Annex A (Direction and Control) to the Summit County Basic Plan

DIRECTION AND CONTROL

I. PURPOSE

This Annex addresses the facility, personnel, guides, and support requirements for activating the County Emergency Operations Center (EOC) and for directing and controlling the conduct of emergency operations from that center, or from an alternate facility during emergencies.

II. SITUATION AND ASSUMPTIONS

A. Situation

1. The Summit County Emergency Operations Center (EOC) is located in Akron, Ohio at 166 S. High Street, Akron, and serves as the county's primary EOC. (Refer to Tab 1 – Summit County Primary and Secondary Emergency Operation Centers Location)

2. In the event that the primary EOC is damaged, inaccessible, or inappropriate for a specific incident or must be evacuated, the county will use the alternate EOCs in the City of Green and/or City of Stow. (Refer to Tab 1 – Summit County Primary and Secondary Emergency Operation Centers Location)

3. The EOC was established to provide centralized direction and control for local government emergency operations, and day-to-day use by the Emergency Management Agency staff.

4. In the event the alternate EOC is activated, direction and control authority will be transferred to the Multi-Agency Coordination (MAC) Group at the alternate location. EOC representatives will transport themselves to the alternate EOC or they will be transported by emergency vehicles if circumstances make this necessary.

5. Capabilities of the alternate EOC are identified in The Emergency Operations Center Standard Operating Guidelines.

B. Assumptions

1. The designated EOC will be activated upon the occurrence or threat of occurrence of a major emergency as identified in the Crisis Action System (CAS) levels, in the Emergency Operations Standard Operating Guidelines (SOG).
2. The Summit County EOC is adequate for coordinating countywide emergency operations.

3. Sufficient guides have been developed to direct and control disaster operations (Emergency Operations Center Standard Operation Guidelines).

4. At the scene of an emergency or disaster, typically fire or law enforcement is in charge. This structure is referred to as the National Incident Management System (NIMS) Incident Command System (ICS). The highest-ranking officer at the scene is the Incident Commander. The Incident Commander appoints a Liaison Officer to communicate between the EOC and the on-scene Command Post.

   Liaisons at the scene relay regular reports to their organization’s representative at the EOC. This information will be compiled and reported to the EOC. EOC representatives will provide required material and personnel support for responders at the scene.

5. Emergency operations for all levels of government will be carried out according to NIMS, standard operating plans, and guides.

III. CONCEPT OF OPERATIONS

A. General

1. The EOC is the central point for coordinating the operational, logistical, and administrative support needs relating to a disaster or emergency. Within the EOC, local decision-makers direct and coordinate emergency activities. The EOC staff gathers and disseminates situation reports and information for the local decision-makers and other units of local, state, and federal governments. Through this process, resources can be utilized without duplication of effort and operations can be more efficient. The EOC is the central coordinating point for obtaining, analyzing, evaluating, reporting, and recording disaster-related information.

2. The decision to activate the primary EOC or transfer operations to an alternate EOC is made by the MAC Group.

3. Key officials and executive heads of local departments and agencies will be notified in accordance with the Emergency Notification Roster.

4. Executive heads of local departments are responsible for conducting emergency functions and staffing key positions as assigned by the MAC Group.
5. Support guides, as needed by the MAC Group, will be the responsibility of the Emergency Management Agency.

B. Phases of Emergency Management

1. Mitigation

Mitigation activities may include, but are not limited to:

a. A permanent Emergency Operations Center.

b. A County EMA coordinator.

c. A complete hazard identification for the county.

d. Upgrading of communications capabilities.

e. Development of an EOC training program.

2. Preparedness

Preparedness activities may include, but are not limited to:

a. Prepare plans and operating guides for the EOC including supporting materials such as displays, message forms, record and report forms, etc.

b. Conduct exercises to test the readiness capabilities of the EOC and provide experience in EOC operations to responders.

c. Train EOC personnel on the use of all-internal forms and guides.


e. Determine internal staffing needs and designate personnel to fulfill EOC staffing requirements.

f. Regularly test equipment including generators.

g. Prepare EOC information packets.
3. **Response**

Response activities may also include, but are not limited to:

a. Activation of the EOC as required.
   
   (1) Alert EOC representatives.
   (2) Activate radios and telephones.
   (3) Check equipment and supplies.
   (4) Distribute EOC information packets.

b. Coordinate all EOC operations.

c. Establish contact with state EOC, neighboring counties, and other jurisdictions as necessary to notify and coordinate about an event that may also pose a risk to them.

d. Hold staff briefings for all EOC representatives.

e. Provide security for the EOC.

f. Provide bedding, washroom facilities, food, and other necessities to EOC representatives and staff.

g. Should the situation exceed the capability of the county and its political subdivisions, a request to the governor through the Ohio Emergency Management Agency to declare a state of emergency will be made and the type of assistance required will be identified.

4. **Recovery**

Recovery activities may also include, but are not limited to:

a. Hold initial meeting to determine needs for recovery.

b. Make assignments for each recovery function.

c. Prepare damage assessment reports.

d. Request and apply for disaster assistance if necessary.

e. Conduct critiques of operations.

f. Return EOC to pre-emergency conditions.
IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. Organization

The activated Summit County EOC is organized into four groups:

1. **MAC GROUP:** Composed of the executive head of government and the principal officials responsible for policy decisions; i.e., department heads of the primary departments of the affected government, legal advisors, and public information personnel. The composition of the executive staff should be based upon the relationships of the chief executive and their principal officials, according to how the "authority having jurisdiction" defines "policy" matters as opposed to "operations."

2. **DISASTER ANALYSIS AND COORDINATION:** Made up of specialists responsible for collecting and evaluating disaster data and for working with community businesses, industry, service, and volunteer groups to ensure maximum availability of resources for emergency needs. In addition, specialists will coordinate the use of resources with the EOC to achieve their maximum availability for emergency needs.

3. **OPERATIONS:** Responsible for directing the emergency operations of the field forces from the EOC in consonance with resources made available by the coordination efforts within the parameters established by the policy group.

4. **RESOURCES:** Responsible for working with businesses, government, and volunteer groups to ensure maximum availability of resources for emergency needs.

B. Responsibilities

1. **General Duties of all EOC Staff:**

   a. Staff and operate the EOC.
   b. Provide support personnel and services.
   c. Coordinate response and recovery activities.
   d. Begin and maintain a log recording the following:
      ▪ all significant events;
      ▪ requests for assistance of response and support agencies (including elected officials, non-governmental agencies, 9-1-1 centers, individual fire/police dispatch offices and call trees);
      ▪ casualty information;
      ▪ property damage;
      ▪ evacuation;
      ▪ sheltering;
      ▪ health concerns.
2. MAC GROUP
   a. Composed of chief executives and their immediate staff.
   b. Handles policy matters, including the basic plan of action and overall development of staff and equipment.
   c. Formulates review and approve policy and operational guidelines.
   d. Appropriate and authorize expenditures of funds, approve contracts, and authorize distribution of equipment, materials, and supplies for disaster purposes.
   e. Authorize and control information given to the public via the Public Information Officer.
   f. Maintain liaison and coordination with elected officials from municipalities that are included within the plan and coordinate the use of personnel and equipment in responding to the disaster.
   g. Issue a proclamation declaring an emergency or disaster exists.
   h. Request a disaster or emergency declaration from the governor.
   i. Assign and make available, for duty, the employees, property or equipment of the county.
   j. Provide for the health and safety of persons and property, including emergency assistance to victims of the disaster.
   k. Authorize and order that protective action guidelines be implemented based on recommendations from regulating agencies.

3. The Disaster Analysis and Coordination Group is responsible for collecting and analyzing data, interpreting and predicting the natural disaster damage, as well as radiological effects. This group's primary task is interpreting the actual or potential impact of disasters on emergency operations for the EOC Staff.

4. The Operations Group is responsible for conducting the emergency operations. This group works with the personnel and equipment of the various departments involved in the emergency. This group will be divided into branches for police, fire, public works, welfare, medical, and mass care operations. Each branch may contain the department chief, or the chief operations officer, appropriate staff, and the dispatching and communications personnel of the department or agency.
5. Logistics Group is responsible for the operational supply functions and for maintaining contact between government and various private, commercial, and industrial organizations that are participating in the operation. Their role includes actions to ensure the availability of resources required to support the operation.

V. DIRECTION AND CONTROL

A. The Summit County Emergency Management System is in compliance with the National Incident Management System (NIMS).

B. Incident Command/EOC Coordination

1. At the scene of an emergency or disaster, typically fire or law enforcement is in charge and will gather essential information and assess the immediate risks posed by the incident. This organization is called Incident Command and will be located in the safest/secure area near the incident and will be identified upon establishment. The highest ranking officer at the scene is the Incident Commander. The Incident Commander appoints a Liaison Officer to communicate between the EOC and the on-scene Command Post.

Liaisons at the scene shall report the initial scene assessment and relay regular reports to their organization’s representative at the EOC. This information will be compiled and reported to the EOC representatives so that protective action decisions and response priorities can be established. EOC representatives will provide required material and personnel support for responders at the scene.

2. The Operations Group will provide regular reports to the MAC Group in the EOC.

C. The MAC Group in the activated EOC will coordinate with the Incident Commander in order to provide direction and control during an emergency.

D. When the EOC is fully activated, the MAC Group will assume control of emergency operations during any emergency situation of such magnitude as to require widespread mobilization of elements of local government other than those principally involved in emergency services on a day-to-day basis.

E. The Emergency Management Agency staff will coordinate initial EOC activities including notification of the MAC Group, conducting briefings, and maintaining contact with State EMA, and neighboring counties to enable sharing of command if the incident crosses multiple jurisdictional boundaries. Upon the arrival of state and federal officials, coordination with these officials will take place within the county EOC.
F. The MAC Group will coordinate with the Incident Commander for direction and control, approve all public information releases, direct protective actions, approve emergency expenditures, and request a disaster declaration from the governor.

VI. CONTINUITY OF GOVERNMENT

A. Succession of Command for Summit County Government

1. The line of succession for Summit County Government will be in accordance with the County of Summit Charter and Summit County Continuity of Operations Plan, which lists persons, in priority, to temporarily assume direction and control in the absence of the County Executive.

2. The line of succession to each department head is in accordance to the operating guides established by each department.

3. EOC staffing, on a 24-hour-a-day basis, will be accomplished in no more than two shifts.

4. Successors to emergency authority will terminate their activities when advised by the County Executive that the emergency operations are complete.

5. Organizations supplying response personnel will include, in their Standard Operating Guidelines (SOGs), specific emergency authorities that may be assumed by designated successors during emergencies.

B. Preservation of Records

Preservation of important records and measures to ensure continued operation and reconstitution of local government is necessary during and after catastrophic disasters or national security emergencies.

It is the responsibility of the elected officials to ensure that all-legal documents of both a public and private nature, recorded by the designated official, be protected and preserved in accordance with applicable state and local laws.

C. Protection of Government Resources

VII. ADMINISTRATION AND LOGISTICS

A. EOC Forms & Records

1. Message forms will be used to record all information coming into the EOC via telephone or radio. (Refer to Tab 2 – Message Form and Instruction)

2. Each individual sending and/or receiving messages will maintain a unit log (ICS form 214) recording every message sent or received. (Refer to Tab 3 – Message Journal/Log)

3. Unit logs will then be collected. (Refer to Tab 3 – Message Journal/Log)

4. Each agency representative assigned to the EOC is expected to maintain a Unit Log. All messages received or initiated, and actions initiated or coordinated, will be recorded in chronological sequence on a single consolidated journal. (Refer to Tab 3 – Message Journal/Log)

   The agency should retain the original until requested to be submitted to the EOC Operations. Agencies may choose to retain a copy for their records. Completed forms should be maintained by each agency and a copy submitted to the EOC Manager at each shift change.

5. Each agency representative assigned to the EOC is expected to fill out a general message form (ICS 213) when receiving a request or a directive that they would not fill out or complete themselves. EOC staff will fill in the message numbers. This form will be placed in the out bin where the EOC staff will pick it up and distribute accordingly. When the form is completed, it should be placed in the out bin.

6. The Incident Action Plan will be completed as soon as possible after the emergency and the information will be transmitted to the State EMA. (Refer to Tab 4 – Initial Disaster Report)

B. During the operation of the EOC, the EMA Coordinator shall:

1. Coordinate the county governmental resources and provide operational and logistical support needs of response personnel directed by, but not located in, the EOC/alternate EOC.

2. Protect resources such as personnel and equipment during disaster situations.

3. Provide for the identification and use of resources for special or critical facilities, including radiological laboratories.
4. Maintain accurate and adequate records to document any cost that may be incurred from private and public sources and that were used in responding to, or recovery from, any day-to-day operations.

5. Retain all records and reports until all operations are completed and the obligations and accounts have been closed. (Refer to Tab 5 – After Action Reports)

C. EOC Security

1. All individuals requiring access to the EOC will be required to enter through designated entrances.

2. The officer on duty will request identification before allowing access to the EOC.

3. The officer on duty will request each authorized person entering the EOC to sign the Incident Check-in Form (ICS 211) to maintain a record of who is in the EOC at all times. (Refer to Tab 6 – Security Log for EOC)

4. Each EOC staff participant will be requested to sign out on the Incident Check-in Form and record an emergency telephone callback number to ensure their expeditious recall to the EOC in the event conditions should worsen, or to resume their shift to relieve their replacements.

D. Fiscal Guides and Administrative Authorities

1. Fiscal guides followed during emergency operations are the voucher system; the same as is utilized on a day-to-day basis for routine business.

2. Vouchers must be approved by the MAC Group.

E. Alternate EOC

1. In the event the primary EOC is not functional due to damage, inaccessibility, or evacuation; the alternate EOC will be activated in any area safe to operate. The established activation, manning, and staffing guides.

VIII. PLAN DEVELOPMENT AND MAINTENANCE

A. The Summit County Emergency Management Executive Committee is responsible for ensuring that the necessary changes and revisions to this annex are prepared, coordinated, published, and distributed. Deficiencies identified through drills, exercises, and changes in government structure and emergency organizations will be addressed by the Summit County Emergency Management Executive Committee. The EMA Coordinator will forward all revisions of this annex to affected organizations.
B. The Emergency Management Coordinator is responsible for maintaining an emergency notification roster with 24-hour telephone numbers for EOC representatives, developing an EOC activation/SOP and an inventory of all EMA equipment.

C. Organizations with direction and control responsibilities are responsible for maintaining current Standard Operating Guides (SOGs), which detail how assigned responsibilities will be performed to support plan implementation.

IX. AUTHORITIES

A. Authorities
   Not used. See Item IX.A. of the Basic Plan.

B. References
   Not used See Item IX. B. of the Basic Plan.

X. ADDENDUM

Tab 1 - Summit County Primary & Secondary Emergency Operations Center
Tab 2 - Message Form & Instruction
Tab 3 - Message Journal/Log
Tab 4 - Initial Disaster Report
Tab 5 - After Action Reports
Tab 6 - Security Log for EOC

XI. AUTHENTICATION
Summit County
Emergency Management

Secondary Emergency Operation Center Locations

166 S. High St., Akron
Akron Municipal Building

4200 Massillon Rd., Green
Green Fire Department

3800 Darrow Rd., Stow
Stow Fire Department

Summit Streets
Places (Incorporated)
Summit County
MESSAGE FORM INSTRUCTIONS

I. PURPOSE

To record significant operational messages requiring dissemination and/or action as it applies to emergency response activities regarding agencies operating within the EOC.

II. DEFINITIONS

1. TO - message information concerning the person receiving the message.
2. FROM - message information concerning the person initiating or sending the message.
3. INTERNAL - a message between or among agencies operating within the EOC.
4. EXTERNAL - a message that is received from or sent to any person or organization outside of the EOC.
5. COMMUNICATIONS - a message requiring communications support; such as radio, teletype, or telecopier; for transmission.
6. URGENT - a message that requires immediate attention because of a significant or imminent threat to life and/or property.
7. ROUTINE - a message that does not involve a significant or imminent threat to life and/or property.
8. ACTION - designates an agency responsible for responding to or acting upon a message.
9. INFO - designates an agency requiring information on the contents of a message.

III. INSTRUCTIONS

1. Insert date and time that the message is sent or received.
2. Insert name, position, organization, and telephone number of the person who initiates or sends the message in the "TO" block.
3. Insert name, position, organization, and telephone number of the person who initiates or sends the message in the "FROM" block.
4. Mark a check in the "INTERNAL," "EXTERNAL," or "COMMUNICATIONS" block indicating the type of message.
5. Mark a check in the "URGENT" or "ROUTINE" block indicating the priority of the message.

6. If the message is prepared in response to a previous message, insert the message number of the message you are responding to in the "IN RESPONSE TO MESSAGE NUMBER" block.

7. Write the text of the message concisely and legibly in the "MESSAGE" block.

8. Insert a "P" in the "ACTION" block indicating the primary action agency responsible for a message. Mark a check or checks in the "ACTION" block indicating other action agencies, which support the primary action agency.

9. Mark a check or checks in the "INFO" block indicating agencies requiring an information copy of the message.

MESSAGE HANDLING GUIDES

MESSAGE ARRIVES IN COMMUNICATION ROOM

Radio Operator
Record message.
Enter into radio log.
Forward to message coordinator.

Message Coordinator (Member of EOC Staff)
Determine which EOC representative should respond.
Assign priority.
Enter into log.
Give message-to-message runner and deliver to appropriate EOC representative.
Notify plotter of significant events.

Operations Staff Member
Determine capability to respond.
Forward to other appropriate representative, if unable to respond.
Coordinate and complete response.
Enter into log.
Forward to message coordinator; forward to communications room, if necessary.

Message Coordinator
Complete log.
Forward to plotter and file.
MESSAGE ARRIVES AT OPERATIONS POSITION

**Operations Staff Member**
Record message.
Enter into log.
Determine capability to respond.
Forward, if unable to respond.
Notify message coordinator.
Coordinate and complete response.
Forward to message coordinator; forward to communications room, if necessary.

**Message Coordinator**
Complete log.
Forward to plotter and file.
Emergency Management Agency
EOC Message Journal/Log

INCIDENT ______________________  DATE ______________________
Agency/Representative: __________________  Shift __________________

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TAB 4 TO ANNEX A

INITIAL DISASTER REPORT

1. What happened: __________________________________________

2. When it happened: ________________________________________

3. Where it happened: _______________________________________

4. Extent of damage or loss: __________________________________
   __________________________________________________________
   __________________________________________________________
   __________________________________________________________

5. Best estimate of injured, homeless, fatalities: ________________
   __________________________________________________________
   __________________________________________________________
   __________________________________________________________
   __________________________________________________________
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6. Type and extent of assistance required, if known: ______________
   __________________________________________________________
   __________________________________________________________
   __________________________________________________________
   __________________________________________________________
   __________________________________________________________

7. Additional remarks pertinent to situation: ______________________
   __________________________________________________________
   __________________________________________________________
   __________________________________________________________
   __________________________________________________________
   __________________________________________________________
TAB 5 TO ANNEX A

AFTER ACTION REPORT

This "After Action Report" format is to be employed by all committed or supporting agencies acting in an assistance role during an emergency.

A. It is essential that all agencies compile and maintain a systematic means of recording the activities of management and staff alike in order to assure:

1. A means of determining the sequence of causative events and corrective actions.

2. A means of determining responsibility or liability; in the event of suits, judgments, and other court actions arising from an emergency.

3. A means of furnishing other supporting agencies with substantiating documentation, should the need arise.

B. The following are primary items to be addressed in an After Action Report. Supporting documentation should be maintained by the County EMA Coordinator.

1. General

A description of the emergency, locations, sites, times, dates, and jurisdictions.

2. Operations

a. Strength - include a description of personnel committed from a given agency:

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Administrative
Clerical
Managerial
Other

Total

b. An operations summary - include all significant events on a time-phase basis:

1) Planning - Preparation
2) Alerting - Warning
3) Operations - Response
4) Post operations - Recovery
c. Communications - operations, means, and equipment.

d. Training - Prior and subsequent to emergency. Indicate in what specialized areas.

3. Administration

a. Public information and education activities, if any.
b. Special affairs, problems.
c. Internal morale and discipline problems.
d. Losses, casualties.

4. Supplies and Equipment

a. Special supplies or equipment used, requested, or anticipated. 
b. Value of same, if applicable.

5. Problems

a. Personnel
b. Information - Planning, etc.
c. Operations
d. Organization
e. Training
f. Supplies and equipment
g. Communications
h. Other

6. Lessons learned and/or recommendations for the future.
**SUMMIT COUNTY EMERGENCY OPERATIONS SECURITY LOG**

Today’s Date: ____________________

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