

# Base Plan

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## Ohio Emergency Management Agency

### Ohio Emergency Management Agency

2855 West Dublin Granville Road  
Columbus, Ohio 43235

#### **Mission:**

To coordinate activities to mitigate, prepare for, respond to, and recover from disasters.

#### **Vision:**

A safer future through effective partnerships committed to saving lives and reducing the impact of disasters.



**Department of  
Public Safety**

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## Approval and Implementation

The State of Ohio Emergency Operations Plan is a National Incident Management System compliant, all-hazards plan which provides a framework and understanding of the state's emergency response organization and its approach to emergency response and recovery operations. Upon the activation of this emergency operations plan, those agencies with defined assignment of responsibilities will carry out their tasks as stated within the individual plan elements of the Ohio Emergency Operations Plan.

As of December 18, 2025, the promulgated 2025 version of the Ohio Emergency Operations Plan supersedes all previous versions of the state's emergency operations plan.

Ohio Revised Code Section 5502.22 grants the authority and responsibility to develop and maintain the Ohio Emergency Operations Plan. The Ohio EMA Planning Section may update, revise, and otherwise modify elements of the state's emergency operations plan as deemed necessary to ensure this plan continuously reflects best practices, lessons learned, changes in capabilities of response agencies, and addresses new and emerging hazards that pose a risk to the state.



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Executive Director  
Ohio Emergency Management Agency

DECEMBER 22, 2025

# Purpose, Scope, Situation Overview, and Assumptions

## Purpose

- A. The state of Ohio Emergency Operations Plan (State EOP) ensures a documented system exists to:
  - 1. Manage the prompt and efficient deployment of state-level incident response and recovery resources and coordinate with agencies that will be responsible for resource deployment.
  - 2. Effectively implement systems, plans, and resources necessary to stabilize, preserve, and restore the health, safety, and welfare of persons and property affected by an incident.
  - 3. Provide state-level resources during incidents to support response operations and support rapid and orderly restoration and rehabilitation of impacted persons and property.

## Scope

- A. The State EOP:
  - 1. Utilizes an all-hazards approach to respond to and recover from natural, technological, and human-caused incidents by the incorporation of plan elements which are categorized by emergency support functions (ESFs), recovery support functions (RSFs), and incident-specific and support annexes.
  - 2. Defines interagency coordination to facilitate the delivery of federal and state assistance to local jurisdictions when incident needs exceed their capabilities.
  - 3. Assigns specific functional responsibilities to appropriate public, nongovernmental organizations, and private sector entities.

## Situation Overview

- A. State of Ohio supporting local government
  - 1. The state of Ohio provides resource and operational support to each of its 88 counties who are impacted by a natural, technological, or human-caused hazard event for the

purposes of supplementing local resources and capabilities in the response to, and recovery from, a hazard event.

2. The State EOP provides information on the resources and capabilities available to support locals, and agencies whose assignments of responsibility are to provide the resources and capabilities.

**B. Hazards impacting the state**

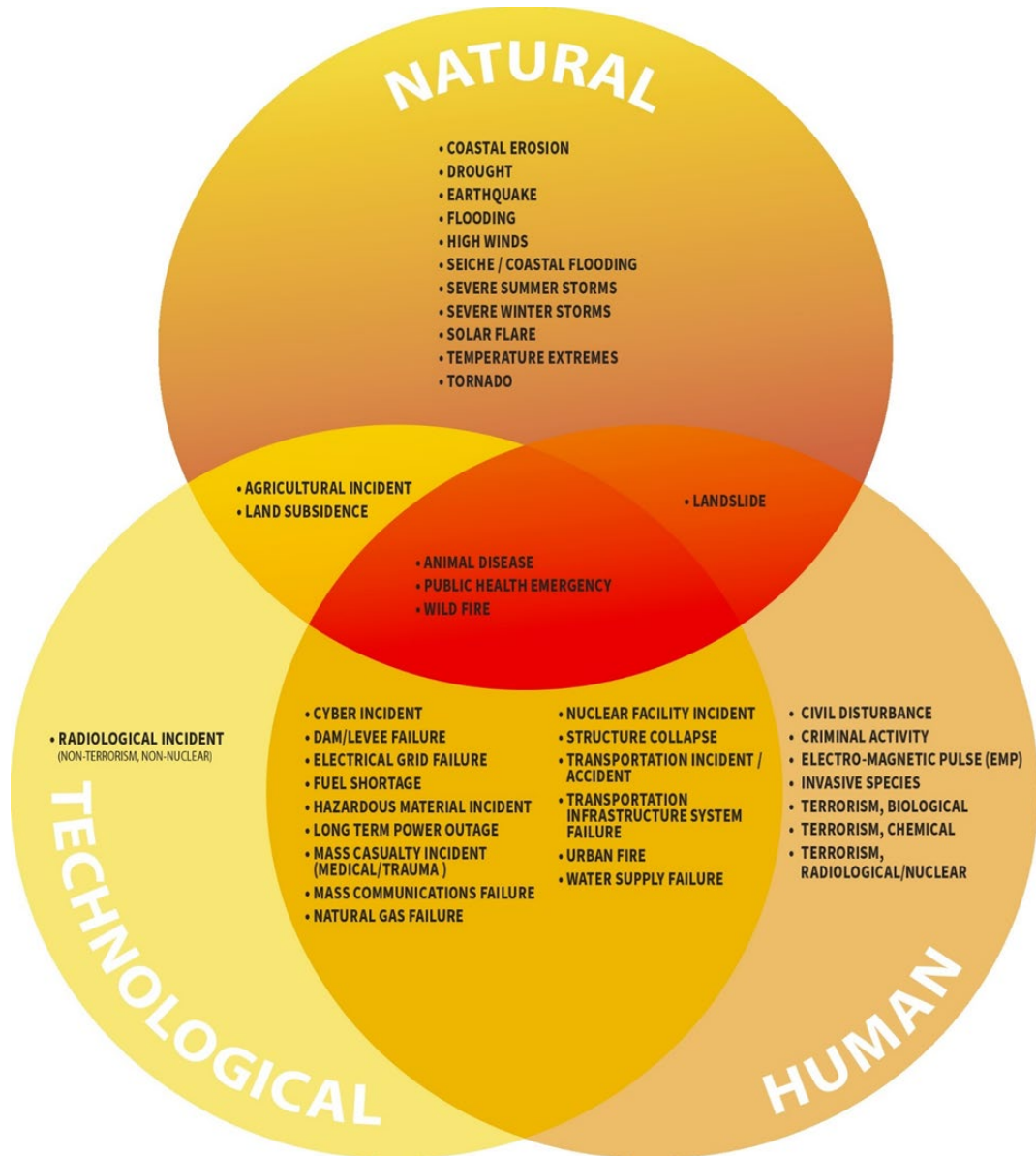
1. The state of Ohio faces significant risk of being impacted by numerous natural, technological, and human-caused hazards.
2. The state has a process in place to identify hazards that pose a significant risk to its territory, assess and prioritize the hazards for planning and preparedness purposes, and use the findings to inform the State EOP of the resources and capabilities necessary to address hazard impacts.
3. The following are the top 10 identified hazards that pose a significant risk to the state per the methodology utilized in conducting a hazard risk assessment:

Rank	Hazard Title
1	Nuclear Facility Incident
2	Terrorism, Radiological / Nuclear
3	Terrorism, Chemical
4	Agricultural Incident
5	Animal Disease
6	Terrorism, Biological
7	Electro Magnetic Pulse (EMP)
8	Hazardous Material Incident
9	Public Health Emergency
10	Structure Collapse

**C. State plans and planning documents**

1. The state of Ohio Hazard Mitigation Plan (SOHMP)
  - a. The SOHMP identifies mitigation actions that will be implemented at the state-level to reduce risk to people and property from natural hazards and also includes:
    - i. A risk analysis for Ohio hazards and planned mitigation actions.
    - ii. Assessment of information from approved local mitigation plans.
    - iii. Analysis of natural hazard impacts to the inventory of state owned and leased structures.
    - iv. State hazard mitigation strategy that documents mitigation goals, objectives, and actions.
2. Threat and Hazard Identification and Risk Assessment (THIRA) / Stakeholder Preparedness Review (SPR)
  - a. The THIRA is a tool that allows a jurisdiction to understand its threats and hazards and assess how the impacts may vary according to time of occurrence, season, location, and other community factors.
  - b. The SPR is a self-assessment of a jurisdiction's current capability levels against the capability targets identified in the THIRA. This requires an annual report from any state or territory receiving federal preparedness assistance administered by the U.S. Department of Homeland Security.
3. The state of Ohio Hazard Identification and Risk Assessment (HIRA)
  - a. The HIRA is a publicly available planning tool for state and local emergency management officials and partners to rate the risk, determine vulnerability, and predict the adverse impacts of identified hazards in the state.
  - b. The 2023 version identifies 41 hazards that have the potential to adversely impact the state of Ohio. Hazards are ranked using a defined methodology that analyzes the hazards by factors associated with their threat and hazard profile, vulnerability, and consequence.

- c. Each respective identified hazard has a hazard profile, which contains historical data, sample planning scenario, potential cascading impacts, and potential community lifeline impacts.
- d. Potential cascading impacts and emerging hazards are identified and discussed including climate adaptation, artificial intelligence, unmanned aerial systems, public mistrust, and shortage of critical materials.



## Assumptions

- A. The State EOP is based on the premise that all incidents begin and end locally. In most circumstances, state resources will be requested after local incident response and recovery resources have been committed.
- B. Communications equipment and capabilities are adequate to provide a coordinated state-level response during normal operations and additional resources are available to meet the needs for expanded operational response.
- C. State and local agencies will retain the ability to respond to the incident. Sufficient trained personnel and equipment will be available to respond to the incident.
- D. The federal government and other states are capable of providing assistance if called upon.
- E. The procedures that are developed by coordinating and supporting agencies are documented and implemented through:
  - 1. Checklists;
  - 2. Resource listings;
  - 3. Maps, charts, and other pertinent information;
  - 4. Staff notification and activation mechanisms;
  - 5. Processes for obtaining and using equipment, supplies, and vehicles;
  - 6. Methodologies for obtaining mutual aid;
  - 7. Mechanisms for reporting information to Multi-Agency Coordination Systems, including departmental operations centers as well as state and county emergency operations centers;
  - 8. Communication system operating instructions, including systems to provide connectivity with nongovernmental organizations and the private sector.

## State EOP Structure

- A. Ohio EMA has adopted an ESF structure for the formatting of the State EOP.

- B. Agencies are named as the coordinating and / or supporting agencies of individual plan elements who have assigned roles and responsibilities and provide capabilities and services that are commonly needed to manage incidents.
- C. Individual plan elements are organized within five annexes: administrative, ESF, incident-specific, support, and RSF, that combined form the State EOP.
  - 1. The administrative annex serves as a reference for internal and external stakeholders who would like to find detailed information regarding such things as the promulgation statement and record of changes. The Base Plan is a plan element of this annex, which guides all incident response operations and serves as the foundational plan for all other state plan elements.
  - 2. The ESF annex identifies 15 ESFs and assigns identified coordinating and supporting agencies' responsibilities.
  - 3. The incident-specific annex contains threat and hazard-specific plan elements which require specialized, incident-specific authorities, resources, and capabilities when implemented.
  - 4. The support annex describes how public, nongovernmental organizations, and private sector entities coordinate and execute common functional processes and administrative requirements necessary to ensure efficient and effective incident management.
    - a. The actions described in the support annex are not limited to particular types of incidents or events, but are overarching in nature and applicable to nearly every incident type.
    - b. In addition, they apply to more than one ESF.
  - 5. The RSF annex is organized into six recovery-specific functional components and bring together relevant stakeholders and subject matter experts during pre-incident planning and are activated following an incident to identify and resolve recovery challenges. The plan elements contained in this annex are in alignment with FEMA's National Disaster Recovery Framework (NDRF).

- D. Each plan element, with the exception of elements contained within the administrative annex, have identified coordinating and supporting agencies.
  - 1. Coordinating agencies provide overall coordination of all planning and operational activities, to include those of the supporting agencies, for their respective plan element.
  - 2. Supporting agencies are selected based upon their legislative authorities, subject matter expertise, resources, and capabilities for responding to, and recovering from, incidents.

## **Guiding Principles**

- A. The following concepts are incorporated into all elements of the State EOP.
- B. While several of these principles are not explicitly stated within individual plan elements, these guiding principles are inherently integrated in the planning process utilized in the development of all elements of the State EOP and fall within Ohio EMA's vision to have "a safer future through effective partnerships committed to saving lives and reducing the impact of incidents."

## **Operational Priority**

- A. When prioritizing incident operations and assigning resources, the state of Ohio's response priorities are to save lives, stabilize the incident, protect property, and conserve the environment.

## **Whole Community**

- A. Ohio EMA and the State EOP integrate the whole community principle into all planning efforts.
- B. The state of Ohio encourages jurisdictions and response agencies at all levels to include a wide array of public, nongovernmental organizations, and private sector entities that represent the full spectrum of their community in the emergency operations plan and agency-based operational plan review and development process.

## **Access and Functional Needs**

- A. Ohio EMA and the State EOP recognize that a critical component of “whole community” is the inclusion of community members with access and functional needs (AFN) and their caregivers in planning efforts.
- B. AFN may include people with disabilities, people with communication barriers, children and the elderly, and those with limited transportation, housing, or financial resources, among others.

## **Poverty**

- A. Incidents disproportionately have an adverse impact on those who are impoverished. Ohio EMA seeks to address impacts caused by being in poverty in all phases of the planning process.
- B. Inability or barriers to economic advancement and financial assistance directly and profoundly affect incident preparedness, response, and recovery.
- C. Ohio EMA and its stakeholders work to ensure those impacted by poverty participate in the planning process and continue to identify and confront issues of poverty through State EOP’s goals and objectives, courses of action, means of communication, and resources.

## **Long-Term Weather Adaptation**

- A. Long-term weather adaptation is not its own specific hazard; however, changes in weather trends can amplify existing natural hazards and the resulting impacts.
- B. While the impacts of incidents in connection to weather adaptation may vary by regions and jurisdictions throughout the state, it is clear that the potential consequences of a changing natural hazard landscape will have significant impacts on all residents of Ohio.
- C. Past incidents may not be a good metric when preparing for future weather systems. As a result, Ohio EMA and its stakeholders strive to prepare for, respond to, and mitigate the effects of these impacts.
- D. For more information regarding weather adaptation, please refer to the SOHMP and the state’s HIRA.

## Core Capabilities

- A. Core capabilities are used to organize, analyze, and build the functions and services needed in emergency management. Ohio EMA uses these core capabilities within the State EOP. The 32 core capabilities apply to all five (prevention, protection, mitigation, response, and recovery) mission areas.

## Community Lifelines



- A. Community lifelines are:
1. Services that enable the continuous operation of critical government and business functions and are essential to human health and safety or economic security.
  2. The most fundamental / vital services in the community that, when stabilized, enable all other aspects of society to function.
  3. An integrated network of assets, services, and capabilities that are used day-to-day to support the recurring needs of the community.
  4. Complex systems that require decisive intervention to stabilize the incident.
  5. Ohio EMA and the state Emergency Operations Center (EOC) utilize the following community lifeline status color scheme and definitions:

Color	Definition
Green	Stable: Lifeline services are stabilized, re-established, or not impacted.
Yellow	Stabilizing: Lifeline services have been disrupted, but a solution has been identified and

	is in progress with an estimated time for stabilization.
Red	Unstable: Lifeline services are disrupted, and no solution has been identified or is in progress.  Extensive damage is likely, and life-saving actions may be needed.

B. Assessment

1. Lifeline condition must be assessed to determine and understand impacted community essential services following an incident.
2. The assessment is conducted using six categories designed to capture the most pertinent information for understanding incident impacts and operational requirements, which are illustrated in the below table.

Categories	Description
<b>Component</b>	<b>Identify the component</b>
<b>Status</b> (What?)	Summarize the root cause(s) of disruption to lifeline services, including the status of the infrastructure which provides lifeline services to the community.  <ul style="list-style-type: none"> <li>• What is the status of the organic lifeline infrastructure in the area?</li> <li>• Have circumstances changed since the component was last assessed?</li> </ul>
<b>Impacts</b> (So What?)	Explain the disaster impacts to specific communities, disaster survivors, and response operations. Detail how the survivor experience or response operation will improve if this

	<p>component is stabilized. Specify the impacted areas and population totals.</p> <ul style="list-style-type: none"> <li>• How is the disruption to the delivery of services negatively affecting disaster survivors and disaster operations? What is the extent of the disruption? What and where are the impacted areas, and how many disaster survivors are affected?</li> </ul>
<p><b>Actions</b> (Now What?)</p>	<p>Describe the actions that are being taken to stabilize and re-establish the disrupted services. Summarize the most critical actions being taken across the whole community.</p> <ul style="list-style-type: none"> <li>• Has a solution to the disruption been identified? If so, has that solution been converted into a plan of action? Has that plan of action been resourced and implemented? Are further actions required?</li> </ul>
<p><b>Limiting Factors</b> (What's the Gap?)</p>	<p>Express issues that are preventing services from being stabilized or re-established. Such issues can stem from another lifeline/component, resource shortfall, management, policy, etc.</p> <ul style="list-style-type: none"> <li>• Are there limiting factors preventing stabilization or re-establishment of lifeline services? If so, what are they? What solutions are needed?</li> </ul>

Estimated time to status change and re-establishment requirements (When?)	Provide current component condition or an estimated timeframe for when a change in status is expected. When is it anticipated that the survivors will receive the services either by organic means or by contingency response solutions?
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C. Stabilization

1. Incident stabilization occurs when a majority of survivors have access to basic lifeline services.
2. The State EOP provides the framework for responding to incidents and addressing the steps necessary to stabilize community lifelines.
3. The relationship between the community lifelines and ESFs are illustrated in the below table.

Community Lifeline	Emergency Support Function	Coordinating Agency
Safety and Security	ESF #4	Ohio Department of Commerce, Division of State Fire Marshal (SFM)
Safety and Security	ESF #9	Ohio Department of Natural Resources (ODNR)
Safety and Security	ESF #13	Ohio State Highway Patrol (OSHP)
Food, Hydration, Shelter	ESF #6	Ohio Department of Job and Family Services (ODJFS)
Food, Hydration, Shelter	ESF #11	Ohio Department of Agriculture (ODA)

Health and Medical	ESF #8	Ohio Department of Health (ODH)
Energy (Power and Fuel)	ESF #12	Public Utilities Commission of Ohio (PUCO)
Communications	ESF #2	Ohio Emergency Management Agency (Ohio EMA)
Transportation	ESF #1	Ohio Department of Transportation (ODOT)
Hazardous Materials	ESF #10	Ohio Environmental Protection Agency (Ohio EPA)
Water Systems	ESF #3	Ohio Department of Natural Resources (ODNR)

D. Restoration

1. Restoration implies that lifeline services have been re-established and contingency response solutions can be demobilized.
2. Determination that end state has been achieved and lifelines are stabilized.

**Concept of Operations**

**State EOC Overview**

- A. The State EOC follows the ESF structure as outlined in the U.S. Department of Homeland Security’s National Response Framework, and categorizes identified and named agencies as coordinating and supporting agencies within each ESF.
- B. RSFs are utilized in a similar manner to coordinate recovery.
- C. The Ohio Governor, Ohio Department of Public Safety (DPS) Director, the Executive Director of Ohio EMA, and / or their designated representative may activate the State EOC to coordinate state incident response and recovery activities. The Ohio EMA Executive Director may request the participation of other state agencies, as needed.

- D. The State EOC maintains an Ohio EMA Watch Office to provide and maintain situational awareness of current or potential threats and hazards to the state, provides partner notifications through reports and advisories, and response coordination regardless of State EOC status. Upon State EOC activation, the Ohio EMA Watch Office becomes the Information and Planning Section and provides operational planning and situational awareness support of State EOC activities.
- E. The key tasks of the State EOC are resource management and development of a common operating picture.
- F. The State EOC is a hardened facility that can function as a response node even if the surrounding area has been impacted.
- G. The State EOC is comprised of the following rooms: assessment room, executive room, operations room, coordinating agency and dose assessment room, and the joint information center (JIC).
- H. The State EOC Concept of Operations (CONOPS) document provides more detailed information on the function and operation of the State EOC.

## Activation Levels

### Daily Operations

- Incident notification and coordination through Ohio EMA Watch Office.
- State assistance consists of resources available under day-to-day statutory authority of cabinet departments and agencies.

### Assessment and Monitoring

- Not a State EOC activation.
- A WebEOC incident is created.
- A deliberate assessment process to establish situational awareness.
- If situation dictates, a subject matter expert, public information officer, or executive may report to the EOC.

### Partial Activation

- Ohio EMA personnel staff key functions of the State EOC as available and assigned.
- Emergency Coordinators of selected ESFs report to the State EOC to share information and coordinate actions.
- A WebEOC incident is created, if not already completed.
- Hours of operation extended up to and including 24-hour operations.

### Full Activation

- All ESFs are staffed in the State EOC.
- A WebEOC incident is created, if not already completed.
- 24-hour operations likely.

\* The State EOC will be considered active when the following personnel are present physically or virtually: EOC Director, EOC Manager, Information & Planning Section Chief, dose assessment (radiological events only), and JIC Coordinator.

## **Continuity of Operations**

- A. Ohio EMA maintains a Continuity of Operations Plan (COOP) for the agency. The agency's COOP, in conjunction with supporting Branch / Section COOP procedures, provides the framework and tools to always maintain day-to-day and incident response operations. The agency's COOP provides policy guidance for agency personnel to ensure that mission essential functions are continued in the occurrence, or threat of, an incident.
- B. To continue mission essential functions and to support local and external agencies during incident response, the Ohio EMA Watch Office and State EOC operations must continue with minimal disruption during the transition to the identified physical or virtual alternate EOC location.
- C. Implementation of the COOP is at the discretion of the Executive Director of Ohio EMA or their designee.
- D. The state of Ohio Continuity of Government (COG) Plan is maintained by the Ohio Department of Administrative Services (Ohio DAS) and addresses the succession of state-level executive authority to ensure that, if needed, a designated successor is available to coordinate emergency response activities.

## **Roles and Responsibilities**

- A. State EOC functional groups
  - 1. The State EOC organization consists of these functional groups: executive, joint information, operations, information and planning, logistics, recovery and mitigation, and finance.
  - 2. The responsibilities and positions of each of these groups are addressed in detail in the State EOC procedures maintained by Ohio EMA.
- B. Executive group
  - 1. Members of the executive group consists of Ohio EMA leadership, DPS leadership, other state agency leaders, and representatives from the Governor's office.
  - 2. The executive group makes policy decisions during activations of the State EOC.

C. State EOC partner agencies

1. Coordinating agencies' responsibilities are to engage supporting agencies in pre-incident planning and coordination opportunities. During incident response, the coordinating agency routes mission assignments to appropriate supporting agencies and reports on response and / or recovery-based activities that are being conducted.
2. Supporting agencies' responsibilities are to provide subject matter expertise during pre-incident planning as well as resources and capabilities to support incident response and recovery operations and activities.
3. All identified coordinating and supporting agencies of the State EOP have defined assignments of responsibility within each plan element of the State EOP.
4. To ensure maximum levels of readiness for state incident response and recovery operations, agencies that are identified as being a coordinating or supporting agency on plan elements within the State EOP will participate in Ohio EMA-sponsored exercises and trainings and the State EOP review process.
5. Coordinating and supporting agencies will provide incident resource and planning information and will be prepared to meet the incident response / recovery capabilities and responsibilities stated within the plan elements of the State EOP.
6. All identified coordinating and supporting agencies are responsible for maintaining their own standard operating procedures (SOPs).
7. All coordinating and supporting agencies are responsible for developing and updating internal resource listings of equipment, supplies, and services for use in incident response to ensure resources are operational and available.
8. Each partner agency will identify emergency coordinators that will staff the ESF workstations in the State EOC. Emergency coordinators will work with Ohio EMA personnel and engage with other federal, state, and local agencies throughout response and recovery operations. A listing of identified emergency coordinators and phone

numbers is maintained by Ohio EMA to ensure identified individuals are reachable on a 24-hour basis.

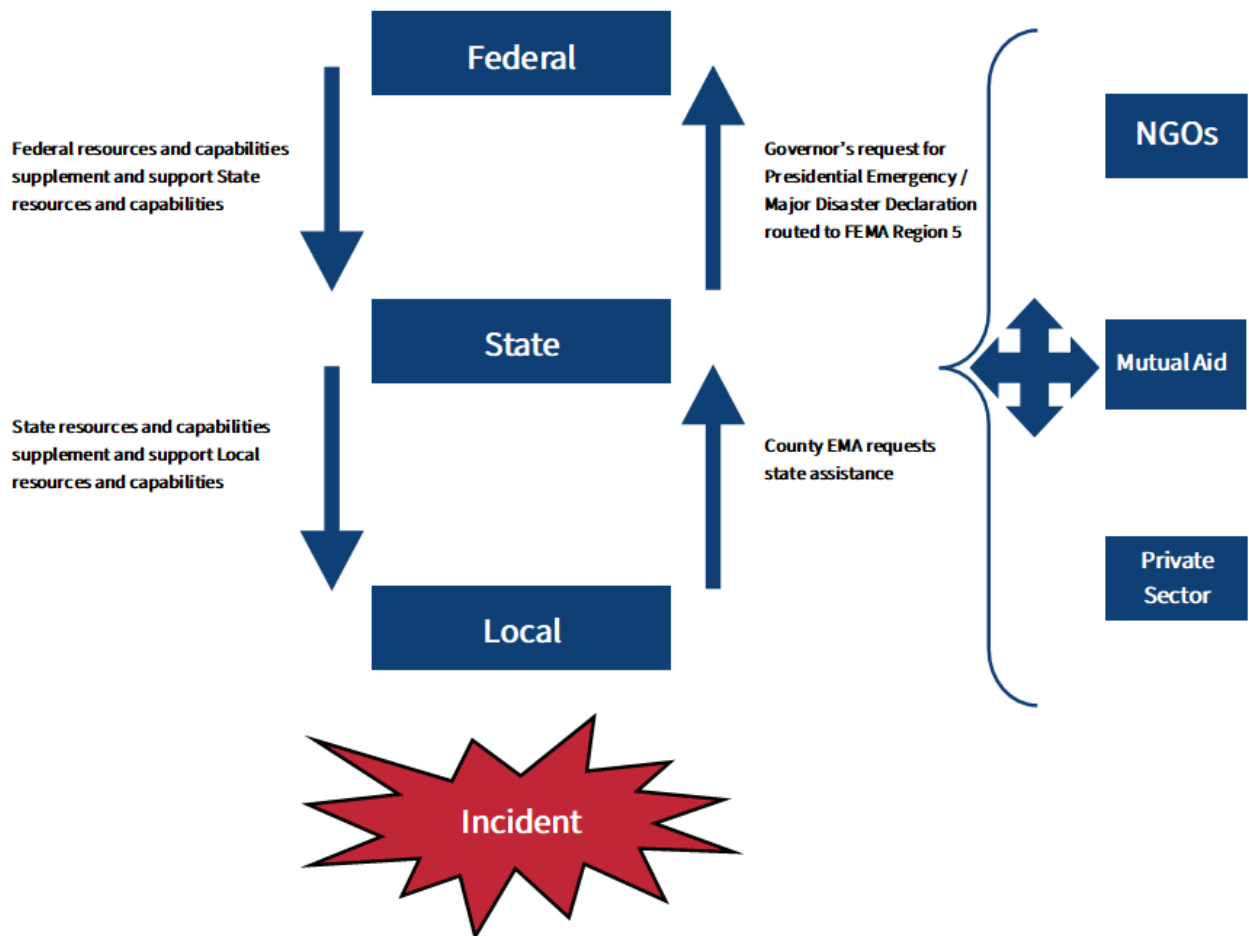
- a. Expectations of emergency coordinators include:
  - i. Knowledgeable of their respective agency's responsibilities during an incident;
  - ii. Proficiency in the use of WebEOC;
  - iii. Participating in EOC stakeholder reporting by providing briefings in the State EOC at assigned times of ongoing and projected activities and providing information to ESF #5 Information and Planning to enable accurate and timely reporting;
  - iv. Contribute to after-action reports (AARs) through comments and participation in after-action meetings to improve state response in future incidents.

## **Direction, Control, and Coordination**

### **Overview**

- A. Ohio EMA has made it policy to adopt, where practical, the organizational structure and concepts presented in the National Response Framework (NRF) and the National Incident Management System (NIMS).
- B. Ohio Revised Code (R.C.) 5502.28 requires the Governor to utilize the service, equipment, supplies, and facilities of the state and political subdivision to the maximum extent practicable to carry out emergency management functions. State agencies and political subdivisions are required to cooperate with requests from the Governor and the Ohio EMA Executive Director.
- C. State-level resource support to local incidents will be directed toward addressing the objectives of saving lives, stabilizing the incident, protecting and preserving property, and conserving the environment.

## Cooperative Relationships Between Levels of Government and Sectors



### A. Federal-level government

1. The Ohio EMA Watch Office will contact FEMA Region Five in Chicago, Illinois, to alert them when a significant incident is occurring.
2. A Federal Disaster Declaration does not require the activation of the State EOC; however, it does require the state to demonstrate that the State EOP was activated and implemented for response and recovery operations.

### B. State-level government

1. The Governor may issue an Emergency Declaration.
2. The issuing of an Emergency Declaration allows for the suspension of state purchasing requirements, activates additional state resources to assist in local response outside of

normal operating authorities, and is necessary in the event the state needs to request resources from another state through the Emergency Management Assistance Compact (EMAC).

3. When the Governor declares an emergency, all state agencies are required to lend their services, equipment, supplies, and personnel to assist in response and recovery.
4. The Emergency Declaration establishes the state's legal responsibility to provide non-monetary resources, when available, needed to save lives, stabilize the incident, protect and preserve property, and conserve the environment. The legal responsibility created through a declaration is concurrent to and supplements, but does not supersede or negate, the legal responsibilities of local jurisdictions to respond. Legal responsibility is limited to provided non-monetary resources; command and control of the incident remains with incident command or the unified command group.
5. The Ohio National Guard (OHNG) may be activated through the Governor's Emergency Declaration.
6. All state assistance is designed to support ongoing local response and recovery efforts.

C. Local-level government

1. Through the county EMA, assistance from neighboring counties through mutual aid agreements, and if necessary, state agencies, may be requested when the jurisdiction's capabilities have been exceeded or exhausted.
2. Ohio EMA regional staff serve as field liaisons at county EOCs upon request.

D. Nongovernmental organizations and private sector

1. These entities provide resources and capabilities that supplement and / or complement those resources and capabilities that exists within the levels of government, with identified nongovernmental organizations in the State EOP having assignments of responsibility.
2. The Ohio Public Private Partnership (OP3) serves as the nexus between the public and private sector in the coordination of private sector resources and activities during incident

response and recovery operations, with OP3 having assignments of responsibility within the State EOP.

## **Information Collection, Analysis, and Dissemination**

- A. The Ohio EMA Watch Office holds the responsibility for the collection, analysis, and dissemination of information during daily operations.
- B. During an EOC activation, the State EOC coordinates the collection, analysis, and dissemination of state agency information. This process is coordinated with public, nongovernmental organizations, and private sectors based on the scope of the incident.
- C. Information coordination during an incident is managed by the Situation Unit in the Planning Section of the State EOC.
- D. The State EOC utilizes WebEOC, a web-based situational awareness incident management system, Geographic Information System (GIS), and other technical tools to coordinate the information flow during incidents and to ensure a common operating picture among involved agencies.
  - 1. In the event the electronic operations software system is unavailable due to technical difficulties, the State EOC maintains a paper back-up system.

## **Communication and Coordination**

- A. Ohio EMA obtains and maintains situational awareness through regularly scheduled briefings with federal, state, and local partners prior to and during incidents.
- B. Throughout incident operations, regularly scheduled State EOC briefings, calls, workgroup meetings, and command and general staff meetings are conducted in order to develop and maintain an effective coordination response.
- C. To maintain operational readiness of assets, Ohio EMA has established a recurring maintenance / service schedule. Ohio EMA also maintains an inventory of Ohio EMA-owned deployable assets, and recalls any equipment that may be needed to support an EOC activation.

- D. During a State EOC activation, Ohio EMA monitors incoming resource requests and prioritizes the deployment of assets and coordinates with ESF #2 Communications and Information Technology agencies to ensure responses to support requests are met. If additional support or assets are needed, requests are submitted through support mechanisms such as the EMAC and / or ESF #7 Resource Support and Logistics workstation. Ohio EMA works to establish mid- to long-term communications options and redeploy assets as needed.
- E. As communications systems return to operational status, Ohio EMA will demobilize field assets to refurbish and return to operational readiness.

## **Administration, Finance, Logistics, and Legal**

### **Administration**

- A. Following an incident, Ohio EMA shall determine if normal, day-to-day administrative procedures shall be suspended, relaxed, or made optional to improve incident response and recovery operations efficiency.
- B. Ohio EMA and the State EOC maintains accurate documentation during day-to-day operations and State EOC activations for personnel management, resource and mission tracking, timely cost recovery, and the development of mitigation strategies. These documents are maintained in accordance with existing state records retention policies.
- C. The State EOC conducts after-action reporting following an incident or exercise in accordance with Ohio EMA policy. After-action reports take information gathered from discussions and surveys from all EOC stakeholders and partners to identify strengths and areas of improvement.

### **Finance**

- A. An incident may require the expenditure of large sums of state and local funds. Financial operations may be carried out under conditions that will require expeditious actions that meet sound financial management and accountability requirements.

- B. State financial support for incident operations shall be from funds regularly appropriated to state agencies. If demands exceed appropriated funds, state agencies may seek additional funds through the State Controlling Board – Emergency Purposes Fund.
- C. State agencies designated as coordinating and supporting agencies for ESFs conducting incident response and recovery operations will be responsible for organizing their functional activities to provide financial support for their operations. Should a Federal Declaration be received, coordinating and supporting agencies may be able to seek reimbursement of eligible response costs through applicable FEMA funds.
- D. Each agency is responsible for maintaining complete documentation to support requests for reimbursement, submitting bills in a timely fashion, and closing out assignments and / or grants. These documents are necessary to support claims, purchases, reimbursement, and disbursements. Detailed record keeping is required to facilitate closeouts and is a component of post-recovery audits.
- E. WebEOC missions that result in a procurement need will follow all applicable State procurement rules and follow DPS purchasing procedures.

## **Logistics**

- A. State agencies are responsible for providing their own logistical support during incident response and recovery operations.
  - 1. Should the incident exceed an agency's initial capacity, the agency should procure additional material internally. If that material is unavailable, then they can pursue alternate solutions from the State EOC.
- B. State and local government entities are to develop and maintain resource controls, to include maintaining awareness of the source and quantity of available resources. Further, they shall keep the State EOC apprised of anticipated shortfalls in required resources needed to support a given incident operation.
- C. Mutual aid

1. Ohio EMA has the ability to maintain mutual aid agreements, memoranda of understanding (MOUs), and other written agreements with agencies at various levels of government, if needed.
2. R.C. 5502.40 is the EMAC, which is the interstate mutual aid agreement to which all states and territories belong that allows states to assist each other in times of disaster. When any member state's Governor declares a disaster, other member states may agree to provide assistance in response to requests from the impacted state.
3. R.C. 5502.41 is the Ohio Intrastate Mutual Aid Compact (IMAC) which complements existing mutual aid agreements of political subdivisions. IMAC can be used by participating political subdivisions when there is a formal declaration of emergency or request for assistance.

## **Legal**

- A. State agencies responding to an incident shall consult with their own legal counsel in relation to laws and rules regarding personnel management and the retention and destruction of communications and records related to an incident.
- B. Questions regarding an agency's jurisdiction and / or legal responsibilities and authorities should be directed to that agency's legal counsel.
- C. Ohio EMA Legal will work with legal counsel of other state agencies to address any legal issues that arise with an agency's legal authorities, responsibilities, and mutual aid agreements.

## **Plan Development and Maintenance**

This plan, and associated support plans, will be reviewed subsequent to incident or exercise use, at the request of coordinating or supporting agencies, but no less often than every four years. Such requests are to be directed to the planner as assigned by the Ohio EMA Planning Section. Reviews will be conducted by partner representatives with reference to after-action reports, exercise data, federal doctrine, and other appropriate laws or regulations. Revisions will be sent through the chain of command for approval and documented in the record of changes table

located within this plan. The Ohio EMA planning supervisor and Ohio EMA EOC manager are authorized to approve and notify partners of changes.

## Record of Changes

#	Date	Section	Author	Description
001	February 2025	Purpose, Scope, Situation Overview, and Assumptions and Guiding Principles	Christen Swayer	Updated program essential functions language and defined community lifelines.
002	March 2025	Plan Development and Maintenance	Christen Swayer	Clarified plan development and maintenance language to include “and support plans”
003	October 2025	Entire Document	Jordan Sanderson	Plan content placed within updated plan template format and revised based on current version of the Ohio EMA Style Guide.
004	October 2025	Community Lifelines	Jordan Sanderson	Incorporation of content from former Community Lifelines plan element into the community lifelines subsection of the Base Plan.
005	November 2025	Entire Document	Jordan Sanderson	Incorporation of revisions and feedback provided by Ohio EMA personnel.
006	November 2025	Cooperative Relationships Between Levels	Jordan Sanderson	Incorporation of graphic which illustrates cooperation of different levels of

		of Government and Sectors		government and sectors in response to an incident.
007	May 2026	Entire Document	Jordan Sanderson	Plan content placed with updated plan template format and style

**Authorities and References**

**Overview**

A. This section is a non-exhaustive list of the most common authorities and references that provide authorization and operational guidelines for the allocation and assignment of state resources in response to, and recovery from, incidents. It includes executive orders, agency directives, statutes, rules, plans, and procedures.

**Authorities**

- A. Federal
  - 1. “The Robert T. Stafford Disaster Relief and Emergency Assistance Act”, as amended, 42 U.S.C. Sections 5121, et seq.
  - 2. National Plan for Telecommunications Support in Non-Wartime Emergencies
  - 3. Executive Order 12148, Formation of the Federal Emergency Management Agency
  - 4. Executive Order 12656, Assignment of Federal Emergency Responsibilities
  - 5. Homeland Security Presidential Directive/HSPD-5, Management of Domestic Incidents, 2003
  - 6. Presidential Policy Directive/PPD-8, National Preparedness, March 2011
  - 7. Title 44 of the Code of Federal Regulations
  - 8. Title 2 Part 200 of the Code of Federal Regulations
- B. State
  - 1. R.C. 5502.21 through 5502.51, and 5502.99, Emergency Management
  - 2. R.C. 3750, Emergency Planning
  - 3. R.C. 3750.02, Emergency Response Commission

4. R.C. 4937, Utility Radiological Safety Board
5. R.C. 107.42, Governor’s Declaration of State of Emergency; General Assembly’s Authority
6. Ohio Administrative Code 4937, Utility Radiological Safety Board; General Provisions

## References

### A. Federal

1. National Response Framework, 2019
2. The National Incident Management System, 2017
3. Comprehensive Preparedness Guide (CPG) 101, 2021
4. Threat and Hazard Identification and Risk Assessment Comprehensive Preparedness Guide (CPG) 201, Third Edition.
5. Community Lifelines Implementation Toolkit, Version 2.1, July 2023

### B. State

1. State of Ohio Hazard Identification and Risk Assessment, 2023
2. State of Ohio Enhanced Mitigation Plan, 2024
3. State of Ohio Emergency Operations Center – Concept of Operations, 2024
4. The State of Ohio Radiological Emergency Preparedness (REP) Plan, 2023
5. Ohio Fire Service Emergency Response System
6. Law Enforcement Response Plan
7. State Accounting Fiscal Essentials (SAFE) Policy Manual: Disaster, Emergency, Incident, and Event Cost Tracking