

EMERGENCY OPERATIONS PLAN (BASE PLAN)



CUYAHOGA COUNTY

Executive Chris Ronayne



Contents

- Preface4
- Approval.....5
- Executive Summary.....6
- Record of Changes8
- Record of Distribution.....8
- 1.0 Introduction, Purpose, Authority, Scope, Situation, and Risk Assessment9**
 - 1.1 Introduction 9
 - 1.2 Purpose 9
 - 1.3 Authority 10
 - 1.4 Scope..... 10
 - 1.5 Situation Overview..... 11
 - 1.6 Geographic..... 12
 - 1.7 Demographics 13
 - 1.8 Special Events..... 13
 - 1.9 Infrastructure 14
 - 1.10 Hazard Profile..... 15
 - 1.11 Capability Assessment 15
 - 1.12 Planning Assumption 16
- 2.0 Concept of Operations16**
 - 2.1 General..... 16
 - 2.2 Plan Activation 17
 - 2.3 Emergency Declaration..... 17
 - 2.4 Emergency Operation Center (EOC) 17
 - 2.4.1 EOC Activation.....19**
 - 2.4.2 EOC Activation Levels20**
 - 2.5 Integration of Persons with Disabilities and Others with Access and Functional Needs 21
- 3.0 Organization and Assignment of Responsibility.....21**
 - 3.1 Overview 21
 - 3.2 Line of Succession 21
 - 3.3 Executive Policy Group..... 22
 - 3.4 Emergency Operation Center Manager and Section Chiefs 22

3.5	Emergency Management Liaison Officer	23
3.6	Continuity of Operations.....	24
	24	
4.0	Direction, Control, and Coordination	24
4.1	Overview	24
4.2	Initial Notification, Command, and Incident Assessment.....	24
4.3	On-Scene Incident Management	25
4.4	Operational Cycle.....	25
4.4.1	Initial Objective	26
4.4.2	Operations Tactics Meeting	26
4.4.3	Planning Meeting	26
4.4.4	Incident Action Plan (IAP)	26
4.4.5	Operations Briefing.....	27
4.5	Supporting Agencies	27
4.6	Multiagency Coordination	27
5.0	Information Collection, Analysis, and Dissemination	28
5.1	Information Collection.....	29
5.1.1	Weather Notification	29
5.1.2	Human-Caused Event.....	30
5.1.3	Hazardous Material Releases	31
5.1.4	Public Health Incidents	31
5.1.5	WebEOC.....	31
5.2	Analysis.....	31
5.3	Public Information and Notification	32
5.3.1	ReadyNotify County Mass Notification System	33
5.3.2	Cuyahoga County Website	33
5.3.3	Social Media.....	33
6.0	Communications.....	33
6.1	Cuyahoga County Emergency Communication System (CECOMS).....	33
6.1.1	Emergency Alert System (EAS)	34
6.1.2	AMBER Alert System.....	34
6.2	Integrated Public Alert & Warning System (IPAWS)	34
6.3	Radio System.....	35

6.4	Tactical Interoperable Communications Plan (TICP)	35
6.5	Amateur Radio Services (ARES).....	35
6.6	Telephones, Cell Phones, and E-mail	35
6.7	FirstNet.....	35
6.8	GETS/WPS	35
7.0	Administration, Finance and Logistics	36
7.1	Overview	36
7.2	Logistics.....	36
7.2.1	Staffing Considerations.....	36
7.2.2	Mutual Aid	36
7.2.3	Documentation	37
7.2.4	Reimbursements	37
8.0	Recovery and Mitigation.....	38
8.1	Recovery.....	38
8.1.1	Recovery Programs.....	38
8.2	Mitigation.....	38
8.2.1	Mitigation Programs.....	39
9.0	Training and Exercise Program	39
9.1	Training	39
9.2	Public Education.....	39
9.2.1	ReadyCuyahoga.....	40
9.3	Exercise Approach.....	40
10.0	Plan Development and Maintenance.....	41
10.1	Plan Development.....	41
10.2	Plan Structure	41
10.3	Plan Maintenance and Improvement	41
11.0	Authorities and References	42
Attachment A: Emergency Support Functions (ESFs)		43
Attachment B: Acronyms		44

Preface

The safety and well-being of residents, workers, and visitors in Cuyahoga County is of utmost importance. Emergencies and disasters can happen at any time, so it's crucial to have a plan in place to prepare for them effectively.



The plan must be comprehensive and involve all governmental organizations, private and non-profit sectors, as well as the public.

Cuyahoga County developed the Cuyahoga County Emergency Operations Plan (EOP) with input from various stakeholders and subject matter experts. The EOP considers current guidance from state and federal governments and incorporates best practices and lessons learned from exercises and real-world responses. The plan aims to save lives, reduce injuries, and limit property damage during emergencies.

The Emergency Operations Plan outlines the general roles and responsibilities of organizations and agencies that participate in response and recovery efforts in Cuyahoga County. It also describes critical notification and communication processes and explains how resources are mobilized and coordinated during emergencies.

This plan supersedes all previous versions and can only be modified with my approval, or, under appropriate circumstances, with the approval of the Director of Public Safety and Justice Services or the County Emergency Manager.

Upon my authorization, this plan may be fully or partially activated to manage natural, technological, and human-caused incidents that occur in Cuyahoga County.

All Cuyahoga County employees must support this plan and carry out their responsibilities as required by this document.

Chris Ronayne
Cuyahoga County Executive

3/7/24

Date of Signature

Approval

This plan was developed in collaboration between the Cuyahoga County Office of Emergency Management and the Cuyahoga County Emergency Services Advisory Board (CCESAB), representing the municipalities of Cuyahoga County.

The signatures below attest to the approval of the plan and agreement to support the plan and carry out the responsibilities described therein.



Erik Janas
Chief of Staff, Cuyahoga County Executive

3/8/2024
Date of Signature



Brandy Carney
Director, Dept. of Public Safety & Justice Services

3/8/2024
Date of Signature



Mike Carroll
Chair, CCESAB

3/8/2024
Date of Signature



Mark Christie
County Emergency Manager

3/8/2024
Date of Signature

Executive Summary

The Emergency Operations Plan (EOP) establishes a framework to ensure that Cuyahoga County is prepared to respond to all hazards that threaten the lives and property of its citizens. The EOP outlines the general responsibilities of Cuyahoga County governmental departments, partnering agencies, and community organizations in responding to an emergency event. This plan unifies the efforts of these groups to implement a comprehensive approach to reducing the effects of a disaster.

The EOP addresses the four phases of an emergency (preparedness, response, recovery, and mitigation), parallels the State of Ohio and Federal activities set forth in the National Response Framework (NRF), and describes how Cuyahoga County, the State of Ohio, and national resources will coordinate their response and recovery operations.

The Cuyahoga County EOP contains two elements:

- 1) The Base Plan – outlines the purpose, scope, organization, and methodology by which the Cuyahoga County Office of Emergency Management enables Cuyahoga County to conduct operations during a large-scale emergency.
- 2) Annexes – provide a detailed overview of functional and hazard-specific roles and responsibilities for a variety of incidents.

This EOP is available electronically at: <https://cuyahogacounty.us/ready>

Cuyahoga County Mission Statement

The mission of Cuyahoga County government is to improve public health and safety, advance our economic and environmental vitality, and promote self-sufficiency through the productive investment of public resources.

Cuyahoga County Office of Emergency Management Mission Statement

A division of the Cuyahoga County Department of Public Safety & Justice Services (PSJS), the Office of Emergency Management's mission is to protect lives, property, and the economy of Cuyahoga County through, preparedness, planning, and effective response to natural disasters, man-made catastrophes, and emergencies.

Record of Changes

Version	Date	Description / Changes
1.0	August 2010	Completed by the Cuyahoga County Office of Emergency Management
2.0	May 2012	Revised to reflect new County Government Structure
2.1	March 2013	Section 6.4.4 added
3.0	December 2015	Comprehensive review/update
4.0	December 2018	Grammatical changes, changes to agencies, titles, and operational details
5.0	June 2023	Comprehensive review/update. Delayed due to COVID-19

Record of Distribution

Version	Date	Description / Changes
1.0	June 2012	Executive, Executive's Cabinet, Chief of Staff, Deputy Chiefs, Directors, Assistant Directors, and Commissioners, via email
3.0	May 2016	Executive, Executive's Cabinet, Chief of Staff, Deputy Chiefs, Directors, Assistant Directors, and Commissioners, via email
5.0	April 2024	Executive, Executive's Cabinet, Chief of Staff, Deputy Chiefs, Directors, Assistant Directors, County Council, and ESF agencies via email

Version X.0 – Major Revision

Version X.I – Minor Revision

1.0 Introduction, Purpose, Authority, Scope, Situation, and Risk Assessment

1.1 Introduction

The Cuyahoga County Office of Emergency Management (CCOEM), a division of the Cuyahoga County Department of Public Safety & Justice Services (PSJS), is the central point for coordinating Cuyahoga County’s emergency management program. As part of this program, CCOEM is authorized and required to create and maintain an Emergency Operations Plan (EOP) per Ohio Revised Code Section 5502.26.

The Cuyahoga County EOP establishes the framework through which the County prevents, protects against, mitigates, responds to, and recovers from threats and hazards that pose a risk to Cuyahoga County. This EOP complies with the National Incident Management System (NIMS).



1.2 Purpose

The Cuyahoga County EOP outlines countywide response and short-term recovery coordination efforts, defines disaster-specific procedures, roles, and responsibilities, and facilitates multi-agency and multi-jurisdictional coordination between local, county, state, and federal agencies.

The goal of this plan is to:

- Reduce the vulnerabilities of the people and communities of Cuyahoga County to damage, injury, and loss of life and property resulting from disasters and emergencies.
- Plan and prepare for prompt and efficient response and recovery activities.

- Identify and assign roles and responsibilities to county departments, partner agencies and private and non-governmental organizations within the community.
- Describe the resource management process by which local, state, and federal assistance is requested and coordinated, including response to emergencies using applicable supporting agencies' systems, plans, and resources.
- Respond to emergencies using all systems, plans, and resources necessary to preserve the health, safety, and welfare of persons affected by the emergency.
- Recover from emergencies by providing for the rapid and orderly restoration of services.
- Provide an emergency management system embodying all aspects of prevention, preparedness, mitigation, response, and recovery efforts.

1.3 Authority

The Cuyahoga County Office of Emergency Management (CCOEM) is authorized and required to create and maintain an Emergency Operations Plan per Ohio Revised Code, §5502.26 (A), "...A Countywide emergency management agency organized under this section shall establish a program for emergency management that: ...(2) Includes, without limitation, development of an all-hazards emergency operations plan that has been coordinated with all agencies, boards, and divisions having emergency management functions within the County..."

CCOEM operates within the Cuyahoga County Department of Public Safety & Justice Services (PSJS) under the authority of the Cuyahoga County Executive. Per the Cuyahoga County Charter, §2.03(3), the Executive has the power to "advocate for the interests of the County with other levels of government and to advocate for and promote cooperation and collaboration with other political subdivisions." The EOP enables the Executive to exercise this power in the event of a major emergency.

1.4 Scope

The EOP is designed to coordinate response activities when incidents overwhelm normal processes and capabilities and/or require multi-jurisdictional coordination.

Effective emergency management requires trust and close working relationships among all levels of government, non-governmental organizations, the private sector, and the general public. The plan describes the roles and responsibilities of different agencies and organizations within the county and is written to recognize the needs of all individuals and population segments that disasters may impact.

The scope of this plan addresses preparedness, response, and short-term recovery activities for the jurisdictions in Cuyahoga County related to events (pre-planned or unplanned) that exceed normal emergency response capabilities; are so complex that they require the coordination of multiple jurisdictions; and/or are expected to last for an extended period. The plan is scalable and flexible depending on the needs of the event.

This plan includes the following:

- Base Plan, Functional Annexes, Emergency Support Function (ESF) Annexes, Hazard-Specific Annexes, and Appendices.
- A policy-level framework that established strategies and assumptions for a comprehensive all-hazards county-wide emergency management function.
- A concept and method of operations that spans the direction and control of an emergency from initial monitoring through post-disaster response, recovery, and mitigation.
- Specific functional responsibilities of local agencies and organizations.
- Outlines the coordination and organizational relationships between Municipal, Special District, County, State, and Federal agencies, including the management, prioritization, request, and delivery of immediate assistance.
- Identified roles, responsibilities, and actions that the Cuyahoga County Office of Emergency Management (CCOEM) will be assigned, in coordination with State and Federal counterparts.
- The identification of threats and hazards from the Cuyahoga County All-Hazards Mitigation Plan.

1.5 Situation Overview



Established in 1807, Cuyahoga County is situated in Northeast Ohio. It is bordered to the north by Lake Erie, to the east by Geauga County, to the northeast by Lake County, to the southeast by Summit County, to the southwest by Medina County, and the west by Lorain County.

The County seat is the City of Cleveland. The County has billions of dollars in infrastructure, including high-rise buildings, financial institutions, schools, hospitals, public buildings, bridges, railroads, roads, etc.

Cuyahoga County is at risk of threats and hazards that could result in a large-scale disaster. These events include health-related emergencies, floods, extreme temperatures, severe winter weather, earthquakes, severe thunderstorms, tornadoes, drought, terrorism, building collapse, utility disruption, IT/Communications disruption, active shooter/aggressor, Hazardous Materials (HAZMAT)/ Chemical, Biological, Radiological, Nuclear, and high-yield Explosives (CBRNE) incidents, mass transportation incidents, urban/structural fires, port security breaches, dam failure, civil disturbance, and nuclear power incidents.

1.6 Geographic

Cuyahoga County has a total area of 1,246 square miles. Lake Erie and other smaller lakes and streams make up 788 square miles of water.

Lake Erie is the primary freshwater reservoir for Northeast Ohio. Measuring 241 miles across and 57 miles north to south, the lake's surface is just less than 10,000

square miles, with 871 miles of shoreline. It is 572 ft. above sea level with a maximum depth of 210 ft., making it the shallowest of the Great Lakes and the only one with a floor above sea level. The eastern portion of the Cleveland metropolitan area lies on the Appalachian Plateau at an elevation of approximately 1100 ft., while the western portion sits on the Lake Plain and associated terraces at approximately 600 ft.



The highest point in Cuyahoga County is in the southern part of the County in Broadview Heights just south of the Cleveland Metroparks' Valley Parkway at 1,271 ft. above sea level. The highest point on the eastside of the County is just over 1,250 ft. near Richmond and Chagrin Roads in Beachwood. These higher elevation areas also include part of the boundaries between the watersheds of the Cuyahoga River and the Chagrin River to the east and the Cuyahoga River and the Rocky River to the west. The elevation of the Cuyahoga River when it first enters Cuyahoga County from the south is 640 ft., 66 ft. higher than the elevation at the mouth.

The shoreline of Lake Erie runs from east to west but turns sharply northeast at the mouth of the Cuyahoga River. This feature is the principal contributor to the lake effect snow that is a mainstay of Cuyahoga County (particularly the eastside) weather from mid-November until the surface of Lake Erie freezes, usually in late January or early February. The lake effect causes snowfall totals to vary greatly across the County. Seasonal snowfall totals approaching or exceeding 100 inches are common in the "Snow Belt," an area extending from the eastside of Cleveland through the eastern suburbs and up the Lake Erie shoreline as far as Buffalo, NY.

Annual precipitation measured at Cleveland Hopkins International Airport is approximately 37 inches and falls evenly throughout the year. The average high in January is 32°F with an average low of 18°F. July is typically the warmest month with an average high of 82°F and an average low of 61°F.

Cuyahoga County includes several environmentally sensitive areas located in the Cleveland Metroparks System, which features 18 park reservations and the Cleveland Metroparks Zoo. The System is made up of more than 23,000 acres of diverse landscapes and features.

1.7 Demographics

The U.S. Census Bureau estimates Cuyahoga County had a total population of 1,236,041 as of 2021. The Census Bureau estimates there were 551,267 households in the County, with an average of 2.24 persons per household.

As of 2021, the median income for a household in Cuyahoga County was \$55,109. The per capita income for the County was \$36,321. 16.2% of the population was below the poverty line.

When Cuyahoga County was established in 1807, the population was approximately 1,400. The population of Cuyahoga County peaked in 1970 at 1,721,300. In recent years, the County has experienced a decline in population from 1,393,845 in 2000 to 1,236,041 in 2021. The Census estimates approximately 367,991 of the County’s residents (including commuters) live in the City of Cleveland, while approximately 868,050 live in the other 58 municipalities.

The top ten employer industries within Cuyahoga County are:

- | | |
|---|------------------------------------|
| 1. Health Care and Social Assistance | 2. Manufacturing |
| 3. Retail Trade | 4. Accommodation and Food Service |
| 5. Professional, Scientific, and Technical Services | 6. Educational Services |
| 7. Administrative and Support Services | 8. Finance and Insurance |
| 9. Wholesale Trades | 10. Transportation and Warehousing |

1.8 Special Events

Cuyahoga County is home to many special events throughout the year. Cultural festivals such as the annual Feast of the Assumption in the Little Italy neighborhood and the Polish Festival in the Slavic Village neighborhood are popular. Thousands attend annual parades and “home days” held in communities throughout the County.

Downtown Cleveland features the County’s largest entertainment venues, including the Rock and Roll Hall of Fame, Jacobs Pavilion at Nautica, First Energy Stadium (Browns – NFL), Rocket Mortgage Fieldhouse (Cavaliers – NBA, Cleveland Monsters – American Hockey League), Progressive Field (Guardians – MLB), and the Wolstein Center (Cleveland St. University).



1.9 Infrastructure

Cuyahoga County is the corporate headquarters of many large companies, including Forest City Enterprises, Sherwin Williams Company, KeyCorp, American Greetings, and Progressive Insurance. NASA also maintains the Glenn Research Center at Cleveland Hopkins Airport.

Cuyahoga County has become a world leader in healthcare and health sciences. The Cleveland Clinic, the area's largest employer, is one of the highest-ranked hospitals in the United States. University Hospitals and the MetroHealth System are additional top tier hospital systems headquartered within the County. As a healthcare industry leader, Cuyahoga County is home to the Global Center for Health Innovation. Opened in 2013, the Center is designed to be a trade show facility and conference center for buyers and sellers in the medical and healthcare industries.



Cuyahoga County is home to three airports, Cleveland Hopkins International Airport (CLE), Burke Lakefront Airport (BKL), and the Cuyahoga County Airport. Cleveland Hopkins is the largest airport in the County and 40th busiest airport in the nation (based on passenger volume).

Both freight and passenger rail operations occur within Cuyahoga County. Norfolk Southern Corp. and CSX Transportation Inc. are the two freight rail carriers in the County, while Amtrak provides passenger rail service. Further, the Greater Cleveland Regional Transit Authority (RTA) operates county-wide bus and rail transit systems, which served 19.1 million passengers in 2022.

Cuyahoga County's transportation infrastructure includes 7 interstate highways, 5 U.S. routes, more than 4,300 miles of municipal roads, and more than 1,200 bridges.

The Port of Cleveland has cargo terminals with 12 docks to the east and west of the Cuyahoga River along the Lake Erie shoreline. Cleveland Bulk Terminal, west of the mouth of the river, handles iron ore and limestone that arrive by ship from other Great Lakes ports. The Port's general cargo operation is located directly east of the river and largely handles imported steel products. Ninety percent of the cargo that comes into the Port of Cleveland is imported, with the other ten percent coming from other Great Lakes ports. In 2014, Cleveland became the first Great Lakes port to offer direct, scheduled service for containerized and non-containerized cargo between the Great Lakes and Europe.

The Port exports locally made products to U.S. and foreign markets and receives a variety of raw materials for area manufacturers. The Cleveland-Cuyahoga Port Authority averages 12.5 million tons of cargo each year.

Cuyahoga County’s water supply is produced by the Cleveland Division of Water. The largest water system in Ohio and the tenth largest in the U.S., the Cleveland Division of Water serves over 1.5 million people throughout Cuyahoga and neighboring counties. Additionally, regional wastewater is treated by the Northeast Ohio Regional Sewer District (NEORS) in coordination with water treatment plants owned and operated by multiple municipalities throughout the County. The service area for NEORS encompasses the City of Cleveland and all or portions of 61 suburban municipalities in Cuyahoga, Summit, Lake, and Lorain counties.

1.10 Hazard Profile

Cuyahoga County is at risk of many natural, technological, and human-caused hazards, all of which have the potential to disrupt the community, cause damage, and create mass casualties. Cuyahoga County conducts a Hazard Identification and Risk Assessment (HIRA) as part of the All-Hazards Mitigation Plan process. This plan describes the hazard mitigation planning process, identifies and assesses relevant hazards, and establishes the county-wide strategy for decreasing vulnerability and increasing resiliency. The HIRA also helps to inform other planning initiatives, such as the Threat, Hazard, Identification, and Risk Assessment (THIRA) and Stakeholder Preparedness Report (SPR).

The THIRA is a 3-step capabilities-based assessment that uses plausible hazard scenarios to estimate the impacts of various emergencies. The THIRA works in tandem with the SPR process which evaluates capability gaps for resource planning.

The 2022 All-Hazards Mitigation Plan assessed the following hazards for Cuyahoga County:

Natural Hazards:

- Health Related Emergencies
- Severe Thunderstorms
- Climate Change
- Flooding
- Extreme Temperatures
- Severe Winter Storms
- Tornadoes
- Earthquakes
- Drought
- Land Slides

Technological or Man-made Hazards:

- Nuclear Power Incident
- Hazardous Materials Release/Spill
- Utility Disruption
- Terrorism/CBRNE Incident
- IT/Communication Disruption
- Dam/Levee Failure
- Transportation Incident
- Civil Disturbance
- Building/Structural Collapse
- Active Shooter Incident

1.11 Capability Assessment

Most jurisdictions within Cuyahoga County have robust response and recovery capabilities. Limitations in these capabilities are identified through annual plan reviews, the THIRA/SPR

process, and exercises. As limitations are identified, they are addressed through strategic planning.

1.12 Planning Assumption

The following planning assumptions were considered in the development of this plan:

- Disasters may occur with little or no warning and may escalate rapidly.
- A disaster may impact multiple jurisdictions within Cuyahoga County and cause casualties, property damage, disruption of normal services, and damage to economic, physical, and social infrastructures.
- The emergency management command and management structure in Cuyahoga County is based on NIMS guidelines.
- Mutual aid and resources from outside the County may not be immediately available.
- Disaster events will be managed independently until multiple response agencies become needed and/or internal resources are exhausted/nearing exhaustion.
- Coordination between the County and local communities will be maintained.
- Various organizations have legislative requirements to maintain and exercise emergency plans in coordination with the Cuyahoga County Office of Emergency Management (CCOEM) (e.g., Schools: ORC 3313.536, and Centers for Medicare and Medicaid Services (CMS) Facilities: FR 81, Issue 180). CCOEM reviews the emergency plans of these agencies as they are submitted to ensure alignment and integration with the Cuyahoga County Emergency Operations Plan (EOP).
- Effective disaster preparedness requires ongoing public awareness and education programs to ensure citizens are informed and able to take appropriate protective actions.
- All county, private, and volunteer organizations that have primary and/or support agency Emergency Support Function (ESF) roles and responsibilities have identified personnel and resources to ensure compliance with this plan and effectively respond to disasters.
- Communications between responding agencies will be accomplished using established networks.
- Throughout this document, the terms “emergency” and “disaster” are used interchangeably to refer to an imminent threat or occurrence that can result in loss of life, causes suffering, and damages property and/or the environment to the extent that local resources are overwhelmed.

2.0 Concept of Operations

2.1 General

The general concept on which this document is based represents years of experience in on-scene emergency command and control. Each incident is unique and requires different prevention and response measures. By adhering to the guidelines of National Incident Management System (NIMS) and the National Response Framework (NRF), Cuyahoga County remains ready to meet these challenges. Primary and support agencies have been designated to perform specific

emergency functions during response and recovery. **Every Cuyahoga County department or office may be required to respond to an emergency.** If a department does not have a specific role in an emergency, that department may still be called upon to support responding departments.

Responsibility for the direction and control of County resources during an emergency that has exceeded the capabilities of a local jurisdiction is vested in the Cuyahoga County Executive and is routinely exercised through departmental control. Upon request, the Cuyahoga County Office of Emergency Management (CCOEM) will activate the Cuyahoga County Emergency Operations Center (EOC). **The EOC is the operations area from which emergency response activities can be directed, coordinated, and/or supported.** The EOC organization is scalable, based on the magnitude of the situation.

If a disaster exceeds Cuyahoga County's resources, CCOEM will request assistance from regional agencies, the State of Ohio, and if required, federal agencies.

2.2 Plan Activation

The Cuyahoga County Executive has the authority to activate this EOP. Upon activation of the EOP, all municipalities in Cuyahoga County will be notified by CCOEM. As determined by the Executive and depending on the nature of the emergency, all or portions of the EOP may be activated until the emergency has subsided and/or a deactivation determination is made.

2.3 Emergency Declaration

The Cuyahoga County Executive has the authority to declare a Countywide state of emergency. Upon declaration of a countywide state of emergency, CCOEM will notify the Ohio Emergency Management Agency (OEMA) and all municipalities in Cuyahoga County.

An emergency declaration enables the county to request the State of Ohio for additional resources in the form of equipment or personnel. If the scope of the disaster is beyond the financial and response capabilities of both the state and county, the governor may make a state-level emergency declaration. Following a governor's declaration, a request to the federal government for assistance may be made by OEMA.

2.4 Emergency Operation Center (EOC)

The Cuyahoga County EOC is a physical location but can also be a virtual environment at which the Cuyahoga County Office of Emergency Management (CCOEM) coordinates with all agencies involved in the response. The EOC can be activated for any emergency or planned event that requires additional incident management support and/or resource coordination. The three

primary functions of the Cuyahoga County EOC are to manage information, manage resources, and manage consequences.

The Cuyahoga County EOC uses a hybrid management system. When the EOC is activated, representatives from Cuyahoga County departments and offices are asked to report to the EOC for activity management and resource coordination. In addition to Cuyahoga County personnel, the EOC can be staffed by representatives from outside agencies or organizations that have agreed to be either a primary or support agency for a particular ESF. Attachment A includes a list of all ESF Agencies.

Primary agencies – have the authority and/or capability to perform and coordinate specific pre-determined functions.

Responsibilities include:

- Coordination before, during, and after an incident, including pre-incident planning.
- Ensuring designated personnel are trained on their roles as identified by plans and guidelines.
- Maintaining ongoing contact with corresponding ESF support agencies.
- Maintaining trained personnel to support interagency emergency response and support.
- Maintaining existing capabilities and identifying new capabilities required to prevent or respond to emerging threats and hazards.
- Providing resources (personnel and equipment) for field and County EOC operations.
- Managing mission assignments and coordinating with support agencies through the County EOC.
- Supporting and keeping other ESFs and organizational elements informed of ESF operational priorities and activities.

Support agencies – have the authority and/or capability to support the primary agencies in accomplishing the ESF mission and tasks.

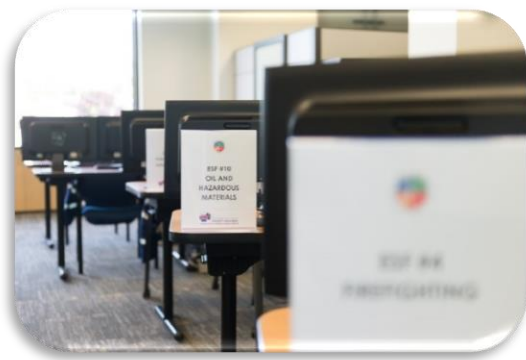
Responsibilities include:

- Participating in the development of supporting operational plans and guidelines.
- Ensuring designated personnel are trained on their roles as identified by plans and guidelines.
- Maintaining existing capabilities and identifying new capabilities required to prevent or respond to emerging threats and hazards.
- Providing resources (personnel and equipment) for field and County EOC operations in support of the primary agency.

2.4.1 EOC Activation

The Cuyahoga County EOC may be requested to activate before, during, or after an event. The following individuals can request activation of the EOC:

- Cuyahoga County Executive
- Director or Deputy Director of Public Safety and Justice Services
- Fire Chief
- Sheriff
- County Emergency Manager
- Chief of Staff
- Incident Commander
- Police Chief
- Elected municipal officials or their designees



Upon the occurrence of a major incident, responding personnel will follow their jurisdiction's Standard Operating Guidelines (SOGs). If an incident occurs Mon-Fri during normal business hours (8AM-4PM), the Incident Commander should notify the County Emergency Manager, Operations Supervisor or Planning Supervisor directly at 216-443-5700. If an incident occurs after normal business hours or on the weekend, the Incident Commander should notify the

Cuyahoga Emergency Communications System (CECOMS) at 216-771-1363 and request the CCOEM on-call representative. Additionally, the Incident Commander may request an EOC Liaison to serve as an on-scene representative.

Following a request for activation of the EOC, the County Emergency Manager will determine if the EOC should be partially or fully activated. If the EOC is partially activated, the Operations Supervisor will determine the appropriate level of staffing and issue the corresponding notification. During a full activation, all pre-identified personnel will be requested to staff the EOC, either in their county role or as an ESF representative.

Upon activation, the EOC can assist responding personnel in the following ways:

- **Coordinate Resources:** The EOC can assist in obtaining, deploying, and tracking resources requested by responding personnel.
- **Public Warning:** The EOC can use several mediums to communicate to the public regarding the nature of the hazard and make recommendations for protective actions.

- **Incident Command Post:** The EOC may be able to serve as an Incident Command Post (ICP), if needed.



Cuyahoga County has identified primary and alternate EOC facilities and maintains Standard Operating Guidelines (SOGs) for their activation, set-up, and operation. Procedures for transferring operations to an alternate EOC facility are included in the guidelines.

Upon establishment of incident command at the incident scene, it will be supported by the EOC.

2.4.2 EOC Activation Levels

Cuyahoga County utilizes a graduated escalation system that ensures the levels of response scale to the scope of the disaster. The following levels describe the response activities Cuyahoga County may undertake.

- **Level 3 – Steady State**
 - CCOEM is conducting normal daily operations and not actively monitoring any specific situation. The EOC is not activated and is not anticipating activation.
 - Situational monitoring and assessment are managed by CCOEM staff. The County EOC is not considered “open” at this level.
- **Level 2 – Partial Activation of EOC**
 - The County EOC is activated to actively monitor a specific situation, special event or incident. The Joint Information Center (JIC) may also be activated, depending upon need.
 - CCOEM personnel staff, the County EOC, and representatives of select ESF agencies report to the County EOC either physically or virtually to address and/or report on response actions they are taking under their agency’s authority.
 - Affected local jurisdictions may declare emergencies if local resources have been exhausted and County resources are needed.
 - If County assistance is not requested or needed, the County EOC will continue to monitor and assess the incident until the incident is closed or is transitioned to locally managed recovery operations.
- **Level 1 – Full Activation of EOC**
 - The County EOC is activated for a special event or incident. The JIC is likely activated. EOC operations may include 24-hour staffing.
 - The County EOC is staffed for extended hours by representatives of ESF agencies for the coordination of response operations and missions.
 - Representatives of activated ESF agencies report to the County EOC to address and report on missions that are assigned to them and to participate in scheduled EOC briefings.

- CCOEM may perform damage assessments within impacted jurisdictions. Needs assessments and information-gathering operations may continue.
- If an incident continues to escalate and county resources are insufficient to address response and/or recovery needs, CCOEM may request state-level response and recovery resources from OEMA.

2.5 Integration of Persons with Disabilities and Others with Access and Functional Needs

Per the U.S. Department of Homeland Security (DHS), people with disabilities or access and functional needs may have difficulty maintaining independence, understanding communications, arranging transportation, and receiving adequate supervision or medical care. According to the Communication, Maintaining Health, Independence, Services and Support, and Transportation (CMIST) database maintained by the Cuyahoga County Board of Health (CCBH), approximately 14 percent of the County population reports having some disability. However, it is important to note that people with disabilities do not all have the same needs or require the same level of assistance. This EOP is designed to be inclusive of the whole community of Cuyahoga County, enabling people with and without functional and access needs to maintain their independence during a disaster. Specific strategies to ensure inclusiveness are described in the annexes of the EOP.

3.0 Organization and Assignment of Responsibility

3.1 Overview

Cuyahoga County is governed by an Executive who serves a four-year term. It is the duty of the Executive to exercise such powers and perform such duties as are conferred or required by the Cuyahoga County Charter or by the laws of the State of Ohio. All Cuyahoga County emergency preparedness, response, recovery, and mitigation resources are under the direction and control of the Executive. The government of Cuyahoga County is organized into functional departments, divisions, boards, and commissions, which deliver services. Departments responding to an emergency will be expected to perform their basic functions at an elevated level.

3.2 Line of Succession

As described in this plan, the overall responsibility for County department/agency operations rests with the Executive. Should the Executive be unavailable to fulfill this responsibility; the following line of succession has been established in the Cuyahoga County Charter, Article II, Section 2.04:

1. Cuyahoga County Executive
2. President of Cuyahoga County Council
3. Vice-President of Cuyahoga County Council

3.3 Executive Policy Group

The Executive Policy Group (EPG) maintains executive decision-making authority throughout all stages of an emergency event on behalf of the County Executive. The designated EOC Manager will report to the EPG for policy direction when decisions extend beyond routine decision-making authority and internal resource capabilities.

The EPG may meet in a physical space or as part of a conference call convened by the Director of the Department of Public Safety & Justice Services. The frequency of EPG meetings or calls will be determined by the needs of the incident.

Generally, the County EPG will consist of the following members:

- Cuyahoga County Executive
- Chief of Staff
- Department leadership from Public Safety & Justice Services, Public Works, Economic Development, and Health & Human Services
- Cuyahoga County Council President
- Director of Law
- Director of Finance
- Representatives from impacted communities

Based on the type of incident, the EPG may include representatives from other departments, divisions, and external agencies, as needed.

3.4 Emergency Operation Center Manager and Section Chiefs

The County EOC Manager is the CCOEM Operations Supervisor. If the Operations Supervisor is immediately unavailable for any reason, the order of succession proceeds to the County Emergency Manager and then to the Planning Supervisor.

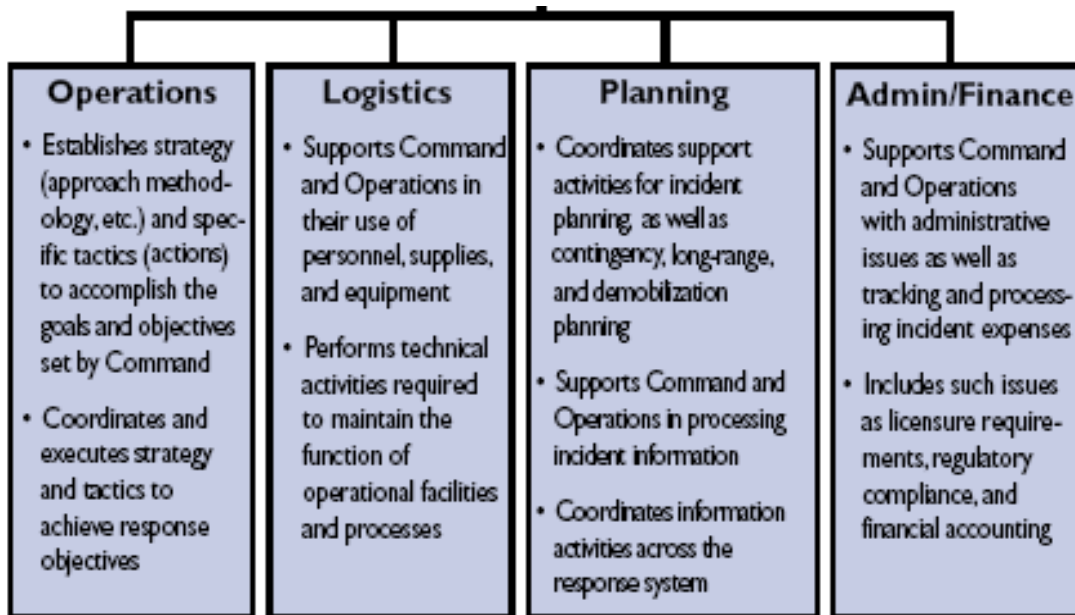
The EOC Manager's responsibilities are as follows:

- Maintaining the operational status of the County EOC.
- Ensuring a backup/alternate EOC is available and operational.
- Routing all mission assignments to the appropriate agencies.
- Coordinating missions that require multi-branch actions.
- Resolving any conflicts among agencies.

- Identifying and supporting resource requests.
- Ensuring mission completion in a timely manner; and
- Forwarding pertinent request to the EPG.

In addition to the EOC Manager, other positions may be designated during EOC activations including, but not limited to: Operations Section Chief, Logistics Section Chief, Planning Section Chief and Admin/Finance Chief. These positions are typically assumed by CCOEM staff members, but may also be filled by qualified, external partners.

The chart below provides general position descriptions for each of the Section Chiefs.



3.5 Emergency Management Liaison Officer

The EOC Manager may designate a CCOEM employee to serve as the liaison officer between on-site responding personnel and the EPG/EOC. In addition, the CCOEM Manager (or designee) serves as the County’s liaison with any on-site state or federal agencies.

3.6 Continuity of Operations

CCOEM maintains a Continuity of Operations (COOP) Program for all Cuyahoga County departments. The program ensures that essential functions of the County government continue during emergencies. The program assists County departments with identifying alternate work facilities and protecting vital government records. Additionally, CCOEM makes this program available to primary and support ESF agencies.



CCOEM maintains a copy of all County departmental and ESF COOP Plans.

The COOP Program is incorporated into CCOEM's regular training and exercise schedule.

4.0 Direction, Control, and Coordination

4.1 Overview

Direction, control, and coordination of multi-agency operations are critical emergency management functions. Section 2.4.2 describes the EOC activation levels and establishes a progressive order of escalation for managing an emergency event.

4.2 Initial Notification, Command, and Incident Assessment

The affected jurisdiction's Public Safety Answering Point (PSAP) will receive and document the initial notification in accordance with existing protocols and will dispatch resources as appropriate.

The first responding unit to arrive on scene assumes incident command until transferred to an appropriate ranking officer. The responding agencies that will assume command for specific incidents have been identified and are listed in incident annexes to the EOP. The Incident Commander is responsible for establishing an Incident Command Post (ICP) in a safe, on-scene location and for making the location easily identifiable to response personnel.

The Incident Commander will determine the sections and units needed to complete the Incident Command structure and establish assignments accordingly.

The Incident Commander is responsible for completing an incident assessment to gather essential information and assess immediate risks posed by the incident. If needed, the Incident Commander will call dispatch to request additional resources. If municipal resources are

exhausted, and additional resources are still needed, the Incident Commander will notify the County EOC. Any adjacent jurisdictions that may be at risk from the incident should be notified immediately. The information gathered in the incident assessment will be used to guide decisions regarding protective actions and response priorities. The incident assessment should be repeated during each operational period, and as significant developments occur.

4.3 On-Scene Incident Management

Most emergency response actions, including Incident Command, Logistics, Operations, Planning, and Finance, will take place on scene at the designated ICP. The Incident Command System (ICS) will be used to direct all response actions. Due to the modular and scalable nature of ICS, not all portions of this section will be implemented for every incident. For larger, multijurisdictional incidents, two different ICS management structures may be applied: Unified Command or Area Command.

- **Unified Command** may be implemented for incidents involving multiple jurisdictions and/or agencies. Unified Command allows agencies with different legal, geographic, and functional authorities and responsibilities to work together without affecting individual agency authority, responsibility, or accountability.
- **Area Command** may be used for the management of multiple incidents. Area Command has the responsibility to set the overall strategy and priorities, allocate critical resources according to priorities, ensure incidents are properly managed, and ensure objectives are met, and strategies are followed.

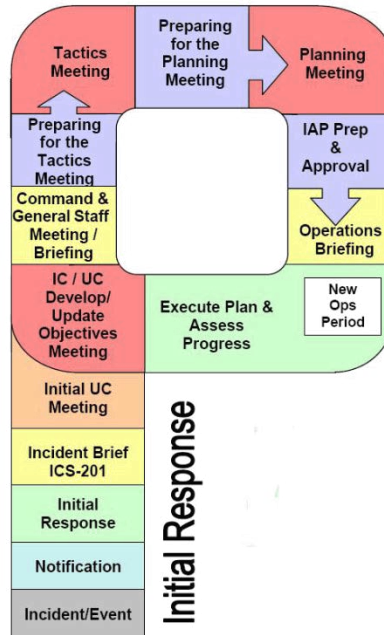
4.4 Operational Cycle

Following a repetitive cycle of planning, activities promote internal and external continuity during and following staffing transitions. Situational Reports (SitReps) provide a Common Operating Picture (COP) and will be developed during each operational period to inform staff of the current situation and response actions.

The on-scene staff will complete an Incident Action Plan (IAP). An IAP contains overall objectives set by the Incident Commander to guide activities for the subsequent operational period.

The “Planning P” included on the following page illustrates a typical initial response and workflow cycle. The descriptions that follow assume a 12-hour operational period.

The Planning “P”



4.4.1 Initial Objective

During the initial response, the Incident Command (IC)/Unified Command (UC) will meet to develop incident objectives that address the entire course of the incident. For complex incidents, it may take more than one operational period to accomplish the incident objectives. Objectives may be altered or changed completely over each operational period.

4.4.2 Operations Tactics Meeting

Each operational period includes an Operations Tactics Meeting designed to ensure that tactics are in line with the objectives developed by the IC/UC. Each Section Chief should participate in the Operations Tactics Meeting to lay the foundation for a concise and focused Planning Meeting. The Operations Section Chief leads the Tactics Meeting.

4.4.3 Planning Meeting

The Planning Meeting provides the IC/UC with an overview of the tactical plan to achieve the objectives set during the Initial Objectives meeting. After review and updates are made by the Command and General Staff, the meeting attendees commit to support the plan. The Planning Section Chief leads the Planning Meeting.

4.4.4 Incident Action Plan (IAP)

The IAP is developed under the leadership of the Planning Section Chief immediately following

the Planning Meeting. The IAP is the central tool for conveying planning and operational instructions on-scene because it provides a clear statement of objectives and actions, a basis for measuring work effectiveness and progress, and a record of accountability during the next operational period. The level of detail required in an IAP will vary according to the size and complexity of the incident. The IC/UC must review and approve the IAP before it can be implemented.

4.4.5 Operations Briefing

Each operational period should begin with an Operations Briefing. The Operations Briefing presents the updated IAP to the oncoming supervisors for the next operational period. The Operations Section Chief provides the Operations Briefing.

4.5 Supporting Agencies

This section describes the capabilities and responsibilities of agencies that support emergency response or recovery in Cuyahoga County. These agencies may be primary and/or support agencies in the Emergency Support Function (ESF) Annexes as described in Section 2.4 or they may support the County through mutual aid or other types of agreements.



Assistance may include:

- Support from other counties, state departments, and agencies may be made available in accordance with the State EOP.
- Private sector organizations within the jurisdiction may assist with a wide variety of tasks based on their capabilities.
- Community-based organizations, such as the American Red Cross, Salvation Army, and local faith-based organizations are available to assist with sheltering and mass care.
- Assistance from surrounding jurisdictions may be available through the Ohio Law Enforcement Response Plan and the Ohio Fire Chief's Association Emergency Response Plan.

4.6 Multiagency Coordination

Multiagency coordination during incidents is an essential and complex task.

Challenges include:

- Incident complexity
- Response costs
- Complex legal authorities and political considerations
- Conflicting SOGs, employment policies, and labor agreements

- Different experiences and knowledge levels among responders

The Cuyahoga County EOP addresses these issues through the following command and management approaches:

- Emergency Operations Center (EOC)
- Incident Command System (ICS)
- Multi-agency Coordination Center (MACC)

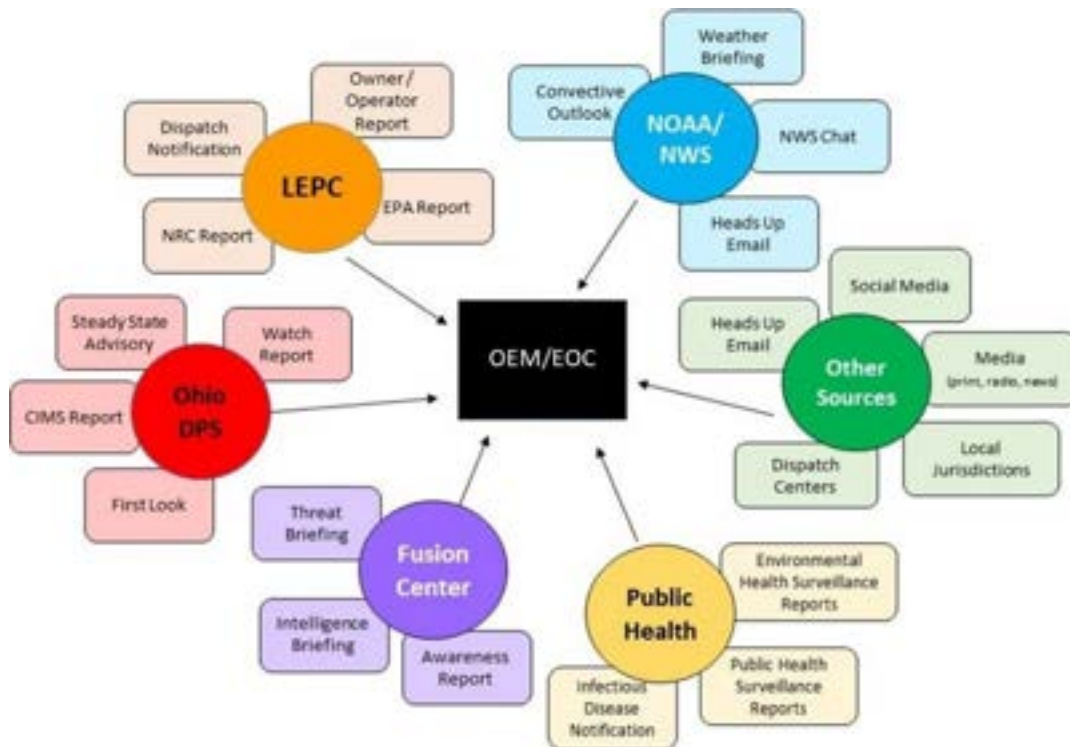
The activation of the EOC will help facilitate multi-agency coordination. This will allow all levels of government, and all disciplines, to work together more efficiently and effectively. For very large events or incidents, a Multi-Agency Coordination Center (MACC) may also be activated in a different location.

ICS enables responders from different jurisdictions and disciplines to work together to respond to disasters and emergencies. ICS provides a flexible framework allowing Cuyahoga County and other agencies to collaboratively direct, control, and coordinate incident response. ICS benefits include a unified approach to incident management, a standard command and management structure, and an emphasis on preparedness, mutual aid, and resource support.

5.0 Information Collection, Analysis, and Dissemination

Within Cuyahoga County, the CCOEM acts as the primary agency responsible for collecting information to inform county stakeholders about potential threats or hazards. When activated, EOC staff will collect and disseminate information about the incident.

Information pertaining to specific incidents or pre-planned events may come from a variety of sources. The source of information will depend on the type of hazard or incident. The image included on the following page identifies the common sources of information for CCOEM.



5.1 Information Collection

The sources identified above provide notification, information, and intelligence to CCOEM concerning hazards that threaten people, property, and the environment.

The following sections offer additional details on these sources and the ways in which they collect and share information.

5.1.1 Weather Notification

The primary source of information for weather-related events is the National Weather Service (NWS), whose forecasts and weather briefings are monitored by CCOEM staff. The NWS Office in Cleveland, Ohio, serves Cuyahoga County and provides weather forecast data concerning potentially destructive weather and other weather-related threats.

Weather notifications can also come from other trusted sources, as described below:

- Public Safety Personnel monitoring weather conditions in their local area.
- Trained NWS Skywarn Weather Spotters can provide weather reports for visually monitored weather events. Amateur radio operator reports will typically be sent to the NWS Cleveland Office through the spotter line or NWS Chat.

- NOAA Weather Radio is a nationwide network of radio stations that broadcasts continuous weather information from local NWS forecast offices. The NWS broadcasts weather watches, warnings, forecasts, advisories, and other hazard information 24 hours a day.
- Multiple media and social media broadcasts, posts, and videos are published by local meteorologists and NWS staff and shared by local jurisdictions, CCOEM, and the public.

5.1.2 Human-Caused Event

For human-caused hazards, the affected jurisdiction's Public Safety Answering Point (PSAP) will receive and document the initial notification in accordance with existing protocols and will dispatch resources as appropriate. Certain events, such as hazmat or terrorism-related events, trigger notification to CCOEM staff, which will be accomplished through the County Emergency Communication System (CECOMS).

Additional man-made threat and hazard information will be collected from reports compiled through the Northeast Ohio Regional Fusion Center (NEORFC), the State of Ohio Watch Office reports, local law enforcement, or other sources.

- Fusion Centers share information across all levels of government to support homeland security partners in preventing, protecting against, and responding to crime or terrorism. If a specific terrorist threat is identified, the NEORFC will communicate with law enforcement or the EOC via a liaison or communication with the County Emergency Manager.
- The State of Ohio also hosts a Statewide Terrorism Analysis and Crime Center (STACC) that receives tips, analyzes threats and information, and disseminates products and alerts to relevant stakeholders.
- Local law enforcement coordinates with other first responders to continually assess threats, analyze intelligence, and share credible information about planned protests, violent criminal activity, or terrorist-related incidents with local, state, and federal counterparts. Law enforcement agencies, in conjunction with state and federal partners, establish intelligence and information requirements for terrorist-related incidents. Relevant, actionable information will be shared with appropriate agencies within the constraints of classified / unclassified information sharing SOPs.
- The State of Ohio publishes reports to stakeholders that contains threat and hazard information and analysis for man-made threats and scheduled events that have the potential for civil unrest or domestic criminal extremism. One of the methods to share this information is through the Communications and Information Management System (CIMS). CIMS is a password-protected, web-based application for public and private partners to receive timely and relevant information from Ohio Homeland Security that can be used to inform planning and decision-making.

5.1.3 Hazardous Material Releases

For hazardous material releases, the Cuyahoga County Local Emergency Planning Committee (LEPC) will be notified in accordance with ORC 3750.06, which requires owners and operators to report a release or discharge whenever a regulated chemical exceeds its reportable quantities or leaves the property lines. CCOEM maintains this information for the LEPC. Additional information on the collection and dissemination of hazardous material-related incidents can be found in the Cuyahoga County Hazardous Materials Plan.

5.1.4 Public Health Incidents

Information concerning public health incidents will be relayed to CCOEM through the Cuyahoga County Board of Health (CCBH), which monitors and tracks local health-related information in the county. CCBH gathers intelligence through standard surveillance practices, which include the geographic distribution of notifiable infectious diseases, exposures documented from standard disease investigations, web-based tools for detecting statistically significant trends in emergency department visits in the region, and the occurrence of illness complaints. Potential public health threats resulting from zoonotic diseases will be coordinated between the Ohio Department of Health and the Ohio Department of Agriculture and shared with CCBH.

5.1.5 WebEOC

WebEOC is a web-based incident management system that the State of Ohio and CCOEM use to track and analyze information to enhance decision-making before, during and after incidents. CCOEM uses WebEOC to share incident information with local jurisdictions, the Ohio Emergency Management Agency (OEMA), and all other counties during pre-planned events and emergencies.

5.2 Analysis

To analyze and communicate incident impacts, CCOEM organizes information using FEMA's Community Lifelines convention. Community lifelines are considered the most fundamental services in the community that, when stabilized, enable all other aspects of society to function.

The image below depicts the eight Community Lifelines:



By using Community Lifelines, CCOEM is able to prioritize restoration efforts following emergencies. Additionally, the lifelines are also used to guide non-emergent planning activities.

5.3 Public Information and Notification



Under direction from, or in collaboration with, the Incident Commander, the lead Public Information Officer (PIO) will determine if activation of a Joint Information Center (JIC) or a Joint Information System (JIS) is necessary. Other Cuyahoga County governmental entities or partnering agencies may be called by the PIO to participate in the JIC or JIS.

Public information personnel from other responding agencies may also report to the JIC or may work closely with the lead PIO as part of a JIS. The lead PIO will work with EOC staff, Incident Command staff, the County Communications Department, and other departments and divisions to collect information and distribute messaging to the media and the public as quickly and frequently as possible.

The Crisis Communications Annex to the EOP provides pre-scripted messages and templates (e.g. press releases, advisories, and fact sheets) that will be used before, during, or after emergencies and preplanned events. The PIO and/or JIC will disseminate information through all available media as appropriate for the audience, including persons with disabilities and access or functional needs.

Social media may play an important role in how information is gathered and disseminated during an incident. The Social Media SOG to this EOP provides guidance for the appropriate use of social media by CCOEM.

If a press conference and/or briefing is necessary, media representatives will be directed to a media briefing or media staging area by PIO/JIC personnel. Media representatives will not be permitted to enter the EOC complex outside of the media briefing area, unless approved by the EOC Manager and Lead PIO. Generally, media representatives will only be permitted access to the EOC for video or photographic purposes. Interviews and audio will not be conducted within the EOC while it is activated. A sign-language interpreter will be arranged for all televised media briefings.

EOC staff will use the various public safety systems and processes described below to disseminate public messaging and warnings.

5.3.1 ReadyNotify County Mass Notification System

ReadyNotify is a mass notification system used by Cuyahoga County and participating municipalities to coordinate messaging and emergency notifications to the public.



ReadyNotify delivers messages via phone, text message, and email. Additionally, registered users can choose how he or she would like to receive messages. The system is capable of sending messages to specific communities or the entire County and can also send messages to targeted areas.

ReadyNotify is also capable of sending automatic weather warnings from the NWS.

5.3.2 Cuyahoga County Website

Cuyahoga County government and CCOEM routinely post emergency information on County websites concerning critical alerts, impending incidents, County building closure status, etc.

Information is typically posted using a banner method and directs users to an appropriate source for additional information.

CCOEM website: www.cuyahogacounty.us/ready

Cuyahoga County main website: www.cuyahogacounty.us

5.3.3 Social Media

CCOEM regularly uses Facebook and Twitter to post preparedness and safety tips and administrative announcements. Additionally, CCOEM uses social media to relay emergency alerts, warning messages, and other information relating to imminent or ongoing emergencies.

CCOEM Facebook: facebook.com/CuyahogaOEM

CCOEM Twitter: twitter.com/CuyahogaOEM

6.0 Communications

6.1 Cuyahoga County Emergency Communication System (CECOMS)

The Cuyahoga Emergency Communications System (CECOMS) is a 24-hour, 7-day a week, public safety communication system that provides 9-1-1 call answering in Cuyahoga County. CECOMS is

the primary point of contact in Cuyahoga County to request a Communication Unit Leader (COM-L) for an incident or event.

Additionally, CECOMS coordinates communications with police and fire departments and other healthcare agencies. CECOMS issues all Emergency Alert System (EAS) broadcasts for the county, is responsible for manual entries into the Automatic License Plate Reader (ALPR) system, and issues all AMBER Alert broadcasts for an eight county area in Northeast Ohio.

The following sections provide additional information on the notifications and alerts that are issued or relayed by CECOMS.

6.1.1 Emergency Alert System (EAS)

EAS is a national public warning system that requires broadcasters, cable television systems, wireless cable systems, satellite radio service providers, and direct broadcast satellite providers to deliver important emergency information to the public. Local jurisdictions contact CECOMS to request activation of EAS.

6.1.2 AMBER Alert System

The Northeast Ohio AMBER Alert system covers an eight county region and functions under the direction of the Northeast Ohio AMBER Alert Board. The counties include: Cuyahoga, Medina, Lake, Lorain, Geauga, Ashtabula, Erie and Huron. To request an AMBER Alert for an abducted child, law enforcement agencies phone and fax the request to CECOMS where operators will document and broadcast the information.

For an AMBER Alert to be broadcast, the local law enforcement agency's request must meet specified criteria. The transmission is sent via EAS to the Federal Communications Commission (FCC) LP-1 station and then distributed to all radio, cable, and television broadcast stations in the listening and viewing area. In addition, electronic billboards throughout Cuyahoga County will display the AMBER Alert continuously for the first hour of the alert, then in regular rotation for the duration of the alert.

6.2 Integrated Public Alert & Warning System (IPAWS)

IPAWS is FEMA's national system for local alerting that provides authenticated emergency and life-saving information to the public through mobile phones using Wireless Emergency Alerts (WEA), radio and television via EAS, and on National Oceanic and Atmospheric Administration's (NOAA) Weather Radio. IPAWS alerts can be coordinated by CECOMS or CCOEM.

6.3 Radio System

Cuyahoga County uses a combination of the Ohio MARCS, the City of Cleveland, and the City of Parma radio systems for interoperable communication with outside agencies.

6.4 Tactical Interoperable Communications Plan (TICP)

The TICP documents the interoperable communications resources available within Cuyahoga County, the agency and contact(s) that controls each resource, and what rules of use or operational procedures exist for the activation and deactivation of each resource. The TICP is maintained by CCOEM.

6.5 Amateur Radio Services (ARES)

Amateur Radio Emergency Services (ARES) consists of licensed amateur, or Ham, radio operators who have voluntarily registered their qualifications and equipment for communications duty in the public service when disaster strikes. ARES may be used during EOC activations for communication assistance, and they may also help establish radio communications at shelters, staging areas, incident command posts, during trainings, etc.

6.6 Telephones, Cell Phones, and E-mail

Other devices including telephones, cellphones, and email will supplement other means of communication between CCOEM and coordinating agencies. All agencies with responsibilities as described in the EOP and its Annexes should maintain and regularly update a notification roster listing multiple forms of contact for all key positions.

6.7 FirstNet

FirstNet, the nationwide public safety broadband network, provides highly reliable cellular and internet service to qualifying personnel. CCOEM is a subscriber to FirstNet services.

6.8 GETS/WPS

The Government Emergency Telecommunication Service (GETS) and the Wireless Priority Service (WPS) are companion services provided by the U.S. Department of Homeland Security (DHS) to allow authorized users improved access and priority processing for telephone calls during emergencies. GETS is used to enhance wireless call completion. CCOEM and ESF agencies maintain access to the GETS/WPS service.

7.0 Administration, Finance and Logistics

7.1 Overview

Response and recovery efforts will generate increased costs for Cuyahoga County. These costs will primarily result from the deployment of personnel and equipment in support of emergency operations.

While some personnel and equipment costs may be recovered from state and federal agencies, it is unlikely that all costs will be reimbursed. To ensure reimbursement, County and municipal agencies must document all costs associated with an incident.

7.2 Logistics

7.2.1 Staffing Considerations

CCOEM assigns lead and support agencies for all positions outlined within the county's emergency organizational structure. Emergency responses to major incidents may require more personnel than are readily available. It may be necessary to augment response personnel by reassigning employees from other departments and divisions. For example, staff from the Department of Job and Family Services may be asked to assist with staffing a shelter during a neighborhood evacuation. Further, volunteers will play a major role in response efforts. These specific efforts are outlined in annexes to this EOP.

7.2.2 Mutual Aid

Mutual Aid Agreements (MAAs) are an additional source of assistance during an incident response.

Cuyahoga County participates in the Intrastate Mutual Aid Compact (IMAC), a mutual aid agreement among participating government subdivisions in Ohio. The Ohio legislature enacted the plan to complement mutual aid agreements among local governments. All political subdivisions are automatically included in the IMAC agreement, but each may opt out by enacting legislation declaring that it does not intend to participate. Any participating political subdivision may request assistance from any other participating political subdivision in response to, and recovery from, a disaster. To receive assistance however, the requesting political subdivision must first declare a formal emergency, or be conducting disaster-related exercises, testing, or similar training activities.

Another mutual aid source is the Emergency Management Assistance Compact (EMAC), a

nationwide mutual aid agreement to facilitate government resource sharing between states. Similar to IMAC, EMAC is designed to complement existing inter-state mutual aid agreements. States may obtain resources through EMAC in lieu of, or in conjunction with, federal assistance. Unlike IMAC's opt-out system, EMAC is an opt-in program. All 50 states, Washington D.C., Puerto Rico, Guam, and the U.S. Virgin Islands have enacted legislation to join EMAC. In Ohio, EMAC is managed by Ohio EMA.

7.2.3 Documentation

CCOEM has the primary responsibility of tracking costs incurred during response and recovery efforts for Cuyahoga County resources and resources dispatched from the Cuyahoga County EOC. Each individual municipality is responsible for tracking their own resources and providing a cost breakdown for their equipment and personnel used during an emergency event. Details concerning cost tracking forms and further information for communities and organizations can be found in the Damage Assessment Annex to the EOP.

Cost documentation will be tracked by the Finance Section Chief in the County EOC. Much of the information regarding record keeping responsibilities is included in the EOC SOG. Some of the Finance Section Chief's responsibilities include:

- Provide cost breakdowns for all personnel hours worked to include straight time and overtime
- Provide cost breakdowns for all equipment purchased and/or leased
- Provide cost breakdowns for all professional services acquired
- Gather all appropriate Emergency Declarations
- Provide timely updated reports to the Executive Policy Group
- Coordinate activities with Ohio OEMA

7.2.4 Reimbursements

To obtain state or federal reimbursement for a disaster, the incident must be declared an emergency by the state or federal government. This process is initiated through the County after a local disaster declaration is made. Most recently, Cuyahoga County received federal reimbursement from a disaster declaration for the COVID-19 Pandemic in 2020.

The amount of reimbursement is based on several factors. However, in most instances, FEMA reimburses at least 75% of eligible costs. The remaining 25% is the responsibility of the municipality. If funding is available, the 25% may be split between the municipality, County, and State.

Even with a state or federal disaster declaration, financial support for victims is limited. Various kinds of assistance may be provided by charitable agencies, volunteer donations, and insurance coverage. The Damage Assessment Annex to the EOP includes additional information concerning assistance programs.

8.0 Recovery and Mitigation

8.1 Recovery

CCOEM is responsible for coordinating recovery operations following a disaster. This includes acting as the lead agency for damage assessments on public and private property. Additional recovery actions, such as debris management, public works restoration, and donations management are addressed in annexes to the EOP.



8.1.1 Recovery Programs

The state and federal governments offer various recovery programs in certain incidents. These programs include individual and public assistance.

- Individual assistance programs provide loans and grants for disaster-related costs to ***uninsured*** individuals, families, and ***“non-critical”*** Private Non-profits (PNPs)¹ that have private property damage or losses. Individual assistance may include disaster housing, disaster grants, low-interest disaster loans, or other disaster aid programs, including disaster-related unemployed assistance, legal aid, and assistance with income taxes, Social Security, and Veteran’s benefits. Depending on the declaration, individual assistance funds can come from the State Individual Assistance Program or FEMA.
- Public assistance programs provide assistance to local governments, state agencies, and eligible PNP organizations to respond to and recover from the cost of disaster related activities. Public assistance may include debris removal, emergency protective measures and public services, repair of damaged public property, loans needed by communities for essential government functions, and grants for public schools. Depending on the disaster declaration, public assistance funds can come from FEMA’s Public Assistance Grant Program or Ohio’s State Disaster Relief Program (SDRP).

8.2 Mitigation

Mitigation is defined as sustained actions taken to reduce or eliminate long-term risk to people and their property from hazards. The primary objectives of mitigation are to improve the

¹ Per FEMA, “Non-critical” PNP facilities requesting reimbursement for **permanent work** costs must apply for a disaster loan from the SBA. This should be done simultaneously with submitting a Request for Public Assistance (RPA) to the State for disaster assistance.

community’s resiliency to damage from known hazards, reduce the cost of disasters at all levels, and accelerate community recovery after disasters occur.

To help guide mitigation efforts, CCOEM maintains a Countywide All-Hazards Mitigation Plan (AHMP). The AHMP identifies and assesses all of the threats and hazards that pose a risk to the county. The plan also establishes strategies and activities to mitigate risk and reduce vulnerabilities within the county and its municipalities. The AHMP is comprehensively updated every 5 years and enables the county and municipalities’ eligibility to apply for federal mitigation grant opportunities.

8.2.1 Mitigation Programs

FEMA’s Hazard Mitigation Assistance (HMA) grant programs provide funding for eligible mitigation activities that reduce disaster losses and protect life and property from future disaster damages. Currently, FEMA administers the following mitigation programs:

- Hazard Mitigation Grant Program (HMGP)
- Flood Mitigation Assistance (FMA) Program
- Building Resilient Infrastructure and Communities (BRIC)

9.0 Training and Exercise Program

9.1 Training

CCOEM coordinates training opportunities throughout the year for local officials and public safety agencies. Course schedules are developed to support NIMS training requirements as well as to address responder capability gaps. When appropriate, refresher courses are built into the schedule to allow for the maintenance of certifications and expertise.



The Countywide training program is described in the Cuyahoga County Integrated Preparedness Plan (IPP).

9.2 Public Education

Many of the agencies with responsibilities identified in this EOP provide public information and education about general and discipline-specific hazards. Federally-developed resources such as FEMA’s Ready materials are used to create unified messages and support public outreach. The

ReadyCuyahoga website features links to hazard-specific resources that can be used by the public for additional learning.

9.2.1 ReadyCuyahoga

ReadyCuyahoga is an initiative of CCOEM to provide emergency preparedness and disaster response information to the public, businesses, and first responders. The ReadyCuyahoga mission is to strengthen area-wide disaster coordination by sharing programs, policies, information, joint planning, and training.

The ReadyCuyahoga website cuyahogacounty.us/ready offers information on how to build a kit, make a family plan, be informed, and get involved. It also provides information on the ReadyCertify Emergency Management Certification Program for communities and organizations, the County All-Hazard Mitigation Plan, resources and templates for partner agencies, and safety tips.

9.3 Exercise Approach

In accordance with Ohio Revised Code sections 5502.26, CCOEM conducts an annual exercise of the EOP. Exercises may be developed in collaboration with partner agencies to maximize participation and minimize the duplication of efforts. The EOP may be tested via a real-world event, Tabletop (TTX), Functional (FE), Full-scale Exercise (FSE). CCOEM and emergency management partners in Cuyahoga County use the following four specialized exercise programs to meet funding and legal requirements.

- Ohio Exercise Program
- Local Emergency Preparedness Committee (LEPC)
- Intermodal and Security Training & Exercise Program (I-STEP)
- Homeland Security Exercise & Evaluation Program (HSEEP)

HSEEP is the backbone for the Cuyahoga County Exercise Program, since its exercise and evaluation methodology is flexible, scalable, adaptable, and is for use by stakeholders across the whole community. Furthermore, HSEEP methodology is applicable for exercises across all mission areas-prevention, protection, mitigation, response, and recovery. Jurisdictions and agencies are encouraged to conduct their own exercises. Consequently, they are then responsible for maintaining and tracking the post-exercise documentation.

Each exercise (and real-world event) is followed by a short in-person evaluation, or “Hot Wash,” where exercise players are given the opportunity to provide constructive feedback to the controller(s). This meeting is followed by the development of an After-Action Report and Improvement Plan (AAR/IP). Corrective actions to address gaps observed during the exercise (or real-life event) are captured in the improvement plan and tracked by the hosting authority.

CCOEM uses a Corrective Action Database to track these items. When feasible, these actions are to be completed prior to the next exercise cycle.

10.0 Plan Development and Maintenance

10.1 Plan Development

CCOEM is responsible for the development and maintenance of the County EOP with support from the agencies identified within it. All changes and revisions to this plan are prepared, coordinated, published, and distributed in accordance with applicable federal, state, and local guidelines.

The signature of the Cuyahoga County Executive certifies the completeness, accuracy, and approval of the plan as written.

10.2 Plan Structure

The EOP consists of a base plan and supporting annexes. The base plan provides a framework for emergency operations across all-hazards. The supporting annexes address specific functions and hazards in accordance with best practices and guidance. The lead agency for each annex is responsible for its review and maintenance with support from other participating agencies and CCOEM.

10.3 Plan Maintenance and Improvement

CCOEM coordinates revisions to the EOP when:

- Conditions described in the current plan or sections of the current plan have changed.
- Changes are recommended through an after-action report process following an actual event or exercise.
- Necessary changes or revisions are discovered during annual EOP review.
- Community and/or risk conditions change.
- New EOP guidance is released.

Following an exercise or activation of the EOP, an after-action report is completed to ensure that lessons learned are captured and that recommendations are integrated into an improvement plan.

11.0 Authorities and References

Acts, statutes, resolutions, and other documents that guide CCEOP development and implementation:

- **Federal**
 - Civil Defense Act 1950 (PL 81-9230) as amended
 - Comprehensive Preparedness Guide 101
 - The Disaster Relief Act of 1974 (PL 93-288)
 - Emergency Planning and Community Right-to-Know Act of 1986 (Title III of SARA)
 - National Incident Management System (NIMS)
 - National Planning Framework
 - National Response Framework
 - Homeland Security Presidential Directive 5, Management of Domestic Incidents
 - Presidential Directive Policy 8, National Preparedness Goal
 - Robert T. Stafford Disaster Relief and Emergency Assistance
 - The Post Katrina Emergency Management Reform Act of 2006
 - Amendments of 1988 (PL 93-288 as amended by PL 100-707)
- **State**
 - State of Ohio Constitution, Article II, Section 42 – Power of the Governor to act for the citizens in the event of attack or other disaster
 - Ohio Natural Disaster Plan, dated December 1, 1983
 - Ohio Revised Code:
 - 107 – Governor
 - 161 – Emergency interim government
 - 305.09 – Proceedings of board of County commissioners
 - 305.12 – Liability of commissioners
 - 307 – Powers of board of County commissioners
 - 311.07 – Powers and duties of County sheriff
 - 313.06 – Powers and duties of County coroner
 - 315.08 – Powers and duties of County engineer
 - 329.01 – County dept. of job & family services – director, assistants, bonds
 - 733.03 – General duties of mayor in cities-merger of certain departments
 - 733.23 – Executive power in villages
 - 737.11 – General duties of police and fire departments
 - 3701 – Department of health
 - 3709.06, 22 – Powers and duties of County health departments
 - 3750 – Emergency Planning, Community Right-to-Know
 - 4905.81 – Highway routing of hazardous materials rules
 - 5101.01, 02 – Powers and duties of human services
 - 5502 – Department of public safety
- **Local**
 - Charter of Cuyahoga County, Article II, Section 2.03, Powers and Duties

Attachment A: Emergency Support Functions (ESFs)

ESF	Primary Agencies	Support Agencies
#1 - Transportation	Greater Cleveland Regional Transit Authority	CC Board of Developmental Disabilities, CC Public Works, CC Sheriff, Cuyahoga Metropolitan Housing Authority (CMHA), Senior Transportation Connection, United Way
#2 - Communication	Cuyahoga Emergency Communications System (CECOMS), Cuyahoga County Office of Emergency Management	Amateur Radio Emergency Services (ARES), CC Fire Chiefs Assoc., CC Police Chiefs Assoc., CC Sheriff, CC Dept. of IT
#3 - Public Works and Engineering	Cuyahoga County Dept. of Public Works	Cleveland Division of Water, CC Public Works Directors Task Force, CC Sheriff, CC Solid Waste District, Northeast Ohio Regional Sewer District (NEORS)
#4 - Firefighting	Cuyahoga County Fire Chiefs Association	Amateur Radio Emergency Services (ARES), CC Police Chiefs Assoc., CC Sheriff
#5 - Information & Planning	Cuyahoga County Office of Emergency Management	CECOMS, Cleveland OEM, CC Public Works, Northeast Ohio Regional Fusion Center (NEORFC), CC Dept. of IT
#6 - Mass Care, Housing, and Social Services	American Red Cross (ARC), Greater Cleveland Chapter	Amateur Radio Emergency Services (ARES), Greater Cleveland Food Bank, CC Board of Developmental Disabilities, CC Board of Health, CC Children and Family Services, COAD, CC Public Works, CC Job and Family Services, CC Fire Chiefs Assoc., CCOEM, CC Planning Commission, CC Police Chiefs Assoc., CC Senior and Adult Services, CC Sheriff, First Energy, Salvation Army, United Way/211
#7 - Logistics Management and Resource Support	Cuyahoga County Office of Emergency Management	CC Public Works, CC Fairgrounds, CC Fiscal Office, CC, Office of Procurement and Diversity (OPD), CC Solid Waste District
#8 - Public Health and Medical Services	CC Board of Health, Cleveland Dept. of Public Health	CC Alcohol Drug Addiction and Mental Health Services (ADAMHS) Board, ARES, American Red Cross, Center for Health Affairs, Cleveland Division of Water, COAD, CC Public Works, CC Fire Chiefs Assoc., CC Medical Examiner's Office, CCOEM, CC Police Chiefs Assoc., CC Senior and Adult Services, CC Sheriff, NEORS, RTA
#9 - Urban Search and Rescue	Cuyahoga County Fire Chiefs Association	Amateur Radio Emergency Services (ARES), CC Police Chiefs Assoc., CC Sheriff
#10 - Oil and HazMat Response	Cuyahoga County Fire Chiefs Association	ARC, CC Board of Health, CCOEM, CC Police Chiefs Assoc., CC Sheriff, CC Solid Waste District, NEORS, NEORFC
#11 - Agriculture and Natural Resources	CC Board of Health, Cleveland Dept. of Public Health	Ohio St. Univ. Extension of CC, Cleveland Animal Control Services, Cleveland Metroparks, CC Public Works - Animal Shelter, Intermuseum Conservation Association
#12 - Energy	Cuyahoga County Office of Emergency Management	Burke Lakefront Airport, Cleveland Water, Cleveland Hopkins International Airport, Cleveland Public Power, CC Office of Procurement and Diversity, CC Public Works, Dominion Energy, First Energy, NEORS
#13 - Public Safety & Security	CC Sheriff's Office	CC Police Chiefs Association., CC Prosecutor's Office, CC Law Dept.
#14 - Long Term Recovery	Cuyahoga County Office of Emergency Management	Cleveland OEM, CC Board of Health, COAD, CC Public Works, CC Dept. of Development, CC Job and Family Services, CC Planning Commission, CC Solid Waste District, CC Soil & Water Conservation District
#15 - External Affairs	Cuyahoga County Communications Dept.	ARC, Cleveland OEM, Cleveland Mayor's Office of Communications, Cleveland Public Power, CCOEM, CC Planning Commission, Destination Cleveland, Dominion Energy, First Energy, CC Dept. of IT, NEORS

Attachment B: Acronyms

AAR/IP	After Action Report and Improvement Plan	ICS	Incident Command System
ADAMHS	Alcohol Drug Addiction and Mental Health Services	IMAC	Intrastate Mutual Aid Compact
AHMP	All Hazard Mitigation Plan	I-STEP	Intermodal and Security Training & Exercise Program
ALPR	Automatic License Plate Reader	JIC	Joint Information Center
ARC	(Greater Cleveland Chapter) American Red Cross	JIS	Joint Information System
BKL	Burke Lakefront Airport	LEPC	Local Emergency Planning Committee
BRIC	Building Resilient Infrastructure and Communities	MAA	Mutual Aid Agreements
CBRNE	Chemical, Biological, Radiological, Nuclear, Explosive	MAC	Multiagency Coordination System
CCBH	Cuyahoga County Board of Health	MACC	Multiagency Coordination Center
CCESAB	Cuyahoga County Emergency Services Advisory Board	MARCS	Multiple Agency Radio Communications System (State of Ohio)
CCOEM	Cuyahoga County Office of Emergency Management	NASA	National Aeronautics and Space Administration
CECOMS	Cuyahoga Emergency Communications System	NEORFC	Northeast Ohio Regional Fusion Center
CLE	Cleveland Hopkins International Airport	NIMS	National Incident Management System
CMIST	Communications, Maintaining Health, Independence, Service and Support, and Transport	NOAA	National Oceanic and Atmospheric Administration
CMS	Centers for Medicare and Medicaid	NRF	National Response Framework
COOP	Continuity of Operations Planning	NWS	National Weather Service
COP	Common Operating Pictures	OEM	Office of Emergency Management
DHS	Department of Homeland Security	OEMA	Ohio Emergency Management Agency
DPS	Department of Public Safety	ORC	Ohio Revised Code
EAS	Emergency Alert System	PIO	Public Information Officer
EMAC	Emergency Management Assistance Compact	PNP	Private Non-Profit
EOC	Emergency Operations Center	PSAP	Public Safety Answering Point
EOP	Emergency Operations Plan	RFC	Repetitive Flood Claims
EPG	Executive Policy Group	RQ	Reportable Quantity
EPCRA	Emergency Planning and Community Right-to-Know Act	RTA	Greater Cleveland Regional Transit Authority
ESF	Emergency Support Functions	SARA	Superfund Amendments and Reauthorization Act
FCC	Federal Communications Commission	SDRP	State Disaster Relief Program
FE	Functional Exercise	SHSP	State Homeland Security Program
FEMA	Federal Emergency Management Agency	SitRep	Situation Reports
FMA	Flood Mitigation Assistance Program	SOG	Standard Operating Guidelines
FSE	Full-Scale Exercise	SPR	Stakeholder Preparedness Report
GETS	Government Emergency Telecommunication Service	SRL	Severe Repetitive Loss
HAZMAT	Hazardous Materials	STACC	Statewide Terrorism Analysis and Crime Center
HIRA	Hazard Identification and Risk Assessment	THIRA	Threat Hazard Identification and Risk Assessment
HMA	Hazard Mitigation Assistance Grant	TICP	Tactical Interoperable Communications Plan
HMGP	Hazard Mitigation Grant Program	TTX	Tabletop Exercise
HSEEP	Homeland Security Exercise and Evaluation Program	UASI	Urban Area Security Initiative
IAP	Incident Action Plan	UC	Unified Command
IC	Incident Commander	WPS	Wireless Priority Service
ICP	Incident Command Post		