EMERGENCY SUPPORT FUNCTION #1 - TRANSPORTATION

TAB D – MASS EVACUATION – TRANSPORTATION SUPPORT PLAN

FACILITATING AGENCY

Ohio Emergency Management Agency
I. INTRODUCTION

A. Mass evacuation is the controlled movement and relocation of a large population of persons and their personal property made necessary by the threat of, or the occurrence of natural or man-made catastrophic event.

B. Mass evacuation activities can be essential to facilitate the safety of affected residents who are forced to leave their homes and businesses.

C. In a mass evacuation, evacuees may arrive or pass through the State in their personal vehicles, by bus, by air, and/or by rail.

D. The State of Ohio may provide personnel, equipment and technical expertise in support of local jurisdictions’ evacuation and re-entry/return actions if the threat of, or the occurrence of, a natural and/or man-made disaster necessitates the evacuation of a large population of persons and/or property:

1. From another state to the State of Ohio

2. From another state through the State of Ohio

3. From inside the State of Ohio to another state

4. From one part of the State of Ohio to another part of the State of Ohio

E. This plan addresses support of the transportation of evacuees during the extent of evacuation operations; including the coordination and facilitation of the arrival and
return of evacuees from outside the state, and the embarkation and return of evacuees from inside the state.

II. SCOPE

A. This plan may be implemented in whole or part depending on the scope of the event and evacuation transportation support needs.

B. The State of Ohio will provide support, as able, to local officials in the provision of essential transportation-related evacuation assistance.

C. All communities are vulnerable to hazards that could require them to evacuate some or even all of their population.

D. Evacuation requires that planning be done both in advance and at the time of an incident.

E. Upon the recommendation of appropriate officials, this plan will be activated. When activating this plan, the following planning elements will be considered:

1. Identification of evacuation routes that could be used to move evacuees away from harm.

   a. Creation/activation of notification system(s) to instruct people regarding: who/which areas should evacuate; how they should evacuate; when they should evacuate; and to where they should evacuate.

3. Identification of public and private resources available to support evacuation transportation operations, including:

   a. Transportation system monitoring

   b. Communications and technology

   c. Engineering and public works

   d. Jurisdictional coordination, mutual aid and administration

   e. Logistics and material procurement

   f. Search and rescue

   g. Hazardous material response

   h. Law enforcement
i. Public information dissemination

4. Identification of persons, jurisdictions and other entities who will be needed to make mass evacuation transportation-related decisions

5. Local jurisdictions will be responsible for identifying and designating areas along transportation routes within their jurisdiction where evacuees can obtain needed services and comfort facilities.

7. Local jurisdictions will be responsible for identifying known at-risk areas and for identifying evacuation routes through their jurisdictions.

8. If a large population needs to be moved in response to a nuclear power plant accident/incident, evacuation routes specified in local emergency operations plans and power plant response plans will be used.

II. SITUATION

A. The Governor or his/her Designated Representative may issue evacuation recommendations.

B. Some individuals may resist evacuating or may refuse to evacuate.

C. Ohio may request mutual aid or federal financial and/or material assistance to support evacuation operations.

D. Evacuees may arrive via various modes of transport; including air, ground, rail or personal transportation.

E. The ability to carry out operations described in this plan will be subject to existing conditions.

F. Throughout evacuation transportation support operations, missions will be based on short-term, intermediate, and/or long-term evacuee support priorities/needs. Because timeframes will change depending on the circumstances of each event, definitions for short-term, intermediate, and long-term are fluid and prone to change. For the purpose of this plan, the timeline guidelines are:

1. Short-Term—Days-to-weeks: response support prior to, and immediately following an event

2. Intermediate—Weeks-to-six months: recovery-based support

3. Long-Term—Six months-to-years: recovery and support of the return of remaining evacuees.
G. A large-scale mass evacuation from an impacted area and subsequent operations in Ohio may result in federal involvement and support.

1. In a federal mass evacuation operation, the State of Ohio, through the Ohio Emergency Operations Center (State EOC) will coordinate with the FEMA Administrator, or his/her designee, to include the Assistant Administrator for Recovery, Regional Administrator, or Federal Coordinating Officer.

2. Federal logistical and operational support may be requested through the impacted state’s Joint Field Office following a Presidential emergency declaration or major disaster for the impacted state or the receiving state if declared.

H. Because there could be a threat of lawlessness during a mass evacuation (injury and/or damage to persons, transportation assets and infrastructure), State resources may be needed to provide for the security of evacuees and property.

I. Welcome/tourist centers may need to be established to act as evacuee reception/information dissemination sites.

J. Emergency Support Function #1 (Transportation) Support Agencies will coordinate with Emergency Support Function #6 (Mass Care) Support Agencies to assist with sheltering, housing, feeding, medical support, financial support, and/or other social services assistance.

K. Additional Mass Care operations that could impact mass evacuation transportation operations include:

1. The provision of evacuee transportation support for an extended period of time.

2. Providing assistance to persons with functional needs (functional independence needs, communication needs, supervision needs, medical needs, transportation needs), such as: elderly persons, children, persons with physical disabilities, persons with serious mental illnesses, persons who are non-English speakers, persons who do not have access to vehicles, persons with special dietary needs, persons who are homeless, the morbidly obese, and others may need additional transportation-related assistance and/or services during mass evacuation operations.

L. Local jurisdictions have the initial responsibility to support the evacuation of persons with functional needs from within their jurisdiction.

M. Institutionalized persons will be moved by their institution to a facility with similar capabilities using necessary state resources.
III. ASSUMPTIONS

A. General Assumptions

1. Evacuee transportation support operations may be necessary for an extended period of time.

2. Management of expectations is essential in order to keep evacuees and the general public aware of realistic goals and response capabilities.

3. Public information and outreach will be necessary for both evacuees and host communities and may span the pre-event, response, and recovery phases.

4. Media interest will escalate during the response and short-term recovery phases.

5. Some evacuees and their goods may require decontamination.

6. Unaffiliated volunteers and unsolicited, unplanned donations will be offered and arrive rapidly and in large quantities.

B. Law Enforcement Function-specific Assumptions

1. If security/weapons checks are conducted, they will generally occur at the embarkation site.

2. Circumstances may require the prioritization of safety of evacuees through security/weapons checks at embarkation if security/weapons checks are not described in the impacted jurisdiction’s plans.

3. Safety and security reception and embarkation site missions may include checks for parolees, sex offenders, weapons, and outstanding warrants.

4. Evacuation and transportation of prison populations will be coordinated and managed between prison systems separate from reception sites and evacuees.

C. Reception Function-specific Assumptions

1. Evacuees may arrive with little or no money, few or no personal items, and limited or no identification.

IV. CONCEPT OF OPERATIONS

A. General Considerations

1. Mass evacuation transportation support operations will be monitored in the State EOC and resource needs will be addressed.
2. When applicable, concepts of operation and assignments of responsibility under this plan will follow those established in the State EOP.

3. Additional concepts of operation and assignments of responsibility, beyond those established in the Ohio Emergency Operations Plan, may need to be developed to fully meet evacuees’ transportation-related needs.

4. Primary and Support Agencies in this Plan will work together to coordinate evacuation routing to inter-jurisdictional reception centers and provide public information to deal effectively with the situation.

5. When it has been determined that conditions in the impacted area are favorable to allow re-entry, priorities and transportation plans for the return of evacuees will be made through the State EOC’s Executive Group.

6. The Governor of Ohio or his/her designee will decide whether Ohio can accept evacuees from areas outside the State.

7. This Plan may be activated in full or in part dependent on the incident and response, recovery requirements, and missions already in local EOPs and within the State EOP. Any or all of the following events could trigger the full or partial implementation:

   a. A Governor of an impacted state requests assistance from Ohio to host an evacuating population.

   b. FEMA requests that Ohio host an evacuating population.

   c. State assistance is requested to support the transportation needs of an evacuating population from an impacted area due to a pending, imminent, or occurring catastrophic incident within the state. Such an incident could result in:

      i. The need to request Emergency Management Assistance Compact (EMAC) support to assist Ohio in hosting transportation-assisted evacuees from the Impact- State.

      ii. The need to implement or create Memoranda of Understanding/Memoranda of Agreement (MOU/MOA) with NGOs or contracts with the private sector for support to assist Ohio in hosting government-organized transportation-assisted evacuees from an impacted state.

B. Functional Considerations

1. ESF-1 - Transportation

   a. Short-Term Tasks
i. Acquire and distribute, as needed: information on roadwork, road detours, and road hazards.
ii. Request, obtain and distribute, as needed: road signage, including motorist information messaging equipment.
iii. Acquire and distribute, as needed: mass evacuation information regarding modes and quantity of transport, evacuation timelines, and number of evacuees and evacuee transports (carrier and personal vehicles).
iv. Acquire reception site information.
v. Coordinate with law enforcement personnel along evacuation routes regarding traffic and roadway information.
vi. Identify, determine the need for, and acquire transportation resources.
vii. At the request of local officials, assist in the implementation of contra-flow plans.
viii. Arrange transportation for transportation-assisted evacuees.
ix. Coordinate transport movement with impacted area.
x. Coordinate transportation/vehicles for return of transportation-assisted evacuees to impacted area.
xi. Track and report status on traffic flow along ingress routes during evacuation and egress routes during evacuee return.
xii. Provide relevant traffic/route signage/messaging.
xiii. Coordinate aviation over-flight operations to monitor contra-flow and other evacuation transportation-related operations.

b. Intermediate Tasks

i. Review and, if necessary, make adjustments to traffic engineering actions resulting from impacts on transportation infrastructure (increased traffic flow, disrupted traffic patterns; increased public transportation ridership, etc.)
ii. Coordinate with FEMA, NGOs, local jurisdictions and/or the private sector for the use of community transportation services
iii. During return/re-entry into impact area, if the situation allows, provide support for evacuee transportation and the coordination of embarkation plans.

c. Long-Term Tasks

i. Assist in the planning and implementation of permanent or semi-permanent changes to transportation infrastructure to accommodate relocated evacuees.

2. ESF-2 – Communication and Information Technology

a. Short-Term, Intermediate, and Long-Term Tasks

i. Receive and process communications and information technology equipment or support requests
ii. Retrieve and return leased communications and information technology equipment

iii. Prepare purchased communications and information technology equipment for storage

iv. Work with providers to distribute emergency information via Telematics Driver Assistance systems such as OnStar.

3. ESF-3 – Engineering and Public Works

a. Short-Term, Intermediate, Long-Term Tasks

i. Request law enforcement support for traffic control around worksites and escorts through traffic, as needed.

ii. Regularly advise of road closures, detours, hazards and roadwork.

iii. Provide and/or identify structural engineers to inspect transportation infrastructure for safety and viability.

iv. Coordinate clearance of debris from evacuation routes.

4. ESF-5 – Information and Planning

a. Short-Term Tasks - Request and analyze information and distribute current status reports on:

i. Modes and quantity of transport; timeline

ii. Number of arriving transportation-assisted evacuees

iii. Number/locations of embarkation/reception sites

iv. Situational awareness

v. Information on decontamination concerns

vi. Communications systems updates

vii. Evacuation route and highway system assessment and monitoring

viii. Law enforcement resources

ix. Monitoring of media through the State EOC JIC for the impacted area(s)

x. Gathering evacuee data/status from impacted-areas; disseminate to appropriate agencies

xi. Location of available services such as fuel, food, temporary housing, etc., through services like OnStar, highway messaging boards or pre-identified radio stations.

b. Intermediate Tasks

i. Coordinate evacuee return/re-entry to Impact-State/area or relocation to another area.

ii. Coordinate Federal involvement in disaster operation with Disaster Recovery Centers (DRC), JFO, FEMA, FEMA IA Field Registration Support, and other Federal agencies involved in support operations.
c. Long-Term Tasks
   
i. Review and coordinate the evaluation of outstanding issues regarding the following:
   
   - Modes and quantity of transport
   - Timeline for return of evacuees
   - Remaining transportation-assisted evacuees in Ohio
   - Infrastructure impact
   - Law enforcement and judicial system issues

Evacuee Reception Operations

a. When applicable, receiving and assisting evacuees will be addressed by established Ohio EOP-based Concepts of Operation and Assignments of Responsibilities (AORs).

b. The reception and assisting of evacuees may require the establishment of operational tasks that are not established in the Ohio EOP.

Evacuee Return/Re-entry

a. Impacted jurisdictions/states, in coordination with the Federal government, will have the responsibility of managing return/re-entry missions for persons returning to their jurisdiction.

b. Short-Term, Intermediate, and Long-Term Task

   i. Communicate and coordinate with Impact-State/area regarding the establishment of an evacuee return/re-entry timeline and plan; and condition/status updates of affected areas.

5. ESF-7 – Resource Support and Logistics Management

a. Short-Term, Intermediate, and Long-Term Tasks

   i. Anticipate resource needs for missions and acquire resources as requested.
   ii. Locate staff and facilities, stock/restock supplies for opening of transportation reception sites.
   iii. Request and integrate FEMA support personnel and/or management personnel to support operations including, but not limited to:

   - Evacuation support
   - Transportation
   - Supply
   - Procurement
iv. Locate and/or provide emergency fuel for evacuating individuals, and
government-supplied transportation vehicles and emergency response vehicles
responding along evacuation routes.
v. Determine accessible areas for supplies storage and staging.

6. ESF-13 – Law Enforcement

   a. When applicable, all Public Safety and Security assignments of responsibility
      will follow those established in the Ohio EOP.

   b. Short-Term and Intermediate Tasks

      i. Track and report status on traffic flow along ingress routes during
         evacuation and egress routes during evacuee return.
      ii. Review staffing needs for increased presence along evacuation
          transportation routes.
      iii. As needed, identify necessary equipment and staff to support security
           screening.
      iv. Identify staffing surge needs; request Federal support for additional security,
          if local, State, and mutual aid support are insufficient.
      v. Provide security at impacted embarkation sites.

7. ESF-15 – Emergency Public Information and External Affairs

   a. When applicable, Public Information and External Affairs assignments of
      responsibility will follow those established in the EOP.

   b. Short-Term Tasks

      i. Coordinate with media sources to provide updates on evacuation and
         Impact-State situation
      ii. Coordinate with media outlets for accurate dissemination of information.
         iii. Provide media support and public information to evacuees.
      iv. Work with media outlets to provide evacuees with information on support
          resources.
      v. Work with State agencies, the JFO, and FEMA on community relations
         informational bulletins.
      vi. Manage rumor control; provide accurate information for public
          dissemination.
c. Intermediate and Long-Term Tasks

i. Provide ongoing situational updates to the public and the evacuee population on conditions in the impact area and return/re-entry status; coordinate with media outlets for accurate dissemination of information.

ii. Provide the public and evacuee population with ongoing situational updates on impact area, return status, and available assistance.

iii. Coordinate with media outlets for accurate information dissemination.

V. ORGANIZATION, COORDINATION and ASSIGNMENT OF RESPONSIBILITIES

A. Organization

1. A general evacuation would involve the relocation of a large number of citizens from a dangerous or potentially dangerous area to one that provides safety from the impending situation.

2. A limited evacuation would involve the relocation of a few people from a dangerous or potentially dangerous area to one that provides safety from the impending situation.

3. As required, the State of Ohio, through the Ohio EOC, will provide coordination among local communities, the State and Federal Government.

   a. The assistance, manpower, services and equipment coordinated at the State level are designed to support and complement already existing procedures, plans and policies currently in effect at the local level. There are a variety of State agencies that can provide assistance for an evacuation.

   b. The type of disaster that causes the need for an evacuation will dictate what kind of support is needed and who can best provide the expertise, manpower or equipment to adequately respond to the situation.

B. Federal Coordination

1. Under a Presidential declaration of a major disaster or emergency, State agencies may coordinate with their Federal counterparts when Federal assets are required.

C. Where possible, assignments of responsibility for providing assistance and coordination for the movement of evacuees will be those established in the State EOP.