ESF 1 | Transportation

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1   Purpose and Scope

Emergency Support Function (ESF) 1 focuses on transportation plans, procedures, and resources needed to evacuate people (including special needs populations) and animals (including pets, service animals, and potentially livestock) from a disaster area to an emergency sheltering location. It is inclusive of all transportation modes. This ESF also incorporates established procedures and identifies resources for:

- Supporting distribution of medical supplies/pharmaceuticals to designated medical care facilities/POD sites;

- Transporting/transferring victims to medical care facilities; and

- Including identification, mobilization, and coordination activities residing with government and private sector transportation vendors available to supply equipment/vehicles, personnel, and technical expertise during an emergency.

2   Policies and Agreements

Agreements in support of ESF 1 include:

- Omnibus Agreement between Benton, Clackamas, Clatsop, Columbia, Hood River, Lincoln, Linn, Marion, Multnomah, Polk, Tillamook, Washington, and Yamhill. Updated in 2011. Provide emergency assistance.

- Marion County and the City of Keizer. August 5, 1996. Provide aid when an emergency exceeds the capabilities of the affected jurisdiction.

- Marion County and the City of Salem. December 27, 1995. Provide aid when an emergency exceeds the capabilities of the affected jurisdiction.

- Marion County and the City of Silverton. August 20, 1997. Provide aid when an emergency exceeds the capabilities of the affected jurisdiction.

- Marion County and the City of Stayton. March 1996. Provide aid when an emergency exceeds the capabilities of the affected jurisdiction.

- Marion County and the City of Woodburn. August 13, 1996. Provide aid when an emergency exceeds the capabilities of the affected jurisdiction.

- MORE – Managing Oregon Resources Efficiently - allows public agencies in Oregon to share resources including equipment, materials, and services

for public works, municipal, transportation, engineering, construction, operations, maintenance, emergency management, and related activities

Under ORS 401.309 (4), a county, city, or municipal organization may authorize an agency or official to order mandatory evacuations of residents and other individuals after a declaration of a state of emergency within the jurisdiction is declared. An evacuation under an ordinance or resolution authorized by this section shall be ordered only when necessary for public safety or when necessary for the efficient conduct of activities that minimize or mitigate the effects of the emergency.

Effective October 2006, the House and the Senate have approved the Pets Evacuation and Transportation Standards Act of 2005 (H.R. 3858). This bill amends the Robert T. Stafford Disaster Relief and Emergency Assistance Act to require the Director of the Federal Emergency Management Agency (FEMA) to ensure that state and local emergency preparedness operational plans address the needs of individuals with household pets and service animals following a major disaster or emergency. Currently, no funding has been provided to state and local governments to produce these plans. The bill has been presented to the President for signature. Marion County has not formally addressed pets and service animals in transportation or evacuation plans to date, but future planning initiatives will incorporate this new bill and the associated critical tasks and resources needed to support it.

3   Situation and Assumptions

3.1   Situation

Several emergency situations might require an evacuation of part or all of Marion County. Small-scale, localized evacuations might be needed due to a flash flood, hazardous-materials accident, major fire, or transportation accident. Mass evacuation could be required in the event of an earthquake or an enemy attack. Additionally, evacuation planning is necessitated for site-specific hazards, such as chemical facilities.

3.2   Assumptions

It is assumed that the public will receive and understand official information related to evacuation. Most of the public will act in its own interest and evacuate dangerous areas when advised to do so by local government authorities. However, some individuals may refuse to evacuate. It is also assumed that most evacuees will use private transportation means; however, transportation may have to be provided for some evacuees.

Time constraints, route limitations, and hosting facilities' capacities to accommodate evacuees could significantly stress and deplete local resources. Support agencies/entities will provide available resources in support of ESF 1, but their capacity to lend services and supplies may change throughout the duration of

an incident. Designated emergency coordinators and assigned liaisons are responsible for updating the status of available resources and capabilities through the County Emergency Coordination Center (ECC). It is assumed all non-emergency functions will be suspended countywide until the community has resumed normal operating systems and functions.

The transportation requirements of essential workers, supplies, and equipment are a complicating factor during evacuation. Personnel will continue to work at essential jobs even as emergency relocation takes place. Their commuting routes may conflict with the flow of evacuating residents, and traffic control will be provided at jurisdictional boundaries and as needed within impacted jurisdictions. Crowd and traffic control may be accomplished using traffic signals, roadblocks and barricades, detours, signing, aerial and electronic surveillance, and public information and instruction. Risk-area residents who cannot arrange for private transportation will be provided with transportation by city, County, and private transportation carriers. Vehicles may include commuter vans, public transit, school buses, and other commercial carriers.

4   Roles and Responsibilities

LEAD AGENCY
> Marion County Department of Public Works
> Marion County Sheriff's Office

SUPPORT AGENCIES/ENTITIES

> Private or Non-governmental Organizations
> Chemeketa Area Regional Transportation System
> Laidlaw
> Local Veterinarians (animal transport)
> Salem-Keizer Transit
> Volunteer Organizations Active in Disaster
> Wheels Community Transportation (Para transit buses)
> Multiple Private Ambulance Companies

> City/Special Districts
> Local Ambulance Service Providers
> Local Fire Protection Districts
> Local Law Enforcement Agencies
> Local Public Works Departments

> County
> Marion County Dog Shelter (animal transport)
> Marion County Juvenile Department
> Marion County Sheriff's Office, Institutions Division

State (available without request through Oregon Emergency Response System (OERS)
Oregon Department of Transportation

4.1 Essential Tasks Supporting Transportation

All emergency operations and information will be coordinated through the County ECC and command staff. Local and county law enforcement agencies will provide support to Public Works, Emergency Management (EM), transportation departments, and other staff to accomplish the following essential tasks during evacuation:

- Planning for and identifying high-hazard areas and numbers of potential evacuees, including the number of people requiring transportation to reception areas (including special needs populations);

- Coordinating transportation needs for special populations;

- Identifying emergency traffic routes and setting up county traffic checkpoints (a status report should be provided to the County ECC when the majority of the evacuees have passed county checkpoints);

- Determining optimal traffic flow and movement priority from residences to highways;

- Confirming and managing locations of staging areas and pick-up points for evacuees requiring public transportation;

- Coordinating transportation services, equipment, and personnel using emergency routes;

- Providing guidance on commuting arrangements for essential workers during the evacuation period;

- Proposing locations of roadblocks and patrols for evacuation movement; and

- Providing patrols and safety measures in the evacuated area and for reassignment of personnel during the evacuation period.

5   Concept of Operations

5.1 General

The Marion County Sheriff, or the appointed designee, directs and controls the evacuation of unincorporated areas of the County. Public Works and Emergency Management will assist the Sheriff by coordinating transportation needs of evacuees. The evacuation of people and needed transportation within a city's

jurisdictional boundaries is the responsibility of the Chief of the city's law enforcement agency. The Emergency Management Director (EMD) serves as a planning coordinator between the agencies identified in Section II of this ESF Annex.

Executive direction, incident control, and any ensuing evacuation and transportation of equipment, supplies, and response personnel will be conducted via the County Emergency Coordination Center and on-scene command posts, as outlined in ESF 5.

Evacuation Checklists and an example Evacuation Order are provided in the Marion County Resource Directory in Section E.

5.2 Transportation Considerations during Evacuations

Defining the area to be evacuated will be determined by officials recommending the evacuation based on the advice of appropriate advisory agencies and subject matter experts. Major transportation and evacuation routes may be impacted based on the emergency or disaster. In the case of hazardous materials incidents/accidents, evacuation information is available in the U.S. Department of Transportation *North American Emergency Response Guidebook*, Oregon Emergency Management (OEM), as well as provided by the Chemical Transportation Emergency Center, which can be reached at (800) 424-9300. In all cases, the hazard situation will be continually monitored in case changing circumstances (such as wind shifts) require redefinition of the actual potential affected area. The command authority will ensure the evacuation area is defined in terms clearly understandable by the general public and that this information is provided to the lead Public Information Officer (PIO) for rapid dissemination.

Alternate Routing for Interstate 5 and Highway 22 are provided in the Marion County Resource Directory in Section A.

The primary transportation mode during evacuations is anticipated to be in private vehicles. Actual evacuation movement efforts will be conducted by the law enforcement agencies. Evacuation routes will be selected by law enforcement officials at the time of the evacuation decision. Movement instructions will be part of the warning and subsequent public information releases. If at all possible, two-way traffic will be maintained on all evacuation routes to allow continued access for emergency vehicles. Law enforcement communications will coordinate use of wrecker services needed to clear disabled vehicles. Traffic control devices such as signs and barricades will be provided by designated Public Works Departments.

The Marion County Sheriff's Office coordinates resources through the County ECC as necessary and prioritizes transportation needs. They assist with traffic control and work closely with the County Department of Public Works. The Sheriff (or designee) serves on the command staff at the County ECC during an ESF 1 incident.

Private and non-governmental transportation resources are provided in the Marion County Resource Directory in Section T.

The Marion County Department of Public Works and Oregon Department of Transportation (ODOT) manage emergency transportation routes, identify road hazards, implement road closures, and maintain mapping capabilities and equipment. Staff and resources are assigned to support emergency evacuation and essential transportation routes. The Public Works Director (or designee) will also maintain a position on the command staff of the County ECC during an ESF 1 incident. Depending on the incident type, additional liaisons and sub-functions may be necessary to support various transportation-related tasks for the duration of the response.

5.3 Transportation Resources for Specialized Facilities, Including Hospitals

Facilities expected to require special planning and resources to carry out evacuations include hospitals, day-care centers, prisons, care facilities for the handicapped or disabled, and nursing homes. All custodial facilities are required to have evacuation plans in place that include identifying transportation resources to move residents and patients. All such facilities within the evacuation area will be warned of the emergency situation. All special facilities located in predetermined hazard areas will be identified by facility name, address, phone number, and contact person(s), along with any unique support requirements.

Mass Casualty and Mass Fatality Incident Plans for Marion County have been developed (see stand alone plan) and provide guidance and procedures for response operations following a large-scale mass casualty incident, including coordination of emergency medical transportation.

Organizations such as the Humane Society and the local chapter of the Society for the Prevention of Cruelty to Animals will provide or assist with domestic and companion animal rescue and transportation (refer to ESF 11 for information regarding transportation of domestic livestock and/or wildlife during an animal disease incident).

5.4 Escalation Process

The process of furnishing emergency transportation services during a major emergency involves two series of actions:

1. Essential immediate transportation needs are identified, and actions taken to provide for persons in the hazard area.

2. Future continuing transportation needs and capabilities are estimated, and actions are taken to obtain needed resources. Such transportation support

would likely involve movement of supplies and equipment rather than people.

In most local disasters, transportation requirements can be satisfied by using private vehicles, school and church buses, and various local, government-owned vehicles. If needs cannot be met locally, additional assets are requested through mutual aid with neighboring jurisdictions and/or through state assistance. For most transportation needs, Marion County will contact either Laidlaw or Salem Keizer Transit for transportation of the general public.

Appropriate private sector agreements, along with mutual aid agreements with neighboring jurisdictions, will be invoked as required. Implementation of agreements will be coordinated through the County ECC. Requests for State or Federal assistance will be made through the County ECC to OEM. All requests will be reviewed by the Marion County Board of Commissioners (BOC) or by other authorized officials.

Records will be maintained of the use of all privately-owned equipment to include the date equipment was acquired, whether or not operating personnel were furnished with the equipment, the date equipment/personnel was returned to the owner, and remarks on any damage or repair to the vehicle. These records will be used to determine possible reimbursement to the owner and will be kept until a final decision is made by the Marion County BOC concerning the disposition of disaster claims. Document management during an emergency will be accomplished through the Finance/Administration section of the County ECC.

5.5 Advanced Planning

Several factors must be considered when planning for evacuation and corresponding transportation needs. These include the hazard's characteristics, magnitude, intensity, spread of onset, and duration. These significant elements will determine the number of people to be evacuated, the potential need for response personnel and supplies, and the time and distance of travel necessary to ensure safety. Other important facets include the availability of evacuation/emergency routes, their capacities, and their vulnerability to the hazard. Transportation modes are also significant, and provision must be made for those people unable to supply their own transportation.

Hazard-specific evacuation information will be developed for certain known hazards and will be included in this ESF as appendices. The appendices will describe the potential impact area(s) for known hazards, the number of people in threatened areas, and any critical facilities potentially affected. They will also include preplanned traffic and access control points, evacuation routes, warning assignments, transportation requirements, evacuation assembly points, and pre-designated mass care facility locations. These appendices will be used for identifying the threatened areas and evacuating the affected population.

6   Supporting Plans and Procedures

Area Trauma Advisory Board 2, Mass Casualty Plan.

Marion County Medication Dispensing Plan. Bioterrorism Response Plan. 2005.
   (See ESF Annex 8 of this EOP)

Marion County Mass Fatality Incident Plan. 2005.
   (See ESF Annex 8 of this EOP)

Marion County Resource Directory 2011
   (See section A for alternate transportation routes)

7   Appendices

Appendix 1   Evacuation Management

Appendix 1
EVACUATION MANAGEMENT

I.   SITUATION AND ASSUMPTIONS

A.   <u>Situation</u>
There are several emergency situations that might require evacuations. Small-scale, localized evacuations might be needed as a result of flooding, hazardous materials accident, major fire, or transportation accident. Mass evacuation could be required in the event of dam failure or other major flood events. Additionally, evacuation planning is necessitated for site-specific hazards such as chemical facilities.

B.   <u>Assumptions</u>

1.   Where sheltering-in-place is not safe, evacuating hazardous areas may be necessary.

2.   Some individuals may refuse to evacuate. **Evacuation may be mandated only <u>after</u> a declaration of emergency has been issued by the responsible jurisdiction to ensure the public safety or as may be necessary for the efficient conduct of activities that minimize or mitigate the effects of the emergency.**

3.   Some disaster events are slow moving and provide ample reaction time. Others may not allow time to obtain manpower support from outside resources. Local government resources could be severely stressed, particularly on-duty police and fire personnel.

4.   Shelter facilities and food will need to be provided for evacuees although many may seek shelter with relatives and friends or motels rather than use designated shelters.

5.   Most evacuees will use private transportation means; however, Transportation must be provided for some evacuees, service animals and selected pets.

II.   ASSIGNMENT OF RESPONSIBILITIES
A.   <u>Mitigation and Preparedness</u>

Sheriff's Office	Develop evacuation procedures for unincorporated areas of the County where pre-designated evacuation routes may be desirable
	Train staff on the Incident Command System (ICS) and evacuation procedures
	Participate in annual training exercises conducted by County EM.
Public Works	Provide signing for evacuation routes, detours, etc.
	Participate in annual training exercises conducted by County EM.
Incorporated Cities without their own emergency plan	Same as above
Fire Districts	Identify special population groups such as schools, hospitals, nursing homes, retirement centers, corrections facilities, etc. and promote emergency evacuation planning with facility administrators.
	Train personnel on evacuation procedures
American Red Cross	Identify potential shelter and feeding sites; develop procedures and agreements for activating and operating shelters
	Train personnel on disaster response/shelter management procedures.

B. **Response**

Sheriff's Office	Evacuation is the responsibility of the Sheriff or Chief of the law enforcement agency responsible to the majority of the population affected.
	Plan and implement the evacuation, using the checklists in the Resource Directory. ECC staff may assist if it has been opened.
	Use advance warning for slow moving events.
	Use sirens and public address systems, and door-to-door notification should be used when appropriate, particularly in rural areas.
	Sweep the evacuated area after the initial notice; persons who refuse to follow evacuation instructions will be left alone until all who are willing to leave have been provided for. Time permitting, further efforts may be made to persuade those who are still there to evacuate.
	For special evacuation populations, use the local fire district as a resource as they are tasked with the responsibility of identifying special population facilities: ▪ Hospitals (may have to assist local jurisdictions; hospital administrators are responsible for evacuation plan) ▪ Nursing homes and residential care facilities (may have to assist local jurisdictions; administrators are responsible for evacuation plan) ▪ Correctional facilities (may have to assist; correctional officials are responsible for evacuation plan) ▪ Schools (may have to assist; school administrators are responsible for evacuation plan)
	Establish a perimeter control to provide security and protection of property left behind. Disaster Area Permits may be used to limit sightseers.
Incident Commander	Prior to re-entry, the Incident Commander (IC) will: ▪ Ensure that homes have been inspected to determine if they are safe to return to. ▪ Inform the public of proper re-entry actions, particularly cautions they should take with regard to reactivating utilities.
County EM	Staff the ECC if appropriate, and activate the Emergency Alert System (EAS) to assist the PIO; distribute information regarding what areas are being used as reception areas and where the information on locating friends and relatives can be exchanged.
	Directing relocation of essential resources (personnel, equipment, supplies) to reception areas.
Public Works Departments	Provide traffic control devices; assist in keeping evacuation routes open; coordinate transportation needs for special population groups and emergency goods and services through area schools, churches and other organizations with transportation assets.

Incorporated Cities without their own EOP	Same as above
Fire Districts	The IC should ▪ Determine need to evacuate, scope of evacuation, ability to handle with available resources and coordination with agencies responsible for evacuation planning for the affected area (this may include private firms with site-specific evacuation planning because of hazardous materials, cities with their own specific plans and/or the county for major incidents). ▪ Contact the American Red Cross if sheltering assistance is needed ▪ Assist in evacuating, if needed and resources are available. ▪ Provide fire security in the vacated area.
American Red Cross	Provide shelter /feeding assistance to evacuees.
State Government	State agencies such as the Oregon State Police may assist in evacuation of threatened areas on a mutual aid basis. If time allows, additional State resources, such as the National Guard may be ordered to assist in evacuation. Requests for State agency assistance for any major incidents are to be coordinated through County Emergency Management to the Oregon State Office of Emergency Management.

IV. APPENDIX DEVELOPMENT AND MAINTENANCE

The EM Coordinator, in conjunction with the Sheriff's Office, is responsible for ensuring that this annex is updated and revised as necessary.

NOTE: EVACUATION CHECKLISTS AND THE SAMPLE EVACUATION ORDER ARE IN THE RESOURCE DIRECTORY, IN SECTION "E."

EVACUATION CHECKLISTS
PLANNING / MANAGEMENT
(Decision to evacuate has been made by Incident Command)

OPERATIONS SECTION CHIEF (or person assigned to <u>plan and manage</u> evacuation)
       Confirm boundaries of the area to be evacuated; consider:
- Environmental factors (weather, wind)
- Physical terrain
- Time of day (are people home, asleep, at work?)

___ Determine if there are special population concerns (schools, hospitals, nursing homes, language problem, correctional facilities, retirement centers, etc.).

___ Estimate the number of people within the evacuation area

___ Notify the Red Cross and request sheltering, if necessary, and obtain shelter location information

___ Determine if evacuation is voluntary or mandatory (<u>mandatory will require emergency declaration</u> by BOC if in the County, or by City government, if within city) and issue either an "Evacuation Notice" (voluntary) or "Evacuation Order" (mandatory).

___ Have PIO distribute Evacuation Notice/Order, using EAS as appropriate and news releases to inform the media / public, (**Ensure that PIO position has been staffed, and is being utilized and supported.)**

___ Establish an evacuation group supervisor(s) for the teams, such as the head of each agency team, and work with them in developing an evacuation plan.

___ Obtain maps of the area, and have copies made for use by evacuation teams

___ Determine the risk to the evacuation teams, how to protect them and what personal protective equipment they might need. Assign the task of obtaining such equipment.

___ Determine what resources you have for evacuation teams:
- Law Enforcement staff, local and mutual aid
- Fire Department staff, local and mutual aid
- Local trained volunteers (Community Emergency Response Teams, etc.)
- Marion County Sheriff's Office
  - Regular and reserve deputies
  - Search and Rescue teams
  - VOICE volunteers
  - Cadets
- Military or State resources

___ Identify a staging area for teams and equipment.

___ Have the appropriate number of teams called out.

___ Coordinate with utility companies through the Incident Command Post; notify them of evacuation to determine if utilities need to be turned off.

___ If transportation is required for evacuees or their possessions, request Public Works assistance

___ Establish anti-looting patrols for evacuation area.

___ Establish traffic control points after assigning roads to be closed (utilize PW's resources as appropriate / available).

___ Assign a liaison to all shelters, with communications ability to evacuation command post

___ Develop a system for re-entry during evacuation.

___ Establish food, water, and other support for evacuation teams.

___ Ensure the PIO's have been kept fully informed, and are proactively disseminating information on the evacuation and shelters through the media.

___ Determine when it is safe for residents to return, and if some areas need to be kept evacuated.
___ Maintain security and checkpoints for areas not evacuated

EVACUATION CHECKLISTS
IMPLEMENTATION
(Evacuation Plan has been prepared)

EVACUATION GROUP SUPERVISOR (or person assigned to <u>supervise</u> evacuation teams)
___ Log in personnel and resources as they arrive.
___ Establish communications methods with crews; assign radios and frequencies or develop an alternate reliable method of communications.
___ Appoint a recording scribe to mark a master map / evacuation log, **recording evacuation results.** Assign another person to assist if the scribe cannot record and operate the radios simultaneously due to number of evacuation teams.
___ Conduct a briefing for the teams:
- Assign areas to two-man (minimum) teams; ideally, team one law enforcement with one fire department, or other with local knowledge;
- Ensure all have picture ID;
- Explain shelter locations and evacuation routes;
- Provide written handouts on shelters, evacuation routes, dangers, and sheltering in-place, if appropriate;
- Establish a check-in schedule for the teams; and,
- Detail what to report back to the evacuation command post (addresses of locations evacuated, as well as those with no one there / no answer, refusals, other problems – **all actions are to be documented, with names, if time allows**).
___ Remain available to assist teams encountering problems and to make decisions.
___ Monitor field activities and ensure that all crews report in on a regular basis.
___ Conduct debriefing for teams, recording comments on what worked well and what didn't (to be used in the overall evaluation of the response to the incident).

TAB B TO APPENDIX 1 TO EVACUATION MANAGEMENT ANNEX
MARION COUNTY BASIC EMERGENCY OPERATIONS PLAN
EXAMPLE---EVACUATION NOTICE / ORDER*

Hazard description: _____

_____

_____

*AN "EVACUATION ORDER" SHALL ONLY BE ISSUED WHEN A DECLARATION OF EMERGENCY HAS BEEN MADE BY THE RESPONSIBLE JURISDICTION, AUTHORIZING MANDATORY EVACUATION. IN ALL OTHER SITUATIONS, USE THE TERM "EVACUATION NOTICE."
Because of the hazard involved to the citizens, the following evacuation notice / order is being issued.
<u>Failure to evacuate may result in endangerment of life.</u>

1. Marion County is notifying citizens of the need for the immediate evacuation of/ ordering the immediate evacuation of: _____

2. Routes of evacuation: _____

3. Assembly points for those needing transportation: _____

_____

4. Shelter locations: _____

_____

5. Marion County is requesting those needing special assistance in evacuating to call (503)588-5094 (MCSO).

6. Marion County is restricting all entry into the hazard area. No one will be allowed to re-enter the area after __ a.m. / p.m.

7. Marion County is putting into effect a security curfew of _____ a.m. / p.m. to _____ a.m. / p.m. for all areas surrounding the hazard zone.

8. Marion County will advise the public of the termination of this notice / order when public safety is assured.

9. All public information and instructions from Marion County will be transmitted from local radio stations.

ISSUED BY: _____
                                Incident Commander
DATE: _____

TIME: _____