

ANNEX J - POPULATION PROTECTIVE ACTIONS (ESF#6)

I. PURPOSE

This annex provides for the coordination of population protective actions to be taken by responders in Shelby County in the event of natural, technological, or other hazards. These actions may include sheltering in place and/or evacuation, or some combination of those.

II. MISSION AREAS AND LIFELINES

A. Mission Areas

1. Protection: Pre-incident establishment of thresholds and conditions for ordering protective actions enables rapid action to protect lives and property.
2. Mitigation: Readyng the community for evacuation include determining how to establish and maintain open travel routes amid impact, how to maintain safe travel through an unfolding incident, or how to support extended shelter-in-place through preplanning. Mitigation also involves creating ways to shelter and protect residents during evacuations.
3. Response: Protective actions are implemented rapidly to prevent populations from exposure to dangers by sheltering-in-place or by removing them from an area of danger through evacuation.
4. Recovery: As individuals return to a state of normalcy, protective actions are cancelled, and populations return to homes in an organized and safe manner.

B. Lifelines

1. Safety and Security
 - a. Evacuation routes must be established to enable evacuees, including people and animals, to go to shelters and other facilities.
2. Food, water and shelter
 - a. Orders must be given to direct evacuation areas, routes of travel, and estimated duration of operations.
 - b. Estimates must be developed for number of evacuees and availability of food, water and shelter.
 - c. Utility and public works restoration must be assessed to provide a basis for evacuation orders.
3. Communications
 - a. The ability to communicate evacuation orders must be assessed and a means to disseminate orders must be developed.
4. Transportation
 - a. Status of highways, major roads, and infrastructure along evacuation routes must be established and communicated to evacuees.
 - b. Public transit systems and other transportation resources should be mobilized to assist in the evacuation of large populations.
 - c. Status of airports and railroads must be assessed and monitored.

III. SITUATION AND ASSUMPTIONS

A. Situation

1. Certain incidents will cause the public to be in danger and require the use of protective actions. This includes severe weather, hazardous materials releases, energy emergencies, and other unpredictable hazards.
2. These protective actions may include, but not be limited to, sheltering-in-place or evacuation of an area.
 - a. Shelter-In-Place may be the better option during events, such as a blizzard or hazardous materials releases. This option would be used when it is more unsafe for people to travel than to remain inside.
 - b. Evacuation may be required at any time for incidents such as earthquakes, tornadoes, hazardous materials releases, bomb threats, or energy emergencies.
 - c. Sheltering in place and evacuating are the primary responsibility of the individual. Government agencies, first responders, and the American Red Cross are not staffed or equipped to provide direct assistance to all residents as they implement protective actions.
 - 1) Supportive actions that may be taken by government agencies, first responders, and the American Red Cross if resources are available are detailed in Section III Concept of Operations, of this annex.
 - 2) In the event that the individual's plans for help are inadequate due to the nature of the emergency, local officials, agencies and organizations will make reasonable effort to provide necessary assistance for those individuals as it is available.
 - 3) It is not possible for Shelby County to be aware of all individuals with access or functional needs; therefore, it is the responsibility of the individual with such needs to make their situation known to county officials so that help can be provided if it is available.
 - 4) Individuals who need additional or specialized assistance should call the phone numbers provided in the emergency communication associated with that incident.
3. There are several predetermined areas within Shelby County that may require protective action during specific events. These events include the following:
 - a. Floods
 - 1) There are major flood plains in Shelby County that affect populated areas.
 - a) Fort Loramie Lake Region
 - b) Portions of the Sidney, Port Jefferson, and Pasco areas
 - c) Many other isolated areas along the Great Miami River
 - 2) Maps of flood plains are located in Shelby County's Natural Hazard Mitigation Plan. This plan may be viewed on the Shelby County Ohio website.
 - b. Class I Dam Failure
 - 1) There are two Class I Dams in Shelby County. Lake Loramie Dam is located in the northwest corner of Shelby County at Lake Loramie State Park. Lockington Dam is located in the southern part of the county just outside of Lockington, Ohio.
 - a) Areas affected from a dam failure would be downstream including western and southern Shelby County.
 - b) Inundation area maps are located in Shelby County's Natural Hazard Mitigation Plan.

- c) An Emergency Action Plan (EAP) for Lake Loramie Dam is on file in the EMA office.
- c. Hazardous Materials - There are several populated areas within Shelby County that are in close proximity to facilities that use and store hazardous materials.
 - 1) See Annex Q – Oil and Hazardous Materials Response for more information.
- d. Locations of hazardous material incidents on highways or rail lines cannot always be predicted; therefore, evacuation routes for these incidents cannot be predetermined.
- 4. Some residents will require transportation assistance in an emergency; these may be individuals with access and functional needs, medical equipment, lack of accommodating vehicles, elderly, or with children.
- 5. Unaccompanied children may need evacuation assistance.

B. Assumptions

- 1. Fifty percent or more residents may spontaneously evacuate a threatened jurisdiction before an evacuation order is given if there is advance warning of the hazard.
- 2. Some jurisdictions close to the borders of Shelby County may have to be evacuated to shelters in other counties. These evacuations will be done in coordination with law enforcement agencies, fire departments, and the emergency management agencies in Shelby County and the destination counties.
 - a. The evacuation of Shelby County residents to an adjacent county will be managed through communication with the EOC.
- 3. Emergency public information will be released to provide information about sheltering in place and/or to provide evacuees with information about the routes to take to shelters.
- 4. Some residents will not have their own transportation and arrangements will need to be made to assist them in evacuating their general residence to the degree that assistance is available.
- 5. Family pets will be evacuated with people, but will be sheltered in separate quarters and will remain the responsibility of the owner for care and feeding for the duration of the evacuation. This plan is attached as Tab 1 in the Mass Care Annex.
- 6. Exotic animals and large recreational animals will be the responsibility of the owner.
- 7. Livestock evacuation is covered in Annex O: Agriculture and Animals.

IV. CONCEPT OF OPERATIONS

A. Core Capabilities

- 1. Planning
 - a. Shelby County EMA/EOC will coordinate the planning efforts of various organizations to effectively decide when and how protective actions are necessary, to establish the procedures to implement protective actions, and to determine the criteria by which protective actions would be cancelled.
- 2. Public Information and Warning
 - a. The Shelby County EMA/EOC will coordinate plans and efforts to inform the public about protective actions through development of effective, audience-appropriate messaging and information.

3. Operational Coordination

- a. Shelby County EMA/EOC will coordinate and assist collaboration between public safety departments, transportation providers, and road crews to facilitate rapid and effective evacuation and eventual re-entry.
- b. Shelby County EMA/EOC will work with public safety and public health officials to coordinate environmental monitoring and situational assessment to determine cancellation of shelter-in-place orders.

4. Critical Transportation

- a. Shelby County EMA/EOC will establish and maintain a resource list of agencies and organizations that will assist with transportation of evacuees when protective orders are issued, and will work with them during an incident to maintain safe and effective transportation activity.
- b. The Shelby County Engineer will establish and plan to maintain key transportation routes for emergency vehicles and evacuee transportation during protective actions.
- c. The Shelby County EMA/EOC will coordinate re-entry planning efforts to facilitate return to homes after evacuation.

B. Responders

1. When the incident commander determines that injury or loss of life may be prevented by taking protective action, he/she will determine the appropriate course of action (shelter in place, evacuation, or a combination strategy) and coordinate with law enforcement agencies to start the process.
2. When evacuation is necessary, it will be vital to determine safe evacuation routes and establish alternate or detour routes to keep other traffic away from danger.
3. When ordering any protective action, it will be vital to warn the public of the situation and provide emergency information about actions they are requested to take.
 - a. Methods of notification of the public (radio, TV, emergency notification system, public address systems or door-to-door) are addressed in Annex C, Notification & Warning.
 - b. Release of public information should be coordinated from a central point and should include specific instructions for sheltering in place, evacuation routes, shelter locations, and availability of alternate transportation. Annex D, Emergency Public Information, addresses the specifics of this activity.
4. Determine any access or functional needs groups that may not be able to evacuate without assistance to the best of emergency management's ability at the time. No registry of persons with access or functional needs exists and any incidental list in existence may not be accurate; therefore, persons who need assistance should be directed to call the EOC, 211, or 911 Dispatch to ask for help.
5. Arrange, or request support to arrange, any needed transportation assistance.

C. Public

1. Shelter-in-Place - When shelter in place is the approved course of action to protect the public from a hazard, the following instructions shall be provided:
 - a. Go inside a sturdy structure to an interior room.
 - b. Close all windows and doors
 - c. If chemical hazards are present, follow these additional steps:
 - 1) Turn off ventilation systems

- 2) Place a damp towel over large gaps under doors
 - 3) Do not go into basements or crawl spaces as vapors may collect in low-lying areas.
 - 4) Remain inside until you are advised through the local radio station or the county emergency notification system that it is safe to resume outdoor activities.
- d. If severe weather is the cause of the sheltering action, follow these additional steps:
- 1) For severe cold, close doors to un-needed rooms to contain heat in used living areas and wear several layers of clothing to maintain acceptable body temperature
 - 2) For tornado warnings, go to the basement or a small interior room your house and listen to local radio for information. Do not stay in a mobile home.
 - a) Residents living in mobile homes should evacuate immediately and go to a sturdy structure.
 - b) While it is not ideal to encourage people to drive during a tornado warning, a mobile home does not provide adequate safe shelter for high wind or tornado events; these residents may be best served to seek alternate shelter.
- e. Listen to local radio for updates and further instructions; watch social media for new information and directives.
2. Evacuation - When evacuation is the necessary course of action to protect the public from a hazard, the following instructions shall be provided:
- a. Residents will be asked to leave the area immediately
 - 1) Specific evacuation routes will be given
 - 2) Shelter locations will be announced
 - b. Residents will be advised to take their emergency kit with them
 - 1) This will be followed by a short list of items that will be needed during evacuation. Please refer to Tab 1, Suggested Items for Family Emergency Kit
 - c. Persons needing transportation will be advised to call 211 or 9-1-1 so that it can be arranged.
 - d. Other details, specific to the incident, will be released.
- D. Transportation - Most evacuees will use their own personal vehicles.
1. It is certain that some residents will not have their own transportation. Depending on the emergency, and when it is possible, arrangements will be made for buses to pick up passengers who need transportation at announced assembly points.
 - a. Those who are unable to transport themselves to the assembly points will be advised to call 9-1-1 or 211 so that transportation can be arranged, or alternate instructions given.
- E. Rest & Staging Areas
1. During large-scale evacuations it may be necessary to have evacuees report to a pre-determined staging area to be assigned to shelter locations. Please refer to Tab 2, Rest & Staging Areas, to this Annex for a listing of these areas.

F. Access and Functional Needs Issues

1. There are access and functional needs populations in Shelby County that will require additional assistance during evacuations.
 - a. The Area Office on Aging, Job and Family Services, Bridges Community Action Partnership, Tri County Board of Recovery and Mental Health, Catholic Social Services, Wilson Health Home Care and Hospice, Long Term Care Facilities, Shelby County Board of Developmental Disabilities may provide information concerning locations of persons having special assistance needs in the event of an evacuation.
2. Long Term Care (LTC) facilities in Shelby County will require special equipment and capabilities to conduct an evacuation. These concerns are addressed in evacuation plans required from LTC facilities by the Ohio Department of Health.
3. Institutionalized persons – The Shelby County Sheriff’s Office maintains a plan for evacuation, including alternate housing arrangements, in the event that the Shelby County Jail would need to be evacuated.

G. Persons Refusing to Evacuate

1. When people threatened by a hazard refuse to evacuate, the following measures may be taken based upon the judgment of the incident commander.
 - a. Next of kin may be contacted, if there is time, in order to facilitate the evacuation of the individual(s).
 - b. Forced removal may be required if the person’s life is directly threatened by the hazard and there is no other viable alternative.
 - c. A notification may be placed on the domicile stating that there are notified individual(s) still in the residence.
 - d. Residents and others who refuse to evacuate may be advised by public safety officials that they will not have the option to call for emergency rescue at a later time due to the nature of the incident and the danger it poses to rescue personnel. They may be told if they do not comply at that time that they may have to endure the storm or incident and may suffer injury of death due to their decision.

V. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. Organization

1. The Ohio Revised Code authorizes township and municipal police and fire departments and the County Sheriff the power to protect the lives and property of the citizens in their jurisdictions. Therefore, the Sheriff and the Chiefs of these organizations are empowered to determine the need and order evacuations during emergencies.
 - a. In Shelby County, if time allows, all evacuation orders will be coordinated with the chief executive officer of the affected jurisdiction before they are released to the public.
2. Police of an affected jurisdiction and assisting police departments will provide movement control for the evacuation, and support in notification efforts.
3. Critical workers are responsible for moving essential resources from the area to be evacuated and relocating those essential resources to safe sites outside the evacuated area.

B. Assignment of Responsibilities

1. Fire and Rescue Services
 - a. Determine appropriate protective action
 - b. Initiate notification of response agencies and individuals
 - c. Notify the EMA, or an activated EOC, of actions to be taken (shelter in place or evacuation) and request support as needed.
 - d. Assist, where possible, in notifying individuals to be evacuated.
 - e. Determine when environment is safe for return of evacuees and provide necessary information about actions to be taken upon their return.
2. Law Enforcement
 - a. Support notification of evacuees
 - b. Provide movement control for evacuation
 - c. Provide security in evacuated areas
 - d. Establish perimeter and crowd control
3. Emergency Management Agency Director
 - a. Coordinate with the Incident Commander for evacuation support.
 - b. Coordinate with localities to identify and list critical industries and workers.
 - c. Coordinate relocation into other jurisdictions with executive officers and shelter officials.
 - d. Assure appropriate public information is prepared and released.
 - e. Request establishment of disaster centers, if appropriate.
 - f. Set up a Joint Information Center (JIC) where press briefings can be provided away from the evacuation site.
 - g. Report and update evacuation information to the elected officials in the affected area(s).
 - h. Notify (and brief) state and federal officials as required.
4. Shelby County Engineer/Ohio Department of Transportation
 - a. Coordinate evacuation routes
 - b. Identify alternate transportation and detour routes
 - c. Assist in traffic control of dangerous zones through the placement of road signs and barricades.
5. Shelby County School Superintendents
 - a. Provide buses and drivers for evacuation
6. Chief Elected Officials
 - a. Provide contact information to the Emergency Operations Center if evacuated.
 - b. Assist in delivering information to the public in coordination with the Public Information Officer, or JIC.
7. Local Municipalities
 - a. Develop a roster of essential employees who must remain during an evacuation.
 - b. Develop plans for the relocation of essential documents and resources.
 - c. Provide contact information to the Emergency Operations Center

8. National Guard Liaison Officer (Must be requested through the EMA Director)
 - a. Inform the EOC team of evacuation support availability from local military installations and provide liaison after support has been requested by the locality.
 - b. Provide logistics support for evacuation operations when possible.
 - c. Assist in providing security for evacuated area.

VI. DIRECTION AND CONTROL

- A. The Incident Commander is responsible for the Direction and Control of the evacuation at the scene.
- B. The Incident Commander will coordinate with the highest-elected officials of an affected jurisdiction before an evacuation order is issued, or at the earliest time possible if pre-evacuation coordination is not feasible.
- C. The Incident Commander will coordinate with the EMA Director and the EOC for material support, release of emergency public information, and briefings to officials.
- D. The EMA Director will work with the transportation coordinators of the school districts to obtain the use of school buses and manage requests for additional transportation resources.

VII. CONTINUITY OF GOVERNMENT

- A. Lines of succession for agencies with responsibility for population protective actions are maintained in jurisdictional SOGs.
- B. Refer to Appendix 3, Procedures for the Relocation and Safeguarding of Vital Records in the Basic Plan and Appendix 1, Procedures for the Protection of Government Resources, Facilities, and Personnel in Annex N, Resource Management.

VIII. ADMINISTRATION AND LOGISTICS

- A. Administration
 1. Industries, businesses and workers identified by county and municipal officials will be notified by their employers, of the protective action and their responsibilities.
 2. Shelby County fire departments have entered into a county-wide mutual-aid agreement to assure adequate material and personnel support and response in the event of emergencies. Activation of mutual aid will occur according to the procedures listed in the agreements.
 3. Shelby County fire departments participate in the Ohio Fire Chief's Association's Emergency Response System, and the IMAC mutual aid agreement through which all political subdivisions can request and receive assistance from any other political subdivisions in the State of Ohio.
 4. The Incident Commander, in cooperation with officials from the affected jurisdiction(s), will determine evacuation boundaries for each incident.

B. Logistics

1. Transportation for Essential Workers

- a. Transportation for essential workers to and from the risk area(s) will be provided by their respective organizations. Should additional transportation be required, requests will be made through the activated EOC.

2. Impediments to Evacuation

- a. Potential impediments to evacuation such as physical barriers, time and lack of transportation resources will be addressed on a per incident basis.
 - 1) Overcoming unforeseen impediments is the responsibility of the Incident Commander in cooperation with officials of the affected jurisdiction(s) if the EOC is not activated.
 - 2) The Incident Commander may request assistance in resolving the difficulties if the EOC is activated.

- 3. Vehicles having mechanical problems during an evacuation will be moved to the side of the road and law enforcement organizations providing movement control on the routes will request transport for stranded evacuees.

IX. PLAN DEVELOPMENT AND MAINTENANCE

- A. Each organization having responsibilities in an emergency evacuation will provide feedback to the EMA Director for updates to this Annex and will update their organizational SOGs based upon experience in emergencies, deficiencies identified through drills and exercises, changes in organizational structure, and state and federal requirements.
- B. The EMA Director is responsible for ensuring that necessary changes and revisions to this annex are made. The EMA Director is responsible for publishing and distributing revisions to this annex.
- C. The EMA Director will forward plan revisions to all organizations having responsibilities for emergency evacuation activities.

X. AUTHORITIES AND REFERENCES

A. Authorities

- 1. Ohio Public Transportation & Safety Rules, Rule # 3301-83-16, as amended.
- 2. Non-Routine use of school buses, effective October 22, 1984.

B. References

- 1. Ohio Revised Code (ORC) 733.03, 733.23 (General Powers of Mayors)
- 2. ORC 737.11 (Duties for Municipal Police and Fire Departments)
- 3. ORC 311.07 (General Powers and Duties of the Sheriff)
- 4. Ohio Attorney General's Opinion # 1532
- 5. Ohio Statewide Allocation Plan - NAPB (Evacuation & Shelter) dated March, 1990

XI. ADDENDA

Tab 1 – Suggested Items for Family Emergency Kit

Tab 2 – Rest & Staging Areas

XII. AUTHENTICATION

President,
Shelby County Firefighters Association

Date

Shelby County Sheriff

Date

Shelby County EMA Director

Date

SUGGESTED ITEMS FOR FAMILY EMERGENCY KIT

Basic Disaster Supplies Kit

- Water (one gallon per person per day for at least three days, for drinking and sanitation)
- Food (at least a three-day supply of non-perishable food)
- Battery powered or hand crank radio and a NOAA Weather Radio with tone alert
- Flashlight
- First aid kit
- Extra batteries
- Whistle (to signal for help)
- Dust mask (to help filter contaminated air)
- Plastic sheeting and duct tape (to shelter in place)
- Moist towelettes, garbage bags and plastic ties (for personal sanitation)
- Wrench or pliers (to turn off utilities)
- Manual can opener (for food)
- Local maps
- Cell phone with chargers and a backup battery

Additional Emergency Supplies

- Masks (for everyone ages 2 and above), soap, hand sanitizer, disinfecting wipes to disinfect surfaces
- Prescription medications
- Non-prescription medications such as pain relievers, anti-diarrhea medication, antacids, or laxatives
- Prescription eye glasses and contact lens solution
- Infant formula, bottles, diapers, wipes and diaper rash cream
- Pet food and extra water for your pet(s)
- Cash or traveler's checks
- Important family documents such as copies of insurance policies, identification and bank account records saved electronically or in a waterproof, portable container
- Sleeping bag or warm blanket for each person
- Complete change of clothing appropriate for your climate and sturdy shoes
- Fire extinguisher
- Matches in a waterproof container
- Feminine supplies and personal hygiene items
- Mess kits, paper cups, plates, paper towels and plastic utensils
- Paper and pencil
- Books, games, puzzles or other activities for children

Source: www.ready.gov/kit

REST AND STAGING AREAS

The following list represents a partial selection of rest and staging areas for Shelby County, Ohio, in an evacuation mode. Areas indicated are to be considered as tentative only, in that adverse conditions resulting from weather and/or hazardous material incidents may force the cancellation of a given site as a staging or rest area within the county.

Site	Facility	Location
1	Botkins Park	East edge of the village
2	Shelby County Fairgrounds	655 S Highland Ave, Sidney, OH 45365
3	Jackson Center Park	Corner of Fairview and College Street
4	Ft. Loramie State Park	4401 Fort Loramie-Swanders Rd, Minster, OH 45865
5	Roadside Park – Sidney	900 S Main Ave, Sidney, OH 45365
6	Russia	St Remy's church yard
7	Anna	Anna schools
8	Port Jefferson FD, EMS	205, 105 W. Wall Street, Port Jefferson, OH 45360