

Richland County Emergency Operations Plan

ESF 1: TRANSPORTATION

Primary Agency: Richland County Engineer

Supporting Agencies: Municipal/township engineers and road/street departments
Railroads (Ashland, CSX, Norfolk Southern, Wheeling Lake Erie)
Mansfield Lahm Airport
Ohio Department of Transportation – Richland County
Ohio State Highway Patrol – Mansfield Post #70
Richland County Regional Planning
Richland County EMA

1. PURPOSE

The purpose of this plan section is to ensure open access to Richland County and its jurisdictions before, during, and after emergencies and disasters and to ensure that needed resources, goods, services, and supplies can reach all areas of the county as part of a response operation.

This section provides guidance in the orderly and safe evacuation of large numbers of residents should evacuation orders be given. It establishes the parameters for evacuation operations, setting expectations for resources necessary to evacuate, roads and highways to be used for ingress and egress, maintenance and repair to those critical pathways, and parties to assist in the movement of evacuees from one point to another.

This section considers the need for movement of resources and personnel involved in response and recovery, livestock and large animals, heavy equipment and other equipment, and general mobility throughout the county during disasters and emergencies. This plan considers access to important disaster locations, including shelters, community centers and respite locations, points of distribution, volunteer reception centers, donation centers, family assistance centers, and federal assistance centers. It establishes parameters for selection and guidance for the maintenance and use of those posts during disasters.

This section provides guidance for the transportation of residents who do not drive, do not have a vehicle, or for other reasons are unable to transport themselves during disasters. It considers the transportation of service animals, pets, and other animals as part of their evacuation. This may include the use of special vehicles, cooperation with multiple agencies and organizations, and the engagement of specially qualified individuals with the ability to manage the transportation of persons with unique and special needs.

2. Mission Areas and Community Lifelines

a. Mission Areas

- i. Prevention
- ii. Protection
- iii. Mitigation
- iv. Response
- v. Recovery
- vi.

b. Lifelines

- i. Transportation

c.

2.3. SITUATION AND ASSUMPTIONS

a. Situation

- i. Ohio Attorney General's Opinion #1532 empowers local officials (township, municipal, county) to issue evacuation orders for their respective jurisdictions.
- ii. While evacuation orders can be issued, it is currently debatable whether anyone can be physically removed from their property if they refuse to evacuate.
- iii. State resources can be deployed off state highways to assist local governments only when the Governor of Ohio has declared a disaster at a state level.
- iv. There are populated areas in Richland County that are near facilities that store, use, or produce extremely hazardous substances. There are also many miles of major highways that traverse Richland County, and the presence of hazardous materials on the roadways is likely. The many miles of railroad that cross the county increases the presence of hazardous materials in the county. An accident at any of these locations could cause the evacuation of large numbers of people in a fast moving scenario.
- v. Richland County does not have nuclear facilities that would require evacuation orders for emergency situations; however, parts of the county are located within the 50-mile radius of either the Perry Nuclear Plant or the Davis Besse Nuclear Power Station. This may cause evacuees to enter Richland County or for a very small number of Richland County residents to be evacuated in a worst-case scenario.

- vi. Nuclear materials are present in health care facilities and other locations. Therefore, Richland County must consider a nuclear emergency as a possibility even though it is not a high probability that this would occur.
- vii. Flooding and flash flooding in Richland County could cause the need for evacuation. Although this probability is not high in all areas, it is very high in others, including Shelby and Bellville.
- viii. When the risk of flooding or flash flooding exists, both Shelby and Bellville must split public safety forces in the jurisdiction to temporarily station resources on both sides of the river that runs through town to make service available to all residents during floods.
- ix. Railroad tracks may block access to public safety and other services in several areas of the county if trains are across crossings for extended periods of time.
- x. The possibility of an earthquake exists, but is extremely low. There is a minor fault line in the Mansfield area. In the instance that an earthquake did occur, there are some populations that may need to be evacuated from highly damaged areas.
- xi. Other causes of evacuation include human-caused events such as fires, criminal acts, and extended power outages during extreme weather conditions.
- xii. In most cases, evacuation zones cannot be pre-determined. Hazardous materials spills due to highway transportation would obviously happen around state and interstate highways, but exact locations, wind direction and speed, and other atmospheric conditions that affect the dissipation and movement of plumes cannot be pre-determined.
- xiii. Railroad accidents can be predicted to the extent that the miles of rail can be identified; however, the exact location or the number of affected residents cannot be determined pre-incident. Evacuations can be sudden and unexpected.
- xiv. Shelter locations and staffing can be pre-determined and with some degree of success pre-planned and equipped.
- xv. Because the nature of most evacuations in Richland County does not facilitate pre-warning, most residents will evacuate after the impact of an incident.

- xvi. Evacuation of the two hospitals would occur only under the most catastrophic circumstances, and would most likely be caused by massive electrical outages or very severe structural damage.
- xvii. Evacuation of the two hospitals would occur in a “fanning out” fashion where patients would be transported to many area and regional facilities rather than sending many patients to a single facility; this would be managed through the use of SurgeNet.
- xviii. The disaster incident in some cases may destroy roadways, bridges and culverts, or other infrastructure necessary for a smooth and orderly evacuation.
- xix. Residents who lack transportation will rely upon the various identified agencies in Richland County to provide assistance; dependence upon support systems by persons with functional special needs will be significant.
- xx. Roadways are owned and maintained by local and state government; railroads are owned and maintained by the rail companies; airports are municipal or privately owned facilities.
- xi. If roadways and rail are significantly damaged, the quickest and most efficient method of bringing supplies, equipment, and personnel to Richland County would be by air.
- xxii. Private airports could become an asset during a disaster for the movement of goods and people into and out of the area.

b. Assumptions

- i. Highways and roadways will be at least partially impacted by disaster incidents. Sections of highways and roadways may be unusable due to damage, flooding, or blockages.
- ii. Highways and roadways are plentiful in Richland County, so alternate routes are likely to exist in spite of blockages and closures.
- iii. Residents could be given evacuation orders that could include the use of electronic and digital equipment such as cell phones, landlines, mass media, social media, and the county’s warning and notification systems, dependent upon what is functional at the time of notification.

- iv. If Internet and wireless communications are operational, those methods can be used to post evacuation routes and closures.
- v. Evacuees needing public transportation will be served through the use of school busses, commercial vehicles, and other mass transportation resources identified by Richland County officials.
- vi. Although some residents may resist evacuation, most will be cooperative and compliant with evacuation orders.
- vii. Evacuees who own pets will take those pets with them upon evacuation.
- viii. Sheltering services will need to include both shelters for the human evacuees as well as the family pets; these shelters may be co-located or may be in separate locations, dependent upon what is available and accessible.
- ix. Out of county resources exist for pet evacuation and care; these resources include the various statewide Disaster Animal Response Teams (DART). Med Central Hospital is able to provide some animal kennels, and other veterinaries and boarding facilities have the capacity to assist.
- x. Farmers will have some capacity to evacuate livestock using farm equipment and vehicles, but may have to acquire outside resources to complete this task.
- xi. Richland County officials will need to make arrangements for countywide transportation of goods in service centers and other locations based upon the need of the evacuees or disaster victims.
- xii. Richland County hospitals will have the potential to reach out to other hospital regions for emergency equipment like portable generators, acute care center equipment and supplies, and other medical supplies necessary for massive volume care.
- xiii. Persons with functional needs should have personal disaster plans that identify resources and assistance they will need in a catastrophic incident.
- xiv. Disaster responders may need assistance in service delivery due to closures and other problems with access; they may be distributing food or other critical items to those unable to evacuate such as farmers who have livestock and others.

- xv. Public safety vehicles and crews may need highway crew assistance in clearing roads and debris as they respond to secondary emergencies.
- xvi. Air transportation can be used to rapidly transport critical supplies and personnel to and from locations, and provide an option for rapid disaster assessment and incident planning.
- xvii. The 179th Air Wing is co-located at Mansfield Lahm Airport but is a state level resource that can only assist the community when State of Ohio resources have been requested and committed.
- xviii. Priorities will be established that allow for the most expedient opening of access to critical facilities; those facilities may include locations such as hospitals, dialysis centers, home health equipment/supply delivery, emergency services from fire, EMS, and law enforcement, and other needs that relate to life safety.

3.4. CONCEPT OF OPERATIONS

- a. Emergencies and incidents that involve transportation issues will be coordinated by the Richland County Engineer. The Engineer has the authority to close roadways, bridges, culverts, and other structures that are unsafe or inappropriate for use. The Engineer has primary responsibility for the maintenance and repair of roads, bridges, culverts, and overpasses on county property; he has the equipment and supplies necessary to perform operations, as well as the vehicles to provide critical access to areas devastated or isolated by disaster. The Engineer has connections to private industry with road-clearing capabilities, and can identify and describe the underlying factors about county structures that are critical in disaster operations. The Engineer's in-depth knowledge of county roads will facilitate the rapid and effective establishment of travel routes and access points prior to, at the time of, and after incident impact.

Supporting agencies all have a responsibility in specific incidents as defined by the federal, state, and local laws and procedures that govern actions such as evacuation, ingress and egress via roadways, and to guide the prioritization of repair and maintenance during and after disasters.

Many parties not considered a primary or supporting agency may take part in the operations related to this ESF. Those parties will have assigned jobs that are critical to carrying out the objectives of the incident set forth by the Incident Commander. These kinds of duties may include law enforcement officers controlling intersections or other access points during an evacuation; it may include school busses being used to transport evacuees; or it may include emergency crews responding to individual incidents within a larger disaster

picture. Those actions are all considered “daily activities” of the agency and are not unique or different in nature, just in specific locations and work directions, due to the disaster. Therefore, these agencies are considered operational units, not supporting agencies.

Transportation and evacuation/shelter-in-place affected incidents should be managed according to the organizational principles included in the national Incident Management System (NIMS). All government and private entities should function as a part of the ICS structure, and fall under the direction of the Incident Commander.

b. Relationship Between Levels of Government

- i. Multiple local government entities share responsibility for roadways and highways within their respective jurisdictions. The county roads, as well as culverts, bridges and overpasses, are the responsibility of the Richland County Engineer. Safety and law enforcement on these sections of roads reverts to the jurisdiction having authority, either the sheriff or the alternate local authority. Township roadways are the responsibility of the township trustees, and law enforcement and security are provided by the Sheriff unless a township police department exists. City streets are the responsibility of the city's engineer or street superintendent, with law enforcement and security provided by the local police department.
- ii. Lahm Airport is under the direction of the City of Mansfield Airport and the Airport Commission serves in an advisory capacity.
- iii. State of Ohio highways are under the authority of the Ohio Department of Transportation. Maintenance crews are mostly housed at the Mansfield office of ODOT. State highways and interstates are patrolled by the Ohio State Highway Patrol, and commercial carriers are inspected by the Public Utilities Commission of Ohio. ODOT participates in and coordinates the Ohio Quick-Clear program for rapid and open flowing transportation in Ohio during emergencies.
- iv. An evacuation tab is part of this plan as ESF 1 Transportation Tab A: Evacuation Procedures.
- v. There are no private roadways or toll roads in Richland County for public use.
- vi. Commercial freight on railroads is regulated by the Federal Railroad Administration. The railroads have internal resources that include safety

crews, police officers, and other security and risk management personnel.

- vii. Air freight and air transportation is regulated by the Federal Aviation Administration and the National Transportation Safety Board.
- viii. The Federal Highway Administration is a technical advisor at the federal level for roads and bridges.

c. Phases of Emergency Management

- i. Preparedness activities include the planning of evacuation corridors, the establishment of process and procedures, and the practice of emergency actions through tabletop and functional exercises.
- ii. Response requires tested procedures and effective implementation of the established procedures, as well as execution of on-site timely evaluation and modification of operational tactics intended to provide immediate solutions to a crisis.
- iii. Recovery involves the restoration of transportation routes and infrastructure after disaster, replacing roads, bridges, culverts, and overpasses as well as railways to a pre-disaster state.
- iv. Mitigation involves establishment of effective maintenance and repair of infrastructure, correction and improvement of procedures that require updating or changes, and implementation of prevention strategies regarding life-threatening outcomes of natural disasters and human-caused accidents.

4.5. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITY

- a. The Richland County Engineer will act as the coordinating entity in cases of evacuation or incidents that require the movement of people and goods across the county after a significant disaster. The Engineer will inspect and certify for use roadways, bridges and culverts, and overpasses in Richland County that provide routes for vehicles to traverse the county. The Engineer will coordinate the federal and state resources as needed to assist in local emergency response to maintain the safety of the residents of the county as well as others located there at the time of the incident.

The Engineer will appoint a liaison to the Richland County Emergency Operations Center to act as a link between field operations and the EOC. This person will be well versed and competent in the services provided by the county engineer's office. This person will assist with development of routes of evacuation and critical transport within the community and will coordinate with the Incident Commander on those issues.

The Engineer will coordinate efforts to clear, close, or restrict roadways to appropriate travel; will coordinate the removal of debris from roadways to facilitate travel; and will develop critical routes for special consideration such as heavy trucks and commercial vehicles.

The Engineer will coordinate efforts to restore rail and air travel to the county, and will work with the other government entities at the local, state, and federal level to achieve those goals.

The Engineer will work and communicate with local law enforcement to enforce evacuation routes, closures, and other travel or weight restrictions on roads, bridges, culverts, and overpasses. The Engineer will provide assistance in the marking of those routes as appropriate to the deemed condition and timely use.

The Engineer will work with aviation command to provide and utilize air transportation when necessary, appropriate, and available to maintain evacuations, travel ingress and egress, and/or the movement of goods and supplies.

- b. Richland County Sheriff and the city police departments will enforce road and bridge closures as well as direct evacuees and others to utilize established evacuation and travel routes. The Ohio State Highway Patrol will enforce road and bridge closures and will direct evacuees who travel on state and interstate highways in Richland County.
- c. The various railroads will participate in emergency response as a support agency when and if their particular sections of rail or trains or stations/yards are involved in a disaster. The railroads will help investigate situations, coordinate the movement of goods, services, and people using rail if that is appropriate, and will communicate with local officials regarding spills, exposures, incidents, response, and clean up/restoration when an incident involves rail transportation. The National Railroad Administration is a resource and will respond in rail incidents as a direct part of the railroad system.
- d. The City of Mansfield Lahm Airport will participate in emergency response if and when air travel or transportation is appropriate to provide needed and timely ingress and egress from Richland County during a disaster. The airport manager

will work with the Richland County Engineer by sending an air services liaison to the EOC or the Incident Command Post if needed. The airport board may need to provide an Air Operations Branch Director to serve in the ICS if air transport is a significant resource in a response.

- e. Richland County Regional Planning will serve as the main agency to coordinate evacuation of persons with disabilities, or for those who lack personal transportation. Richland County New Hope will work with Richland County Transit and the local school systems to provide assistance with any other transportation services that are available and able to assist. Richland Regional Planning will work with the local school systems to utilize and implement the use of busses to evacuate or otherwise move people from one point to another during an emergency, as well as working with any other transportation systems that are currently able to help.
- f. The Ohio Department of Transportation will provide a liaison to the county operation to coordinate local and state efforts in a response.

5.6. DIRECTION AND CONTROL

- a. The Richland County Engineer may be required to appropriately serve as the Incident Commander in either a single or unified command. He/she may appoint an equally qualified and capable deputy or alternate to fill the role as Incident Commander.

The Ohio Department of Transportation may fill the role of Incident Command if deemed appropriate by local authorities; this would be particularly relevant if the disaster incident were most applicable to state highways and interstate highways.

- b. The Richland County Engineer may be required to appoint qualified and trained personnel to serve in command staff positions, including Safety Officer to determine operational safety regarding transportation issues and use of roads, bridges, culverts and overpasses; a liaison office to represent the transportation considerations at the EOC or at other posts within the ICS system; and/or a public information officer/deputy/assistant to help with public information and news releases, statements, and interviews with the media and other news outlets.

These same positions may be filled by personnel from the other local, state, and federal supporting agencies, or by a person with similar and sufficient engineering knowledge and capability working in an official capacity.

The City of Mansfield Lahm Airport or the appropriate railroad will fill positions in the ICS with appropriate operational staff, including advisors in the Incident Command and command staff, operational crews and supervisors, or other general staff positions.

- c. The Richland County Engineer will provide, assisted by municipal and township road departments, a significant number of units including personnel and equipment to clear roads, open or inspect bridges and culverts and overpasses, to mark roadways and erect signage, and to perform other operational duties established by the Incident Commander. The Engineer will provide both workers and supervisors at the level established in the ICS system.

Municipalities and townships will fill roles within the ICS structure as appropriate and in consideration of qualifications and training. Road crews and other operational units will likely utilize a large number of jurisdictional workers, both paid and volunteer.

Richland Regional Planning will coordinate workers for operational units to transport individuals and goods. They may need to provide a supervisor for their crews. Other transportation services may provide assistance and supervisory staff as well to provide adequate transportation of evacuees in the case of needed evacuations.

Various local and state law enforcement agencies may be required to provide personnel for operations to enforce and guide evacuations and evacuees; to guard closures and restrictions; or to in other ways ensure that directions of Incident Command are followed by the general public and others.

- d. The Richland County Engineer will provide assistance in the ICS-based Planning Section, assisted by support agencies, to fill situational assessment and resource projection roles, as well as technical advisors.

Planning roles as a resource unit may be provided by a variety of organizations. Richland Transit, Richland County Engineer, Richland County schools, or the Richland County EMA may provide staff to fill roles in the planning section.

Local law enforcement may be required to provide a planning person for law enforcement resource needs and other enforcement issues.

- e. The Richland County Engineer may provide logistics personnel to maintain and repair road equipment, but may also utilize other options for this logistical support.

All other support agencies may be required to provide personnel to fill logistics roles, especially in support through maintenance of vehicles and equipment and management of roadblock and other signage and engineering supplies.

6.7. ADMINISTRATION AND LOGISTICS

- a. Resources needed for the transportation of people and goods will be requested by the Incident Commander (Unified Command) to the Transportation Liaison Officer in the Emergency Operations Center.
- b. The Transportation Liaison Officer will relay current status of resources and incident status reports through the EOC to Incident Command or the Planning Section, Situation Unit.
- c. The Richland County Resource List will include a listing of all entities, departments, organizations, and agencies that have personnel, equipment, or supply items that would be needed to conduct evacuation operations or delivery and distribution operations across the county. This list will include the contact person and points for each resource, a brief description of the resource, and a general quantity or capacity of the resource. The list will be updated annually or when resource changes occur.
- d. The Transportation Liaison Officer will assist with incident planning and prioritization of operations as well as the logistical issues that surround the use of vehicles and equipment. The Liaison Officer will work with other ESF 1 Transportation units throughout the response system and organized according to NIMS/ICS principles.
- e. Requests for mutual aid resources to execute transportation operations will be communicated to the EOC, and assistance will be given when requested by the EOC to the appropriate entities either through pre-existing mutual aid agreements and memoranda of understanding, or through the development of just-in-time agreements based upon need.
- f. Additional resources will report to the Staging Officer or other location within the ICS system, as designated by the Incident Commander.
- g. The Incident Commander and/or Safety Officer will communicate with the Transportation Liaison when work units are susceptible to injury or casualty or where other highly or unusually dangerous circumstances are present prior to establishing work assignments.

- h. All parties will participate in after action review and corrective action implementation; lessons learned and best practices should be recorded and incorporated into this section when reasonably feasible.

7.8. RESOURCE REQUIREMENTS FOR ESF

- a. The supporting agencies, including public and private, should be included in training and exercises as part of emergency preparedness in Richland County.
- b. Richland County should participate in and take advantage of training offered by supporting agencies like the various railroads.
- c. NIMS and ICS training sessions should be opened to all agencies and private or public entities in this section, and their participation should be encouraged.
- d. All parties involved in this section should have the opportunity to comment and suggest revisions to this plan on a regular basis, and should participate in the development of the initial plan.
- e. The parties involved in this plan should be listed with appropriate detail in the Resource List for Richland County; contact points and persons should be maintained and periodically verified through exercise.

8.9. PLAN DEVELOPMENT AND MAINTENANCE

- a. This ESF should be reviewed annually at a designated time. It should be reviewed by all parties involved in the section, and any suggestions should be considered and acted upon appropriately by the EMA director.
- b. This plan should periodically be reviewed by a community-wide committee of stakeholders. Changes suggested by that committee of stakeholders should be considered appropriately by the EMA director.
- c. This plan should be reviewed and revised as necessary after any incident of significance or any declared incident by the committee of stakeholders. The EMA director should act appropriately on any suggested changes.
- d. The Richland County Commissioners should review and promulgate this plan as needed.

9.10. ADDENDA

- a. Tab A – Evacuation Procedure

10.11. AUTHENTICATION

Date of Adoption

Richland County Engineer

Richland County EMA Director

Richland County Emergency Operations Plan

ESF 1: TRANSPORTATION

Tab A: Evacuation

Primary Agency: Richland County Engineer

Supporting Agencies: Richland County EMA
American Red Cross
Richland County CERT
Richland Public Health/Medical Reserve Corps (MRC)
Richland Regional Planning

1. PURPOSE

The purpose of this section is to provide for a coordinated evacuation of the population of Richland County in the event of natural, technological, or civil hazards.

2. SITUATION AND ASSUMPTIONS

a. Situation

- i. In accordance with NAPB (Nuclear Attack Planning Base) guidelines and the Ohio Statewide Allocation Plan – NAPB (Evacuation and Shelter), Richland County has one area associated with a potential blast overpressure of 2.0 psi or more. Residents living within 2.0 psi radii must be evacuated. (See Attachment 1, Conglomerate Map with Primary and Alternate Evacuation Routes)
- ii. Ohio Attorney General's Opinion #1532 empowers local officials (township, municipal, county) to issue evacuation orders for their respective jurisdictions in order to minimize the effects upon the civil population of an attack or other disaster.

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 of Richland County and the Chiefs of Police and Fire are empowered to determine the need and order evacuations during emergencies. In Richland County, when time allows, all evacuation orders will be coordinated with the chief executive officer of the affected jurisdiction before they are released to the public.

- iii. The 1978 Opinion of the Attorney General .099 states that county or municipal emergency management (Homeland Security) officials have the authority to evacuate person from any area under their jurisdiction in order to minimize the effects upon the civil population of an attack or other disaster.
- iv. FEMA requires information on the number of auto-less residents in the community. This information has been derived from the current U.S. Census reports. However, in as much as it is subject to a certain degree of change, local officials should contact the Population Protection Planning Section of the Ohio EMA (614-889-7180) for updated information regarding the number of citizen in a given jurisdiction. A convenient formula for calculating the number of evacuees requiring transportation is as follows: Number of auto-less house-holds times 2.64 (average number of residents per household). The resulting figure should indicate the number of citizen requiring transport assistance.
- v. There are a number of populated areas within Richland County that are in close proximity to hazardous materials production/storage facilities. The residents in these areas may have to be evacuated in the event of a hazardous materials incident. Maps and evacuation routes of these locations are part of the Richland County Hazardous Materials Emergency Management Plan.

Locations of hazardous materials incidents on highways or rail lines cannot be predicted; therefore, evacuation routes for these incidents cannot be predetermined.

- vi. There is one flood plain in Richland County that affects populated areas. In addition there is one dam in Richland County and two other dams that border Richland County that could flood populated areas downstream if they fail. Maps of flood and inundation plains are voluminous and are available in the EMA office.
- vii. A map designating pick up points where evacuees without cars can obtain transportation, rest areas where evacuees can obtain fuel, water, medical aid, vehicle maintenance, information, and comfort facilities and staging areas which will serve as holding points for materials resources during major evacuation appears in Tab B to this ESF. Specifics are provided upon incident and will be governed by locations.
- viii. Richland County does not have nuclear power stations.

ix. Richland County has no other known hazard that could necessitate evacuation.

b. Assumptions

- i. Some residents may spontaneously evacuate a threatened jurisdiction before an evacuation order is given if there is advance warning. Richland County resident may need to necessitate an evacuation due to floods, ice/snow storms, tornadoes, industrial accidents, and nuclear attack.
- ii. The evacuation of Richland County residents to an adjacent county will be done in coordination with the Emergency Management Director and regional Red Cross representatives.
- iii. According to the Highway Capacity Manual reference in FEMA 2-15, the following capacities for an ideal evacuation movement are as follows:
 1. 1,200 vehicles per hour per lane in two-lane undivided rural roads;
 2. 2,000 vehicles per hour per lane in multi-lane rural highways with two or more lanes in each direction;
 3. 2,400 vehicles per hour per lane in multi-lane divided freeways or expressways with limited access.
- iv. Emergency public information will be released to evacuees telling them the routes to take to the shelters.
- v. Evacuees without vehicles will be transported by busses. Assembly points where evacuees may board busses will be announced by radio and/or bullhorns in the affected areas and can be posted online if that technology is functional.

3. CONCEPT OF OPERATIONS

- a. Emergencies and incidents that involve transportation issues will be coordinated by the Richland County Engineer. The Engineer has the authority to close roadways, bridges, culverts, and other structures that are unsafe or inappropriate for use. The Engineer has primary responsibility for the maintenance and repair of roads, bridges, culverts, and overpasses on county property; he has the equipment and supplies necessary to perform operations, as well as the vehicles to provide critical access to areas devastated or isolated by disaster. The Engineer has connections to private industry with road-clearing capabilities, and can identify and describe the underlying factors about county structures that are critical in disaster operations. The Engineer's in-depth

knowledge of county roads will facilitate the rapid and effective establishment of travel routes and access points prior to, at the time of, and after incident impact.

The EMA Director will determine, in conjunction with other appropriate officials, when a shelter needs to be opened and where the shelter should be located.

This decision will be made given considerations of the number of persons evacuated, potential duration of the evacuation, the need for overnight housing, the cost and availability of hotel accommodations for the evacuated population, and the circumstances under which the evacuation was ordered. In general, if more than 3 families are evacuated, a shelter should be considered. The EMA Director will coordinate the opening of a shelter with American Red Cross and other volunteer agencies.

The EMA Director will take under advisement information regarding roads and highways provided by the Richland County Engineer. Any location selected as a shelter should have ingress and egress, and the structure should preferably be a designated Red Cross shelter or shelter of other approval.

Many parties not considered a primary or supporting agency may take part in the response operations related to this ESF. Those parties will have assigned jobs that are critical to carrying out the objectives of the incident set forth by the Incident Commander and directed by the EMA director.

The American Red Cross is the agency of choice for sheltering evacuees. The Red Cross establishes potential shelters across the county to be used in evacuations for the housing of evacuees. They provide equipment and supplies for those shelters, and have an established process to document and account for the residents of said shelters. It is anticipated that the Red Cross will carry out these functions in an evacuation in Richland County.

Other volunteer and county agencies can assist the Red Cross, or perform the duties in the absence or inability of Red Cross to carry out these duties. CERT and MRC can provide personnel to either perform or support sheltering actions, to help with first aid and medical needs, to provide traffic assistance, or to perform duties logistical in nature associated with the shelter operation. The Salvation Army can be called in to provide food service and spiritual assistance.

When residents are adequately protected by ordering them to stay in their homes, a shelter-in-place order may be issued. In such cases, the Richland County Engineer and the EMA Director should determine what, if any, services are needed to enable people to safely stay in their homes, and if that service is possible to deliver. Considerations will include safety of the people serving, environmental conditions, and the types of services to be offered. This might include things like home delivered food and medicine, delivery of home health

care and home health equipment and supplies, delivery of heating fuels, and the delivery of potable water to residences.

Evacuation and shelter-in-place affected incidents should be managed according to the organizational principles included in the national Incident Management System (NIMS). All government and private entities should function as a part of the ICS structure, and fall under the direction of the Incident Commander.

b. Relationship Between Levels of Government

- i. Evacuation is generally a local activity although resources from outside the county may be needed, especially if shelter staff are personally affected by the situation causing evacuation. Volunteer organizations, including Red Cross, may have mutual aid agreements and memoranda of understanding that provide resources and equipment initially located external to Richland County.
- ii. Lahm Airport may be used as a point of collection and distribution if air access is advantageous to the operation. Supplies may be flown in easier than transported by highway in some circumstances.
- iii. Shelters will operate under the direction of the American Red Cross or alternate provider if Red Cross is unavailable. The Red Cross or alternate provider will supply policies and procedures as well as trained and competent staff to operate the shelters as needed.
- iv. Shelters for people with functional needs will be coordinated by the Richland County EMA with the assistance of Richland Public Health.
- v. Companion animals are not generally accepted into shelters for humans. A separate animal sheltering tab is included in ESF 11: Food and Agriculture. Service animals are accepted into regular shelters.
- vi. Nursing homes and other congregate homes are required to have evacuation and sheltering plans. Each nursing home, skilled nursing facility, or group home should have memoranda of understanding with an alternate facility to be used when evacuation is necessary. Care should be given that these shelters are not the same facilities as public shelters and therefore creating an over-population of facilities.
- vii. The prison system will operate autonomously in the case of evacuation, and have in place plans to manage such situations. The EMA will work with them in a support role should evacuation be necessary.

c. Phases of Emergency Management

- i. Preparedness activities include the establishment of potential shelters across Richland County. The Red Cross or an alternate organization will maintain shelter agreements with facilities in sufficient numbers to house up to 5% of the population of Richland County.
 - 1. The EMA Director will work to ensure that sufficient volunteers exist to staff and maintain those shelters during an evacuation, either by Red Cross or an alternate organization. Training of volunteers will take place to ensure that sufficient volunteers are competent to operate the shelters.
 - 2. The EMA Director will maintain a current list of all shelter locations in Richland County, and will be notified by Red Cross when shelter agreements change.
 - 3. The Red Cross or alternate organization will periodically check, inventory, and repair as necessary the equipment readily available to shelters such as cots, blankets, registration kits, and other supplies.
- ii. Recovery involves the restoration shelters to pre-use condition by Red Cross of the alternate operator and readying the shelter for a future operation.
- iii. Mitigation involves establishment of alternatives to public sheltering such as advocating personal preparedness plans that includes finding emergency shelter with family and friends in other areas.
- iv. Response includes the operation of shelters for evacuation.

4. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITY

- a. The Richland County Engineer will act as the coordinating entity in cases of evacuation or incidents that require the movement of people and goods across the county after a significant disaster. The Engineer will assist in establishing routes for evacuees to use in leaving homes, for the establishment of zones for specific shelters and egress routing, and for the establishment of re-entry routes when evacuees can return home.

The Engineer will appoint a liaison to the Richland County Emergency Operations Center to act as a link between field operations and the EOC, and will appoint a

person to work directly with the EMA Director on issues of evacuation and sheltering. This person will be well versed and competent in the services provided by the county engineer's office. This person will assist with development of routes of evacuation and critical transport within the community and will coordinate with the Incident Commander on those issues.

- b. Richland County Sheriff and the city police departments will enforce road and bridge closures as well as direct evacuees and others to utilize established evacuation and travel routes. The Ohio State Highway Patrol will enforce road and bridge closures and will direct evacuees who travel on state and interstate highways in Richland County. They may utilize assistance from other organizations in guiding evacuees to the proper roads or facilities during an evacuation.
- c. The City of Mansfield Lahm Airport will participate in emergency response if and when air travel or transportation is appropriate to provide needed and timely ingress and egress from Richland County during a disaster.
- d. Richland Regional Planning will serve as the main agency to coordinate evacuation of persons with disabilities, or for those who lack personal transportation. Richland County New Hope will provide assistance with any other transportation services that are available and able to assist. Richland Regional Planning will work with the local school systems to utilize and implement the use of school busses to evacuate or otherwise move people from one point to another during an emergency, as well as working with any other transportation systems that are currently able to help.
- e. The Ohio Department of Transportation will provide a liaison to the county operation to coordinate local and state efforts in a response.

5. DIRECTION AND CONTROL

- a. The Richland County Engineer may be required to appropriately serve as the Incident Commander in either a single or unified command. He/she may appoint an equally qualified and capable deputy or alternate to fill the role as Incident Commander.

The Ohio Department of Transportation may fill the role of Incident Command if deemed appropriate by local authorities; this would be particularly relevant if the disaster incident were most applicable to state highways and interstate highways.

- b. The Richland County Engineer may be required to appoint qualified and trained personnel to serve in general staff positions, including Mass Care Branch

Director, Evacuation Groups or Division Supervisors, or other unit leader positions. A Mass Care Liaison may be appointed if necessary to serve as Command Staff.

Richland Regional Planning may provide workers for operational units to transport individuals and goods. They may need to provide a supervisor for their crews. Other transportation services may provide assistance and supervisory staff as well to provide adequate transportation of evacuees in the case of needed evacuations.

Various local and state law enforcement agencies may be required to provide personnel for operations to enforce and guide evacuations and evacuees; to guard closures and restrictions; or to in other ways ensure that directions of Incident Command are followed by the general public and others.

- c. The Richland County Engineer will provide assistance in the ICS-based Planning Section, assisted by support agencies, to fill situational assessment and resource projection roles, as well as technical advisors.

Planning roles as a resource unit may be provided by a variety of organizations. American Red Cross, CERT, MRC, Salvation Army, and other volunteer organizations may participate in the Planning Section, especially in resource and situation unit roles.

Local law enforcement may be required to provide a planning person for law enforcement resource needs and other enforcement issues as related to evacuation.

- d. American Red Cross or any alternate sheltering organization is expected to maintain and service the shelter and the associated equipment. Supplies can be ordered through central supply for the operation, or can be ordered independently by the American Red Cross through their logistics system.

6. ADMINISTRATION AND LOGISTICS

- a. Resources needed for evacuation will be requested by the Incident Commander (Unified Command) to the Transportation Liaison Officer in the Emergency Operations Center. Shelter needs will be supplied either through the ICS or by the American Red Cross through their supply channels.
- b. The Evacuation Liaison Officer will relay current status of resources and incident status reports through the EOC to Incident Command or the Planning Section, Situation Unit.

- c. The Richland County Resource List will include a listing of all entities, departments, organizations, and agencies that have personnel, equipment, or supply items that would be needed to conduct evacuation operations or delivery and distribution operations across the county. This list will include the contact person and points for each resource, a brief description of the resource, and a general quantity or capacity of the resource. The list will be updated annually or when resource changes occur.
- d. Requests for mutual aid resources to execute sheltering operations will be communicated to the EOC, and assistance will be given when requested of the EOC to the appropriate entities either through pre-existing mutual aid agreements and memoranda of understanding, or through the development of just-in-time agreements based upon need. Red Cross regional resources may be deployed as a standard procedure within the organization.
- e. Additional resources will report to the location established by the Incident Commander and Red Cross/Sheltering Liaison.
- f. First aid and medical assistance will be provided at shelters for evacuees as a part of shelter operations.
- g. All parties will participate in after action review and corrective action implementation; lessons learned and best practices should be recorded and incorporated into this section when reasonably feasible.

7. RESOURCE REQUIREMENTS FOR ESF

- a. The supporting agencies, including public and private, should be included in training and exercises as part of emergency preparedness in Richland County.
- b. Richland County should participate in and take advantage of training offered by supporting agencies like the various railroads.
- c. NIMS and ICS training sessions should be opened to all agencies and private or public entities in this section, and their participation should be encouraged.
- d. All parties involved in this section should have the opportunity to comment and suggest revisions to this plan on a regular basis, and should participate in the development of the initial plan.
- e. The parties involved in this plan should be listed with appropriate detail in the Resource List for Richland County; contact points and persons should be maintained and periodically verified through exercise.

8. PLAN DEVELOPMENT AND MAINTENANCE

- a. This ESF should be reviewed annually at a designated time. It should be reviewed by all parties involved in the section, and any suggestions should be considered and acted upon appropriately by the EMA director.
- b. This plan should periodically be reviewed by a community-wide committee of stakeholders. Changes suggested by that committee of stakeholders should be considered appropriately by the EMA director.
- c. This plan should be reviewed and revised as necessary after any incident of significance or any declared incident by the committee of stakeholders. The EMA director should act appropriately on any suggested changes.
- d. The Richland County Commissioners should review and promulgate this plan as needed.

9. ADDENDA AND NOTES

A list of American Red Cross approved shelter locations and shelter managers in Richland County is provided in the Resource Guide.

10. AUTHENTICATION

Date of Adoption

Richland County Engineer

Richland County EMA Director