee. Local elected officials should be informed of the situation and the potential need for a declaration. Effective coordination and communication among all involved parties is essential. Declaring a state of emergency enables access to additional funding and resources. The authority to declare an emergency rests with the elected official of the affected jurisdiction. In the case of a countywide emergency, the Fairfield County Board of Commissioners is responsible for issuing the declaration. Once issued, the EMA office forwards the declaration to the Ohio Emergency Management Agency (Ohio EMA).

Communications

MARCS radios and other communication tools are used to maintain operational coordination. If additional communication resources are required, they are requested through the Public Safety Answering Point (PSAP). When resources such as the Emergency Operations Center (EOC) are needed, the Emergency Management Agency (EMA) is notified. The Incident Command Post (ICP) is responsible for establishing and maintaining communication between on-scene response personnel, off-scene communication centers, and the EOC. Emergency communication frequencies are used in accordance with established countywide communication plans.

The Amateur Radio Club / ARES is available to provide personnel and radio equipment to assist in the response. They can be requested and deployed to the EOC and IC to help with communications.

Resources

A scene size-up is conducted by the Incident Commander (IC) to assess the situation and determine the necessary response actions. If, at any point, the IC identifies that the incident may exceed available resources or is likely to extend beyond initial expectations, they may request activation of the Emergency Operations Center (EOC) for additional support.

The EOC can assist the IC by coordinating resource procurement, managing public messaging, maintaining documentation, and addressing other response or recovery needs. To ensure effective communication between the Incident Command Post (ICP) and the EOC, a representative from the fire department should be present in the EOC. This individual should have decision-making authority and a strong understanding of departmental operations and procedures.

The IC may also request the mobile command vehicle, MCD, to be utilized as the Incident Command Post (ICP).

For more information on the EOC, see Annex A, Emergency Operations or the EOC SOG.

Response Support

The safety of the public is the top priority during any incident. Based on factors such as weather conditions, the nature of the incident, and its location, the Incident Commander (IC) may determine that an evacuation or shelter-in-place order is necessary. When this occurs, the Emergency Management Agency (EMA) is notified and assists with public messaging targeted to the affected geographic area.

If door-to-door notifications are required, responders will carry them out, provided it is safe to do so.

Several specialized response resources are available to support operations:

- Fairfield County Dive Team and Hazmat Team: These volunteer-based teams can be requested through the Fairfield County Sheriff's Office Public Safety Answering Point (PSAP). Due to their volunteer status, response times may vary.

- K-9 Units: Trained in various specialties, these dogs can also be requested through the Fairfield County Sheriff's Office.

- CBRNE (Chemical, Biological, Radiological, Nuclear & Explosives) Incidents: For chemical, biological, radiological, nuclear, or explosive threats, the 52nd Civil Support Team (CST) from the National Guard is available. The Columbus Bomb Squad is another specialized resource that can be deployed as needed.

Response protocols, including hazard-specific protocols, can be found in agency SOGs and the hazard-specific SOGs at EMA.

B. Operational Needs

To ensure an effective and coordinated response, the following operational needs should be addressed for fire and EMS personnel during incident response and command operations:

- **Incident Command Post (ICP) Location**
  The ICP should be positioned close enough to maintain effective command and control, but outside of the hot zone to ensure safety.

- **Reliable Communications**
  Clear and consistent communication must be maintained with dispatch, the Emergency Operations Center (EOC), on-scene teams, and all off-scene responders.

- **Resource Support**
  Adequate personnel, equipment, and supplies must be available to sustain operations.

- **Mutual Aid and Pre-Established Agreements**
  Support from other departments and agencies may be activated through mutual aid agreements, including:
    o Ohio Fire Chief's Association
    o Ohio Intrastate Mutual Aid Compact (IMAC)
    o Emergency Management Assistance Compact (EMAC)

- **Law Enforcement Support**
  Law enforcement may be requested to assist with:
    o Scene security
    o Traffic control
    o Evidence collection
    o Participation in a Unified Command (UC) structure: In incidents involving suspected terrorism or criminal activity, law enforcement may take the lead or serve as part of the UC.

- **Administrative Support at the ICP**

A scribe should be assigned to maintain a timeline and log of events. All documentation should be shared with the EOC to support overall incident tracking and coordination.

III. Organization of Responsibilities

A. Primary

Elected Officials

- Maintain communications with IC, EOC, and other officials.
- Issue an emergency declaration if necessary.
- Conduct damage assessments or contact EMA for damage assessment information.

Emergency Management Agency (EMA)

- Receive resource requests, coordination, and messaging support for the ICP.
- Open EOC if necessary.
- Submit emergency declarations and damage documentation to Ohio EMA.
- Contact support agencies as needed for response and recovery tactics.
- Coordinate recovery efforts through EOC in large-scale incidents.
- May not be able to help fire/EMS with direct response but can request assistance through regional and state partners if necessary.

Fire Departments

- All duties assigned by law and jurisdictional SOP/SOG.
- Trained in hazmat situations to include identification of chemicals spilled, leaked, or released. Knowledge of when and whom to contact such as Ohio Environmental Protection Agency (OEPA), CHEMTREC, the National Response Team (NRT), or the 52nd Civil Support Team (CST).
- In a man-made event, work with authority having jurisdiction (AHJ) to investigate and resolved the incident.
- If it is necessary to declare a state of emergency, the IC contacts the EMA Director or jurisdictional leaders.
- Throughout the incident, the IC and staff are responsible for the accountability of all response team members.
- Utilize the Statewide Peer Support team to work with responders as needed. All responders react differently to the extreme danger and demands of a crisis; counseling assists all responders in coping with their stress. ADAMH is also available for support.
- Operations such as water rescue, and heavy equipment utilize specially trained personnel and proper equipment to conduct stabilizing operations. The personnel and/or teams operate in accordance with developed procedures.
- Departments support each other with mutual aid. Various departments in the county have confined space equipment.
- Coordinate radiological response with Ohio Department of Health (ODH) and Ohio EMA with Fairfield County Health Department (FCHD) and EMA as liaisons respectively.
- If the incident is nuclear, radiological, or unknown chemical or biologic, the 52nd CST should be notified.

Law Enforcement
- If the incident has the potential to be a crime or is considered a crime, law enforcement is notified.
- Conduct operations as outlined in standing procedures.

B. Secondary

Engineering, Street Department, Village Maintenance
- Assist with road closures and detour signs.
- Assist with barricades.
- Inspect roads and bridges damaged in the incident for structural integrity.
- Close roads and bridges for repair.

IV. Direction and Control

Fire department chiefs are responsible for operations within their department and jurisdiction. IC/UC are responsible for managing emergency response activities at the scene. All operations are conducted in accordance with departmental protocols and in accordance with the NIMS and ICS guidelines.

V. Administration/Logistics/Finance

A. Administration

Mutual Aid Agreements between fire and related organizations are kept on file by the respective departments and the EMA office if they are provided with a copy. The related PSAP maintain call records and timelines for the responding fire department(s) on each call. Additional documentation for the incident is collected at the EOC and maintained through the EMA for historical purposes.

B. Logistics

Each fire and rescue organization is responsible for providing necessary support to their response personnel such as providing food, water, fuel, and emergency power. Responding departments are encouraged to utilize their resource methods until they are exhausted or unavailable. Requests for additional support, including regional and state assets, may be requested through the EOC.

C. Finance

Resource tracking is an ongoing process and includes personnel, equipment, and supplies. Capability assessments and identification of shortfalls are continuously conducted across the county and incorporated into planning efforts as needed.

The administrator or scribe for the IC is responsible for maintaining key documentation, including a staff roster, a log of mutual aid agencies contacted, equipment requested, and personnel deployed. Additionally, each team leader such as those overseeing safety, hazardous materials, or chemical response is expected to track the resources used within their area of responsibility.

All resource usage must be reported to the EOC both during and after the incident. Supporting documentation, like rosters, receipts, purchase orders, photographs, and any other materials that justify resource use, should also be submitted to the EOC for recordkeeping and potential reimbursement.

VI. Training and Exercise

A. Training

Individual agencies are responsible for ensuring their staff are trained in agency protocols, response operations, and the EOC. Training is conducted as needed internally with fire departments or at the beginning of events with Just in Time Training (JITT).

Additionally, the Federal Emergency Management Agency (FEMA) offers online courses on NIMS ICS. Recommended courses include ICS-100, 200, 700, and 800. Commanding officers are also recommended to take ICS-300 and 400, which may be offered virtually or in-person.

B. Exercise

Exercises provide an opportunity to test this annex and allow staff to engage in hands-on training. At the county level, the Emergency Management Agency (EMA) and the Local Emergency Planning Committee (LEPC) are required to plan and conduct exercises annually. Additional exercises are also held within the community, including those conducted by healthcare organizations and schools.

Following an exercise or real-world incident, a hotwash is conducted to review what occurred, identify what went well, and highlight areas for improvement. The findings are documented in an After-Action Report (AAR), which serves as a valuable tool for future planning and for strengthening the community's overall emergency response capabilities.

VII. Plan Development and Maintenance

This annex is reviewed and updated annually, or as needed following emergencies, disasters, or exercises. Lessons learned from After Action Reports (AARs) and input from community partners are incorporated to enhance the plan during each revision cycle. The Emergency Management Agency (EMA) office is responsible for maintaining and updating this annex, with input from fire/EMS partners and other relevant stakeholders.

VIII. Appendices

Appendix A – Incident Command – Fire Personnel Assignments

IX. References

Fairfield County EMA. (2023). *Fairfield County EOC SOG.*

Fairfield County EMA. (2023). *NIMS Implementation Policy*.

FEMA. (2021). National Incident Management System Incident Complexity Guide.
https://www.fema.gov/sites/default/files/documents/nims-incident-complexity-guide.pdf

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https://www.dhs.gov/national-strategy-chemical-biological-radiological-nuclear-and-explosives-cbrne-standards.

Appendix A – Incident Command – Personnel Assignments

On-scene personnel assignments are the responsibility of the Incident Commander (IC). In a chemical situation, there are certain actions which must be handled quickly and assignment of on-scene personnel to assist the IC is a top priority. To assist the IC, firefighters may be assigned to one or more of the key tasks listed below. Normally, the assignments are made as the IC assesses the situation and determines exactly what is needed. Incidents differ from one another, and plans have the flexibility to expand and contract with the details of the situation. All these positions may be needed or only some of them. The following are general descriptions of the various assignments.

On-scene Commander

- The senior officer or firefighter of the responding fire department is the IC until properly relieved by a senior fire officer or firefighter from that department.

Operations Officer

- A senior firefighter or a fire officer with experience in direction and control serves as the manager for all tactical activities at an incident. This position works directly with the IC to make decisions on how to battle the incident.

Safety Officer

The IC appoints a Safety Officer upon arrival at the scene. The Safety Officer's responsibilities include:

- Utilizing guidance from the IC, the Safety Officer establishes hazard zones.
- Establishment of movement control for personnel and equipment from zone to zone. Clearly mark lanes and control points in accordance with department SOPs.
- Establishment of communication between the Safety Officer with the IC, Hazmat Team, EMS staging areas, and others as needed. Communications are essential and include briefings of the various section/team leaders, incoming personnel, and departments.
- Ensure team personnel have proper medical checks, appropriate level of protection, and proper equipment, are fully aware of the safety measures, and have workable communications equipment for safety and reporting purposes.
- Decontamination station must be established prior to the entry team being permitted to enter the hot zone. See that all personnel leaving the hot zone are properly decontaminated.
- Ensure back-up personnel, also with appropriate level of protection clothing, are ready in the event they are needed to rescue personnel working in the hot zone.
- Continuously monitor personnel in the "hot zone".
- Monitor exposure times and limits of the personnel in SCBA and personal protective equipment (PPE).
- Ensure all personnel in warm and hot zones are accounted for.
- Monitor actions of personnel to ensure compliance with all safety procedures.
- Maintain continual contact with IC. Advise IC of safety precautions taken, unsafe acts observed, unsafe conditions noted, and safety procedures ordered.

Staging Officer

- Responsible to utilize an area on the perimeter of the incident area, as designated by the IC, to assemble and deploy personnel and equipment.

- Maintains communications with IC, responding departments, ICP/EOC and Agencies. Keeps IC advised of personnel and equipment arriving at the staging area and maintains records of the resources contacted, reported, and utilized.
- Briefs incoming personnel and agencies of the current situation and passes on orders from the IC as required.

Communications Officer

- In large incidents, the IC may wish to designate a Communications Officer who is responsible for maintaining communications with dispatch, EOC, and others as necessary. The communications personnel are responsible for maintaining the official log of the incident for the IC.

Decontamination Officer

- In some incidents, there may be a need to establish decontamination stations to provide decontamination of the emergency responders or citizens that may have been exposed to a chemical or biological agent. In larger incidents, there may be a need for several decontamination stations.

Public Information Officer (PIO)

- In larger incidents the IC may need to designate a firefighter or another individual to handle media personnel at the incident site. This individual should establish a briefing area in the safe zone and provide the media and local government updates on the event. Whenever the EOC is activated, this individual should defer to the County PIO and coordinate on-scene information with the Joint Information Center (JIC) PIO.

Emergency Medical Services (EMS)

- EMS at the incident site are responsible for triage, treatment, and transport. They provide medical support to the emergency responders and residents on scene by quickly establishing triage and initial treatment for those injured.
- EMS provide pre- and post-entry medical examinations as well as care and treatment as needed.
- All safety and medical personnel monitor the first responders' mental health. In severe disasters such as mass fatality event, a first responder may think their coping abilities are intact when in fact their emotions may be impacted.
- EMS are responsible to replenish supplies used during the event. All ambulances and other medical equipment must be returned to its original state.

Annex F: HEALTH & MEDICAL

Contents

2026 Record of Changes

Change Number	Date of Change	Name	Page Number	Recommended Change
1	11/2025	L. Johnston	All	Annual Review
2	11/2025	L. Johnston	All	Revised wording throughout for improved clarity while maintaining original intent.
3	11/2025	L. Johnston	1	Updated Table of Contents page numbers to reflect changes from wording revisions.
4	11/2025	L. Johnston	11	Re-formatted Part IV (Direction and Control to improve readability.
5	11/2025	G. Blevins	Various	Updated name of COTS
6	11/2025	G. Blevins	11	Updated Hazmat Team Typing level
7	12/2025	L. Johnston	9	Added ADAMH's name (FCCCRT) for team trained in NOVA.
8	12/2025	B. Blevins	9	Added information about MRC under Public Health.
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Community Lifelines

Document Usage Intent

This plan has been developed by the Fairfield County Emergency Management Agency (EMA). It is designed to assist the following authorized users:

- ➢ Fairfield County Coroner's Office
- ➢ Fairfield County Dispatchers
- ➢ Fairfield County EMA Director and staff
- ➢ Fairfield County Health Department
- ➢ Local Hospitals
- ➢ Other Responding Medical Agencies

I. Purpose/Situation/Assumption

A. Purpose

The purpose of this annex is to outline the availability and coordination of public health, medical, and coroner services in Fairfield County during emergency situations, including mass casualty and mass fatality incidents. These services provide a framework for a unified response to a wide range of health-related needs. This annex takes an all-hazards approach to addressing health threats and the necessary response actions.

B. Situation

A wide range of events can lead to health emergencies, casualties, or fatalities. Some incidents have immediate impacts on health and life, while others may cause delayed effects. Many events result in both immediate and prolonged consequences for individuals and communities.

Intentional acts of violence, infectious diseases, and natural disasters can significantly affect the health and well-being of residents. In the case of a human infectious disease emergency, the primary objective is to coordinate efforts to contain and eliminate the spread of illness. For incidents involving human-caused hazards or severe weather, both the event and its aftermath—such as structural damage and debris—can pose serious risks to life and safety.

The situations that activate this annex vary widely in size and complexity. Accordingly, the response outlined in this annex is designed to be scalable, ensuring that resources are used effectively and efficiently to meet the specific needs of each incident.

Triggers

Triggers to activate this annex include, but are not limited to:

- A Type 1 or 2, possible Type 3 event (FEMA, 2021).
- Support functions are activated as needed or upon request to assist with on-scene response efforts.
- Resource needs outweigh resources readily available.
- An incident occurs that requires coordination between multiple agencies.
- Messaging between agencies needs to be coordinated.

C. Assumptions

The following are assumptions made for planning processes:

- Planning is done with the worst-case scenario in mind.
- An on-scene response is taking place after a large-scale disaster.
- The Emergency Operations Center (EOC) is open to support on-scene response.
- Agencies and organizations follow their standard protocols when responding.
- Agencies maintain their mutual aid agreements (MAA).
- Additional resources can be requested through the EOC when local resources have been exhausted or do not exist.
- Responding agencies may have staff affected by the disaster.
- The Joint Information Center (JIC) is open for coordinated messaging between responding agencies.

II. Concept of Operations
A. General

Notification/Communication

- EMA assists with continual communication between the coroner, hospitals, Fairfield County Health Department (FCHD), and the Incident Commander (IC).
- Notification will be made between the agencies regarding situational awareness and needs.
- COTS, formerly known as Central Ohio Trauma System, Health Incident Liaison (HIL) should be notified of the incident to support coordination of regional medical resources. This support may include identifying available hospital beds, equipment, and medical supplies. Contact information for the HIL is available through the Fairfield County Healthcare Coalition and the primary Public Safety Answering Points (PSAPs).
- If the EOC is activated, representatives from involved agencies will be requested to report to the EOC to support communication and coordination. Individual departments may also activate their own Department Operations Centers (DOCs) to manage internal operations.

Mass Casualty Events

- In a mass casualty event, responders and receiving facilities may be overwhelmed and in critical need of support.
- Patients may be transported to hospitals all over the Central and Southeastern region for care.
- COTS can assist with messaging to regional healthcare facilities.

Mass Casualty Incident (MCI) Trailer

- The Mass Casualty Incident (MCI) Trailer is available to support large-scale incidents that require medical supplies or resupply. It is maintained by the Emergency Management Agency (EMA). While the exact contents may vary at the time of deployment, the trailer is periodically restocked with support from partners including local fire departments, Fairfield Medical Center, Fairfield County Health Department, COTS, and the Fairfield County Healthcare Coalition.
- The trailer may be pre-staged for large, planned events.
- Contains supplies to assist with triage, treatment, and transfer at a large mass casualty event.
- May remain at its staging location and restock medics as they transport patients.
- If deployed in response to an incident, the MCI Trailer must be transported by EMA or a responding fire department. It is not designed for rapid deployment and may require additional time to mobilize and deliver to the scene.
- The MCI Trailer is stocked with supplies to support immediate triage, field dressings, and patient stabilization. Contents include backboards, thermal blankets, basic airway tools, triage tracking and color-coded systems, dressings, splints, wound packing materials, and tourniquets. It does not contain medications.

For more information on the trailer including a supply list, refer to the Mass Casualty Trailer SOP.

Mass Fatality

- The County Coroner, or their designee, will respond to accident scenes, medical facilities, or other locations where fatalities have occurred to determine the victim's identity, as well as the time and cause of death.

- Additional resources may be needed for proper and respectful cataloguing of personal effects and transfer and storage of bodies.

Public Information

- The Public Information Officer (PIO) releases detailed information regarding the disaster, its effects on the community, and the number of injured and deceased.

Family Assistance Center (FAC)

- Public information will be provided following a disaster, including guidance on what to watch for, recommended next steps, signs and symptoms of related illnesses, and available mental health resources.
- A Family Assistance Center (FAC) may be established to share information with the public regarding missing or deceased loved ones, reunification efforts, and available support services.
- Mental health crisis services may be offered in coordination with local hospitals and the Alcohol, Drug and Mental Health (ADAMH) Board.
- Details about available services, including times, locations, and access instructions—will be communicated to the public through appropriate channels.
- Transportation needs should be considered when selecting FAC locations. Sites should be accessible via public transit (e.g., near bus loops and hospitals) but must not interfere with ongoing medical care operations.

Public Health

Public Health and Medical Service concerns during disasters may include:

- Coordination with local, state, and federal partners.
- Coordination of state lab testing of certain substances.
  - Labs may refuse specimens without coordination.
- Provision of public health and medical services, supplies, and personnel.
- Disease surveillance and investigation.
- Public information and education.
- Research and consultation on potential health hazards, safety, and health concerns.
- Environmental sampling and analysis, as applicable.
- Consultation for water and wastewater for private systems.
- Assistance and support for mass casualty and mass fatality incidents.
- Activate the Fairfield County Medical Reserve Corps (MRC) for additional healthcare staffing needs, as needed.

Demobilization

Demobilization planning begins early in the incident, particularly when medical needs arise and leadership identifies the need for additional resources to support patient care. As the situation stabilizes and medical or public health resources are no longer required at the current site, an assessment should be conducted to determine whether those resources are needed elsewhere. If so, they should be reassigned accordingly. If not, and both IC and the EOC confirm they are no longer necessary, the resources will be returned to their point of origin. The Logistics Section is responsible for completing all necessary demobilization documentation.

B. Operational Needs

The following needs apply to both short-term and long-term events. While response operations are typically shorter in duration, the recovery phase often extends much longer and may require sustained support and coordination.

Short-Term Needs

- Medical staff to handle a surge in patients.
    - Some personnel may be directly affected by the disaster, resulting in an immediate reduction in available staffing.
        - Hospitals for acute care.
        - Urgent Cares
        - Secondary medical sites that take patients to make room for more acute ones (i.e., long term care sites, skilled nursing facilities, etc.)
- Medical sites to transport or accept patients.
    - EMS transport
    - Urgent care facilities
    - Medical diversion
    - Regional support
    - COTS
- Fatality services.
    - Key personnel include the County Coroner, investigators, and administrative staff.
    - Appropriate temporary storage for decedents must be available during processing.
        - Fairfield County maintains a refrigerated mobile morgue trailer for this purpose.
    - Processes must be in place for victim identification, management of personal effects, and coordination of family reunification.
    - In large-scale incidents, additional support may be required from external resources such as the Ohio Mortuary Operational Response Team (OMORT) or the federal Disaster Mortuary Operational Response Teams (DMORT).
- Medical supplies and equipment.
    - Hospitals are encouraged to maintain sufficient supplies to treat at least two trauma patients simultaneously.
    - Additional supplies should be stocked and readily accessible in accordance with emergency preparedness plans.
- Communication between agencies.
    - Hospitals, urgent care facilities, public health, EMA, and responders.
    - Standard communication channels.
    - Regular conference calls – coordinated through EOC/EMA.
- Consultation with agencies on safety measures for staff and patients both at work and at home, if appropriate.
    - Disease surveillance – whether a primary or secondary effect of event.
    - Environmental safety.
    - Personal protective equipment (PPE).
    - Response personnel safety and health.
    - Mental health and crisis need – counseling for responders, workers, and residents.

     o Social work consultations.
- Public education on when and where to seek medical care.
  - Information on signs and symptoms that may require medical attention.
  - Locations of designated care sites or clinics.
  - Public information hotline for questions, concerns, and guidance.
    - Method for filtering and addressing medical questions
    - General questions and concerns directed to 2-1-1 or other appropriate resources, like the Family Assistance Center.

Long-Term Needs
- Supplies
  - Continued supplies and equipment to facilities providing patient care, particularly as supplies become exhausted.
    - Medical supplies, equipment, medication, blood products, PPE, etc.
- Mental health and crisis care.
  - For responders, residents, and workers.
- Continued medical care.
  - Management of secondary injuries.
  - Case management for individuals with severe or long-term impacts.
- Social work consultations to support recovery and access to services
- Communication
  - Consistent, ongoing communication with both the public and response personnel.
  - During prolonged events, it's common for people to feel that information becomes less frequent or drops off over time—continued updates help prevent this perception.

Access & Functional Needs
Hazards can impact anyone, including individuals with Access and Functional Needs (AFN).
For a detailed definition of the AFN population, refer to the Base Plan.

Following a disaster, health-related challenges may arise that require additional support.
Residents may need assistance with:

- Transportation to medical facilities or shelters
- Access to medications
- Durable Medical Equipment (DME)
- Power-dependent medical devices or therapies (e.g., those identified through the HHS emPOWER program)
- Other essential health and functional services.

III. Organization of Responsibilities

All agencies related to the medical services are required to have SOP/SOGs for daily and emergency operations. It is understood they will follow their SOP/SOG and send a liaison to the EOC as requested for coordination, collaboration, and communication.

A. Primary

Alcohol, Drug Addiction & Mental Health (ADAMH) Board
- Plan, fund, and oversee mental health and addiction services in the county.
- Coordinate support like crisis care and PTSD counseling.
- Activate Fairfield County Community Crisis Response Team (FCCCRT), composed of individuals Work with NOVA (National Organization for Victim Assistance) to provide trauma support after disasters.

Coroner
- Maintain jurisdiction over deceased persons, their effects, and investigation.
- Collect, processes, and releases bodies back to families.
- May order an autopsy if needed.

Emergency Management Agency (EMA)
- Activate the Emergency Operations Center (EOC) when necessary.
- Oversee the EOC and Joint Information Center (JIC).
- Coordinate between agencies, submit resource requests, and push out warning notifications and messaging,

Fire / Emergency Medical Services (EMS)
- Conduct triage, treatment, and transport as dictated in their standard processes.
- Send patients requiring care to a medical provider. For those who may have been exposed but do not need medical care, collect information and provide to public health for follow-up.

See Annex E of the EOP for more information on fire/EMS capabilities.

Health Department
Fairfield County Health Department (FCHD) is the lead agency for health and medical during an incident.

- Conduct public health capabilities including:
  - Investigate reportable infectious diseases.
  - Perform private water and septic inspections.
  - Conduct immunizations.
  - Make recommendations for safety measures for responders and the public, including official advisories.
  - Receipt and dispersal of state and federal health assets including the Strategic National Stockpile (SNS).
    - Points of Dispensing (POD) sites
  - Facilitate testing of special specimens with state labs.
  - Create lists of exposed individuals for follow-up.
  - Coordinate and open a Community Reception Center (CRC) if indicated.

Hospitals

Local hospitals in Fairfield County include Fairfield Medical Center (FMC), Fairfield Medical Center River Valley Campus, Diley Ridge Medical Center, OhioHealth Pickerington Medical Campus, and OhioHealth Emergency Care Reynoldsburg. There are also numerous urgent cares and freestanding sites.

- Provide acute care for victims of trauma or disease.
- Create and share messaging to the public on what to watch for and when to see a medical provider.
- Conduct decontamination practices as appropriate.
- Collaborate with the EOC for the need of an FAC.
- Provide mental health and crisis services as needed.
- Stock supplies in preparation for a disaster. Restock afterward.

Law Enforcement

- Conduct any investigations if needed, including evidence collection and processing.
- Security for incident scene.
- Traffic control for incidents, special clinics, or POD sites.

B. Secondary

Additional secondary agencies may be added based on the need for health and medical services.

American Red Cross (ARC)

- The ARC develops and maintains shelter information for the county.
- Identify and vet potential shelter sites.
- Coordinate needs identified in the shelters (i.e., food, cots, blankets, etc.)
- Coordinate with public health and partners for staffing, inspection, and health needs.

COTS (Formerly Central Ohio Trauma System)

COTS is a regional healthcare resource partner covering Central, South, and Southeast Ohio. Participating agencies include healthcare, emergency response, public health, government, and private organizations.

- Someone alerts COTS of the incident, current, and anticipated needs. This could be the Co-Chair of the Fairfield County Healthcare Coalition, local hospitals, or the PSAP.
- Send out an alert to local hospitals and medical facilities to log their bed availability so it can be viewed.
- Provide messaging regarding the incident to local and regional partners. This assists with diversion and staging resources.

Disaster Mortuary Response Team (DMORT)

- A national resource to support the coroner that can provide emergency assistance for mortuary response and support to communities in the event of a major disaster involving fatalities.
- Able to provide a wide range of services including documentation, information collection, processing, and technical assistance.

Fairfield County Hazmat Team
- Type III team credentialed through the Ohio Hazmat TAC.
- Available for technical assistance and guidance on hazardous chemicals such as:
    - Health and safety information.
    - Protective equipment.
    - Mitigation methods.
- Can stop the threat from hazardous chemicals.
- Has decontamination capabilities.
- Not responsible for cleaning up the chemical or accident.
    - Cleanup is the responsibility of the spiller.

Fairfield County Water Rescue Team
- Capabilities include:
    - Swift water rescue.
    - Rescue and recovery diving.

Ohio Mortuary Operational Response Team (OMORT)
- State resources available to support coroners in a mass fatality response team.
- Can assist in several areas such as processing decedents, identification, documentation, and more.

IV. Direction and Control

Fairfield County follows the National Incident Management System (NIMS) and uses the Incident Command System (ICS) for command, control, and coordination during emergencies.

Health, medical, and fatality management activities are included in county and state exercises whenever possible.

Specialized training is important for certain types of incidents—such as an airplane crash—because the response requirements are different from typical emergencies.

It's essential to train:

- EMA staff
- EMA volunteer teams
- First responders (fire, EMS, and law enforcement)

on the specific procedures and responsibilities involved in responding to mass casualty incidents.

Command (UC), depending on the situation, leads the operations at the scene.

Fairfield County Health Department (FCHD) is the leading agency for health-related incidents and may be asked to be part of Unified Command.

The EMA Director activates the EOC when necessary and directs the operations in the EOC.

V. Administration/Logistics/Finance

A. Administration

All medical and behavioral health facilities are responsible for maintaining medical records, staff rosters, and recall rosters. The Emergency Operations Center (EOC) documents significant event logs, communication logs, and any other relevant records, including photographs related to the incident. Jurisdictions and agencies should also maintain detailed records of equipment usage, personnel hours, and all associated costs, along with appropriate justification. Accurate documentation is essential for accountability, reimbursement, and post-incident evaluation.

Refer to specific agency procedures for additional information.

B. Logistics

Logistics for health and medical aspects of an incident may occur in a few locations. First, the EOC Logistics Section handles requests for resources including supplies, personnel, and equipment over and above what local agencies can acquire through their sources. This includes regional, state, and federal resources.

Secondly, local agencies like hospitals have methods to obtain supplies through vendors and other procurement avenues.

For more information, see the Fairfield County Logistics SOG.

C. Finance

All responders and medical agencies should coordinate with the EOC regarding resources used, purchased, rented, damaged, or destroyed during a response. Documentation and justification must be kept for potential reimbursement. Upon completion, documentation should be turned in to the EOC Finance Section Chief or the EMA office.

VI. Training and Exercise

A. Training

Individual agencies are responsible for ensuring their staff are trained for both day-to-day duties and emergency operations. Additional training opportunities are available through local, state, and federal partners.

Fairfield County EMA coordinates training at the local level, which may include Incident Command System (ICS) courses, FEMA-endorsed training, and instruction specific to local Emergency Operations Center (EOC) functions and response roles. Training opportunities are shared with partners as they become available.

Recommended FEMA ICS courses include IS-100, 200, 700, and 800. ICS-300 and 400 may be in-person or virtual and are for those who held leadership and decision-making positions in an ICP or EOC.

B. Exercise

Exercises are conducted to put plans and policies into practice and to identify any gaps or areas that need improvement. The focus of these exercises is on evaluating response procedures, policies, and

capabilities—not individual performance. When possible, exercises include components such as medical surge, public health response, mass casualty incidents, and fatality management.

Following each exercise, a hotwash is held to gather feedback from participants on what went well and where improvements can be made. Suggestions are encouraged and welcomed. An After-Action Report (AAR) is then developed to document the exercise, participant feedback, and lessons learned. This information is used to update plans and guide necessary changes to improve future response efforts.

VII. Plan Development and Maintenance

This plan is reviewed and updated annually or as necessary. Information obtained from AARs, exercises, or real-world scenarios are incorporated into the next revision to strengthen the plan and improve its functionality. Once updated, stakeholders of this annex have an opportunity to review and provide any edits.

VIII. References

Central Ohio Trauma System Statement of Service 01/01/2019.

Fairfield County EMA. (2021). *Mass Fatality SOP*

Fairfield County EMA. (2023). NIMS Implementation Policy.

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FEMA. (2021). *National Incident Management System Incident Complexity Guide Planning, Preparedness and Training*. https://www.fema.gov/sites/default/files/documents/nims-incident-complexity-guide.pdf.

Ohio Crisis Response Team. (2021). The Ohio Crisis Response Team: Responding to communities in the aftermath of traumatic events. https://ohiocrisisresponseteam.com/.

Ohio Funeral Directors Association. (2023). Ohio Mortuary Operational Response Team (OMORT). https://www.ofdaonline.org/aws/OFDA/pt/sp/omort

Annex G: EVACUATION / SHELTER / MASS CARE

Contents

2026 Record of Changes

Change Number	Date of Change	Name	Page Number	Recommended Change
1	11/2025	L. Johnston	All	Annual Review
2	11/2025	L. Johnston	All	Revised wording throughout for improved clarity while maintaining original intent.
3	11/2025	L. Johnston	1	Updated Table of Contents page numbers to reflect changes from wording revisions.
4	12/2025	B. Blevins	9	Identified additional responsibilities of Fairfield County Health Department.
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Community Lifelines

Document Usage Intent

This plan has been developed by the Fairfield County Emergency Management Agency (EMA). It is designed to assist the following authorized users:

➢ County Elected Officials & Jurisdictional Leadership
➢ Fairfield County Commissioners and designated staff
➢ Fairfield County EMA Director and staff
➢ Fairfield County Dispatchers
➢ Law Enforcement and
➢ Fire Departments / Emergency Medical Services
➢ Fairfield County Health Department
➢ Supporting Agencies

I.   Purpose/Situation/Assumption

A. Purpose

The purpose of this annex is to define the roles and responsibilities related to evacuation, sheltering, and mass care for individuals affected by an emergency in Fairfield County. The protection and safety of residents and impacted individuals is the top priority. This is an all-hazards plan, designed to be flexible and adaptable based on the nature of the incident, its cascading effects, and the specific needs of the community.

B. Situation

This annex may be activated in response to a wide range of incidents. Activation of the Base Plan and this annex is authorized by the Incident Commander (IC), Unified Command (UC), or the EMA Director. Events that could trigger activation include tornadoes, explosions, fires, hazardous chemical releases, flooding, and similar emergencies. These types of incidents may result in evacuations, shelter-in-place orders, displacement of residents, and the need for mass care services.

Triggers

Triggers for activating this annex include:

- A Type 1 or Type 2 incident, and in some cases, a Type 3 incident (FEMA, 2021)
- The release of a hazardous chemical or substance prompting evacuation or shelter-in-place orders
- The need for mass feeding, sheltering, or care of residents
- A disaster that displaces people

C. Assumptions

The following assumptions are made for planning purposes.

- Planning is done with the worst-case scenario in mind to identify capabilities and gaps.
- Activation of this annex automatically activates the Base Plan if not already done.
- First responders are actively working at the incident scene.
- The Emergency Operations Center (EOC) is fully activated.
- Mass notification systems are functional and utilized to warn residents of the threat and actions to take.
- Organizations activate their emergency plans and establish communications with the EOC, Incident Command Post (ICP), and/or EMA.
- Agencies with potential roles send a liaison to the EOC when requested.
- Residents are encouraged to prepare for disasters at home, work, and in the car.

II.   Concept of Operations

A. General

It takes many organizations to implement mass care services. Not all services or responses listed below are needed in every situation. This plan is scalable to meet the nuances of each unique emergency and needs of the community.

There may be secondary impacts from the disaster that affect necessary resources and available services and locations. Impacts may include power outages, disruption in utilities, internet or server outage, structure damage, blocked roads, and more.

The following subsections identify tasks or responses that may be involved in evacuation, sheltering, and mass care.

Communication

Communication is essential in disasters and includes different methods, audiences, and messages. It enables information sharing and efficiencies between responding agencies and informs the public of warnings and alerts about coming threats (i.e., severe weather events) and actions they should take to stay safe (i.e., seeking shelter or avoiding a hazardous area).

See Annex C: Public Notification or *Warning and Notification Standard Operating Guideline (SOG) for more information.*

Once the EOC and JIC are activated, Public Information Officers begin gathering information, drafting public service announcements, and coordinating with the media. Public communications should include key details such as the current situation, shelter locations, transportation updates, available assistance, and how to locate loved ones. All information released to the public must be approved by the EMA Director or EOC Manager, the Incident Commander, and any other relevant stakeholders—such as elected officials—as identified at the onset of the incident.

A variety of communication methods are used during emergencies to ensure that critical information is effectively shared. Redundancies are intentionally built into the system to maintain communication in case some methods fail due to the impacts of the disaster. For responders, stakeholders, and personnel involved in managing the incident, communication tools include two-way radios, Hyper Reach, Active911, cell phones, email, fax, text messaging, and runners if necessary. To reach the public, communication methods include Alert Fairfield, which is Fairfield County's mass notification system, as well as radio and television broadcasts, Wireless Emergency Alerts (WEA), outdoor warning sirens used exclusively for tornado warnings, and social media platforms.

Shelter-in-Place

Sheltering recommendations are typically considered before evacuation due to concerns for resident safety, logistical challenges, and the goal of minimizing disruption as much as possible. During a shelter-in-place order, individuals are advised to remain inside their current location, whether at home, school, or another setting, to protect themselves from an external threat. This approach is commonly used in situations such as active aggressor incidents, Level 3 snow emergencies, or hazardous chemical releases that pose a risk of harm or injury.

Sheltering orders or recommendations are made by the IC / UC based on conditions and details at the scene, subject matter experts (SME), experience, policies, and laws.

Evacuation

While sheltering is usually the preferred option, some emergencies require evacuation to keep people safe. Evacuation may be the best choice during severe flooding, rising water levels, building damage, or large fires that could spread. Only areas that are affected or at risk will receive evacuation orders if that is the safest option.

Evacuations can be disruptive and require planning. This includes setting up travel routes, organizing transportation, and making sure people who need help can get it. The earlier an evacuation order is given, the more time people have to leave safely. This is especially important for places like nursing homes, correctional facilities, hospitals, schools, and for people with access and functional needs.

Most residents will use their own vehicles if it is safe to do so. This helps save public transportation for those who don't have another way to leave. If a large area needs to be evacuated, traffic delays are likely and should be expected.

Once evacuation orders are given, the EOC is notified to assist with transportation, sheltering needs, and other logistics. Actions may include:

- Alerts sent to residents of the affected area utilizing several different communication methods and potentially door-to-door notification.
- Notification sent to Lancaster-Fairfield Public Transit for busing.
- Contact made at 211 for support with hotlines and donations.
- American Red Cross (ARC) made aware of evacuation orders to discuss potential needs like sheltering and possible feeding of residents.

The longer an evacuation lasts, the more support and logistics are required, including housing, food, care for animals, access to medications, and other essential needs. Once it is safe for residents to return, the evacuation order is lifted. This information is shared using the same communication methods that were used to issue the original evacuation order.

Sheltering
Sheltering residents during an emergency can be time-consuming and resource intensive. In some cases, short-term shelters such as warming or cooling centers may be opened. These centers are typically not designed for overnight stays but provide temporary relief during extreme cold or heat. They are especially helpful for individuals who are unhoused or those who have lost power due to the disaster.

- ARC opens pre-selected and pre-approved shelters to facilitate evacuees. Shelters should be able to facilitate individual and family needs, individuals with AFN, service pets, children, and caregivers. Shelters are marked according to ARC plans and standard operating procedures (SOP).
- Specific shelter locations open their doors to citizens with household pets. The location of these shelters is announced over social media and by the Fairfield County Public Information Officer (PIO).
- Shelter staff should be aware of potential contaminants that evacuees may have been exposed to, depending on the type of disaster. It is important to verify that proper decontamination procedures have been completed before allowing individuals to enter the shelter.
- American Red Cross volunteers in shelters provide telephone access to evacuees whenever possible, allowing them to contact family members. Maintaining communication with loved ones is an important part of emotional support and helps reduce stress during a crisis.

- Establishing clear communication within the shelter helps keep evacuees informed about important updates, such as mealtimes, available activities for families, and information about when they may be able to return to their homes.

Mass Care

Mass care includes providing shelter, food, emergency supplies, and support for family reunification. After a disaster, many organizations may be involved in meeting these needs within the community. The specific requirements depend on the type of incident, the extent of the impacts, and any additional events that may follow. They are also shaped by the safety actions residents are asked to take. For example, an evacuation may require sheltering, but the needs of an overnight shelter are different from those of a shelter needed only for a few hours.

Decision-makers consider the unique circumstances of the disaster, including its impacts, weather conditions, and the safety of the public. They also use the status of Community Lifelines to help determine what mass care services are needed.

Animals

Caring for animals during and after a disaster can be complex. Service animals, pets, and livestock each have different needs and must be managed accordingly. Emergency Management works with animal welfare organizations, veterinarians, and partner agencies to help ensure the safety and well-being of animals throughout a disaster.

Whenever possible, pre-disaster memorandums of understanding (MOUs) are established to support the sheltering and feeding of animals if needed. In the South and Southeastern Region, supplies such as kennels and Zumro air shelters may be requested through the Disaster Animal Response Team (DART). However, while supplies may be available, there is no guarantee that personnel will be deployed along with them.

More information can be found in Annex H to the EOP and the Fairfield County Animal Rescuing and Sheltering SOP.

B. Operational Needs

Transportation / Evacuation

There are several needs for transportation and evacuation of residents:

- Law enforcement provides assistance with traffic flow and enforcement during a disaster.
- Engineering, Street, or Maintenance Departments assist with signage and setting up detours to avoid hazards and debris.
- Transportation resources must be coordinated in advance. Preplanning through memorandums of understanding (MOUs) helps ensure resources are ready when needed.
- Transportation assets may include Lancaster-Fairfield Public Transit (LFPT) and school buses in the affected areas.
- Multiple transportation options provide redundancy in case some assets are impacted by the disaster.
- Animal evacuation may require special transportation such as animal trailers, kennels, or buses equipped for animal transport.

- Residents with specific transportation needs (e.g., wheelchair or gurney access) should be supported through coordination with agencies such as Olivedale Senior Center, Meals on Wheels, Fairfield Center for Independence, or other private ambulette providers.

Sheltering

- If only a small number of people require shelter, the American Red Cross (ARC) will often place them in hotels. This is a short-term solution but is less resource intensive than opening a full community shelter.
- If an overnight shelter is opened, residents will require cots, bedding, food, and other basic necessities.
- Security may be needed at shelters to ensure the safety of residents and staff.
- The health department conducts inspections when shelters are opened to ensure they meet public health standards.
- Staff are required to operate and manage the shelter, including roles for intake, supervision, triage, and general support.
- Mental health services may be necessary for both displaced individuals and responders working on the incident.
- Shelter coordinators help track individuals as they enter the shelter and if they are relocated to another site. This information is shared with the Emergency Operations Center (EOC) to support family reunification efforts.
- Access to medications and durable medical equipment (DME) may be needed during evacuation. This is especially critical for individuals who rely on insulin, oxygen, or other life-sustaining treatments.

Mass Care

Mass care needs may overlap with other response tasks, such as sheltering. Below are specific considerations related to mass care:

- Security may be required to protect mass care supplies. Depending on the nature of the incident, community morale, and the volume of supplies, there may be concerns about looting or aggressive behavior.
- Mental health and crisis support may be necessary to assist affected residents in coping with trauma and stress.
- Decontamination services might be needed based on the type of incident and potential exposure risks.
- Distribution of supplies, including potable water and shelf-stable meals, may occur through Community Points of Distribution (C-PODs), shelters, or other accessible locations.
- Hot meals may be provided through partnerships with nonprofit and volunteer organizations, depending on available resources and community needs.

C. Access and Functional Needs

Residents with Access and Functional Needs (AFN) may require different types of resources and support during an emergency. The formal definition of the AFN population can be found in the Base Plan under the corresponding section. Because the AFN category includes a wide range of individuals with varying

needs, responders and stakeholders should communicate directly with these residents to understand what assistance is required, rather than making assumptions.

III.   Organization of Responsibilities

It is expected that the agencies listed below, whether in primary or secondary responsibilities, will follow their own standard procedures and guidelines.

A. Primary

The following agencies have primary responsibilities in disasters for evacuation, sheltering, and mass care services.

American Red Cross (ARC)

- Responsible for establishing, reviewing, and maintaining shelter agreements.
- Maintains a stockpile of shelter supplies and resources.
- Collaborates with Emergency Management Agency (EMA) and local responders to help meet the needs of displaced residents.
- Assists in securing food resources for individuals in shelters.
- May arrange hotel accommodations for evacuees if returning home is unsafe and the number of displaced individuals is manageable.

Emergency Management Agency (EMA)

- The EMA Director or designee activates the Emergency Operations Center (EOC) when needed. In situations like this, EOC activation is likely.
- Maintains communication with elected officials in the affected jurisdiction(s), Ohio EMA, other stakeholders, and the Incident or Unified Command.
- Coordinates with the American Red Cross (ARC) and other local partners to address transportation and mass care needs.
- Issues public notifications and warnings as needed, informing residents about the situation, recommended actions, and areas to avoid.
- Oversees the operation of the EOC, including the Joint Information Center (JIC).
- Receives, processes, and procures or borrows resources as requested by response partners.

Fairfield County Health Department (FCHD)

- Serves as the lead agency for health and medical-related incidents.
- Maintains coordination with the Ohio Department of Health (ODH) and COTS for additional support and guidance.
- Provides access to public health nursing, environmental health, and epidemiology staff.
- Deploys Environmental Health staff to inspect food establishments and assess other environmental hazards.
- Shares safety and health information with both residents and responders.
- May conduct follow-up with affected residents, depending on the nature of the hazard.
- May coordinate medical and mental health services through partners that provide direct care.
- Provides access to the Fairfield County Medical Reserve Corps (MRC) for assistance in operating shelters, providing care, and other public health services.

Refer to the Public Health Nurses' Role in Emergency/Disaster Shelters, OPHA, July 2017.

Incident Commander (IC) / Unified Command (UC)

- Operates at the scene of the incident and is responsible for overseeing response activities and making operational decisions.
- Determines whether to issue evacuation or shelter-in-place orders based on factors such as weather, location, and the nature of the hazard.
- Maintains communication with the Emergency Operations Center (EOC) and EMA Director to request resources, approve public messaging, and coordinate other response needs.

Lancaster-Fairfield Public Transit (LFPT)

- Provides bus transportation as requested to assist with moving residents during an evacuation.
- May be asked to temporarily hold evacuees on buses if the evacuation is expected to be brief or while shelter arrangements are being finalized.
- Buses are equipped with wheelchair ramps but do not have other specialized medical transport equipment.
- May allow animals to travel with their owners, depending on the situation and at the discretion of LFPT leadership.

Law Enforcement

- Assists with evacuation operations, traffic control, and security as requested.
- May patrol evacuated areas, if conditions are safe, to prevent unauthorized entry until it is safe for residents to return.
- If the area is unsafe, law enforcement may secure and monitor the perimeter of the incident zone.

School Districts

- If schools are located within the affected area, superintendents or other school leadership may be asked to support operations by providing staging areas, reception centers, or Community Points of Distribution (C-PODs).
- May be asked to provide buses to assist with transportation needs, in accordance with existing memorandums of understanding (MOUs) between the schools and emergency management.

Sheriff's Department

- Has access to public notification and warning systems and may issue alerts to residents or individuals within the geographic area of the incident.
- Authorized to issue an evacuation order, if necessary, in the absence of the Incident Commander or EMA Director.

B. Secondary

The secondary agencies listed below are equally important as the primary agencies. While they may not always be activated following an incident, they should remain prepared to respond if needed.

Amateur Radio Teams

- May be activated to support radio communications between key response locations, especially if traditional communication systems are down or unreliable.

- May be assigned to locations such as reunification centers, shelters, hospitals, the Emergency Operations Center (EOC), and other critical sites to maintain communication flow.

Community Emergency Response Team (CERT)

- Community Emergency Response Team (CERT) is a trained volunteer group managed by EMA.
- CERT volunteers may be utilized to assist in different areas including:
  - Donation Center
  - Volunteer Reception Center
  - Family Reunification Center
  - Light search and rescue
  - Field triage
  - Assisting in the EOC as needed

Refer to the Community Emergency Response Team SOG through EMA.

Ohio Emergency Management Agency (OEMA)

- Maintains communication with Fairfield County EMA.
- Receives resource requests from FC EMA.
- Sends information to the Governor's office as needed.

IV.   Direction and Control

Fairfield County uses the ICS structure for emergency incidents. The IC/UC directs on-scene operations. The EMA Director or EOC Manager oversees EOC activities. The Health Department leads health and medical responses, while the ARC manages sheltering as outlined in this annex.

V.   Administration/Logistics/Finance

A. Administration

Maintaining accurate documentation of all individuals received at mass care facilities is critical for accountability and follow-up. Records must be kept from the time when shelters open until they close and should be catalogued regularly to ensure accuracy. Copies of these records must be submitted to the EOC for review by the ARC and the EMA Director.

Mutual Aid Agreements (MAAs) are maintained on file and updated regularly. Both interstate and intrastate MAAs may be activated when the scale of the emergency exceeds local capabilities and additional resources are needed.

B. Logistics

The county resource database includes listings of all available resources, such as Mutual Aid Agreements (MAAs), shelters, long-term care facilities, and key points of contact. Requests for personnel or resources must be submitted using a 213RR form and directed to the Logistics Section Chief at the EOC. The 213RR form is available on EMA's OneDrive, as well as in hard copy at the EOC and in CMD.

All personnel—including employees, volunteers, and support staff—must wear identification badges and/or company apparel while working in the EOC or at incident scenes. Individuals requiring access to restricted areas must be able to verify their identity. Most incident sites are secured during response and recovery operations, and proper identification is required for entry.

C. Finance

Jurisdictions must report the use and associated expenditures of Mutual Aid Agreements (MAAs) to the EOC as soon as feasible. All organizations should track costs—whether in-kind or fee-based—throughout the response and recovery phases. Any related expenditures or invoices must be documented and submitted to the Finance Section Chief at the EOC.

VI. Training and Exercise

A. Training

Training is an ongoing effort for both individual agencies and the broader community. Opportunities include sheltering training provided by the American Red Cross (ARC), Community Emergency Response Team (CERT) training, Stop the Bleed® courses, and internal training days hosted by agencies.

Whenever possible, training should involve multiple agencies participating in mock scenarios to enhance coordination and identify areas for improvement.

Free training is also available through FEMA. All responders and support agencies are strongly encouraged to complete Independent Study (IS) courses 100, 200, 700, and 800. Personnel in leadership or decision-making roles are additionally encouraged to complete IS-300 and IS-400.

B. Exercise

Exercises are essential for reinforcing training and identifying areas for improvement. Scenarios involving evacuation, sheltering, and mass care should include considerations such as transportation for all residents, family members, and service animals, as well as sheltering logistics.

Exercises must also address the needs of individuals with Access and Functional Needs (AFN), including older adults, children in childcare settings, individuals with limited mobility, and those with limited English proficiency.

An After-Action Report (AAR) should be completed following each exercise and real-world response. The AAR documents what worked well, what did not, and outlines opportunities for improvement. These findings should be incorporated into the next revision of the plan to ensure it remains relevant and responsive to actual conditions.

VII. Plan Development and Maintenance

The EOP and this annex are reviewed and updated annually, or as needed. Revisions are based on lessons learned from training, exercises, real-world incidents, and feedback from community partners. Information from After-Action Reports (AARs) is incorporated to ensure the plan remains current and effective.

VIII. Authorities & References

American Red Cross: Find Open Shelters. Redcross.org.

FEMA Policy 104-009-18, Version 3: FEMA Emergency Non-Congregate Sheltering during the COVID-19 Public Health Emergency (Interim)

State of Ohio Emergency Operations Plan, *Emergency Support Function #6 Mass Care*

IX.   References

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Fairfield County EMA. (2023). *Community Emergency Response Team SOG*

Fairfield County (2023). *Logistics SOG*

Fairfield County EMA. (2023). *Warning and Notification SOG.*

FEMA (2021). *Comprehensive Preparedness Guide* (CPG) 101, Version 3.0

FEMA *Emergency Support Function #6 – Mass Care, Emergency Assistance, Temporary Housing and Human Services Annex*

Ohio Public Health Association (OPHA) *Public Health Nurses' Role in Emergency/Disaster Shelters: A Guidance White Paper*. July 21, 2017.

Annex H: AGRICULTURAL & ANIMAL CONTROL

Contents

2026 Record of Changes

Change Number	Date of Change	Name	Page Number	Recommended Change
1	11/2025	L. Johnston	All	Annual Review
2	11/2025	L. Johnston	All	Revised wording throughout for improved clarity while maintaining original intent.
3	11/2025	L. Johnston	1	Updated Table of Contents page numbers to reflect changes from wording revisions.
4	11/2025	L. Johnston	5	Re-formatted Sheltering section for easier readability.
5	11/2025	L. Johnston	7	Re-formatted Operational Needs section for easier readability.
6	12/2025	G. Blevins	9	Added information about permits for dangerous wild animals under ODA.
7	12/2025	G. Blevins	9	Added ODNR section and information about their responsibilities in matters of dangerous wild animals.
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Community Lifelines

Document Usage Intent

This plan has been developed by the Fairfield County Emergency Management Agency (EMA). It is designed to assist the following authorized users:

➢ County Elected Officials
➢ Fairfield County Commissioners and designated staff
➢ Jurisdictional Leadership
➢ Fairfield County EMA Director and staff
➢ Humane Society
➢ OSU Extension Office
➢ Fairfield County Dog Warden

I.   Purpose/Situation/Assumption

A. Purpose

This annex outlines the approach to agricultural and animal care before, during, and after a disaster. Agriculture and animal husbandry are major industries in the county, and many residents also own household pets and service animals. Because people are deeply connected to their animals and crops, these assets require special consideration in emergency planning.

This annex addresses key topics such as evacuation planning, isolation protocols, disease surveillance, and agrosecurity. The plan is designed to be scalable and adaptable based on the scope and nature of the incident.

B. Situation

Several types of incidents—natural, accidental, or intentional—can activate this annex due to their potential impact on crops and animals. Fairfield County has widespread agricultural acreage supporting both crop production and livestock, making it vulnerable to a range of hazards.

Natural disasters such as flooding, drought, straight-line winds, tornadoes, and other severe storms can significantly damage farmland and livestock operations. Intentional acts, such as food adulteration, may result in illness and the destruction of agricultural products. Accidental incidents, including chemical releases, can contaminate water supplies, harm crops, and spread disease, leading to widespread consequences.

Evacuation and sheltering of animals may be necessary in some scenarios. Hazards that affect crops often pose similar risks to animals, regardless of their classification (e.g., livestock, pets, or service animals).

According to the Fairfield County *Hazard Identification & Risk Assessment (HIRA),* the probability of such hazards is considered low; however, the assessment indicates that the entire county is equally at risk.

Triggers

The Emergency Operations Center (EOC) may be activated under the following conditions, including but not limited to:

- A Type 1 or Type 2 incident, and potentially a Type 3 incident (FEMA, 2021)
- When support functions are needed or requested to assist on-scene response
- When response or recovery actions are required to protect or preserve crops
- When evacuation, transportation, or sheltering of animals is necessary.

C. Assumptions

The following assumptions are made for planning purposes:

- Planning is done with the worst-case scenario in mind.
- Fairfield County follows the National Incident Management System (NIMS) Incident Command System (ICS) when managing an event.
- The Emergency Operations Center (EOC) is activated and operational.
- The Joint Information Center (JIC) is activated and operational.
- Agencies with roles in the response follow their standard operating guidelines and procedures.

- Agencies communicate and collaborate within the ICS NIMS structure in the field and EOC for effective and efficient implementation.

II.   Concept of Operations

A. General

Prevention

Not all hazards can be prevented, but their impact can be reduced through preventative measures. For example, properly storing hazardous chemicals helps prevent accidental or intentional tampering and release. Keeping crops and animals out of floodplains reduces the risk of damage or loss during floods. Providing sturdy shelters for animals also offers protection from debris and severe weather. While these actions may not always be feasible, they can significantly lessen the effects of hazardous events.

Assistance

The size and scope of an incident determine the actions required and the number of resources needed from outside the affected jurisdiction. If local resources are insufficient to contain and mitigate the risk, mutual aid and external resource requests may be necessary. Many farmers have personal networks or associations they can contact directly for help with relocating livestock.

Local agencies that assist with pets and other animals may also be called upon to help gather and shelter displaced animals.

As with other scenarios, formal resource requests should be coordinated through the EOC.

Evacuation

Evacuating livestock from affected farms may be necessary during certain incidents. However, approval from state or federal agricultural agencies may be required before animals can be moved. Additional considerations include the potential for disease transmission, chemical exposure, or injury during transport.

Farm evacuations are most effective when coordinated in advance with friends, neighbors, livestock associations, clubs, and county extension educators (as noted in Animals in Disaster). These groups should develop transportation plans before an incident occurs.

Because of the economic value and liability associated with livestock and other working animals, responders should not move them. Instead, animal owners or managers should handle relocation whenever possible.

Sheltering

Service animals must remain with their owners, including in human shelters. Under the Americans with Disabilities Act (ADA), a service animal is defined as a dog individually trained to perform specific tasks for a person with a disability. There is also a provision for miniature horses under ADA regulations (28 CFR 35.136(i)).

If a resident states that their animal is a service animal and it performs a service for them, the animal must be allowed in the shelter. Exceptions may be made only if the animal is aggressive or presents hygiene concerns.

Shelter planners must also consider individuals with allergies to animals. To accommodate everyone, separate areas should be designated for those with service animals and those with allergies.

Pet Sheltering Considerations: Sheltering pets is a separate issue and often highly emotional. Hurricane Katrina demonstrated that many people will not evacuate if they cannot bring their pets. Unlike service animals, the definition of a pet is broad and not legally defined, which can include a wide range of species and sizes. While accommodations should be made, they may be limited by available resources.

Sheltering Options Include:

- Housing people in one building and animals in kennels in a separate building.
- Using Zumro tents with DART Team-provided kennels if no nearby building is available.
- Requesting use of existing animal shelters if they are undamaged and accessible.
- Establishing two human shelters at the same location, one for people with pets and one without.

Animal Safety and Care: Kenneling animals during evacuation and sheltering is essential. Disasters can cause animals to become stressed and agitated, increasing the risk of biting, scratching, or attacking if provoked. The goal is to ensure the safety of both people and animals while minimizing stress.

Infection Control

The potential for disease affecting livestock and farmland is a serious concern. Isolating sick animals from healthy ones is essential to contain the illness and prevent further spread. At this stage, state agencies responsible for regulating crops and livestock will likely become involved and determine the appropriate next steps.

Animal infections can lead to the destruction of large numbers of livestock, resulting in significant economic losses for both farmers and the agricultural industry.

If testing is needed due to unusual symptoms or a cluster of illnesses, contact the Fairfield County Health Department. They can coordinate testing through the Ohio Department of Health or the Ohio Department of Agriculture.

Waste Removal

Animal waste (i.e., manure, etc.) should be properly disposed of to avoid pollution to bodies of water and water sources. The USDA has a Nutrient Management Conservation Practice Standard (590) with regulations and requirements to reduce excess nutrients and pathogens from manure (2023).

Reunification

Following a disaster, it is possible that people may become separated from their animals. A clear process should be established to help reunite individuals with their animals. This process must also include a method for verifying ownership, which may be more straightforward for pets that are microchipped.

Information Sharing

Information sharing is a vital part of ensuring safety and supporting recovery. Issuing timely warnings and alerts helps residents make informed decisions, including how to protect their animals.

Once the immediate hazard has passed, clear communication guides residents on next steps; where to go, what to do, and how to access resources. For animal-related concerns, information should include where to take pets, how to care for them, and how to reunite with lost animals.

In times of crisis, when people feel vulnerable and uncertain, accurate information helps reduce fear, stop the spread of rumors, and support emotional recovery. Without trusted sources, people may turn to unreliable or unverified information, which can lead to confusion or harm.

To ensure consistency and credibility, the JIC should be responsible for gathering, verifying, and distributing information. This ensures all responding agencies deliver a unified and accurate message to the public.

B. Operational Needs

Short-Term

The movement and care of livestock and animals during a disaster is resource-intensive and depends on the number and type of animals involved. Key short-term operational needs include:

- Transportation and Handling Equipment
  Animal trailers, kennels, leads, ropes, and designated shelter locations are essential for safely relocating animals.
- Basic Animal Care
  Once relocated, animals require food, water, and supervision. Some may need medical attention, including access to veterinarians and regular medications.
- Sanitation and Shelter Supplies
  Supplies for cleaning and caring for animals include waste cleanup tools, disinfectants, straw, bedding, and other materials to maintain hygiene and comfort.
- Environmental and Conservation Standards
  All animal housing and waste disposal must comply with conservation practices, such as those outlined in the USDA 590 Standard (2023). This includes proper manure disposal and ensuring animals are kept at a safe distance from water sources.
- Reunification Support
  A process and location for reuniting animals with their owners must be established. A microchip reader will be necessary to verify ownership of pets that are microchipped.

Long-Term

If animal evacuation or sheltering extends into the long term, additional accommodations and planning will be necessary:

- Shelter Transition Planning
  Temporary shelter locations may need to be repurposed or may no longer be suitable for extended use. Alternative long-term housing solutions should be identified in advance.
- Unclaimed Animals
  In disasters involving significant human fatalities, some animals may remain unclaimed. These animals will require ongoing care until they can be rehomed through adoption, rescue organizations, or foster arrangements.
- Livestock Relocation

Livestock owners may choose to relocate animals to other farms, reducing the burden on centralized sheltering operations. Coordination with agricultural networks and associations can support this effort.

- Sustained Care and Resources
Long-term sheltering will require continued access to feed, water, veterinary care, and sanitation supplies. Agreements with suppliers and service providers should be maintained to ensure ongoing support.

C. Access and Functional Needs

Some individuals may have Access and Functional Needs (AFN) and require additional support during a disaster. The formal definition of AFN populations is provided in the Base Plan of the Emergency Operations Plan (EOP). It is essential not to make assumptions about the type of assistance needed—responders and support personnel should ask individuals directly how they can best be helped.

In the context of this annex, some animals may also have specialized needs. If the owner or handler is present, they should be consulted on how to best care for the animal. When appropriate and if the owner or handler is capable, they should be allowed to manage the animal's care to ensure its specific needs are met.

III.   Organization of Responsibilities

The following agencies have primary or secondary roles in agriculture and animal response.

A. Primary

Dog Warden
- Provide animal control measures, as needed, for impacted areas, including the apprehension and impoundment of stray dogs, enforcement of quarantine orders, and efforts to notify and reunite families with their lost or evacuated pets.
- Coordinate units or teams to search for dogs in need of rescue, removal, or transport, and assist with the continued care of dogs entering temporary shelters, requiring veterinary care, or needing disposal due to the disaster.
- During emergency evacuation and sheltering, the Dog Warden's office works with the American Red Cross (ARC) and other voluntary agencies to coordinate the care and support of household pets and service animals.

Emergency Management Agency (EMA)
- Coordinates emergency response planning with the OSU Extension Office, Humane Society, Dog Warden, and relevant special interest groups. Together, they provide guidance on the emergency care of family pets, service animals, and livestock during and after emergency events.
- Oversees EOC and JIC operations.
- Issues warnings and notifications to affected groups and residents.
- Facilitates coordination and collaboration among responding agencies.
- Assists with the disaster assistance process, including conducting damage assessments, submitting reports to Ohio EMA, and sharing information with stakeholders and the public.

Fairfield County Health Department (FCHD)
- Provides guidance on health and safety measures.

- Can check private well water for contaminants.
- Conducts epidemiological investigation of disease risk or exposure.
- Able to facilitate testing of biological samples with Ohio Department of Health (ODH) or other state entities.
- Notify state authorities (such as ODH or ODA) of suspicious animal or plant diseases.

Other Animal Service Groups

As other animal groups such as the Humane Society or veterinary groups become involved, their support will be expanded. Potential areas of assistance may include:

- Assist in the logistics of evacuation and sheltering of pet animals.
- Assist in feeding, medication, and medical services of animals impacted by the disaster.
- Provide staff assistance with animal shelter oversight and maintenance.
- Provide food, medication, and medical care to service animals sheltered with their handlers.

B. Secondary

Ohio Department of Agriculture (ODA)

- The Ohio Department of Agriculture tests and recommends disposal of any contaminated foods, livestock, and agriculture products. They issue embargoes or set quarantine orders as needed.
- Provide guidance to locals regarding animals and livestock.
- ODA regulates permits for dangerous wild animals. These permits govern activities such as collecting, keeping, or selling wildlife and require strict compliance with state rules for native species and dangerous animals.

Ohio Department of Natural Resources (ODNR)

- Ohio regulates wild animal possession through permits issued by ODNR (for research, rehabilitation, propagation).
- If wild animals are found to be confined by individuals, defer to Fairfield County Wildlife Officer

Ohio Department of Health (ODH)

- Provide guidance on disease or health risk and animals or humans exposed to disease or hazards.
- Facilitate testing of biological specimens. (Must be coordinated through FCHD and ODH must approve prior to sending specimens.)

United States Department of Agriculture (USDA)

- After a local disaster affecting crops, the local USDA Farm Service Agency and Natural Resources Conservation Service makes recommendations to the USDA.
- Funding may be available to local producers for lost crops due to disaster.

IV.   Direction and Control

The Incident Commander (IC) controls the activities at the scene of the incident. The EMA Director or EOC Manager oversees EOC Operations and promotes communication and coordination between the sites and agencies.

Multiple agencies are required for response and recovery to an incident. Each agency is responsible for the area over which it has jurisdiction (health, natural resources, rescue, security, *etc*.) but must coordinate with other responding agencies. This promotes efficiency and effectiveness.

Response actions should be prioritized to focus on emergency conditions that threaten lives and the wellbeing of both the citizens and their animals and livestock.

V.   Administration/Logistics/Finance

A. Administration

The EOC maintains the administrative functions of the incident to relieve the burden from those working on the scene. All paperwork, records, rosters, receipts, messages, etc. are maintained at the EOC for documentation and historical purposes. Staff working in the EOC must leave their documentation at the end of their shift or when they are demobilized and no longer needed.

B. Logistics

Resource requests, including staff to help with animals, reunification, sheltering, etc. are sent to the EOC. An ICS form called the 213-RR (Resource Request) is completed by the requesting entity and sent to the Logistics Section of the EOC, who checks the requests for completeness and sends them on for procurement or borrowing.

C. Finance

The agency or jurisdiction requesting a resource is financially responsible for that asset. In large-scale disasters, it is hoped that financial assistance and reimbursement will be available through state or federal programs.

The Finance Section is responsible for tracking all disaster-related costs and providing regular updates to elected officials and jurisdiction leaders on expenditures.

VI.   Training and Exercise

A. Training

Training for animal and agricultural incidents is conducted by agencies that respond to such events or whose daily responsibilities involve agriculture and animal care.

Formal EOC training is provided by the EMA. Agencies with roles in the EOC are invited to participate in these sessions to practice their responsibilities and become familiar with the EOC interface and operations.

B. Exercise

Exercises provide an opportunity to put plans into action, allowing participants to identify gaps, challenges, and areas for improvement. Exercises involving agriculture and animal management should be conducted regularly, with all relevant response agencies invited to participate. Animal-related scenarios may also be incorporated into broader exercises, such as those focused on hazardous materials.

Following each exercise, a hotwash is held to allow participants to share immediate feedback. An After-Action Report (AAR) is then developed to formally document the exercise or real-world incident, capturing lessons learned and recommendations for future planning and response.

VII.   Plan Development and Maintenance

The EMA is responsible for maintaining and updating the EOP and this annex. The EOP is reviewed annually and revised as needed to reflect changes in policies, procedures, and capabilities. Information gathered from After-Action Reports (AARs) is also incorporated to strengthen response efforts and enhance community resilience.

VIII.   References

Emergency Management Assistance Compact (EMAC). The All-Hazards National Mutual Aid System. PL 104-321.

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Annex I: PUBLIC WORKS & UTILITIES

Contents

2026 Record of Changes

Change Number	Date of Change	Name	Page Number	Recommended Change
1	11/2025	L. Johnston	All	Annual Review
2	11/2025	L. Johnston	All	Revised wording throughout for improved clarity while maintaining original intent.
3	11/2025	L. Johnston	1	Updated Table of Contents page numbers to reflect changes from wording revisions.
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Community Lifelines

Document Usage Intent

This plan has been developed by the Fairfield County Emergency Management Agency (EMA). It is designed to assist the following authorized users:

➢ Fairfield County EMA Director and staff
➢ County Engineer
➢ Municipalities & Townships
➢ County Utilities
➢ Public Works Agencies
➢ Local Maintenance or Street Departments

I.   Purpose/Situation/Assumption

A. Purpose

Public works refers to infrastructure built and maintained by the government for the benefit of the community. Utilities include essential services such as water, wastewater, electricity, and gas. When these systems are disrupted by a disaster, the impact can be severe, affecting both emergency response efforts and public safety.

The purpose of this annex is to outline the roles and responsibilities of agencies involved in responding to disasters that affect public works and utilities, and to guide coordination and recovery efforts.

B. Situation

Natural and human-caused disasters can directly impact utilities and public works systems. In addition, secondary or cascading events, such as infrastructure failure, flooding, or hazardous material release, may further disrupt services, complicate transportation, and hinder rescue and response operations.

Triggers

This annex may be activated under the following conditions:

- A Type 1, 2, or potentially a Type 3 event, as defined by FEMA (2021).
- Any event that significantly impacts infrastructure and requires a response to restore essential services.
- Situations requiring multi-agency coordination to effectively respond to and recover from service disruptions.

C. Assumptions

The following assumptions are made for planning purposes:

- Fairfield County follows the National Incident Management System (NIMS) Incident Command System (ICS) structure for responding to an event.
- Planning is done with the worst-case scenario in mind.
- The Emergency Operations Center (EOC) is already activated and fully operational.
- The Joint Information Center (JIC) is open and operational.
- Both utilities and public works are impacted by a disaster and need services or access restored.
- Agencies participating in the response and recovery follow their standard procedures or guidelines.
- Agencies or sectors assisting in the response and recovery have a liaison in the EOC to ensure efficient communication and action.

II.   Concept of Operations

A. General

Public works and utility departments are specialized agencies that carry much of the responsibility when it comes to ensuring safety, restoring access, and reestablishing essential services during and after a disaster. First responders at the scene may be the first to recognize the need for these services and notify the appropriate utility or public works contacts.

An assessment of the impacted area, including the extent of damage and service outages, helps the Incident Commander or Unified Command determine which agencies should be involved. Emergency contact numbers with 24/7 access should be used to report the disaster and request assistance.

If the incident is widespread, representatives from public works and utilities should be present in the Emergency Operations Center (EOC) to maintain communication with field crews working to restore access and services. Road crews may be needed to clear debris to ensure roads are passable for emergency responders and residents. In addition, inspections of roads, bridges, culverts, and other infrastructure may be necessary to ensure safety and functionality.

The priority of response efforts is life safety, followed by the protection of property and the environment. The Community Lifelines framework supports this prioritization by helping identify and allocate resources to the most critical needs.

B. Operational Needs

Short-Term

Depending on the nature and extent of service interruptions, responding agencies may need to activate their Continuity of Operations (COOP) Plans. These plans ensure that agencies involved in disaster response and recovery can continue providing critical services, even if their facilities, power supply, or normal operations are disrupted.

Damage assessments must be submitted to the EMA within the first 12 hours following a disaster. EMA compiles this information and submits a consolidated report to Ohio EMA within 36 hours of the event. For detailed procedures, refer to the Damage Assessment Standard Operating Guideline (SOG).

If short-term service disruptions significantly affect residents' quality of life, temporary shelters may be opened. This is especially important for individuals who rely on electricity for life-sustaining medical equipment such as oxygen concentrators, dialysis machines, or ventilators.

Additional guidance on sheltering can be found in the Logistics SOG or Annex G.

In the event of a widespread electrical grid failure, responders must also plan for fuel access to support emergency operations and maintain response capabilities.

Long-Term

In situations where service interruptions may be long-term, the previously identified needs are still present along with additional considerations. These considerations include housing/sheltering, business operations, and additional agency staff to restore service.

C. Access & Functional Needs (AFN)

The definition of the population with Access and Functional Needs (AFN) is outlined in the Base Plan. Some residents may depend on electricity for life-sustaining equipment or require transportation to critical medical appointments, such as dialysis. Others may need assistance with debris removal from their property, including access to garages or driveways. Support for this population may also involve reconnecting utilities or restoring essential services. Assistance from faith-based groups, volunteer organizations, or other community partners may be necessary to meet these needs and ensure equitable recovery.

III.   Organization of Responsibilities

The following primary and secondary agencies have roles in incidents affecting public works and utilities. Each agency is expected to follow its own SOPs or guidelines while participating in EOC and on-scene activities.

A. Primary

County Engineer

- Leads engineering and public works task teams across the county.
- Responds promptly to clear and repair county roads, bridges, culverts, water, and sewer lines.
- Notifies the EOC and Incident Command (IC) of road closures due to flooding, power line damage, or sewage issues to ensure timely public and responder communication.

County Utilities

- Manages three public water plants and five wastewater treatment facilities.
- Oversees wellhead protection areas and is notified of hazardous material releases within those zones.
- All personnel assist operators during emergencies; mutual aid may be requested for major incidents.

Elected Officials

- Conduct or coordinate a preliminary damage assessment within 12 hours of the disaster.
- Notify jurisdictional road departments to respond as needed.
- Maintain communication with both constituents and the EOC.

Emergency Management Agency (EMA)

- Activates and manages the EOC and Joint Information Center (JIC) as needed.
- Notifies the Ohio EMA Watch Office, even for standby purposes.
- Issues public warnings and notifications via the mass communication system.
- Coordinates between EOC operations and on-scene response.

Fairfield County Department of Transportation (DOT)

- Maintains state and federal highways, bridges, and culverts within the county.
- Reports road closures to the EOC and IC.
- Places signage for detours and closures.

Fairfield County Health Department (FCHD)

- Tests private well water for contamination.
- Provides public and responder safety guidance during incidents.
- May issue in-home boil alerts when necessary.

Private Utilities

- Includes companies such as AEP, South Central Power, water utilities, and pipeline operators.
- After being notified, they are responsible for shutting off or restoring their own services.
- Must report all actions to the IC and EOC to support planning and response.

B. Secondary

The following state entities may be called upon when specific needs arise. While they are state-level organizations, their resources and support may be available locally.

Ohio Department of Transportation (ODOT)
- Assists with state road maintenance, cleanup, and recovery.
- Issues permits for oversized/overweight vehicles.
- May provide personnel and equipment for local response.

Ohio Department of Insurance
- Regulates the insurance industry, which is critical to infrastructure recovery.
- Assists consumers, businesses, and governments with navigating insurance claims.

Ohio Department of Natural Resources (ODNR)
- Offers technical support for enforcing floodplain regulations.

Ohio Emergency Management Agency (OEMA)
- Processes resource requests from the EOC.
- Acts as liaison between local EMA and state/federal authorities.
- Handles local disaster declarations.

Ohio Environmental Protection Agency (OEPA)
- Provides technical guidance on waste management, regulatory compliance, and cleanup operations.

Ohio Public Works Commission (OPWC)
- Offers emergency funding when local resources are insufficient to address infrastructure needs.

Public Utilities Commission of Ohio (PUCO)
- Regulates utility service providers.
- Can authorize funding for infrastructure replacement.

IV.   Direction and Control

The Incident Commander (IC) manages on-scene operations, while the EMA Director or EOC Manager oversees Emergency Operations Center (EOC) activities, ensuring coordination and communication between field operations and supporting agencies.

Response and recovery efforts often involve multiple agencies. Each is responsible for its specific jurisdiction (e.g., health, natural resources, rescue, security), but must coordinate with others to ensure a unified, efficient, and effective response.

V.   Administration/Logistics/Finance

A. Administration

All agencies and jurisdictions must submit reports that are accurate and timely. In the event of a declared disaster, complete documentation is required for justification and historical reference. This includes damage assessment forms, notes, messages, receipts, rosters, and other relevant records.

During the response, documentation is maintained at the Emergency Operations Center (EOC) and later transferred to the EMA office. Departments with specialized responsibilities, such as Utilities, the County Engineer, or the Health Department, may retain copies at their respective offices.

B. Logistics

Mutual aid and additional resources may be required to address threats to utilities and public works and to support service restoration. Requests for mutual aid should follow established procedures already in place. All resource requests must be submitted to the EOC using the 213-RR (Resource Request) form.

C. Finance

When requesting resources, the responsible agency or jurisdiction must identify who will cover the cost. Typically, the requesting entity is responsible for payment. However, a declared disaster may open access to funding and reimbursement opportunities.

The Finance Section within the EOC is responsible for collecting and maintaining all receipts, invoices, and supporting documentation. Agencies should submit copies of their financial records to the EOC or EMA. The EMA serves as the liaison with the state for reimbursement and documentation processing.

VI.   Training and Exercise

A. Training

Emergency function training is conducted by individual departments through internal sessions tailored to their specific roles.

The Emergency Management Agency (EMA) also provides training focused on EOC operations. These sessions give personnel the opportunity to practice using the EOC interface, complete required forms, and become familiar with systems before a disaster occurs. EOC training opportunities are announced in advance to all participating agencies.

B. Exercise

Exercises and drills provide valuable opportunities to test emergency plans and procedures in a hands-on environment. They help identify strengths, gaps, and areas for improvement. Staff involved in executing tasks may offer insights that lead to updates or enhancements to the plan.

Following each exercise, a hot wash is conducted to gather immediate feedback. Lessons learned are documented in an After-Action Report (AAR), which guides future planning and training efforts.

VII.   Plan Development and Maintenance

The EMA Director and staff are responsible for maintaining and updating this annex. Reviews are conducted annually or as needed. Information and recommendations from AARs are incorporated into the plan to ensure it remains relevant, effective, and reflective of community needs.

VIII.   References

Fairfield County EMA. (2023). D*amage Assessment SOG*

Fairfield County EMA. (2023). *NIMS Implementation Policy*

Public Utilities Commission of Ohio. (2023). Utilities. Ohio Public Utilities Commission.
        https://puco.ohio.gov/utilities.

Annex J: RESOURCES

Contents

2026 Record of Changes

Change Number	Date of Change	Name	Page Number	Recommended Change
1	11/2025	L. Johnston	All	Annual Review
2	11/2025	L. Johnston	6	Re-formatted Concept of Operations: Access & Functional Needs Section ease of quick reference.
3	11/2025	L. Johnston	7	Re-formatted Administration/Logistics/Finance: Administration for ease of quick reference.
4	11/2025	L. Johnston	All	Revised wording throughout for improved clarity while maintaining original intent.
5	11/2025	L. Johnston	1	Corrected page numbers in Table of Contents to reflect changes
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Community Lifelines

Document Usage Intent

This plan has been developed by the Fairfield County Emergency Management Agency (EMA). It is designed to assist the following authorized users:

➢ Fairfield County Elected Officials
➢ Jurisdictional Leadership
➢ Fairfield County EMA Director and Staff
➢ Logistics Section Staff in the EOC

I. Purpose/Situation/Assumption

A. Purpose

The purpose of this annex is to establish a clear and effective process for requesting and receiving resources to support response and recovery operations during a disaster in Fairfield County. The Fairfield County Emergency Management Agency (EMA) serves as the primary coordinator for resource management, including submitting requests for out-of-jurisdiction support and receiving resource allocations from other jurisdictions. This annex outlines the procedures for requesting, receiving, and documenting resources throughout a disaster event.

B. Situation

This annex is activated when an incident exceeds local capabilities and requires additional resources to support response and recovery efforts. It applies to a wide range of situations where local resources are insufficient to effectively manage the event and restore community functions.

Triggers

Not all incidents will require activation of this annex. Situations that can be effectively managed with local resources and mutual aid may not meet the threshold. However, the following conditions may trigger activation of this annex:

- A Type 1 or 2, possibly Type 3 event (FEMA, 2021).
- Resources are needed or requested that are beyond local capabilities and standing mutual aid agreements (MAA).
- Resource requests, distribution, and tracking are needed.

C. Assumptions

The following assumptions are made for planning purposes:

- Planning is based on a worst-case scenario to ensure preparedness for high-impact events.
- Response and recovery operations follow NIMS and ICS standards, as mandated by the State of Ohio and the Fairfield County Commissioner's Office.
- A disaster has occurred locally, requiring resources beyond what is available through local capabilities and standing mutual aid agreements.
- Resource planning and response efforts consider the needs of the whole community.
- The Emergency Operation Center (EOC) and Joint Information Center (JIC) are activated and operational.

II. Concept of Operations

A. General

In a major emergency or disaster, the Fairfield County EMA Director activates the Emergency Operations Center (EOC) and utilizes the Logistics Section to manage and facilitate resource requests.

EOC staff coordinate with the Incident Commander (IC) to identify resource needs and determine the most appropriate suppliers. All local jurisdictions must follow applicable local, state, and federal procurement policies to ensure eligibility for potential public assistance funding.

Emergency resource management and planning include the following key elements:

- Determining resource needs based on mission objectives and equipment requirements.
- Locating and acquiring necessary equipment and supplies in a timely manner.
- Organizing the distribution of supplies to affected jurisdictions.
- Maintaining financial and legal accountability, including documentation of all requests, procurement actions, vendor details, items, and costs.
- Considering funding availability. The county may issue an emergency declaration to release necessary funds. For each request, EMA Logistics will confirm who is responsible for payment— typically the requesting jurisdiction unless otherwise arranged.
- Planning for resource demobilization from the outset of the incident or request.

Resource Database

The Fairfield County EMA maintains a resource database that includes available equipment, personnel, and supplies, as well as contact information for companies that have expressed interest in supporting disaster response and recovery efforts.

Because contact details and resource availability frequently change due to use, maintenance, repair, or replacement, the database is updated annually or as new information is received. However, not all updates are reported to EMA, so some entries may be outdated.

During a disaster, as resources are identified and requested, any new or corrected information should be captured and used to update the database. While not ideal, it is often necessary to revise the resource log in real time during an active incident.

Analyzing Resource Needs

The initial steps in an organization's resource procurement process include:

- Identifying priority tasks that support life safety, protection of property, and environmental stability.
- Assessing essential needs based on the mission, available equipment, repair or upgrade priorities, and any equipment shortfalls.
- Determining whether needed resources are available locally or through mutual aid.
  - Are the resources available from neighboring counties?
  - Can private agencies provide the resources under an agreement?
  - If not, submit a 213-RR (Resource Request) form to the EOC.

If local organizational or jurisdictional funds are available, county emergency funds may not be needed.

For more information on formal resource requests and the process, see the Fairfield County Logistics SOG.

Resource Tracking

All resources must be tracked from the time they are requested until they are returned to their point of origin. The Logistics Section is responsible for this process and maintains a tracking spreadsheet in the EOC using Excel.

Disposable or one-time-use resources are tracked until they are fully expended. Reusable resources, equipment and personnel are tracked until they are returned to their owner or original location. Fairfield County remains responsible for these resources during their return transit.

For personnel, consideration must be given to rest and nourishment before they begin travel back to their home jurisdiction to ensure safety and well-being.

Written Language Materials

For residents who need information in a language other than English, the Health Information Translations website (https://www.healthinfotranslations.org/) offers materials in over 15 languages. This resource was developed with contributions from hospitals across the Central Ohio Region and includes information on a wide range of topics such as safety, disaster preparedness, stress and coping, and general medical guidance.

B. Operational Needs

Short-Term

Access to the Resource Database is essential for researching available assets during an incident. Due to its size and complexity, the Log is maintained electronically, allowing for efficient searching and retrieval of information.

A designated member of the Logistics Section should be assigned to update the database. Additionally, any Logistics staff conducting research should be instructed to update the Log with any new or corrected information they encounter during the process.

Long-Term

In addition to short-term needs, the following are important for supporting a long-term response:

- Enough staff to manage extended operations and cover multiple areas. This helps prevent burnout and keeps the response going.
- Continuity of Operations (COOP) plans for agencies that need to work outside normal conditions, such as:
  o Office space that is unsafe or unusable.
  o Loss of internet, phone, or other communication systems, requiring backup options.
  o Non-essential services that may need to pause due to limited resources or disaster impacts.
- Long-term funding to cover costs for response efforts, supplies, and staffing.
- Clear and organized documentation that can be easily searched and used when needed.

C. Access & Functional Needs

Residents with access and functional needs (AFN) may require specific equipment or resources during a disaster. (The formal definition of AFN is provided in the Base Plan.) In accordance with the Americans with Disabilities Act (ADA) of 1990, residents cannot be charged for these resources.

Examples of AFN-related resources include, but are not limited to:

- Wheelchairs
- Buses with lifts
- Crutches
- Hearing assistance devices
- Printed materials in different languages
- Interpreter services

III.   Organization of Responsibilities

A. Primary

Elected Officials

- Assess the situation and provide updates to the County Elected Officials and the EMA Director.
- Issue an emergency declaration if the disaster exceeds local response capabilities. This declaration enables access to emergency funding.
- Maintain regular communication with the EOC and response partners throughout the incident.
- Share information with the public through the JIC.

EMA Director & Staff

- Notify the Ohio EMA Watch Office of the situation.
- Activate the Emergency Operations Center (EOC) and Joint Information Center (JIC).
- Maintain and update the Resource Database.
- Contact vendors, suppliers, OEMA, and other partners to obtain resources needed for response and recovery.
- Reach out to agencies and verify their contact and resource information.

Emergency Operations Center (EOC)

- Serve as the central hub for supporting field operations, including messaging, resource procurement, documentation, and other incident-related needs.
- Maintain communication and coordination among on-scene responders, elected officials, stakeholders, and other response partners.
- Keep detailed records of the incident, including receipts, rosters, reports, and all supporting documentation.

B. Secondary

Ohio Emergency Management Agency (OEMA)

- Serve as the state-level resource coordinator during emergencies.
- Maintain ongoing communication with Fairfield County EMA to support resource requests and other needs.

IV.   Direction and Control

The EOC is responsible for receiving, processing, and fulfilling resource requests, as well as tracking deployed assets. The EOC is managed by the EOC Manager, typically the EMA Director or their designated representative.

V.   Administration/Logistics/Finance

A. Administration

When requesting resources, the following information should be provided to support efficient processing by the Logistics Section:

- Responsible party for payment
- Delivery location
- Point of Contact (POC)
- Whether an operator is required

- Any additional details necessary to fulfill the request

The designated POC will be contacted if clarification is needed.

All sign-in sheets and related documentation from staging sites must be retained and forwarded to the EOC for recordkeeping.

Following the incident, all resources must be properly demobilized. Use ICS Form 221 to document the demobilization of equipment and personnel. All actions should be thoroughly documented for both financial accountability and historical reference.

B. Logistics

The Logistics Section within the EOC is responsible for the ordering, receipt, tracking, and demobilization of all resources.

All procurement activities must comply with applicable policies and procedures. To ensure eligibility for reimbursement, the most stringent procurement rules, whether local, state, or federal, should be followed throughout both the response and recovery phases.

C. Finance

When the EOC is activated, it is responsible for maintaining financial records related to the disaster. Local jurisdictions and agencies should send copies of their financial records to the EOC.

If reimbursement is available, the EMA will submit a single packet that includes all expenses and supporting documents.

All purchasing must follow applicable policies, including emergency purchasing rules. This may involve sealed bids or competitive proposals. In urgent situations, emergency procurement may be allowed, but care must be taken to ensure these actions do not affect reimbursement eligibility during declared emergencies.

VI.   Training and Exercise

A. Training

Training for Logistics staff on how to request, order, procure, track, and demobilize requests is conducted through the EMA. Training is announced as available.

Any specialized training needed by a specific agency is the responsibility of that agency.

B. Exercise

Resource management should be included in exercises to give staff hands-on practice and help improve plans and procedures.

After each exercise, a hotwash is held to gather immediate feedback. Lessons learned are documented in an After-Action Report (AAR) and used to strengthen future response efforts.

VII.   Plan Development and Maintenance

Fairfield County EMA is responsible for reviewing and updating the Resource Database, the EOP, and its annexes. These updates may include incorporating lessons learned from AARs, revising policies and procedures, and reflecting changes in capabilities. Regular reviews and updates help ensure that plans remain effective and that the community is better prepared to respond to emergencies.

VIII. References

Fairfield County EMA (2023). *Emergency Operation Center (EOC) SOG.*

Fairfield County EMA (2023). *NIMS Implementation Policy.*

FEMA. (2021). *National Incident Management System Incident Complexity Guide Planning, Preparedness and Training.* https://www.fema.gov/sites/default/files/documents/nims-incident-complexity-guide.pdf.

Health Information Translations. (2023). Health Information Translations - Quality health education resources for diverse populations. Www.healthinfotranslations.org. https://www.healthinfotranslations.org/.

U.S. Department of Justice. (2023). Americans with Disabilities Act (ADA) of 1990. https://www.ada.gov/.

Annex K: DISASTER RECOVERY

Contents

2026 Record of Changes

Change Number	Date of Change	Name	Page Number	Recommended Change
1	11/2025	L. Johnston	All	Annual Review
2	11/2025	L. Johnston	7	Added what may be required to address issue of meeting needs for affordable housing during extended recovery under Concept of Operations: Long-term needs.
3	11/2025	L. Johnston	All	Revised wording throughout for improved clarity while maintaining original intent.
4	11/2025	L. Johnston	1	Corrected page numbers in Table of Contents to reflect changes.
5	11/2025	G. Blevins	8	Added NOVA team information
6	12/2025	M. Gray	8	Changed NOVA team to FCCCRT, which is Fairfield County's team trained in NOVA.
7	12/2025	L. Johnston	7	Added Fairfield County Public Transit as resource under short-term needs.
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Community Lifelines

Document Usage Intent

This plan has been developed by the Fairfield County Emergency Management Agency (EMA). It is designed to assist the following authorized users:

- ➢ County Elected Officials
- ➢ Fairfield County Commissioners and designated staff
- ➢ Jurisdictional Leadership
- ➢ Fairfield County EMA Director and staff
- ➢ Damage Assessment Teams
- ➢ American Red Cross
- ➢ Supporting Agencies

I.   Purpose/Situation/Assumption

A. Purpose

This annex outlines the recovery operations that take place after a disaster resulting in significant damage and economic loss to both private and public property. Recovery efforts may be long-term and will vary in duration depending on the severity and impact of the disaster.

B. Situation

Fairfield County is vulnerable to a variety of hazards that can result in property damage, injuries, and fatalities. These hazards include both natural and human-caused disasters, whether accidental or intentional. Historically, the county has most often been impacted by natural events such as flooding, straight-line winds, and severe storms.

Some disasters may be localized, such as a tornado affecting a single village, while others may be widespread and impact the entire county. When significant damage occurs, recovery can be a lengthy process as individuals and communities work to restore daily routines, secure housing, and rebuild the local economy.

Triggers

The triggers to activate this annex are as described below. Additional triggers may be identified than what is listed.

- A Type 1 or 2, possibly Type 3 event (FEMA, 2021).
- A long-term recovery is anticipated requiring resources and support.
- The Incident Commander (IC), Unified Command (UC), and/or EMA Director request the activation of this annex.

C. Assumptions

The following assumptions have been made for planning purposes.

- Planning is done with the worst-case scenario in mind.
- A major disaster has taken place in Fairfield County such as a Type 1 or Type 2, possibly a Type 3 event.
- The incident response is wrapping up leaving recovery functions.
- The Emergency Operations Center (EOC) is fully activated.
- Elected officials and jurisdictional leaders have made an Emergency Disaster Declaration locally.

II.   Concept of Operations

A. General

In large-scale disasters, an emergency disaster declaration is typically issued early in the incident. This declaration opens access to funding and additional resources.

Recovery planning and implementation begin as soon as the response phase starts. Recovery is the ultimate goal, and efforts to support it are initiated from the beginning. Once the immediate threat has passed and the incident scene is stabilized, operations shift fully to recovery. These efforts are coordinated through the Emergency Operations Center (EOC).

Recovery activities may include:

- Damage assessments of public and private property
- Temporary or long-term housing solutions
- Allowing citizens to return to homes that are safe for habitation
- Individual and Public Assistance programs
- Small Business Administration (SBA) loans
- Debris cleanup and removal
- Restoration of roads, bridges, culverts, and other transportation infrastructure
- Reunification of families and pets
- Restoration of connectivity, including internet, phone lines, and electricity
- Resumption of water and wastewater treatment services
- Economic recovery for businesses and government offices
- Returning the community to normal daily operations as much as possible.

For more information on specific tasks and operations, see the Debris Management Plan and Damage Assessment SOG.

Community Resilience

Resilient communities are better able to withstand and recover from disasters, often experiencing fewer impacts than those that are less prepared. A resilient community is one where individuals and businesses have access to the resources they need to manage through a disaster without relying solely on external assistance. This allows for a quicker recovery and reduces the strain on emergency systems.

Personal accountability is important. Residents should take steps to prepare for potential disasters, and businesses should have continuity plans in place to maintain essential operations. This includes measures such as securing flood insurance for those in flood-prone areas and planning for potential losses.

Elected officials, emergency responders, and other stakeholders play a critical role in restoring Community Lifelines such as power, water, communications, and transportation as quickly as possible to support overall recovery and resilience.

Donations Management

Donations may come from both public and private groups. When a disaster receives significant media attention, large volumes of donations can arrive, sometimes by the semi-trailer load. Proper donations management is essential to ensure that items and funds are distributed appropriately and accounted for accurately.

Donations are given as acts of care and goodwill. If they are mismanaged, it can lead to public frustration, negative publicity, and a loss of trust. This applies to both physical goods and monetary contributions.

In Fairfield County, donations are coordinated by Fairfield County 211. Monetary donations may be managed by 211 or by the Fairfield County Auditor's Office.

Donated goods may be distributed directly in affected areas or through a Community Point of Distribution (C-POD), depending on the scale and needs of the incident.

For more information on donations management, see the Fairfield County Logistics SOG.

Damage Assessment

Damage assessments are essential for determining the need for emergency declarations and the level of assistance available to individuals and businesses. The extent of damage directly influences the type and amount of aid that may be provided.

Initial assessments must be completed within 12 hours of the event and submitted to the Emergency Management Agency (EMA). All collected data is compiled into a single report and forwarded to the Ohio Emergency Management Agency (OEMA) within 36 hours.

Each affected jurisdiction is responsible for conducting and coordinating its own damage assessment. These early evaluations, known as windshield assessments, involve driving through impacted areas to quickly identify the type and severity of damage.

More detailed assessments are conducted later by the American Red Cross and/or the Damage Assessment Team coordinated by EMA.

For more information on damage assessments, see the Fairfield County Damage Assessment SOG.

Debris Management

Debris management involves the collection, handling, and disposal of debris following a disaster. It is a critical part of recovery operations and must follow specific rules and regulations to ensure fair practices, prevent fraud, and justify payments.

Each jurisdiction should appoint a Debris Manager to oversee all debris-related activities. This includes documenting costs, tracking vehicles used, recording debris weight, identifying collection and disposal locations, and communicating with residents about how to properly dispose of debris from private property. The Debris Manager is also responsible for managing collection sites and reporting all relevant information to the EOC.

Jurisdictions should also identify Temporary Debris Storage and Reduction Sites in advance to ensure they are used appropriately and in compliance with environmental and safety standards.

Additional guidance can be found in the Fairfield County Debris Management Plan and FEMA's Public Assistance Debris Monitoring Guide (2021).

B. Operational Needs

Long-Term Recovery Planning

Effective long-term recovery requires proactive planning. Establishing a recovery coalition or workgroup before a disaster occurs allows for better coordination and faster recovery when an event does happen. This group should identify potential recovery challenges, existing gaps, and available resources.

The coalition should include representatives from Emergency Management, Access and Functional Needs (AFN) groups, housing, economic development, public and private businesses, schools, local

government, first responders, healthcare, public health, and other key sectors. Broad representation ensures more comprehensive planning and strengthens the community's resilience for future events.

Short-Term Needs

Immediately following a disaster, communities face a range of urgent recovery needs. One of the most critical is funding to support both response and recovery operations. Declaring an emergency is the first step in securing financial assistance and accessing additional resources.

Staffing is another key short-term need. Recovery efforts often last much longer than the initial response phase, and additional personnel may be required to sustain operations and prevent burnout among responders and support staff. This is especially important in large-scale disasters that cause widespread damage.

Essential resources such as equipment and cleaning supplies are also needed. Heavy machinery may be required for debris removal and structural support, while items like buckets, mops, cleaning agents, and shovels are necessary to help residents clean and restore their homes. These supplies may come from donations or be sourced from private vendors, including local retailers.

If homes are damaged or destroyed, temporary housing becomes a priority. Depending on the number of people affected, this may involve opening a shelter or coordinating with the American Red Cross to place individuals in hotel rooms. While shelters are resource-intensive, hotel accommodations are often more efficient. In Fairfield County, experience has shown that many displaced residents prefer to stay with family or friends when possible.

Fairfield County Transit can be activated through its existing Memorandum of Understanding (MOU) with the Emergency Management Agency (EMA) to provide emergency transportation services. This ensures that residents without access to vehicles can reach shelters, medical facilities, or other critical locations during response and recovery operations.

A large, well-equipped location is also needed to manage incoming donations. This site should be capable of receiving, sorting, storing, and distributing goods to affected residents. If the disaster receives national or international attention, donations may arrive in large volumes, including by semi-trailer. The site should have space for trailer access and parking, and operations should be supported by staff and volunteers, with Fairfield County 211 leading the coordination.

Long-Term Needs

Long-term recovery needs often build upon those identified in the short-term phase. Continued funding, staffing, resources, and operational space will be necessary to support sustained recovery efforts.

One of the most significant long-term challenges may be housing. In severe disasters, long-term housing solutions may be required for displaced residents. Fairfield County has limited available and affordable housing, which could present a major concern during extended recovery. Addressing this issue may require coordination with state and federal partners, as well as local housing authorities and community organizations.

C. Access & Functional Needs (AFN)

Response and recovery efforts must consider the needs of the entire community, including individuals with access and functional needs (AFN), as defined in the Base Plan. The long-term recovery workgroup

should include members of the AFN population or liaisons who can represent their needs and advocate on their behalf.

Key considerations for the AFN population include providing materials in appropriate languages, ensuring physical and digital accessibility, addressing medical and mental health needs, and offering reliable transportation options. Communication should be delivered in formats and languages that are easy to understand and access, so individuals can receive the help they need after a disaster.

Beyond communication, the assistance itself must also be accessible. This includes ensuring that individuals with AFN can receive meals, supplies, information packets, vaccines, medications, and other essential services without barriers.

III.   Organization of Responsibilities

A. Primary

211
- Donations management lead.
- Information dissemination.
- Hotline and call center function.
- Partner coordination including with food pantries and other community partners.
- Administrative and intake functions.

ADAMH – Fairfield County Community Crisis Response Team (FCCCRT)
- Provide crisis and mental health response support to disaster survivors and first responders.

American Red Cross (ARC)
- Conduct damage assessments and provide a copy to the EMA Director.
- Provide information on assistance to impacted citizens.

Damage Assessment Team
- EMA oversees the Damage Assessment Team.
- Members include assessors from the Fairfield County Auditor's Office, Engineer's Office, EMA, and Community Emergency Response Team (CERT) volunteer members.
- Conduct assessments including interviews and photography with described in the *Damage Assessment SOG*.

Emergency Management Agency (EMA)
- Provide guidance and assistance with the preparation and submission of emergency declarations.
- Open and manage the EOC, if necessary.
- Assist the response with coordination, messaging, and resources.
- Facilitate local recovery efforts.
- Conduct and oversee damage assessments and collate the reports to send to the OEMA.
- Conduct county-level training on procedures, forms, documentation, and actions for response, recovery, and outside assistance.
- Obtain and assist with local Mutual Aid Agreements (MAA) in debris management and other resources.

- Maintain documentation for the incident including reports, rosters, receipts, ICS forms, Situation Reports (SITREP), Incident Action Plans (IAP), and After-Action Reports (AAR).

Jurisdictional Leaders

- Report on the incident and maintain regular communication with the EMA and EOC.
- Conduct initial or windshield damage assessments and submit findings to EMA within 12 hours of the disaster.
- Identify potentially unsafe facilities and arrange for qualified inspectors to evaluate them based on building codes and land-use regulations.
- Assess damage to government buildings and critical infrastructure, including water and wastewater systems, roads, bridges, culverts, and first responder facilities.
- Issue an emergency declaration if damages exceed the jurisdiction's capabilities and outside assistance is needed. If the disaster is widespread, the Fairfield County Commissioners may issue a countywide declaration.
- Monitor local cemeteries for damage, such as unearthed coffins or broken headstones. Notify the appropriate church or private organization responsible for the cemetery if damage is found.
- Report any unhoused residents to the EOC, if this has not already been done by first responders.
- Activate Mutual Aid Agreements (MAA) or Memorandums of Understanding (MOU) as needed to support recovery operations.
- Coordinate with the Joint Information Center (JIC) to ensure consistent messaging among all partners and stakeholders.

B. Secondary

Ohio Emergency Management Agency (OEMA)

- Receive and process damage assessments and emergency declarations from local jurisdictions.
- Provide updates to the Governor's Office on all emergency declarations.
- Coordinate with state agencies to deliver assistance to affected jurisdictions when the event qualifies for support.
- Review damage assessments to ensure they meet FEMA compliance standards.
- Deploy Recovery Branch staff to assist on-site with coordinating aid and ensure proper documentation from local jurisdictions.
- Contact federal agencies to request disaster assistance programs when appropriate.
- Maintain ongoing communication with the EMA and EOC for situational awareness and updates.

Ohio Environmental Protection Agency (OEPA)

- Provide regulatory guidance to assist local jurisdictions with recovery efforts following a disaster. Their efforts may include:
  o Assist with low-interest loan opportunities through the Division of Environmental and Financial Assistance.
  o Coordinate and support cleanup activities necessary for communities to begin rebuilding and redevelopment.
  o Offer subject matter expertise on hazardous materials, environmental cleanup, and potential environmental impacts.

Small Business Administration (SBA)

- May have recovery resources available for small businesses which may include:

- o   Recovery planning
- o   Funding opportunities
- o   Counseling, training, and technical assistance
- o   Resiliency resources

IV.   Direction and Control

Jurisdictional leaders and Community Elected Officials are responsible for the recovery process of their jurisdictions. Technical assistance or resource requests can be sent to the local EMA office.

Monetary donations sent to the EMA are under the control of the County Auditor or Treasurer.

V.   Administration/Logistics/Finance

A. Administration

Accurate documentation of all actions taken during recovery is essential for potential reimbursement, transparency, and effective tracking of recovery efforts. All documentation is collected through the Emergency Operations Center (EOC) and maintained by the Emergency Management Agency (EMA) for historical records and reporting purposes. *For detailed procedures, refer to the Damage Assessment Standard Operating Guideline (SOG) and the Logistics SOG.*

Two key damage assessment forms must be completed:

- 12-Hour Event Overview Form: This form must be submitted to the County EMA by all affected jurisdictions within 12 hours of the disaster. It provides an initial snapshot of the event's impact.
- Damage and Needs Assessment Form: This consolidated report is compiled by the EMA using data from all impacted areas. It must be submitted to the State EMA within 36 hours of the event. The form includes categories for private property damage, as well as business and industry impacts. Estimates of damage to private businesses and individual properties are included in this report.

B. Logistics

The Logistics Section is responsible for receiving and fulfilling resource requests during disaster response and recovery. All requests should be submitted to the Logistics Section Chief at the EOC. If the EOC is not activated, requests should be directed to the EMA Director.

Resource requests must be submitted using the ICS 213-RR form. When completing the form, it is important to include the task that needs to be accomplished. This information is helpful in case the specific item requested is unavailable, allowing alternate resources to be identified that can still complete the task.

C. Finance

All jurisdictions and agencies involved in response or recovery should maintain thorough documentation to support potential reimbursement and assistance. This includes staff and volunteer rosters, receipts, purchase orders, invoices, quotes, and other financial records. Photographs of damage are also valuable for supporting claims.

The value of donated goods and equipment should be tracked, as well as any associated costs. Volunteer hours may be eligible as a cost "match" for certain grant programs. To document this, use

sign-in and sign-out sheets or scheduling platforms such as Sign-Up Genius to accurately record volunteer time.

VI.   Training and Exercise

A. Training

Fairfield County EMA periodically coordinates training sessions for relevant groups in damage assessment, cost recovery, debris management, and other related areas. These sessions may be conducted by EMA or offered in collaboration with FEMA or other agencies.

B. Exercise

Damage assessment operations are often incorporated into disaster exercises. While full recovery exercises are more challenging to conduct, recovery-related topics are regularly discussed. Following each exercise, a hotwash is held to identify strengths and areas for improvement. Tested capabilities and resulting outcomes are documented in an After-Action Report (AAR).

VII.   Plan Development and Maintenance

Fairfield County EMA is responsible for reviewing and updating the Resource Database, the EOP, and its annexes. These updates may include incorporating lessons learned from AARs, revising policies and procedures, and reflecting changes in capabilities. Regular reviews and updates help ensure that plans remain effective and that the community is better prepared to respond to emergencies.

VIII.   References

Fairfield County EMA. (2023). *Damage Assessment SOG.*

Fairfield County EMA. (2021). *Debris Management Plan.*

Fairfield County EMA (2023). *Emergency Operation Center (EOC) SOG*

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Annex L: TERRORISM

Contents

2026 Record of Changes

Change Number	Date of Change	Name	Page Number	Recommended Change
1	11/2025	L. Johnston	All	Annual Review
2	11/2025	L. Johnston	All	Revised wording throughout for improved clarity while maintaining original intent.
3	11/2025	L. Johnston	1	Corrected page numbers in Table of Contents to reflect changes.
4	12/2025	B. Blevins	7	Identified additional responsibilities of Fairfield County Health Department.
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Community Lifelines

Document Usage Intent

This plan has been developed by the Fairfield County Emergency Management Agency (EMA). It is designed to assist the following authorized users:

- ➢ Fairfield County EMA
- ➢ Law Enforcement Agencies

I.   Purpose/Situation/Assumption

A. Purpose

The purpose of this annex is to establish a coordinated, comprehensive, and integrated approach for responding to terrorist incidents, whether domestic or international. It is intended to help protect the health, safety, and property of all county residents.

This annex provides a high-level overview only, to safeguard sensitive information.

B. Situation

Intentional acts meant to intimidate or harm civilians for political goals is the definition of terrorism. No area is immune from the potential of such an act but the risk in Fairfield County is relatively low. These incidents may be executed by one person or a group of people acting together. Damage, destruction, death, and injury is often the result of such attacks.

Triggers

Activation of this annex may be prompted by any of the following situations:

- A known or suspected act of terrorism occurs.
- The Incident Commander (IC) or Unified Command (UC) requests activation.
- A mass casualty incident takes place that requires further investigation.
- Unexplained or suspicious health trends emerge within the community.

NOTE: The presence of one or more of these triggers does not confirm a terrorist act. However, they may warrant activation of the annex to ensure appropriate support and resources are available.

C. Assumptions

The following assumptions are considered during the planning process:

- Response and recovery efforts will follow National Incident Management System (NIMS) and Incident Command System (ICS) standards.
- Planning is based on a worst-case scenario approach.
- Law enforcement agencies with jurisdiction will lead the incident response, particularly for investigative functions.
- A criminal investigation is anticipated.
- Effective coordination and communication will be required across multiple agencies and jurisdictions.
- The incident may result in loss of life or injury.
- Critical infrastructure or key points of interest may sustain damage or destruction.

II.   Concept of Operations

A. General

Response

Following a terrorist act, the initial response is primarily a law enforcement operation. Key actions include neutralizing the threat, securing the scene, and preserving evidence. Simultaneously, agencies with immediate responsibilities, such as emergency medical services, provide care to the injured.

All responding agencies should operate in accordance with their established Standard Operating Procedures (SOPs) or Standard Operating Guidelines (SOGs). Additional support agencies, including Emergency Management, the Coroner's Office, local hospitals, and others, may be activated to assist as needed.

Triage/Treatment

EMS personnel follow their procedures for triage, treatment, and transport to medical facilities. Depending on the number of casualties, field triage may be necessary.

For more information, see the Mass Casualty SOG.

Investigation

The incident scene must be investigated in accordance with established SOPs. Jurisdictions Having Authority are responsible for conducting the investigation, which includes evidence collection, witness interviews, and other investigative tasks.

To preserve the integrity of the investigation, specific details are often restricted and not publicly disclosed.

Recovery

Recovery following a terrorist incident can be both prolonged and emotionally challenging. Some recovery operations may be short-term, focused on restoring essential services and resuming operations, while others may extend into long-term efforts. Recovery activities are coordinated through the EOC. Once recovery tasks can be managed by the day-to-day operations of individual agencies or departments, the EOC may demobilize, and those responsibilities transition to routine operations.

Recovery needs may include:

- Rebuilding damaged infrastructure or property
- Providing public and individual assistance
- Offering mental health and counseling services
- Addressing housing needs
- Supporting economic recovery

In addition to physical damage, emotional and psychological impacts are significant. Decisions about rebuilding or redesigning affected structures and infrastructure must consider both practical and emotional factors. Economic impacts may also arise, particularly if businesses, transportation routes, or essential services are disrupted.

Emotional trauma can affect a wide range of individuals, including victims, witnesses, community members, and responders. Recovery from such trauma is often long-term. Some individuals may experience lasting effects that alter their quality of life, while others may require temporary support to resume normal functioning.

First responders are also at risk of trauma, post-traumatic stress, or post-traumatic stress disorder (PTSD). Critical Incident Stress Management (CISM) may be necessary to help responders process the event and access appropriate support.

It is important to recognize that emotional recovery is not linear. Media coverage, anniversaries, or legal proceedings can resurface trauma and trigger renewed need for support, even months or years after the incident.

B. Operational Needs

Terrorism-related incidents may involve multiple scenes, requiring strong coordination across locations and agencies. Establishing an Incident Command, Unified Command, or Unified Area Command is essential to ensure effective communication and resource management. Sharing objectives, maintaining a common operating picture, and identifying needs across sites can significantly improve the efficiency and effectiveness of the response.

Medical Response

Medical management and triage will likely be necessary for victims, bystanders, and responders. The Mass Casualty Trailer is available to support large-scale medical needs.

Refer to the Mass Casualty Trailer SOP for detailed guidance.

Fatality Management

These incidents may result in a high number of fatalities. The Coroner or their designee may request mass fatality resources to manage the situation appropriately.

Communications

Reliable communication is critical for a coordinated response. Given that these events may occur with little or no warning, having pre-established communication methods is essential. Early organization and clear communication can reduce confusion among responders and the public, especially in chaotic environments.

Communications may include:

- Two-way radios
- Cell phones
- Microsoft Teams
- Amateur Radio Club support

Redundancy is vital. If primary systems fail or are compromised, alternative methods must be available. In extreme cases, runners may be used to deliver messages between teams.

Documentation

Accurate and timely documentation is essential throughout the response. While most documentation is now electronic, many departments maintain backup systems, including paper-based methods, to ensure continuity if digital systems are unavailable.

C. Access & Functional Needs (AFN)

Residents with Access and Functional Needs (AFN) must be carefully considered during triage, transport, and the provision of care. Their needs must also be accounted for during evacuations, especially in areas where individuals with AFN live independently and may require assistance to leave safely.

In addition to individuals living in the community, congregate care settings—such as long-term care and skilled nursing facilities—may require additional support. Many of these facilities are familiar with their residents' needs and may already have mutual aid agreements or resource-sharing arrangements with sister facilities.

To support AFN populations effectively, additional resources may be required, including:

- Public or mass transportation
- Private ambulance services
- Agencies equipped with specialized tools such as lifts, stretchers, and wheelchairs

Planning for and integrating these resources into response operations ensures equitable care and safe evacuation for all residents.

III.   Organization of Responsibilities

A. Primary

Emergency Management Agency (EMA)
- EMA opens and oversees the EOC when requested.
- Maintains communications with Ohio EMA (OEMA).
- Sends out public notifications and warnings to residents with safety messages.
- Maintains communication and coordination between partner agencies and stakeholders.

Fairfield County Health Department
- Coordinates with ADAMH and mental health providers for crisis and mental health services.
- Provides information to residents and responders for health and what to look for if exposed to any harmful substances.
- Assumes the lead for health and/or medical response and recovery.
- Maintains communication with the Ohio Department of Health (COTS) and Central Ohio Trauma System (COTS) for state and regional support and lab use, if needed for testing.

Fire/EMS Departments
- Conducts operations as stated in their SOP/SOG.
- Conducts triage, treatment, and transport for affected residents that need medical care.
- Assumes Incident Command role unless it is determined that it is a terrorism incident – then control is handed over to law enforcement.
- May run a Unified Command with law enforcement.

Law Enforcement Agencies
- Law enforcement agencies having jurisdiction are responsible for scene security, crime scene preservation, traffic control, provide services for evacuations and protection of critical facilities.

- Once established as a man-made disaster, law enforcement assumes operational control. If a suspected or verified terror incident occurs, federal law enforcement likely leads or is part of the IC/UC.

Public Information Officers
- Work out of the JIC. PIOs may be stationed in different locations for effectiveness in gathering information.
- Gather and verify information, monitor for rumors, write press releases, write informational briefs for residents, and coordinate with the media, public officials, and others.

For more information, see the EOC SOP.

B. Secondary

American Red Cross (ARC)
- The ARC may be requested to support sheltering operations, provide canteen services, and distribute resources to affected residents.
- They are also capable of conducting damage assessments when needed.
- It is recommended to notify the ARC of an incident early, even if their assistance is not immediately required, so they can begin preparing staff and mobilizing resources in advance.

Fairfield County IT
- Responsible for protecting, monitoring, and analyzing the county's cyber systems.
- Provides training to staff on cybersecurity best practices and how to prevent cyber-attacks.
- Investigates cyber incidents involving county facilities or systems.
- Manages access control for county facilities to ensure physical and digital security.

Ohio Emergency Management Agency (OEMA)
- Serves as the liaison between local, state, and federal agencies through coordination with Fairfield County EMA.
- Receives and forwards disaster declaration requests to the Governor.
- Processes resource requests submitted by local jurisdictions and regional partners.

Ohio State Highway Patrol (OSHP)
- Ensures that interstates and state routes remain open to allow the efficient movement of first responders into the affected area and to support evacuation of victims, if necessary.
- Assists other state and local law enforcement agencies as needed.
- Serves as the lead state agency for response to terrorist incidents.
- Investigates all aircraft crashes occurring within the county. Upon arrival of Federal Aviation Administration (FAA) investigators, OSHP and the fire Incident Commander (IC) may be released or transition to a Unified Command (UC) structure.

IV.   Direction and Control

On-scene activities are directed and controlled by the IC/UC. Agencies with jurisdictional responsibility for the specific type of incident are in control unless otherwise identified.

Support functions are handled by EMA or EOC staff. These activities are overseen by the EMA Director.

V.   Administration/Logistics/Finance

A. Administration

Administrative functions within the EOC are managed by EOC staff. Each responding agency and the Chief Executive Officers of affected jurisdictions are responsible for tracking equipment usage, message logs, personnel hours, and volunteer hours.

Accurate documentation is essential, as it may be required to support reimbursement requests following an event. All records—including sign-in sheets, receipts, message logs, and event logs—become part of the official and permanent record of the incident.

B. Logistics

Responders may request mutual aid resources as needed during an incident. However, local assets and established connections should be utilized first before escalating resource requests to the state level. Law enforcement agencies often have their own support networks that can be activated to provide additional personnel or equipment.

The resource database, developed and maintained by EMA staff, contains a list of available resources within and around the county. This database is reviewed and updated annually or as needed. During an incident, it serves as a quick reference guide to help responders identify and access necessary resources. Because resource availability can change rapidly, the database should be updated promptly when new information becomes available.

C. Finance

All disaster-related expenses are overseen by the Finance Section Chief. Each agency lead, jurisdictional Chief Executive Officer, and head of responding organizations is responsible for tracking staff hours, volunteer hours, equipment usage, and other relevant costs. Accurate and timely documentation is essential to support potential reimbursement following the incident.

VI.   Training and Exercise

A. Training

Law enforcement agencies and other first responders regularly train on their specific response tactics and procedures. These training opportunities are coordinated by their respective agencies and are published as they become available.

NIMS and ICS training programs provide standardized language, processes, and coordination strategies essential for effective incident response. Recommended training for personnel involved in incident operations includes IS-100, IS-200, IS-700, and IS-800. Individuals in leadership roles should also complete ICS-300 and ICS-400.

The IS courses are available as self-paced, online modules. ICS-300 and ICS-400 are offered either virtually or in person and are coordinated by the EMA as scheduling allows.

B. Exercise

Exercises help Fairfield County test established plans and procedures, practice using available equipment, and improve the readiness and response capabilities of first responders. At a minimum, the county conducts two exercises each year.

The Local Emergency Planning Committee (LEPC) is responsible for developing and conducting an annual hazardous materials exercise. Additionally, the county EMA conducts a separate annual exercise, which may focus on a variety of scenarios, including terrorist incidents. Even when terrorism is not the primary scenario, many of the skills and concepts practiced are applicable across multiple incident types.

Immediately following each exercise, a hotwash is conducted to gather participant feedback on strengths, areas for improvement, recommendations, and lessons learned. This feedback is documented in an After-Action Report (AAR) and identified improvement areas are tracked to ensure progress over time.

VII.   Plan Development and Maintenance

Fairfield County EMA is responsible for reviewing and updating the Resource Database, the EOP, and its annexes. These updates may include incorporating lessons learned from AARs, revising policies and procedures, and reflecting changes in capabilities. Regular reviews and updates help ensure that plans remain effective and that the community is better prepared to respond to emergencies.

VIII.   References

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Annex M: HAZARDOUS MATERIALS

Contents

2026 Record of Changes

Change Number	Date of Change	Name	Page Number	Recommended Change
1	11/2025	L. Johnston	All	Annual Review
2	11/2025	L. Johnston	All	Revised wording throughout for improved clarity while maintaining original intent.
3	11/2025	L. Johnston	1	Corrected page numbers in Table of Contents to reflect changes.
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Community Lifelines

Document Usage Intent

This plan has been developed by the Fairfield County Emergency Management Agency (EMA). It is designed to assist the following authorized users:

➢ Local Emergency Planning Committee (LEPC)
➢ Fire Departments
➢ Hazmat Team
➢ Local Jurisdictions
➢ County Commissioners
➢ Hazardous Materials Facilities
➢ Law Enforcement Officials

I. Purpose/Situation/Assumption

A. Purpose

This annex outlines the response framework and agency responsibilities during incidents involving hazardous chemicals. It may be activated by Community Elected Officials the Incident Commander, or the EMA Director when a situation warrants hazardous materials (hazmat) operations. The annex is designed to be scalable, allowing the response to be adjusted based on the size and complexity of the incident.

Due to the sensitive nature of hazardous materials response, this annex provides only a high-level overview.

Detailed operational procedures are maintained separately in the HAZMAT Team Standard Operating Guidelines (SOG).

B. Situation

Hazardous chemical releases can occur through several mechanisms. The two most common scenarios are accidental spills within facilities that store or handle hazardous substances and transportation-related incidents such as vehicular accidents that result in the release of gasoline, oil, or other harmful materials in transit.

Other potential causes include structural damage to containers during fires or severe weather events, which may lead to unintentional chemical releases. Although rare, intentional releases such as acts of sabotage or terrorism are also possible and must be considered during planning and response efforts.

Triggers

The following situations may activate this annex:

- A request for activation by the Incident Commander (IC), jurisdictional leaders, or the EMA Director
- The release of a hazardous chemical, whether accidental or intentional, requires a response to contain and mitigate the threat
- Any release or spill that falls under the Emergency Planning and Community Right-to-Know Act (EPCRA) (US EPA, 2013).

C. Assumptions

Planning for hazardous chemical incidents requires certain assumptions to guide preparedness and response efforts. The following assumptions are made when developing response and recovery strategies:

- Planning is based on worst-case scenarios.
- A significant release of hazardous chemical(s) has occurred within Fairfield County.
- An on-scene response is actively underway.
- The Emergency Operations Center (EOC) is fully activated.
- The HAZMAT Team has been requested and is operating on scene.

Additional considerations include the time of year, day of the week, and time of day, as these factors can influence both the impact of the chemical release and the response strategy. Weather conditions also play a critical role in determining the spread of hazardous materials and the necessary protective actions.

II. Concept of Operations

A. General

A hazardous materials incident can occur anywhere in Fairfield County and may involve a wide range of dangerous substances. The Fairfield County Local Emergency Planning Committee (LEPC) collects annual reports from local facilities detailing the types and quantities of chemicals stored on-site. In addition, periodic commodity flow studies are conducted to provide a snapshot of hazardous materials being transported through the county. However, the accuracy of this information depends on the completeness and reliability of the data submitted by reporting facilities.

This information supports countywide planning efforts aimed at protecting first responders, residents, and local infrastructure. It also assists businesses and facilities in mitigating potential damage. A well-developed hazardous materials plan enhances preparedness by equipping and training response personnel to effectively respond to and recover from chemical releases—whether caused by terrorism, human error, or technological failure.

Reporting

When a spill or release is identified, the facility or transporter must immediately notify their designated business contact. That contact is then responsible for alerting the local fire department, the Ohio Environmental Protection Agency (OEPA), and the Fairfield County EMA Director or LEPC Emergency Coordinator. Initial reporting must be conducted immediately and verbally, in accordance with the requirements outlined in CFR Title 40 (National Archives, 2023). A written follow-up report is required from the party responsible at a later time.

If the incident is significant and may impact additional jurisdictions, the Incident Commander or EMA Director is responsible for notifying those jurisdictions. This includes any potential extension into neighboring counties to ensure coordinated awareness and response.

Response

When a situation is reported, first responders are dispatched to the scene to assess the incident. Their initial priority is to contain any hazardous materials and prevent further damage. If needed, the HAZMAT Team is called in to provide specialized support and technical assistance.

Law enforcement may assist by managing evacuations, directing traffic, and securing the scene.

The Environmental Protection Agency (EPA) is notified and may conduct an on-site assessment. This includes evaluating nearby soil, air, and water sources for potential contamination. If necessary, the EPA will provide recommendations for follow-up actions.

Depending on the severity and impact of the release, additional support may be requested from organizations such as the American Red Cross (ARC), the medical community, public health agencies, etc.

Safety

Safety is the top priority for both residents and responders. Depending on the type and severity of the chemical release, life safety measures may include evacuation, shelter-in-place orders, decontamination, and medical treatment. These protective actions are communicated to residents in the affected area through Wireless Emergency Alerts (WEA), social media, and other mass notification systems. In most cases, the impacted area is relatively limited in size.

Responders must be continuously monitored throughout the incident for signs of fatigue, chemical exposure, heat-related illness, stress, and other environmental hazards. Upon exiting a contaminated area, personnel must undergo decontamination (if necessary) and be evaluated before being released from the site. They should also self-monitor for any delayed symptoms over the following days.

All decontamination and monitoring procedures are conducted in accordance with departmental Standard Operating Guidelines (SOGs).

Documentation

All responding departments are responsible for documenting personnel, equipment, and resources used during the response. Proper documentation is essential for accountability and cost recovery.

Guidance on required forms and procedures is outlined in the Cost Recovery SOG. Completed documentation must be submitted to the EMA office for processing.

Clean-Up

Responsibility for clean-up following a chemical release lies with the party responsible for the spill. This may involve the entity contracting a clean-up company with which they have an existing relationship. Upon request, a list of local clean-up companies can be provided; however, Fairfield County and responding agencies do not endorse or promote specific vendors. The list is intended solely to identify available clean-up resources.

The Ohio EPA maintains a list of certified professionals qualified to conduct hazardous material clean-up. This list can be accessed through the Ohio EPA's official website.

If an evacuation was ordered, the affected area must be cleared and deemed safe before residents are allowed to return. Clearance is a coordinated effort involving Incident Command staff including fire/EMS, law enforcement, public health officials, and other relevant subject matter experts. Once the area is confirmed safe, a mass notification will be issued to inform residents that reentry is permitted.

B. Operational Needs

Effective response and hazard mitigation require a range of specialized supplies and resources, including:

- Trained personnel with subject matter expertise
- Personal Protective Equipment (PPE)
- Reference materials (e.g., facility plans, Emergency Response Guidebook [ERG])
- Containment and spill control supplies
- Communication devices
- Plume modeling software
- Equipment and materials to secure the scene

- Air monitoring instruments
- Documentation tools and forms
- Weather modeling resources

Operational needs to deal with evacuation, sheltering, and mass care can be found in Annex G of the EOP.

C. Access & Functional Needs

First responders and supporting agencies must be sensitive to residents with Access and Functional Needs (AFN). The definition of a resident with AFN is explained in the Base Plan. Considerations for residents with AFN in a HAZMAT situation include any evacuations or transportation needs, respiratory challenges, language barriers, etc.

III. Organization of Responsibilities

A. Primary

The following are general responsibilities of agencies, departments, and organizations.

Emergency Management Agency (EMA)
- Coordinate the off-scene support activities to assist the Incident Commander.
- Provide administrative support to the HAZMAT Team and LEPC.
- The EMA Director, or designee, coordinates with OEMA and provides updates as needed.
- The EMA Director activates the EOC and Joint Information Center (JIC) if necessary.
- If the incident has the potential of encompassing additional jurisdictions, the EMA Director contacts the CEO of those jurisdictions to advise them of the situation.
- Compiles a document of all facility Tier II reports and sends the information to first responders for planning and response purposes. This information is confidential.

Facility/Tier II Leadership
- Provides Tier II reports and facility-specific safety information to the local first responders and EMA.
- Once a spill or release is found, the responsible party should contact the following: local fire department, Ohio Environmental Protection Agency (EPA), and the County EMA Director/LEPC Emergency Coordinator, National Spill Response Center (NSRC).
- The facility must make notifications to the authorities above within 30 minutes per ORC and EPCRA.
- Facility Emergency Coordinators (FEC) are encouraged to participate in planning elements, exercises, and collaborative efforts with the LEPC, first responders, and EMA.

Fairfield County HAZMAT Team
- Work with EMA, LEPC, and fire departments to develop mitigation and preparedness plans focusing on chemical hazards known to our county.
- Provides assessment and response information to the IC.
- Helps in containing the spill and providing technical assistance.
- The HAZMAT Team **does not** clean up the spill.

Fairfield County Health Department
- May be asked to facilitate substance testing with state laboratories.

- The health department develops, records, issues reports, and acts on situations involving the hazard.
- FCHD works with the IC and medical representatives to communicate any health concerns or awareness to the citizens returning to their homes and businesses.

Fire/EMS Departments

- Assume Incident Command as outlined in NIMS/ICS protocol.
- The IC identifies what chemical has been spilled or released. Once determined, the OEPA, CHEMTREC, and National Response Team are notified.
- Conduct operations as outlined in department procedures.
- Issue orders to keep residents safe such as shelter-in-place or evacuation considering the many nuances of the situation.
- Maintain documentation of actions taken, communications, etc.

Law Enforcement

- Work with the Incident Commander and EOC as needed for traffic control, scene security, and any other operational requests.
- Serve in a Unified Command (UC) if requested.
- Perform operational duties are outlined in agency procedures.
- Maintain documentation of actions taken, communications, etc. (May be done by PSAP.)

Local Emergency Planning Committee/State Emergency Response Commission

- The Local Emergency Planning Committee (LEPC) does not have response responsibility or authority as they are a planning committee only.
- Develop and maintain a standalone County Hazardous Materials Emergency Preparedness and Response Plan in accordance with Chapter 3750 of the Ohio Revised Code.
- Establish and maintain a compliance program to ensure all facilities that use, produce, or store chemicals submit annual chemical inventory reports as required by ORC 3750.
- Promote public awareness, training, presentation, and preparedness about hazardous chemicals.

Medical Facilities

- Follow mass casualty and medical surge operations as outlined in internal policy and procedures.
- Conduct any decontamination operations, if necessary, based on the chemical.
- Provide a representative to the EOC if opened.

B. Secondary

Ohio Environmental Protection Agency (OEPA)

- Responsible for state hazardous materials incidents response.
- May come to the scene to do an assessment or coordinate with EMA or the fire department to gather information on the scene.
- May oversee the containment, cleanup, and disposal operations at the scene or delegate someone to do so.
- OEPA assists in determining if the environment is safe for the population to return to their homes.

IV. Direction and Control

Fairfield County utilizes the National Incident Management System (NIMS) Incident Command System (ICS) for standardization. This is required for the Fairfield County Board of Commissioners and the Ohio Governor. More information can be found in the *NIMS Implementation Policy* for Fairfield County (2023).

On-scene operations are managed by the Incident Commander (IC). This role is the senior fire official first on the scene. This role may be transferred to a more experienced or senior fire official as they arrive.

If a criminal element is involved in the HAZMAT investigation, law enforcement is given authority over that piece. A Unified Command (UC) may be established for effective coordination between responsible agencies.

If the EOC is activated, it is managed by the EMA Director or designee.

V. Administration/Logistics/Finance

A. Administration

The response timeline is maintained and managed by the Public Service Answering Point (PSAP) that covers that jurisdiction. The EOC maintains any additional documentation for the incident including receipts, rosters, memos, communications such as alerts or with partners, resource requests, and documentation of the incident itself.

All documentation becomes a permanent part of the historical file for the incident.

EMA is the administrative agent for the HAZMAT Team.

B. Logistics

The LEPC/EMA receive annual Tier II reports of chemicals stored, used, or transported by agencies in Fairfield County. This is a requirement through EPCRA. The LEPC conducts inspections annually of facilities as well. A report is created from this information for first responders to respond more effectively to a situation.

Resource requests can be handled through the IC at the scene. If the EOC is open, the Logistics Section can support the scene with receiving and processing resource requests.

C. Finance

The LEPC and EMA maintain funding through grant appropriations to procure necessary equipment and supplies for a HAZMAT response.

The party responsible for the spill is also legally responsible for the financial aspect. The documentation maintained on the incident is collected by the EMA office. Preferably, one invoice is submitted to the party responsible by EMA representing all agencies that assisted in the incident. EMA will then disperse the appropriate funds to those departments.

More information on the documentation and invoicing can be found in the Cost Recovery SOG.

VI. Training and Exercise

A. Training

Training requirements are established by local departments, state, and federal regulations. Fire department personnel and the members of the HAZMAT Team attend additional, specialized training on hazardous substances. Training opportunities are published by the EMA office and partners of the fire departments as available. Departments maintain training records for their staff.

Courses through FEMA are offered virtually or in-person depending on the course. It is recommended that all responders take IS-100, 200, 700, and 800 which are independent studies. Those in leadership roles are also recommended to take ICS-300 and 400. Additional courses are available on a variety of subjects through the Emergency Management Institute (EMI).

B. Exercise

Exercises provide a way for responders, supporting agencies, and Tier II facilities to put plans into action and identify gaps, capabilities, and what is working well. A HAZMAT exercise is required to be held annually by EPCRA and ORC 3750. This could be a full scale, tabletop, or a functional exercise. Requirements for these exercises is outlined by the State Emergency Response Commission (SERC).

After an exercise or real-world event, a hotwash is conducted to get immediate reactions from the participants. The hotwash gathers information on what went well, areas for improvement, and lessons learned. All agencies and participants involved should be included in this process, including the Tier II facilities playing in the exercise. The exercise and hotwash information is documented in an After-Action Report (AAR). Areas for improvement are monitored for progress.

VII. Plan Development and Maintenance

The EMA Director and staff are responsible for the maintenance and implementation of this annex. Review and updates are conducted annually. Information from AARs is considered for plan updates as well as any process changes, updated capabilities, and partnerships.

VIII. Appendices

Appendix A – References
Appendix B – Legal Authority, References & Agreements

Appendix A – References

Fairfield County EMA. (2023). *Cost Recovery Policy.*

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Appendix B – Legal Authority & Agreements

Legislation and Regulations

Federal

- Civil Defense Act of 1950
- Clean Water Act/Federal Water Pollution Control Act, 33 U.S.C. 1251-1387
- Code of Federal Regulation Title 29, Subtitle B, Chapter XVII, Part 1910.120 Hazardous Waste Operations & Emergency Response (HAZWOPER), as amended 11/29/2023
- Code of Federal Regulations, Title 40, last amended 11/30/2023
- Code of Federal Regulations, Title 44, Part 302, 1983
- Code of Federal Regulations, Title 49, Part 300, last Amended 11/27/2023
- Code of Federal Regulations, Title 49, Part 355, last Updated 11/30/2023
- Comprehensive Environmental Response Compensation Liability Act (CERCLA) of 1980, amended by Superfund Amendments & Reauthorization Act on 10/17/1986
- Disaster Relief Act of 1974. Public Law 93-288 (Amended by Stafford Act)
- Emergency Management Assistance Compact of 1996
- Federal Hazardous Substances Act of 1960, as amended 2008
- Hazardous Materials Transportation Act (HMTA) of 1975, PL93-633
- Memorandum of Understanding between FEMA and the ARC October 2010, Renewed 2020
- National Incident Management System (NIMS), 3rd edition, October 2017
- National Response Framework, 4th edition, October 2019
- Occupational Safety & Health Administration (OSHA) Standards
- Robert. P Stafford Disaster Relief & Emergency Assistance Act of 1988, as amended through P.L. 177-328. Enacted December 29, 2022
- Solid Waste Disposal Act of 1965, as amended 2021
- Superfund Amendments & Reauthorization Act (SARA) of 1986
- Volunteer Protection Act of 1997

State

- Ohio Revised Code 3750 – Emergency Planning
- Ohio Revised Code 3737.80 – Chief of fire department responsible for primary coordination in emergency situation (Incident Command)
- Ohio Revised Code 3745.13 – Cost of dealing with unauthorized spill, release, or discharge
- Ohio Revised Code 5502.38 – Emergency response provisions not affected by emergency planning provisions
- Ohio Revised Code 5919 – Ohio National Guard
- Ohio Emergency Operations Plan 2018
- ORC 2305.232 – Immunity of person assisting in clean-up of hazardous material

Local

No legislation or regulations exist on the local level. As stated above, agencies and organizations are requested to advise the County EMA office of any existing and/or proposed legislation. The community may choose to enact legislation in support of its plan.

Agreements

- Emergency Management Agreements between Fairfield County and these adjoining Counties:
    - Franklin County – August 2006
    - Hocking County – August 2006
    - Licking County - July 18, 2006
    - Perry County - July 18, 2006
    - Pickaway County – August 2006
- Ongoing Mutual Aid Agreements:
    - All Fairfield County Fire Departments
    - Ohio Fire Chiefs Response Plan
    - Fairfield County Schools – Mutual Aid for Bus resources
- Between Commissioners of Fairfield County and Fairfield County EMA regarding emergency communications.
- Between EMA and the Lancaster/Fairfield County Amateur Radio Club for emergency communications.
- Buckeye Sheriffs Mutual Aid Pact