



EMERGENCY OPERATIONS PLAN

01.01: REFERENCE

CLINTON COUNTY LIFELINES

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Purpose: This reference document provides a locally focused explanation of the FEMA Community Lifelines as used in Clinton County, Ohio. It supports impact analysis, operational planning, resource coordination, public information, situation reporting, elected official decision support, mitigation discussions, and emergency declaration conversations.

ELECTED OFFICIAL BRIEFING

01.01. REFERENCE – CLINTON COUNTY LIFELINES

Clinton County Emergency Operations Plan

What This Document Is

This reference document explains how Clinton County uses FEMA Community Lifelines to describe impacts to essential services before, during, and after incidents. It provides local definitions, sub-sectors, assessment factors, status levels, impact statement formats, thresholds, and declaration conversation guidance. Countywide, city, and village Lifeline Profiles are maintained as separate related reference documents under the 01.01 series.

Why It Matters to County Leadership

This document helps elected officials, jurisdiction leadership, EOC representatives, Incident Command, department heads, planners, partner agencies, and interested citizens understand how lifeline impacts affect people, public services, resource needs, and community stability. The related jurisdiction Lifeline Profiles apply this framework to Clinton County, each village, and the City of Wilmington.

Key Takeaways

- Clinton County uses FEMA Community Lifelines with local definitions, sub-sectors, and examples.
- Lifeline status describes condition; it does not automatically determine seriousness or declaration need.
- Scope, trend, duration, resource needs, and cascading impacts help determine operational significance.
- Related Lifeline Profiles identify the Top Five Overall Lifeline Concerns most important to each community.
- Cascading Impact Flows show how one lifeline impact may create second- and third-order effects.
- Declaration Conversation Indicators identify when officials should begin discussing whether emergency declaration thresholds may be approaching.
- If officials determine that an emergency declaration may be needed, they should refer to *06.05.05: Playbook - Damage Assessment & Disaster Declaration*.

What This Document Does Not Do

This document does not establish tactical response procedures, replace Incident Command, direct field operations, serve as a threat assessment, provide sensitive infrastructure details, or explain the emergency declaration process. It does not automatically trigger an emergency declaration; it identifies conditions that may warrant discussion among elected officials, jurisdiction leadership, EMA, department heads, and appropriate partners.

What Elected Officials Should Know

Elected officials should use this document as the common framework for understanding lifeline impacts, then review the applicable Countywide, city, or village Lifeline Profile for local concerns. A degraded lifeline does not always mean a serious emergency exists; the key question is whether the impact is growing, lasting longer than expected, affecting a meaningful portion of the population, reducing essential services, requiring outside resources, or creating cascading effects across multiple lifelines.

RECORD OF CHANGES

This section documents significant revisions, updates, and modifications made to this document to support version control, operational continuity, and historical reference. Minor formatting, spelling, or administrative corrections that do not affect operational content may not be individually tracked.

Changes are recorded in chronological order and should include the date of revision, affected section(s), a brief summary of the update, and the individual or agency responsible for the change.

This document should be reviewed periodically and updated as operational requirements, authorities, procedures, or organizational structures change.

Version	Date	Section(s) Updated	Summary of Changes	Updated By

Contents

RECORD OF CHANGES	3
1. PURPOSE	6
1.1. How to Use This Reference	6
2. SCOPE	6
3. RELATIONSHIP TO OTHER PLANS, ANNEXES, PLAYBOOKS, AND SUPPORTING DOCUMENTS	7
4. DEFINITIONS AND ACRONYMS	8
4.1. Acronyms	9
5. HOW CLINTON COUNTY USES COMMUNITY LIFELINES	10
6. HOW DIFFERENT USERS SHOULD USE THIS REFERENCE	10
7. FEMA COMMUNITY LIFELINES WITH CLINTON COUNTY LOCAL SUB-SECTORS	11
7.1. Safety and Security	12
7.2. Food, Hydration, Shelter	12
7.3. Health and Medical	12
7.4. Energy	13
7.5. Communications	13
7.6. Transportation	14
7.7. Hazardous Materials	14
7.8. Water Systems	15
8. LIFELINE STATUS GUIDE	15
9. LIFELINE ASSESSMENT FACTORS	16
9.1. Scope of Impact	16
9.2. Trend / Stability	17
9.3. Duration	17
9.4. Cascading Impact	18
10. LIFELINE IMPACT STATEMENT FORMAT	18
11. LIFELINE CONCERN, LIFELINE STATUS, AND DECLARATION CONVERSATION INDICATOR	19
12. DECLARATION CONVERSATION INDICATORS	20
13. STANDARD THRESHOLD MENU	21

14. JURISDICTION PROFILE METHODOLOGY	22
15. JURISDICTION LIFELINE PROFILE STRUCTURE	23
SOURCES	24

Clinton County Lifelines

1. PURPOSE

The purpose of this reference document is to explain how Clinton County uses the FEMA Community Lifelines to assess, describe, and communicate impacts to essential services before, during, and after incidents.

This document provides a locally focused lifeline framework for Clinton County, Ohio, including local definitions, sub-sectors, assessment factors, lifeline status levels, impact statement formats, threshold considerations, cascading impact examples, and guidance for related jurisdiction Lifeline Profiles.

Clinton County uses Community Lifelines to support impact analysis, operational planning, situation reporting, resource coordination, public information, mitigation discussions, recovery planning, and elected official decision support. The intent is to help users understand what essential services are affected, how much of the community is affected, whether conditions are improving or worsening, how long impacts may last, and whether additional coordination or policy-level discussion may be needed.

This document is intended to support consistent lifeline language across the Clinton County Emergency Operations Plan, functional annexes, hazard annexes, playbooks, exercises, incident documentation, and jurisdictional planning efforts.

1.1. How to Use This Reference

Users should use this document to understand how lifeline impacts are identified, described, and applied within Clinton County emergency management planning and coordination. The main body explains the lifeline framework, assessment factors, status levels, impact statement format, and declaration conversation concept. The related jurisdiction Lifeline Profiles apply that framework to Clinton County as a whole and to each incorporated city or village.

Readers should begin with the general lifeline guidance in the main document, then review the applicable jurisdiction profile to understand that community's Top Five Overall Lifeline Concerns, likely cascading impacts, Declaration Conversation Indicators, mitigation discussion points, relevant lifelines and sub-sectors, and planning assumptions.

This document does not replace Incident Command, direct field operations, establish tactical response procedures, or explain how to issue an emergency declaration. When officials determine that an emergency declaration may be needed, they should refer to 06.05.05 - Playbook - Damage Assessment & Disaster Declaration for the appropriate process and documentation steps.

2. SCOPE

This reference document applies to the use of FEMA Community Lifelines within Clinton County Emergency Operations Plan documents, planning products, exercises, incident documentation, jurisdiction profiles, and emergency management coordination activities.

This document is intended for use by county elected officials, jurisdiction officials, department heads, Emergency Operations Center representatives, Incident Command, public information staff, planners, partner agencies, nongovernmental organizations, private-sector partners, and interested citizens who need to understand how essential services are connected and how lifeline impacts may affect Clinton County communities.

This document includes:

- The FEMA Community Lifelines as locally defined for Clinton County.
- Clinton County-focused sub-sectors, examples, and planning considerations.
- Lifeline status levels and assessment factors.
- The standard Lifeline Impact Statement format.
- Threshold and trend considerations used to describe lifeline impacts.
- Declaration Conversation Indicators showing when leadership discussion may need to begin.
- Guidance for Countywide, city, and village Lifeline Profiles maintained as related OI.OI series reference documents.
- Planning assumptions and recurring seasonal or event population considerations where applicable.

This document does not provide tactical response procedures, direct the actions of Incident Command, establish Emergency Operations Center activation criteria, replace functional annexes or playbooks, or explain the process for issuing an emergency declaration. Those actions are addressed in other Emergency Operations Plan documents, annexes, playbooks, policies, or jurisdiction-specific procedures.

This document is unrestricted. Sensitive infrastructure addresses, latitude/longitude coordinates, and overly specific utility or infrastructure location details are not included. Sensitive assets may be referenced in generalized or coded terms when needed to support planning, coordination, and public understanding.

3. RELATIONSHIP TO OTHER PLANS, ANNEXES, PLAYBOOKS, AND SUPPORTING DOCUMENTS

This reference document supports the Clinton County Emergency Operations Plan by providing a common framework for understanding, describing, and applying FEMA Community Lifelines across planning, preparedness, response, recovery, mitigation, exercises, and incident documentation.

This document should be read in conjunction with applicable Emergency Operations Plan documents, including the Basic Plan, functional annexes, hazard annexes, playbooks, and supporting guidance documents. The lifeline framework described in this reference should be used to support consistent impact analysis, situation reporting, resource coordination, public information, elected official decision support, and emergency declaration conversations.

This document is especially connected to the following:

- OI: Basic Plan, which establishes the overall county emergency management framework, coordination role, planning assumptions, operational priorities, and relationship between Incident Command, the Emergency Operations Center, and elected leadership.

- 02: Functional Annexes, which describe how specific emergency management capabilities are coordinated and how functional impacts may affect Community Lifelines.
- 03: Clinton County Area Study, which provides geographic, demographic, and infrastructure context that supports understanding of lifeline distribution, vulnerabilities, and operational considerations across the county.
- 04: Hazard Identification & Risk Assessment, which identifies hazards, vulnerabilities, and risks that may disrupt one or more Community Lifelines.
- 05: Hazard Annexes, which describe hazard-specific planning considerations and likely lifeline impacts.
- 06: Playbooks, which provide incident-specific decision support, operational considerations, and response coordination guidance.
- 06.05.05: Playbook - Damage Assessment & Disaster Declaration, which should be used when local officials determine that emergency declaration discussion has progressed to the point where the declaration process, damage assessment documentation, or related actions may be needed.

D4H Incident Manager, which contains preloaded Clinton County lifeline information that may be imported into an active incident to support incident-specific lifeline tracking, situation reporting, operational coordination, and documentation.

This reference document does not duplicate the full county lifeline inventory. The full working inventory is maintained for operational use, including D4H import and incident management support. This document lists and discusses lifelines, sub-sectors, assets, dependencies, and concerns only where they are relevant to the main reference framework. Community-specific details are addressed in the related Countywide, city, and village Lifeline Profiles.

Where conflicts or differences exist between this reference and incident-specific operational tools, the most current incident information, jurisdiction-provided updates, verified field reports, and active coordination records should be used for operational decision-making.

4. DEFINITIONS AND ACRONYMS

The following definitions and acronyms apply to this reference document.

Term	Definition
Administrative	A lifeline status used for planning, training, exercises, documentation, or other non-incident purposes. No real-world service impact is occurring.
Cascading Impact	A secondary or follow-on impact where disruption to one lifeline causes or worsens impacts to another lifeline.
Community Lifelines	The FEMA framework used to assess the condition of essential services that support community stability, life safety, public health, response operations, and recovery.
Declaration Conversation Indicator	A guide showing when officials should begin discussing whether lifeline impacts may be approaching conditions that warrant emergency declaration consideration. It is not an automatic declaration trigger.
Degraded	A lifeline status indicating the lifeline is still functioning, but service is reduced, delayed, limited, strained, or dependent on workaround actions.

Term	Definition
Duration	The length of time a lifeline impact has lasted or is expected to last. Duration helps distinguish short-term inconvenience from sustained operational concern.
Lifeline Concern	A known lifeline-related issue, dependency, vulnerability, or service concern that may be important to a jurisdiction's ability to maintain essential services.
Lifeline Impact Statement	A standard sentence format used to describe lifeline condition, scope, trend, duration, and potential cascading impacts.
Lifeline Status	The current condition of a lifeline or sub-sector. Clinton County uses Administrative, Operational, Degraded, and Non-Operational status levels.
Mitigation Discussion Point	A planning consideration intended to help officials and department heads identify actions that may reduce future lifeline impacts or limit cascading effects.
Non-Operational	A lifeline status indicating the lifeline or sub-sector cannot provide essential service without emergency action, outside assistance, significant restoration, or major workaround actions.
Operational	A lifeline status indicating the lifeline is functioning and meeting normal or near-normal community needs.
Operational Period	A defined period of time used to organize incident objectives, coordination, reporting, resource needs, and operational planning.
Planning Assumption	A reasonable statement used for planning when complete information is not available. Planning assumptions help characterize local conditions, dependencies, and likely operational concerns.
Scope	The size or scale of a lifeline impact, such as percentage of population affected, service connections affected, road access points closed, facilities impacted, or capability reduced.
Seasonal / Event Population Consideration	A predictable or recurring condition, such as a festival, camp, school cycle, or seasonal activity, that may temporarily change population, service demand, or lifeline risk.
Sub-Sector	A locally defined category within a Community Lifeline used to organize related services, assets, dependencies, or concerns.
Trend / Stability	The direction or stability of a lifeline impact, such as Unknown, Improving, Stable / Halted, Worsening, or Unstable.

4.1. Acronyms

D4H	D4H Incident Manager
EMA	Emergency Management Agency
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
FEMA	Federal Emergency Management Agency
GIS	Geographic Information System
IC	Incident Command / Incident Commander
PIO	Public Information Officer

5. HOW CLINTON COUNTY USES COMMUNITY LIFELINES

Clinton County uses FEMA Community Lifelines as a practical way to understand how incidents affect essential services, community stability, public safety, and local operations. Lifelines help organize information so officials, responders, EOC representatives, department heads, partner agencies, and the public can better understand what is affected, how serious the impact may be, what may be affected next, and what decisions may be needed.

Community Lifelines are used before, during, and after incidents. Before an incident, lifelines support planning, mitigation discussions, exercises, preparedness messaging, and identification of local dependencies. During an incident, lifelines support impact analysis, situation reporting, resource coordination, public information, and operational decision-making. After an incident, lifelines support recovery planning, after-action review, mitigation priorities, and continued monitoring of service restoration.

Clinton County uses lifelines to help answer practical questions, including:

- What essential services are affected?
- Who is affected, and how much of the community is affected?
- Is the impact minor, degraded, serious, or potentially becoming worse?
- Is the situation improving, stable, worsening, unstable, or still unknown?
- How long is the impact expected to last?
- Can the jurisdiction manage the impact with normal resources?
- Are outside resources, mutual aid, emergency purchasing, or policy-level decisions needed?
- Is one lifeline impact creating second- or third-order impacts in other lifelines?
- Should elected officials, department heads, EMA, and jurisdiction leadership begin discussing emergency declaration thresholds?

The lifeline framework does not replace Incident Command, local authority, department operations, or established response procedures. Instead, it provides a shared language for describing community impacts and helps connect field conditions, EOC coordination, public information, resource needs, and elected official decision support.

Within Clinton County, lifeline information should be used to support consistent communication across plans, annexes, playbooks, exercises, incident documentation, D4H Incident Manager, public messaging, and jurisdiction-level planning. The intent is to help users move from isolated incident details to a clearer understanding of community consequences and needed action.

6. HOW DIFFERENT USERS SHOULD USE THIS REFERENCE

This reference document is intended for multiple users with different responsibilities. Each user may focus on a different part of the lifeline framework, but the common purpose is to support shared understanding of community impacts, cascading effects, resource needs, and decision points.

Audience	Bottom Line
Elected Officials	Use this document to understand when lifeline impacts may require policy discussion, resource prioritization, public leadership, emergency purchasing, mutual aid, or emergency declaration consideration.
Jurisdiction Leadership	Use the applicable profile to understand the jurisdiction's most important lifeline dependencies, potential cascading impacts, mitigation priorities, and declaration conversation indicators.
Department Heads	Use this document to understand how service disruptions may affect department operations, public services, continuity of operations, and residents.
EOC Representatives	Use this document to describe lifeline impacts consistently, identify cascading effects, support resource coordination, and contribute to situation reporting.
Incident Command	Use this document to help explain field impacts in terms of broader community consequences, support needs, and potential lifeline stabilization priorities.
Public Information Staff	Use lifeline language to explain impacts clearly, consistently, and proportionally without overstatement or unsupported worst-case messaging.
Planners and Annex Writers	Use this document as the standard reference for lifeline terminology, status levels, assessment factors, threshold considerations, and local dependency framing.
Partner Agencies and Organizations	Use this document to understand how agency services, private-sector operations, utilities, schools, healthcare, volunteer organizations, and other partners connect to countywide and jurisdiction-level lifelines.
Interested Citizens	Use this document to better understand how essential services are connected, why some disruptions have broader community effects, and why certain incidents may require increased coordination.

Users should not read lifeline information in isolation. A single degraded lifeline may be manageable, while multiple connected impacts may create serious consequences. Readers should consider lifeline status together with scope, trend, duration, resource needs, and cascading impacts before drawing conclusions about severity or needed action.

7. FEMA COMMUNITY LIFELINES WITH CLINTON COUNTY LOCAL SUB-SECTORS

Clinton County uses the eight FEMA Community Lifelines as the standard framework for understanding impacts to essential services. The lifeline names should remain consistent across Emergency Operations Plan documents, annexes, playbooks, exercises, incident documentation, and D4H Incident Manager.

The sub-sectors listed below are locally focused for Clinton County. They may be adjusted over time as local services, infrastructure, dependencies, providers, or planning needs change. This section is intended to provide the standard reference framework, not a complete asset inventory.

The full county lifeline inventory is maintained separately for operational use and is preloaded in D4H Incident Manager for import into active incidents. This document lists and discusses specific lifelines, sub-sectors, assets, dependencies, and concerns only where they are needed for the main reference framework or for a countywide, city, or village lifeline profile.

7.1. Safety and Security

Safety and Security includes the essential services that protect life, maintain public order, support emergency response, and preserve government operations during incidents.

Local sub-sectors may include:

- Law Enforcement / Security
- Fire Services
- Search and Rescue
- Government Services
- Emergency Operations / Coordination
- Community Safety
- Protective Actions

7.2. Food, Hydration, Shelter

Food, Hydration, Shelter includes the systems and services that support access to food, safe drinking water, temporary shelter, heating/cooling support, and basic human needs during and after incidents.

Local sub-sectors may include:

- Food Access / Distribution
- Commercial Food Supply
- Hydration Support / Drinking Water Access
- Shelter / Temporary Housing
- Heating / Cooling Centers
- Congregate Emergency Shelters
- Hotels / Temporary Lodging
- Agriculture / Food Production
- Animals / Livestock

7.3. Health and Medical

Health and Medical includes the systems, facilities, personnel, services, and supply chains that preserve life, support medical care, and protect public health.

Local sub-sectors may include:

- Hospital / Emergency Care
- Urgent Care / Walk-In Medical Care
- Primary Care / Outpatient Providers
- Pharmacy

- EMS / Patient Movement
- Private Ambulance / Medical Transport
- Public Health
- Behavioral Health
- Long-Term Care / Residential Care
- Fatality Management / Mortuary Support
- Medical Supply Chain
- Vulnerable / At-Risk Population Support

7.4. Energy

Energy includes the systems that provide, transmit, distribute, and restore power and fuel needed to support households, critical services, businesses, public safety, communications, water systems, and other lifelines.

Local sub-sectors may include:

- Electric Service Providers / Utility Coordination
- Electric Supply / Generation / Purchased Power
- Electric Transmission / Substations
- Electric Distribution / Local Electric Systems
- Municipal Electric Service / Resale
- Backup Power / Generator Support
- Natural Gas / Pipeline Infrastructure
- Propane / Heating Fuel
- Motor Fuel Retail Access
- Bulk Fuel Delivery / Resupply
- Generator Fuel Resupply
- Energy Restoration Coordination

7.5. Communications

Communications includes the infrastructure, systems, and processes that allow emergency calls, responder coordination, public warning, information sharing, electronic payment processing, and continuity of essential operations.

Communications disruptions may affect 911, responder communications, public alerts, internet access, cellular service, business operations, ATMs, fuel purchases, grocery access, pharmacy transactions, and the ability of residents to pay for basic needs during incidents.

Local sub-sectors may include:

- 911 / Dispatch
- Responder Radio Communications, including MARCS
- Alerts and Warnings, including CCEA, NWS products, IPAWS, and related warning pathways
- Cellular / Wireless Communications
- Wireline / Cable / Internet
- Broadcast / Weather Radio / Satellite Communications

- Data / Information Systems
- Continuity Communications / Backup Communications
- Finance / Electronic Payment Processing

7.6. Transportation

Transportation includes the systems and routes used to move people, emergency responders, goods, fuel, medical resources, food, debris, and recovery supplies.

Local sub-sectors may include:

- Roadways
- Bridges / Access Points
- Public / Human Service Transit
- School Transportation / Buses
- Rail
- Aviation
- Logistics Corridors
- Debris-Affected Routes
- Evacuation / Reentry Routes

7.7. Hazardous Materials

Hazardous Materials includes facilities, transportation routes, materials, pollutants, contaminants, and response concerns associated with hazardous substances that may threaten life safety, public health, property, the environment, or other lifelines.

Local sub-sectors may include:

- Extremely Hazardous Substance (EHS) Facilities
- Tier II / Hazardous Chemical Reporting Facilities
- Other Fixed Facility Hazmat Concerns
- Transportation-Related Hazmat
- Agricultural Chemical Concerns
- Fuel / Pipeline Concerns
- Pollutants and Contaminants
- Environmental Impact / Cleanup Coordination

Environmental Impact / Cleanup Coordination refers to the environmental consequence and cleanup side of a hazardous materials incident. This may include contaminated soil, waterways, drainage areas, agricultural land, wastewater pathways, runoff concerns, protected or sensitive environmental areas, and coordination with environmental protection or natural resource agencies. Existing cleanup or remediation sites may also be considered when an incident could disturb, worsen, or complicate those conditions. Specific sensitive locations should not be listed in this unrestricted reference unless already appropriate for public release.

7.8. Water Systems

Water Systems includes potable water and wastewater infrastructure that supports drinking water, sanitation, fire suppression, public health, industry, schools, healthcare, and community continuity.

Local sub-sectors may include:

- Potable Water Infrastructure
- Water Intake
- Water Treatment
- Water Storage
- Water Distribution
- Wastewater Collection
- Wastewater Treatment
- Wastewater Discharge
- Stormwater / Drainage Systems
- Water Control / Dams / Impoundments
- Water System Backup Power / Operational Continuity

8. LIFELINE STATUS GUIDE

Clinton County uses lifeline status levels to describe the condition of a Community Lifeline or related sub-sector before, during, or after an incident. Status levels help organize information, but they do not automatically determine severity, resource need, EOC activation, or emergency declaration consideration.

A lifeline status should be interpreted together with scope, trend, duration, operational impact, resource needs, and cascading effects. For example, several degraded indicators may still represent a manageable inconvenience if impacts are limited, stable, short-term, and handled with normal resources. A single degraded lifeline may become more serious if the impact is growing, prolonged, affects a meaningful portion of the population, or begins affecting other lifelines.

Status	Meaning	Local Example
Administrative	Used for planning, training, exercises, documentation, or other non-incident purposes. No real-world service impact is occurring.	A tabletop exercise marks a village water system as Degraded for discussion purposes only.
Operational	The lifeline or sub-sector is functioning and meeting normal or near-normal community needs.	Power, water, roads, 911, responder communications, and public safety services are functioning without major limitation.
Degraded	The lifeline or sub-sector is still functioning, but service is reduced, delayed, limited, strained, or dependent on workaround actions.	A village water system is under a boil order, but water pressure remains available and bottled water needs are limited.
Non-Operational	The lifeline or sub-sector cannot provide essential service without emergency action, outside assistance, significant restoration, or major workaround actions.	A water system is offline, affecting potable water, fire suppression, public health, and resident support needs.

Status levels should be updated as conditions change. A lifeline may move from Operational to Degraded as impacts develop, from Degraded to Non-Operational if service fails, or from Degraded back toward Operational as restoration progresses.

When describing lifeline status, users should avoid relying on the status label alone. A complete assessment should explain what is affected, how much is affected, whether the situation is improving or worsening, how long the impact may last, and whether other lifelines may be affected.

9. LIFELINE ASSESSMENT FACTORS

Lifeline status should not be evaluated by the status label alone. A complete lifeline assessment should consider what is affected, how much is affected, whether the situation is improving or worsening, how long the impact may last, and whether the impact is creating problems in other lifelines.

Clinton County uses the following assessment factors to help describe lifeline impacts in a consistent way:

Factor	Question It Helps Answer
Status	What condition is the lifeline in?
Scope	How much of the population, service area, system, facility, or capability is affected?
Trend / Stability	Is the impact unknown, improving, stable, worsening, or unstable?
Duration	How long has the impact lasted, or how long is it expected to last?
Cascading Impact	Is this lifeline impact causing or worsening problems in other lifelines?
Resource Need	Can the impact be managed with normal resources, or are outside resources, mutual aid, emergency purchasing, or policy decisions needed?

A lifeline impact may be minor, degraded, serious, or potentially declaration-level depending on how these factors combine. For example, a short power outage affecting a small number of customers may be manageable. The same outage may become more serious if it lasts several days, affects residents with medical device needs, disrupts communications, impacts water systems, or requires outside resources.

9.1. Scope of Impact

Scope describes the size or scale of the lifeline impact. It should identify what is being measured and, when possible, estimate the number or percentage affected.

Scope may be measured by:

- Percentage of population affected.
- Number of residents affected.
- Number or percentage of utility customers or service connections affected.
- Critical facilities or service locations affected.

- Road access points, bridges, or routes closed.
- Reduction in operational capability.
- Number of residents needing support.
- Degree of service reduction or loss.

As a general planning baseline, impacts affecting 1%–4% of the relevant population, service area, or system may be treated as a minor outage or limited impact. Impacts exceeding 5% may indicate a degraded condition, depending on the lifeline, affected population, duration, and operational consequences.

9.2. Trend / Stability

Trend and stability describe whether the lifeline impact is changing, improving, worsening, or not yet understood. This helps officials avoid waiting too long to act when conditions are moving in the wrong direction.

Trend / Stability	Meaning
Unknown	The scope, severity, direction, or reliability of information is not yet known.
Improving	Conditions are getting better, restoration is underway, or impacts are decreasing.
Stable / Halted	The impact has stopped expanding and is being managed.
Worsening	The impact is growing, spreading, affecting more people, or reducing more services.
Unstable	Conditions are changing quickly, remain unreliable, or could shift without warning.

An Unknown trend should not be treated as harmless. It means more information is needed before officials can confidently determine whether conditions are improving, stable, or worsening.

9.3. Duration

Duration describes how long a lifeline impact has lasted or is expected to last. Duration is important because many short-term disruptions can be managed locally, while longer disruptions may begin to create household, public health, operational, or resource support needs.

Duration	General Planning Meaning
Less than 24 hours	Often manageable with normal resources unless critical services, vulnerable populations, or life safety are affected.
24–48 hours	May indicate a degraded condition and should be monitored for resource needs or cascading impacts.
48–72 hours	May create serious operational concern, especially when essential services, vulnerable populations, or multiple lifelines are affected.
More than 72 hours	May warrant leadership discussion, outside resource coordination, emergency purchasing, or emergency declaration consideration depending on scope and severity.

Duration should be considered together with scope, trend, and cascading impacts. A limited outage lasting a few hours may be inconvenient. A similar outage lasting several days may create serious consequences for households, businesses, public services, and critical facilities.

9.4. Cascading Impact

A cascading impact occurs when disruption to one lifeline causes or worsens impacts to another lifeline. Cascading impacts are important because the original problem may appear manageable until it begins affecting other essential services.

Examples include:

- Energy disruption affecting communications, medical device support, water systems, or fuel access.
- Water system disruption affecting public health, fire suppression, schools, businesses, or sheltering needs.
- Transportation disruption affecting EMS response, fuel delivery, food access, debris removal, or supply chains.
- Communications disruption affecting 911, public warning, responder coordination, electronic payments, or public information.
- Hazardous materials release affecting transportation, public health, shelter-in-place decisions, evacuation routes, or water systems.

When cascading impacts are present or likely, users should describe the original lifeline impact and the related second- or third-order effects. This helps elected officials, EOC representatives, Incident Command, and partner agencies understand why a situation may require broader coordination even if the original incident appears limited.

10. LIFELINE IMPACT STATEMENT FORMAT

Clinton County uses a standard Lifeline Impact Statement format to describe lifeline conditions in a consistent, plain-language manner. This format helps users explain what is affected, how much is affected, whether conditions are changing, how long impacts may last, and whether other lifelines may be affected.

Lifeline Impact Statements may also be used during risk analysis to describe how a hazard, threat, vulnerability, or service disruption could affect essential services. When used for risk analysis, the same general format should be used, but the statement may include planning words such as could, may, estimated, potential, likely, unknown, or to be determined when exact incident information is not yet available.

The standard format is:

[Lifeline] is [Status], affecting [Scope / Impact], trend [Trend / Stability], estimated duration [Duration], with potential cascading impacts to [Other Lifelines / Services].

Examples:

Energy is **Degraded**, affecting approximately **12% of residents**, trend **worsening**, estimated duration **48-72 hours**, with potential cascading impacts to **communications, medical device support, and sheltering** needs.

Water Systems is **Degraded**, affecting the **village water system** through a boil order, trend **stable**, estimated duration **24–48 hours**, with potential cascading impacts to **public health, food service, schools, and resident support** needs.

Transportation is **Degraded**, affecting **multiple road access points** due to high water, trend **improving**, estimated duration **less than 24 hours**, with potential cascading impacts to **EMS response, school transportation, and commuter travel**.

Risk analysis examples:

Communications may become **Degraded**, potentially affecting **911 call routing, responder coordination, public alerting, and electronic payment processing**, trend **unknown**, estimated duration **to be determined**, with potential cascading impacts to **public safety, fuel access, grocery access, pharmacy transactions, and public information** needs.

Food, Hydration, Shelter could become **Degraded**, affecting residents who depend on **retail food access, bottled water, or emergency sheltering** support, trend **unknown**, estimated duration **24–72 hours**, with potential cascading impacts to **public health, transportation, volunteer coordination, and resource distribution**.

Water Systems may become **Degraded**, potentially affecting **potable water** availability, **water pressure, wastewater operations, or fire suppression** capability, trend **unknown**, estimated duration **to be determined**, with potential cascading impacts to **public health, schools, food service, sheltering, and resident support** needs.

Users should keep Lifeline Impact Statements brief, factual, and tied to verified or best-available information. When exact numbers are not available, users should provide the best reasonable description available and identify the impact as estimated, unknown, limited, potential, or still being assessed.

11. LIFELINE CONCERN, LIFELINE STATUS, AND DECLARATION CONVERSATION INDICATOR

Clinton County uses three related but separate concepts to help users understand lifeline impacts and decision points: Lifeline Concern, Lifeline Status, and Declaration Conversation Indicator. These terms should not be used interchangeably.

Concept	Meaning	How It Is Used
Lifeline Concern	A known lifeline-related issue, dependency, vulnerability, or service concern that may affect a jurisdiction's ability to maintain essential services.	Used in countywide and jurisdiction profiles to identify the most important local lifeline issues before an incident occurs.
Lifeline Status	The current condition of a lifeline or sub-sector, using Administrative, Operational, Degraded, or Non-Operational.	Used to describe what is happening during planning, exercises, incidents, recovery, or documentation.

Concept	Meaning	How It Is Used
Declaration Conversation Indicator	A guide showing when officials should begin discussing whether conditions may be approaching emergency declaration-level concern.	Used to support timely leadership discussion; it is not an automatic declaration trigger.

A Lifeline Concern may exist even when no incident is occurring. Lifeline Status describes current condition. A Declaration Conversation Indicator helps identify when impacts may be serious enough to require policy-level discussion, outside resources, emergency purchasing, mutual aid, or possible emergency declaration consideration.

These concepts are intended to help elected officials, jurisdiction leadership, EMA, department heads, EOC representatives, and partner agencies assess conditions before decision-making becomes delayed or reactive. The goal is not perfect information. The goal is timely understanding, shared discussion, and the best decision available under the circumstances.

12. DECLARATION CONVERSATION INDICATORS

Declaration Conversation Indicators identify conditions that may warrant discussion among elected officials, jurisdiction leadership, EMA, department heads, and appropriate partners. These indicators do not automatically trigger an emergency declaration and do not replace the process for issuing one.

A Declaration Conversation Indicator should be understood as a prompt to begin discussion. It helps officials recognize when lifeline impacts may be growing, lasting longer than expected, affecting essential services, exceeding local capability, requiring outside support, or creating cascading impacts across multiple lifelines.



In the jurisdiction profiles, Declaration Conversation Indicators may be marked with a discussion icon to draw attention to conditions that should prompt elected officials and jurisdiction leadership to begin discussing possible emergency declaration considerations. The icon does not mean a declaration is required, approved, or automatically triggered. It is used only to highlight a condition where timely leadership discussion may be appropriate.

Declaration Conversation Indicators should generally be considered when one or more of the following conditions exist:

- A lifeline impact is expected to exceed one operational period and affects essential services.
- More than 10% of the relevant population, service area, system, or capability is affected.
- A critical facility, public safety function, water system, communications system, or transportation access point is significantly affected.
- The impact is worsening, unstable, or still unknown after initial assessment.
- Normal local resources may not be sufficient to stabilize the situation.
- Outside resources, mutual aid, emergency purchasing, or policy-level decisions may be needed.
- One lifeline impact is creating second- or third-order impacts in other lifelines.
- Vulnerable or at-risk populations may require support beyond normal local capability.
- Public messaging, protective actions, or elected official leadership may be needed to reduce harm or confusion.

When local officials determine that an emergency declaration may be needed, they should refer to 06.05.05 - Playbook - Damage Assessment & Disaster Declaration for the declaration process, documentation steps, and related guidance.

13. STANDARD THRESHOLD MENU

The following threshold menu provides common planning measures that may be used across countywide, city, and village lifeline profiles. These thresholds are guides for discussion and assessment. They should be applied with judgment based on the lifeline affected, population impacted, duration, trend, resource needs, and cascading effects.

Duration should be evaluated with a population sensitivity and preparedness modifier. A short-duration disruption may be manageable for prepared households but may create immediate or near-term support needs for medically at-risk residents, residents with access and functional needs, individuals dependent on electricity for medical devices, residents without transportation, or households with limited supplies. Duration thresholds should therefore be adjusted based on who is affected, what support they require, and whether normal local resources can meet those needs.

Threshold Type	Routine / Limited Concern	Degraded Condition	Serious Operational Concern	Declaration Conversation Consideration
Population Affected	1%-4% affected	>5% affected	>15% affected	10% or more affected, or a smaller number involving vulnerable populations or critical services
Service Connections / Customers	Small, isolated outage	Limited area or neighborhood affected	Multiple areas, facilities, or service zones affected	Widespread service disruption or restoration expected to exceed one operational period
Duration	Less than 24 hours for the general population. Prepared households may sustain 24-48 hours	24-48 hours for the general population. Prepared households may sustain 48-72 hours	48-72 hours for the general population. Prepared households may sustain 72-120 hours	More than 72 hours for the general population, more than 120 hours for prepared households, or sooner if medically at-risk residents, critical facilities, or access and functional needs populations require support
Population Sensitivity / Preparedness Modifier	Prepared households and stable conditions may extend local tolerance	Medically at-risk residents, limited transportation, or limited supplies may shorten the decision timeline	Critical facility impacts, medical device dependency, extreme temperatures, or vulnerable populations may require earlier action	Any population group requiring support beyond normal local capability may accelerate emergency purchasing, outside resource coordination, or declaration conversation consideration
Critical Facilities	No critical facility impact	One facility affected but functioning with workarounds	One or more facilities have reduced capability	Critical facility unable to sustain essential operations without outside support

Threshold Type	Routine / Limited Concern	Degraded Condition	Serious Operational Concern	Declaration Conversation Consideration
Operational Capability	Normal operations maintained	Minor reduction or delays	Major reduction in service delivery	Essential service cannot be maintained without emergency action or outside resources
Transportation Access	Minor route impact or short-term delay	One or more local access points affected	Multiple access points, response routes, or logistics routes affected	Access limitations affect EMS, fire, law enforcement, sheltering, fuel, food, or supply movement
Resource Need	Managed with normal resources	Managed with local workarounds	Mutual aid, emergency purchasing, or expanded coordination may be needed	Outside resources or policy-level decisions are likely needed
Trend / Stability	Improving or stable	Unknown or being assessed	Worsening or unstable	Worsening, unstable, or unknown with essential service impacts
Cascading Impact	No known cascading impact	Possible secondary effects	Confirmed impacts to another lifeline	Multiple lifelines affected or cascading impacts are increasing

These thresholds should help users distinguish between routine concern, degraded service, serious operational impact, and conditions that may require leadership discussion. They are not automatic triggers. Local judgment, verified information, and incident-specific conditions remain essential.

14. JURISDICTION PROFILE METHODOLOGY

Countywide, city, and village lifeline profiles are intended to help local officials understand the most important lifeline dependencies, vulnerabilities, cascading impacts, mitigation discussion points, and declaration conversation indicators for their community.

The profiles are developed using available planning information, known infrastructure and service dependencies, local emergency management knowledge, prior incidents, jurisdiction input, and the Clinton County lifeline inventory maintained for operational use. The full county lifeline inventory is maintained separately and is preloaded in D4H Incident Manager for import into active incidents. This reference document lists only the lifelines, sub-sectors, assets, dependencies, and concerns needed for each profile.

Each profile is organized around the community's Top Five Overall Lifeline Concerns. These concerns are initially identified by Clinton County EMA using best available information and professional judgment, then refined through jurisdiction review. The purpose is not to rank every asset or hazard, but to identify the lifeline issues most likely to affect essential services, local operations, resident support, and cascading impacts.

The same general format is used for the countywide profile and each incorporated city or village profile. This allows officials, department heads, EOC representatives, planners, and partner agencies to compare profiles without changing how the information is read.

Each profile should include:

- A short plain-language community summary.
- Seasonal or recurring event population considerations, where applicable.
- The Top Five Overall Lifeline Concerns.
- Cascading Impact Flows.
- Declaration Conversation Indicators.
- Mitigation Discussion Points.
- Relevant Lifelines and Sub-Sectors.
- Planning Assumptions.
- Items for Future Local Review.

01.01.A: Reference – Countywide Lifeline Profile includes the townships and unincorporated areas of Clinton County. It does not replace the stand-alone profiles for incorporated cities and villages.

The incorporated jurisdiction profiles include:

- Blanchester
- Clarksville
- Martinsville
- Midland
- New Vienna
- Port William
- Sabina
- Wilmington

15. JURISDICTION LIFELINE PROFILE STRUCTURE

The jurisdiction lifeline profiles apply the main lifeline framework to Clinton County and its incorporated jurisdictions. Each profile is maintained as a related reference document under the 01.01 series and is intended to be useful to elected officials, jurisdiction leadership, department heads, EOC representatives, planners, and partner agencies.

Each profile should begin with a short community summary written in plain language. This summary should explain the general lifeline setting of the jurisdiction, including key dependencies, service concerns, or local conditions that may shape emergency impacts.

Where applicable, profiles should include predictable seasonal or recurring event population considerations. These may include camps, festivals, school-year changes, agricultural activity, visitor population changes, or other recurring conditions that meaningfully change population, transportation demand, public safety needs, medical demand,

communications needs, or sheltering considerations. One-time events should not be included in a standing jurisdiction profile unless they are addressed in a separate event-specific plan.

Each profile should include a small jurisdiction review block near the beginning of the document to support local review and periodic validation.

Jurisdiction Review

Reviewed by: _____

Date Reviewed: _____

Next Review Due: _____

The Top Five Overall Lifeline Concerns should be ranked from 1 through 5. Each concern should include a short title and brief explanation that identifies why the issue matters, what could be affected, and what measurable condition may indicate a degraded or serious impact.

Cascading Impact Flows should show how one lifeline impact may create second- and third-order effects. Flows should generally be presented in a table that identifies the scenario, first-order effect, second-order effect, third-order effect, and application area.



Where used, the discussion icon identifies a Declaration Conversation Indicator and should be read as a prompt for leadership discussion, not as an automatic emergency declaration trigger.

Mitigation Discussion Points should identify practical actions or questions that may help reduce future impacts, limit cascading effects, improve local resilience, support continuity of services, or clarify resource needs before an incident occurs.

The Relevant Lifelines and Sub-Sectors section should list only the lifelines and sub-sectors that apply to that jurisdiction. It should not repeat every county lifeline or every asset in the countywide inventory. The purpose is to focus attention on the lifeline assets, dependencies, and concerns most relevant to that community.

Planning Assumptions should describe local conditions, dependencies, limitations, or likely response concerns that help users understand how lifeline impacts may develop in that jurisdiction.

Items for Future Local Review should close each profile. This section should identify topics for future validation with local officials, public safety agencies, utility providers, county partners, businesses, schools, healthcare partners, and other stakeholders as appropriate.

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