

# **HAMILTON COUNTY EMERGENCY OPERATIONS PLAN**

## **ANNEX H - EMERGENCY SUPPORT FUNCTION #8 — PUBLIC HEALTH and MEDICAL SERVICES**

**PRIMARY AGENCY:** Hamilton County Public Health (HCPH)  
The Health Collaborative (HC)

**SUPPORT AGENCIES:** American Red Cross, Cincinnati Area Chapter  
Cincinnati Veterinary Medical Association  
Disaster Medical Assistance Team (DMAT)  
Disaster Mortuary Operational Response Team (DMORT)  
Hamilton County Alcohol Drug Addiction and Mental Health Services (ADAMHS) Board  
Hamilton County Coroner's Office  
Hamilton County Developmental Disabilities Services  
Hamilton County Emergency Management/Homeland Security (EMHS) Agency  
Hamilton County Engineer's Office  
Hamilton County Park District, Park Rangers  
Hamilton County Sheriff's Office  
Hamilton County Society for the Prevention of Cruelty to Animals (SPCA)  
Jurisdictional Law Enforcement  
Local Fire/EMS Departments  
Local Hospitals  
National Veterinary Response Team (NVRT)  
Ohio Department of Health  
Ohio Environmental Protection Agency (Ohio EPA)  
Ohio Mortuary Operational Response Team (OMORT)  
Ohio Veterinary Medical Association  
Public Library of Cincinnati and Hamilton County  
Southwest Ohio Regional Transit Authority (SORTA)  
U.S. Environmental Protection Agency (U.S. EPA)  
Veterinary Medical Assistance Team (VMAT)

### **I. INTRODUCTION**

#### **A. Purpose**

Public Health Emergency Support Function #8 (ESF-8) – Health and Medical Services provides coordinated local assistance to supplement jurisdictional resources in response to public health and medical care needs following a minor/major disaster or emergency, or during a developing potential medical situation.

HCPH will coordinate the management of ESF-8 functions at the Hamilton County Emergency Operations Center (EOC).

*ESF-8 Public Health and Medical Services will partner with the ESF-6 Mass Care team to support all individuals and organizations in regards to mass care services (including sheltering) that may be required to support disaster response and recovery operations in Hamilton County.*

## B. Scope

ESF-8 involves supplemental assistance to jurisdictional governments in identifying and meeting the health and medical needs of victims of a minor/major disaster, emergency, or terrorist attack. This support is categorized in the following functional areas:

- a. Assessment of health/medical needs
- b. Organization and intra/inter-jurisdictional relationships
- c. Health surveillance and epidemiological investigation
- d. Laboratory testing and analysis
- e. Prevention and control practices
- f. Communications/notification
- g. Mass prophylaxis/vaccination
- h. Health/medical equipment and supplies
- i. Food/drug/medical device safety
- j. Health care personnel augmentation
- k. Patient evacuation
- l. Hospital care
- m. Public health information
- n. Limitation on movement
- o. Vector control
- p. Veterinary services
- q. Worker health and safety
- r. Environmental concerns-drinking water and waste management
- s. Radiological/chemical/biological hazard consultation
- t. Fatality Management – victim identification/mortuary services
- u. Mental health care
- v. Emergency Medical Services (EMS)
- w. Law enforcement support
- x. Recovery activities

Each ESF representative is responsible for the dissemination of information that may be of value to other ESF representatives located in the Hamilton County EOC. This information sharing contributes to the response and recovery during an emergency/disaster of any type.

The HCPH Health Commissioner and the HC will coordinate the provision of local health and medical assistance to fulfill the requirements identified by the affected local authorities having jurisdictional control. Included in the ESF-8 are overall public health and medical response. The ESF-8 will utilize resources primarily from:

- Local Public Health agencies;
- Hospitals and healthcare agencies
- The local American Red Cross Medical Assistance Team which includes medical response, patient evacuation, and definitive medical care

## C. Policies

1. The ESF-8 will be implemented following the occurrence of a major disaster or emergency and after the HCPH Health Commissioner or designee has determined that a response is warranted.
2. The HCPH Health Commissioner or designee is responsible for activating and coordinating the activities of the ESF-8 within its jurisdictional area and activating and coordinating the Incident Command System (ICS) operations. Upon the declaration

of a regional public health emergency, HCPH will work with local health districts under existing Mutual Aid Agreements.

3. In accordance with assignment of responsibilities in the ESF-8 and further tasking by the primary agency, each support agency will contribute to the overall response but will retain full control over its own resources and personnel using ICS.
4. The HCPH's Public Information Officer (PIO) can be the primary source of public health response/information for county officials involved with the response operation. HCPH will coordinate medical response/information through the Joint Information Center (JIC). Any requests for recurring reports of specific types of public health and medical information will be submitted to the PIO. The HCPH PIO will be authorized to release approved general medical and public health response information to the public at the direction of the Incident Commander (IC).
5. All county and local organizations participating in response operations should report public health and medical requirements to their counterparts at the Regional, State, or Federal level.
6. To ensure patient confidentiality protection and conform to Health Improvement Portability and Accountability Act there will be no release of medical information on individual patients to the general public.

## II. SITUATION

- A. According to the 2010 census, the population of Hamilton County is roughly 807,441. The highest concentrations of residents live / work outside the city of Cincinnati.
- B. Disasters occurring in Hamilton County typically impact community health standards and require a medical response. Wastewater, solid waste, potable water, and health services are commonly affected. This necessitates health advisories and interventions including disease control management.
- C. A significant natural disaster or man-made event that overwhelms the affected jurisdiction would necessitate both a public health response and medical care assistance. Hospitals, nursing homes, ambulatory care centers, pharmacies, and other facilities for medical/health care and special needs populations may be severely structurally damaged or rendered unusable or only partially usable because of a lack of utilities (power, water, or sewer) or because staff are unable to report for duty as a result of personnel injuries and/or damage/disruption of communications and in transportation systems.
- D. Uninjured persons who require daily or frequent medications or treatments may have difficulty in obtaining these resources because of damage/destruction of normal supply locations and general shortages within the disaster area.
- E. In certain other disasters, there could be a noticeable emphasis on relocation, shelters, vector control, as well as restoring water, wastewater, and solid waste facilities to operation.
- F. A major medical and environmental emergency resulting from Chemical, Biological, Radiological, Nuclear or Explosion event could produce a large concentration of specialized injuries and problems that could overwhelm the public health and medical care system.

- G. HCPH provides countywide coordination for public health issues. HCPH has the responsibility for response to public health-related emergency issues. If HCPH's resource capabilities are exceeded during emergencies, they may request mutual aid from other jurisdictions with the region. If capabilities remain exceeded, state support from ESF-8 through the Hamilton County EOC would be requested.
- H. The HC provides countywide coordination for emergency medical issues in Hamilton County and will coordinate requests for medical assistance from localities during emergencies.
- I. Local Jurisdictions in Hamilton County have primary responsibility for delivering emergency medical and mass casualty services during an emergency. Local EMS units are primarily located in local fire departments. EMS units may also be privately or publicly owned. (See *ESF #4 Firefighting/Emergency Medical Services* for further details)
- J. Assumptions
  - 1. Local Hospitals and HCPH will coordinate the status of communicable disease emergencies and the need for assistance for public health issues.
  - 2. Disasters and public health emergencies may overwhelm HCPH, the medical community and county emergency resource capabilities. If regional, state or federal resources are requested they are available.
  - 3. Although a primary event may not initiate a health emergency, secondary events stemming from the initial event may do so.
  - 4. Agencies tasked in this document are aware of their emergency responsibilities and will fulfill these responsibilities in an emergency
  - 5. Disruption of utility services and facilities, loss of power and massing of people in shelters may increase the potential for disease and injury.
  - 6. Catastrophic events may require establishment of temporary medical facilities.
  - 7. Local emergency operations plans and resource manuals detail specific resources in their jurisdictions.
  - 8. All agencies involved in the response are operating under ICS.

### **III. CONCEPT OF OPERATIONS**

#### **A. Overview**

- 1. Hamilton County EMHS will activate ESF-8 as needed for operations in the Hamilton County EOC.
- 2. Hamilton County EMHS or the HC will coordinate with the on-scene IC to assess the situation, including the number of ill/injured, number of fatalities, estimated damage, and resource needs.
- 3. Hamilton County EMHS will submit requests for county, state and/or federal emergency assistance to the State EOC where they are coordinated with ESF-8 representatives.

4. Hospital and other medical care facilities requiring county, state and/or federal assistance will coordinate their requests through ESF-8 in the Hamilton County EOC.
  5. The County Coroner has jurisdiction over the deceased and is responsible for setting up temporary morgues and coordinating with the Ohio Funeral Directors Association when necessary. If regional capabilities have been exhausted, the HCEMHS will request additional resources from the Ohio Emergency Management Agency (Ohio EMA), including the Ohio Mortuary Operational Response Team (OMORT) or DMORT.
  6. Hamilton County may request activation of the Strategic National Stockpile (SNS) from Ohio EMA for the distribution of pharmaceuticals, supplies and equipment.
  7. National Disaster Medical System (NDMS) resources can be requested in the event regional capabilities have been exceeded. Requests are processed through ESF-8 to local and State EMA.
  8. When activated, NDMS will mobilize medical teams, equipment and supplies; patient movement from a disaster site to unaffected areas of the nation; and provide definitive medical care at participating hospitals in unaffected areas.
- B. Relationships between Levels of Government
1. Federal
    - a. Coordination with federal ESF-8 may occur in the Hamilton County EOC, Ohio EOC, at the site of the emergency and/or in the Disaster Field Office (DFO).
    - b. Federal ESF-8 will support state assessment, response and recovery activities and will accept emergency requests and missions from state ESF-8.
    - c. Specific national assets, for example NDMS, DMAT, NVRT, and DMORT.
  2. State
    - a. ESF-8 organizations maintain a working relationship throughout emergency response and recovery operations to ensure that emergency health needs are, identified, assessed, prioritized and addressed.
    - b. ESF-8 organizations will coordinate with ESF-8 organizations from adjacent states when necessary during emergencies.
    - c. Specific state resources, such as OMORT and VMAT support services
  3. County/Local
    - a. Local-level emergency requests for public health or medical resources and services communicated to the Hamilton County EOC will be directed to ESF-8 personnel for action.
    - b. Requests for assistance made by local officials to ESF-8 personnel at the site of the emergency will be coordinated with and approved by ESF-8 personnel in the Hamilton County EOC before action is taken.

#### IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

All ESF-8 organizations are responsible for development of internal Standard Operating Guidelines (SOG) or Plans that support ESF-8 and EOC operations.

- A. ESF-8 organizations will be activated by Hamilton County EMHS for assessment, response, and recovery operations based on the needs of the emergency. Primary and Support Agencies for the county health or medical functions will coordinate with each other in the Hamilton County EOC and/or the DFO to ensure the most effective use of personnel and equipment, to avoid redundant activities and to cooperate on emergency health and medical missions.
- B. HCPH is the lead agency for the public health activities of ESF-8. HCPH liaisons will be available to staff the Hamilton County EOC and work with ESF-8 support organizations in the Hamilton County EOC to answer the needs of affected communities
- C. The HC is the lead agency for the medical activities of ESF-8. HC liaisons will be available to staff the Hamilton County EOC and work with ESF-8 support organizations in the Hamilton County EOC to answer the needs of affected communities
- D. Assignment of Responsibility
  - 1. Hamilton County Public Health (HCPH) will:
    - a. Conduct and coordinate public health assessments of conditions in the communities affected by the emergency and, where possible, determine where health problems could occur.
    - b. Maintain ongoing public health surveillance of affected communities in order to rapidly identify and address public health-related problems.
    - c. Conduct and coordinate food service sanitation programs.
    - d. Inspect potable and bulk water hauling contractors and temporary water systems
    - e. Provide and coordinate consultation for household sewage disposal, disaster debris disposal, housing sanitation, vector control, and public health nuisances.
    - f. Coordinate county response to public health problems at the Hamilton County EOC throughout assessment and response.
    - g. Assess and coordinate public health concerns regarding mass fatality efforts in affected communities.
    - h. Available to assist with coordinating the acquisition and distribution of medical supplies and equipment (e.g. SNS)
    - i. Provide and coordinate prophylaxis, including antibiotics, antivirals, vaccines, immunizations, and testing as needed during the emergency. Activities will be coordinated with local fire/law enforcement.
    - j. Provide and coordinate public health and medical advisories.
    - k. Coordinate situations if isolation and/or quarantine of individuals is necessary
    - l. The HCPH PIO will coordinate public health and medical advisories with the JIC.

- m. Coordinate with local cemetery owners to respond to grave sites/cemeteries that are impacted by a disaster.
  - n. Coordinate alternate sources for human waste disposal.
2. The Health Collaborative (HC) will:
- a. Assist in the identification and delivery of medical supplies and services during emergencies.
  - b. Coordinate local hospital resources.
  - c. Coordinate the assessment of medical needs of the affected communities.
  - d. Provide medical-related information releases to the JIC for dissemination.
  - e. Provide research and consultation on emergency medical-related problems as needed.
  - f. Coordinate with State and Federal ESF-8 when federal medical assistance is activated for Hamilton County.
  - g. May assist in the activation of the NDMS when activated in Hamilton County.
  - h. Provide briefing information in the Hamilton County EOC on countywide medical activities during emergencies.
  - i. May assist in the activation request of Alternative Care Centers and Neighborhood Emergency Health Center.
  - j. The HC and the Hospitals have responsibility for medical surge with the county. A mutual aid agreement exists between all the hospitals for the sharing of resources during an event.
  - k. The hospitals can supplement internal staffing needs through the use of the mutual aid agreement as well as with volunteers from the Medical Reserve Corp. The Hospitals are in connectivity with ODH through the Regional Healthcare Coordinator role. The poison control center performs surveillance within the County and region and is an active member of the Healthcare Coalition. The MRC is a critical support mechanism in the regional surge plan. There is no current relationship with the Funeral Directors Association in the County.
  - l. The region has acquired medical surge supplies in a cache that are available to supplement healthcare needs during a disaster. Sharing of lab resources exists in the Regional Mutual Aid Agreement.
3. American Red Cross (ARC), Cincinnati Area Chapter will:
- a. Receive health and welfare inquiries from the public.
  - b. Assist with stress counseling for victims and emergency workers (Critical Incident Stress Management).
  - c. Coordinate with county agencies for health-related and mental health-related issues in shelters.

4. Cincinnati Veterinary Medical Association and/or SPCA will:
  - a. Assess medical needs of animals.
  - b. Conduct medical treatment and stabilization of animals.
  - c. Report animal disease to a zoonotic disease surveillance program.
  - d. Provide disease surveillance and public health assessments.
5. Disaster Medical Assistance Team (DMAT) if activated will:
  - a. Provide medical care at a fixed or temporary medical care site.
  - b. DMAT focuses on mobile hospitals and is activated by a request of the Governor after federal declaration of a disaster is declared.
  - c. Triage patients as required.
  - d. Prepare patients for evacuation.
  - e. Provide primary health care if needed.
6. Disaster Mortuary Operational Response Team (DMORT), if activated, under the direction of the Hamilton County Coroner's Office, will:
  - a. Establish temporary morgue facilities or deploy Disaster Portable Morgue Units.
  - b. Assist in identification of victims.
  - c. Conduct forensic dental pathology.
  - d. Process and prepare victims for disposition.
  - e. Assist in disposition of remains.
7. Hamilton County Alcohol Drug Addiction and Mental Health Services (ADAMHS) Board will:
  - a. Coordinate with ARC the activities necessary to provide the staff, supplies and facilities to treat victims suffering from disaster-related mental disorders.
  - b. Provide representatives to assist the local Mental Health and/or joint ADAMHS Boards and Community Mental Health Centers in giving supportive services and treatment to disaster victims.
8. Hamilton County Coroner's Office will:
  - a. Coordinate, and within capabilities, supply personnel and materials to support mass fatality response and expanded mortuary services in affected jurisdictions.
  - b. Be responsible for the identification of remains.
  - c. Process and prepare victims for disposition

- d. Assist with the coordination for the disposition of the remains.
  - e. Coordinate with HCPH and Ohio EPA should there be a need for mass burial.
9. Hamilton County Developmental Disabilities Services will:
- a. Provide personnel, training and services to assist local organizations in providing for the emergency needs of persons with mental disabilities and/or developmentally disabled emergency victims.
10. Hamilton County Emergency Management & Homeland Security (EMHS) will:
- a. Request activation of various state and federal assets.
11. Hamilton County Engineer's Office will, if needed:
- a. Assist with the transportation of SNS medication and supplies to Point of Dispensing (POD) locations within Hamilton County.
12. Hamilton County Park District, Park Rangers will:
- a. Provide security as medication is transported between POD locations during a mass prophylaxes event. HCPH has a Memorandum of Understanding (MOU) with Hamilton County Park District, Park Rangers to provide this service.
13. Hamilton County Sheriff and Jurisdictional Law Enforcement will:
- b. Assist in the coordination of security at hospitals and POD locations.
  - c. Provide traffic and crowd control.
  - d. Preserve evidence and investigate criminal activity.
  - e. Work with HCPH to enforce isolation and/or quarantine of individuals if established
14. Local Fire/EMS Departments will:
- a. Provide EMS units that are located in local fire departments and have the primary responsibility for delivering emergency medical services and mass casualty services to include triage, treatment, and transport.
  - b. Coordinate with EMS units that may be privately or publicly owned, operated by law enforcement or military organizations.
  - c. Maintain authority within its own jurisdiction and relay reports pertaining to casualties, illnesses, injuries, observations, evacuation status and potential resource needs to the Montgomery County EOC.
  - d. Establish staging areas following ICS guidelines.

15. Local Hospitals will:
  - a. Provide medical services.
  - b. Maintain ongoing medical surveillance of affected communities in order to rapidly identify and address emergency medical-related problems in coordination with HCPH.
  - c. Notify HCPH thru HC of the status of local health emergencies and the need for assistance.
  - d. Activate surge plans as needed.
  
16. National Veterinary Response Team (NVRT) will, under the guidance of state and/local authorities:
  - a. Assess the veterinary medical needs of the community\
  - b. Veterinary medical support to working animals (including horses) which might include search and rescue dogs and animals used in law enforcement
  - c. Treatment of injured and ill large and small animals post disasters
  - d. Veterinary medical support for sheltered animals
  - e. Veterinary public health support including environmental and zoonotic disease assessment
  - f. Support for an outbreak in livestock and poultry (USDA led)
  
17. Ohio Department of Health (ODH) will:
  - a. Provide epidemiologic and other public health assistance including laboratory assistance for microbiologic and chemical analysis.
  - b. Be the lead agency for SNS management
  - c. Provides transportation of SNS medications and supplies from Columbus, Ohio to Hamilton County.
  
18. Ohio Mortuary Operational Response Team (OMORT) can provide the following capabilities, after HCEMHS requests assistance from Ohio EMA:
  - a. Search and Recovery
  - b. Mobile Morgue Operations
  - c. Victim Identification Center
  
19. Ohio Veterinary Medical Association will:
  - a. Provide information to local veterinarians on animal-related issues that may occur during emergencies.

20. Public Library of Cincinnati and Hamilton County will:
- a. Provide five box trucks and personnel to transport medication from SNS drop point to POD locations during a mass prophylaxes event. HCPH has an MOU with the library to provide this service.
21. Southwest Ohio Regional Transit Authority (SORTA) will:
- a. Provide transportation assets to support medical emergencies within capabilities.
22. U.S. Environmental Protection Agency (U.S. EPA) and Ohio EPA will:
- a. Coordinate drinking water, waste disposal and environmental safety information with local, county and state health departments.
  - b. Provide a listing of laboratories offering microbiological, organic and inorganic analysis of environmental samples.
  - c. Collect multi-media samples (air, soil and water) to assess environmental impacts to the community.
  - d. U.S. EPA to provide chemical and radiological screening and air monitoring
  - e. U.S. EPA to conduct decontamination of facilities or areas contaminated with radiation, chemical or biological agents.
23. Veterinary Medical Assistance Team (VMAT), if activated by the State, will:
- a. Assess medical needs of animals.
  - b. Conduct medical treatment and stabilization of animals.
  - c. Conduct animal disease surveillance.
  - d. Provide zoonotic disease surveillance and public health assessments.
  - e. Provide technical assistance to assure food and water quality.
  - f. Conduct animal decontamination.

## **RESOURCE REQUIREMENTS FOR ESF-8 — HEALTH and MEDICAL**

- A. ESF-8 organizations will be responsible for the maintenance of their own agreements, SOPs, SOGs, MOUs and Resource Listings that document the equipment, supplies, and services available to them during emergencies. Additional support needs during an emergency may be requested through the Hamilton County EOC to *ESF #7 — Resource Support*.