MAHONING COUNTY
PUBLIC HEALTH
EMERGENCY RESPONSE PLAN

MAHONING COUNTY EMERGENCY OPERATIONS PLAN:
ANNEX H

DISTRICT BOARD OF HEALTH – MAHONING COUNTY
YOUNGSTOWN CITY HEALTH DISTRICT

PUBLIC HEALTH PREPAREDNESS
AND RESPONSE
# MAHONING COUNTY PUBLIC HEALTH
## Emergency Response Plan
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Primary Agency:

Mahoning County District Board of Health

Support Agencies:

Youngstown City Health District
Mahoning County Emergency Management Agency
Mahoning County Fire Departments
Mahoning County Police Departments
Mahoning County Sheriff’s Department
Ohio State Highway Patrol
Federal Bureau of Investigations
Mercy Health System: St Elizabeth’s Youngstown & St. Elizabeth’s Boardman Valley Care-Northside Medical Center
Akron Children’s Hospital-Mahoning Valley
American Red Cross, Mahoning County Chapter
Private EMS
Mahoning County Coroner
Mahoning County Mental Health Board
Mahoning County School Systems (Public and Private)
Public Works
Volunteer Services Agency/Medical Reserve Corps
All other agencies, public and private, that responds during a community crisis
Introduction:

I. Purpose
This Public Health Emergency Response Plan (Mahoning County Emergency Operations Plan-Annex H) includes provisions for accomplishing necessary actions concerning (but not limited to): disease control activities related to sanitation; prevention of contamination of water and food supplies; vector control; establishment of mass vaccination and mass care sites; surveillance, investigation, treatment, and reporting of communicable diseases; during emergency response operations and in a post-disaster environment. This also includes responsibilities attributable to agencies/organizations involved with but not organizationally responsible to the Mahoning County District Board of Health.

Mahoning County Public Health corresponding Annexes and Appendixes to this plan are as follows:
A. Disaster Data Recovery Appendix
B. Continuity of Operations Appendix
C. Mass Dispensing/Vaccination Annex
D. Epidemiology Response Annex
E. Pandemic Influenza Appendix
F. Community Containment Appendix
G. Crisis Communication Annex/Emergency Risk Communications Annex
H. Chemical, Biological, Radiological, Nuclear, Explosive (CBRNE) Annex
I. Public Health Hazard Mitigation Appendix

II. Situation and Assumptions
A. Situation defining a public health emergency
Public health emergency preparedness is the capability of the public health and health care systems, communities, and individuals, to prevent, protect against, quickly respond to, and recover from health emergencies, particularly those whole scale, timing, or unpredictability threatens to overwhelm routine capabilities. Preparedness involves a coordinated and continuous process of planning and implementation that relies on measuring performance and taking corrective action. Public health emergencies are defined as much by their health consequences as by their causes and precipitating events. A situation becomes emergent when its health consequences have the potential to overwhelm routine community capabilities to address them. Depending upon the nature of the incident, complications might include disease outbreaks, sanitation problems, contamination of food and water and community mental health problems.

B. Assumptions
With respect to the demands that will be placed on health and medical services in the county following a disaster, several assumptions should be considered:
1. A large-scale emergency will result in increased demands on the multiple responding agencies including but not limited to: health departments, hospitals, the American Red Cross, the Salvation Army, and safety forces.

2. Additional assistance for health and medical personnel may be available from neighboring counties, hospitals and the American Red Cross.

3. Many injuries, both minor and relatively severe, will be self-treated. This may be due to knowledge of first aid or to a belief that the system is overburdened.

C. Hazard Vulnerability Analysis

Hazard mitigation describes the action that can help reduce or eliminate long term risks by natural or man-made disaster. This includes but is not limited to floods, earthquakes, tornadoes, or disease epidemic.

1. The following classifications were utilized to develop the hazard probability, risk, and preparedness chart below.

2. The Mahoning County EMA as a Multi-Jurisdictional Hazard Mitigation Plan which contains a detailed hazard risk assessment for Mahoning County.

3. The following is a public health hazard analysis for Mahoning County that supplements the EMAs County Hazard Analysis. It provides specific information on events that directly affect public health.
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Created: May 2005
Updated: February 2015
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Created: May 2005
Updated: February 2015
III. Concept of Operations

A. General Operations
   1. Emergency Operations will be coordinated at the agency level (Department Operations Center) but multiple agencies’ operations will be coordinated at the Mahoning County Emergency Operations Center, when opened.
   2. Each responding agency will have an Incident Commander and Command Structure responsible for implementing their agency’s response plans.
   3. Each responding agency will create an Incident Action Plan using FEMA ICS Forms. If it is a coordinated event through the EOC, one Incident Action Plan will be created at the Command Center for the entire incident.
   4. Each responding agency will send a trained representative to the Mahoning County Emergency Operations Center and to the Mahoning County Joint Information Center, if activated.
   5. All agencies are required to have emergency plans and updated resource lists of personnel and equipment that will be brought with their representative to the Mahoning County Emergency Operations Center.
   6. Mahoning County Emergency Operations Center becomes activated by request.

B. Activation
   The Mahoning County District Board of Health will activate the Public Health Emergency Response Plan and the appropriate coordinating Annexes and Appendixes in a situation defined as a public health emergency or when a situation becomes emergent and its health consequences have the potential to overwhelm routine community capabilities to address them. Depending upon the nature of the incident, complications might include disease outbreaks, sanitation problems, contamination of food and water and community mental health problems.

C. Specific Operations for Health/Medical Emergency Response Operations

   Public Health
   1. The Mahoning County District Board of Health “Health District” is a Public Health agency serving all communities in Mahoning County with the exception of Youngstown City who maintains their own Public Health agency. Youngstown City Health District follows the same Emergency Response Plan and Annexes as the county health department.
   2. The Mahoning County District Board of Health is the designated lead support agency in health related or bioterrorism events, with the capability to assist communities and/or their safety forces with the following:
      a. Medical/Nursing Services.
         • Vaccination and/or prophalaxing of individuals, if warranted by the threat of disease.
         • Disease detection, investigation, and surveillance
      b. Water consultation services
         • Provide guidance in the treatment of contaminated water supplies and the reconstruction of damaged private water systems.
         • Access well and septic safety through inspection and testing.
      c. Food consultation services
         • Provide guidance and determine possible contamination of food supplies, supervise food salvage and disposal operations.
         • Assess food safety through inspection and testing
      d. Vector control consultation services.
• Provide guidance, plan vector control activities, and assist in control of mosquitoes, flies, and rodents.

e. Refuse disposal consultation services.
   • Provide guidance in the collection, storage, and disposal of garbage and refuse.

f. Bioterrorism Response
   • Plan and respond to a bioterrorism event within the county

g. Community Reception Center
   • Coordinate CRC operations during a Radiological Incident

3. The Health District will assist in determining whether a facility is fit to be used as a shelter (sanitary conditions acceptable). See: Shelter Inspection Checklist

4. The Health District will assist in the identification of facilities that may be expanded into emergency treatment centers for disaster victims.

5. The Health District will provide health (food and sanitary safety) and medical (disease assessment, surveillance, and vaccination, if needed) services at shelters and reception centers established by the Health District or provide supplemental assistance at American Red Cross shelters as requested.

Field Emergency Medical Services

1. Since EMS Services are based and dispatched from each fire department, EMS activities will be coordinated by the Fire Services Coordinator, Fire and Rescue.

2. All field emergency medical services (EMS) will assist, if requested, in the transportation of injured persons to medical facilities.

3. The Mahoning County Emergency Operations Plan will be followed.

Hospitals and Definitive Care

1. Mahoning County Hospital systems (Valley Care and Mercy Health System) coordinate hospital care in time of disaster and may send a representative to the county EOC.

2. Mahoning County Hospital systems will follow their own disaster response and recovery plans.

3. The Health District will identify public health and/or other facilities that may be expanded into emergency treatment centers in conjunction with the American Red Cross if requested by the hospital through the EOC.

4. Mahoning County Hospital systems will follow their established emergency response plans for releasing those patients not needing extensive and prolonged medical treatment to their families and providing additional beds for those injured in any disaster or who require extensive treatment and care.

5. If the magnitude of the disaster causes all hospitals within Mahoning County to receive more patients than they can handle, temporary medical facilities will be established and/or patients, in compliance with the hospital’s diversion plan, or patients will be moved to other health care facilities within the region.

Mental Health

1. The Mahoning County Mental Health Board shall coordinate mental health activities.

2. All mental health clinics, facilities, and personnel will be utilized, as needed, to treat those emergency workers and persons affected by the emergency.

Mortuary and Coroner

1. The Mahoning County Coroner will coordinate all mortuary services (refer to Mahoning County Emergency Management Plan).
2. The Coroner will have the lead role in the execution of the Mahoning County Mass Fatality Plan.

Red Cross
1. Requests for blood will be coordinated with the Northeast Ohio Red Cross Blood Center, through the Mahoning County Chapter American Red Cross.
2. Open and staff shelters in Mahoning County, as requested. Depending on the event that has occurred.

Medical Surge
1. Hospitals, Public Health, or other health and medical facilities may need additional personnel. They can request volunteers through the EOC from any of the following groups (including but not limited to this list):
   a. Emergency Medical Technicians
   b. American Red Cross
   c. Private nurses or school nurses
   d. Registered Medical Reserve Corps volunteers
   e. Volunteer reception center may be required to process requested volunteers.

IV. Organization and Assignment of Responsibilities
A. Organization
   The Mahoning County District Board of Health & Youngstown City Health District, American Red Cross, hospitals, EMS units, ambulance services, health and medical personnel, clinics, funeral homes, the Mahoning County Coroner, nursing homes and mental health facilities comprise the health and medical components in Mahoning County.

B. Assignment of Responsibilities
   This list includes the responsibilities of traditional response agencies during a health or medical emergency or disaster. These services are available 24/7 during an emergency situation. Additional agencies may be asked to respond during a emergency or disaster. Also, the task lists for each response agency includes the traditional roles of that agency. It is by no means a comprehensive list of the response agency’s capabilities and roles during an emergency or disaster.

1. Health District
   a. Community Health (Nursing and Epidemiology) Services
      1. Communicable disease surveillance, identification, controls, and reporting
      2. Immunization, and vaccination
      3. Prophylaxis
      4. Emergency health screening
      5. Issuance of health advisories
      6. Supplemental assistance to emergency shelters, disaster sites, or as requested.
      7. Maintain vaccine, medical supplies and resources
      8. Medical Surge
      9. Community Reception Center

   b. Environmental Health Services
      1. Food and other consumables safety
2. Potable water and water disposal under disaster conditions
3. Sewage and waste water monitoring
4. Vector control
5. Epidemiological and toxicological assessments
6. Assistance with health advisories
7. Hazardous materials response and recovery procedure
8. Emergency solid waste and pollution control
9. Inspections of emergency shelters, medical and health facilities
10. Environmental cleanup
11. Food handling, mass feeding and sanitation in emergency and commercial feeding facilities
12. Support for general or mass emergency quarantine procedures
13. Coordinate with State Field Radiological Officer
14. Outdoor air monitoring

c. Public Health Laboratory Services
   1. Assistance with packing and shipping of specimens to be sent to the Ohio Department of Health laboratory and/or CDC Laboratories, as requested.
   2. Assistance in processing or performing environmental lab testing during an event, as needed and requested.

2. Hospital
   a. Provide triage physician led team for disaster site as requested
   b. Provide emergency treatment for disaster victims
   c. Provide in-hospital treatment for disaster victims
   d. Setup triage team in hospital as necessary
   e. Provide temporary morgue for victims who expire in the hospital
   f. Arrange for trans-shipment of patients to other hospitals as necessary
   g. Provide EOC Liaison Officer
   h. Assist with D-MORT Team/Coroner

3. American Red Cross (EOC Liaison)
   a. Provide blood through blood donor program and blood bank
   b. Provide nursing staff as requested
   c. Provide volunteers as requested
   d. Provide mental health counseling for disaster victims
   e. Provide limited first aid, health screening, and referral at shelters and/or aid stations
   f. Provide support services for disaster victims, their families and emergency response personnel (food, clothing, and shelter) as outlined in the Mahoning County Emergency Operations Plan
   g. Implement shelter centers through EMA, as requested.

4. EMS
   a. Respond to disaster site
   b. Perform triage in mass casualties’ disaster
   c. Administer emergency treatment commensurate with certification and training
   d. Establish liaison with hospital
   e. Transport victims according to severity of injuries
   f. Provide additional medical service in shelter if resources are available
   g. Liaison with EOC
5. Coroner/Funeral Home Directors (under direction of Coroner)
   a. Establish temporary morgue sites
   b. Assist in transport of deceased using Funeral home vehicles
   c. Identify deceased
   d. Perform funeral services
   e. Assist in the interment of the deceased
   f. Notification of families of deceased
   g. Contact State EMA for D Mort Teams
   h. Request refrigerated trucks from the EOC, as needed

7. Mental Health Facilities
   a. Provide available areas as temporary hospital/clinic sites
   b. Provide mental health professionals, as available, for assessment and referral of disaster victims and responders.

8. Medical Clinics
   a. Provide emergency medical treatment for disaster victims
   b. Provide medical staff for disaster response as available
   c. Provide space, as available, for temporary hospital/medical treatment facilities for disaster victims in large-scale disasters

9. Volunteer Groups (Salvation Army, American Red Cross, Volunteer Services Agency, Medical Reserve Corps, etc.)
   a. Provide food, clothing, shelter to disaster victims, their families and emergency response workers
   b. Provide medically trained personnel as available
   c. Provide disaster-counseling services
   d. Provide other support services as available (transportation, resources, supplies and personnel)

V. Direction and Control

A. Emergency Response Plan and Emergency Operations Center (EOC) Activation

1. If a public health emergency is declared, the affected health department’s Incident Commander can request the activation of the Mahoning County EOC. Each public health agency and each area hospital will send a trained EOC representative to the EOC along with other EOC representatives from other responding county agencies.

2. At the Mahoning County EOC, representatives will provide a coordination of services among the represented agencies in the field by (including but not limited to):
   • Reports on the response agencies progress in the field
   • Coordination of the response agencies activities
   • Amount of resources the agency can provide and/or needs

3. The following information serves a guide for the EOC representative from each responding agency when they report to the EOC:
• Developing and maintaining SOGs, personnel emergency notification rosters including 24-hour telephone contact numbers, resource lists of supplies, equipment, personnel and local maps and charts.

4. Internal resources of all operating agencies will be managed by individual organizational procedures and policies under the direction of the agency’s Incident Commander at the Department Operations Center (DOC).

5. Each agency’s DOC will communicate directly with its own field forces and, in turn, inform their agency’s EOC representative of the progress. They will report all activities performed and personnel and equipment needed to maintain adequate response and recovery efforts.

6. Each agency represented at the EOC will also send a Public Information Officer to represent their agency in a Joint Information Center (JIC), if established. This JIC can be located at or near the EOC or near the disaster site.

7. Each of the following agencies designees will be responsible for reporting out their progress, supply and personnel needs, etc to the activated EOC. Decisions will be made between these designees and reported out to their agencies Incident Commander or the External Liaison.

8. Agency Representative at the EOC
   1. Maintain contact with Department Operations Center through contact with Incident Commander or External Liaison
   2. Assess needs of the agency (supplies, staff, etc)
   3. Keep apprised of the agency’s efforts in the field.
   4. Advise Incident Commander of additional resources
   5. Advise Incident Commander of other agency efforts
   6. Provide information to the JIC.
   7. Coordinate response with other represented agencies

VI. Continuity of Government
The line of succession, maintaining essential functions, and alternative facilities direction and guidance can be found in the Public Health Continuity of Operations Annex.

VIII. Demobilization
A Demobilization Team will develop a Demobilization Plan along with the Planning Team. The Demobilization Unit Leader should be part of the Planning Meetings and prepare to release, debrief, and account for staff and resources that will no longer be needed in the next Operational Period. These teams will work to return resources to a condition of “normal state of operation” as appropriate and conduct final incident close out of operations including documentation turnover, incident debriefing, and a final closeout with responsible agency or jurisdiction executives. Also, produce an After Action and Improvement Plan from the incident.

IX. Plan Development and Maintenance
The Mahoning County Emergency Preparedness Coordinator is responsible for conducting a review of this Public Health Emergency Response Plan (Mahoning County Emergency Operations Plan: Annex H) and submitting new/updated information to the County Emergency Management Director on an annual basis commencing one year from the approval date of this document or more often as necessary.