



**ESF #17 – EVACUATION  
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**ESF #17 –EVACUATION**

<b>Primary Agencies:</b>	Board of Miami County Commissioners Local Government
<b>Support Agencies:</b>	Miami County Emergency Management Agency (MCEMA) Miami County Public Transit System Miami County Sheriff's Office Local Law Enforcement Agencies Miami County Educational Services Local Fire Service Organizations Ohio State Highway Patrol (OSHP) Military Resources
<b>Related Federal ESFs:</b>	ESF #1: Transportation
<b>Ohio Revised Code:</b>	Section 305.30, 311.07, 733, and 5502.21

**I. INTRODUCTION**

**A. PURPOSE**

The purpose of this Emergency Support Function (ESF) is to address transportation requirements of Miami County organizations to perform their respective missions during an emergency situation and provide guidance for a coordinated evacuation out of an area at risk to safety within or outside of Miami County. This ESF provides for a coordinated evacuation of the population of Miami County in the event of natural, technological, or man-made hazards.

**II. PLANNING ASSUMPTIONS AND CONSIDERATIONS**

**A. SITUATIONS**

**1. Normal Transportation Requirements**

a. Miami County has sufficient transportation to meet its day-to-day transportation requirements.

**2. Emergency Transportation Requirements**

a. An emergency situation threatening or impacting directly on Miami County has the potential to create significant demands for transportation of individuals to hospitals and shelters, and unprecedented requests for transport of evacuees, materials, and services that may include:

- i. Increased transportation support to all levels of county government carrying out emergency responsibilities and homeland security duties.
  - ii. Transport of evacuees.
  - iii. Unique transportation requirements for special needs individuals or groups of individuals.
  - iv. Realignment of shelter populations.
  - v. Transportation to and from feeding centers.
  - vi. Transportation of supplies, equipment, and tools to designated areas, etc.
  - vii. Transportation to and from medical facilities, long-term care facilities, nursing homes, and senior housing units.
  - viii. Transportation of individuals with disabilities and special needs (i.e. elderly, wheel chair bound).
3. The Ohio Revised Code (ORC 505.375) 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 to order evacuations during emergencies. In Miami County all evacuation orders will be coordinated with the chief executive officer of the affected jurisdiction before they are released to the public.
4. Situations that could result in the need for an evacuation in Miami County include: flooding (primarily of the Great Miami and Stillwater Rivers), and hazardous materials incidents. The areas that are most vulnerable to these hazards are identified and discussed in the Miami County Hazard Mitigation Plan.
5. This ESF focuses on emergency events that provide sufficient warning time for officials to undertake a planned evacuation of the residents of the county deemed to be at-risk.
6. When emergency events develop with little or no warning, evacuation will be implemented on an “ad hoc” basis under the direct supervision of the Incident Commander (IC) at the scene of the emergency and with support coordinated through the Emergency Operations Center (EOC) as may be necessary.
7. The most suitable route to accommodate the movement of a large volume of traffic includes: Interstate 75, U.S. Route 36 and State Routes 41, 48, and 571.
8. There are several factors which must be taken into consideration when planning for evacuations, beginning with the characteristics of the hazard. Other factors include:
  - a. The speed of on-set, magnitude, duration and intensity of the threat.

- b. The time and distance required to travel to a safe location and road conditions.
- c. The means of transport and the vulnerability of the routes to other hazards.
- d. The availability and location of shelters and/or other support facilities.

**B. ASSUMPTIONS**

- 1. An emergency situation has the potential of severely damaging or hindering the transportation system and other critical infrastructure throughout the county.
- 2. Damaged roads, vehicles, facilities, equipment, and damaged or disrupted communications could significantly hamper emergency transportation support.
- 3. Emergency transportation support requirements will likely exceed local capabilities and outside assistance will be required and must be planned for to support local emergency operations and/or a large-scale evacuation.
- 4. Institutional residents will be evacuated by the organization responsible for the institution, e.g. the Upper Valley Medical Center (UVMC), assisted living quarters, schools, daycare centers, etc., or the institution will make prior arrangements to have the residents evacuated, when required.
- 5. County roads and highways will become congested during a large-scale evacuation and hamper the movement of traffic, and access for emergency vehicles.
- 6. Sufficient warning time will be available to evacuate the population that is threatened.
- 7. The public will both receive and understand official information related to an evacuation.
- 8. The public will act in its own interest and evacuate dangerous areas when advised to do so by local government.
- 9. A small portion of the population will refuse to evacuate regardless of the threat.
- 10. In a worst case scenario, approximately 20 percent (20,300 people) of the population at risk will require shelter in a mass care or support facility.
- 11. If a nearby jurisdiction were to be affected by a major disaster, it is possible that Miami County might be called upon to act as a reception area for evacuees.

**III. CONCEPT OF OPERATIONS**

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**A. GENERAL**

- 1. The ultimate responsibility for an orderly evacuation rests with the local government. If a municipality is to be evacuated, the highest-elected official or those with the delegated authority may issue the order. If the evacuation involves more than one

jurisdiction, the order will be issued by the Emergency Management Agency (EMA) Director at the county level in coordination with the county commission. All evacuation activities will be coordinated through the EOC.

2. Local hazard analyses identify possible evacuation areas. Such areas include:
  - a. Low-lying communities subject to river flooding, there are eight (8) known flood areas in Miami County, and three (3) large class I dams that would place a large population at risk of rapid flooding in the event of a dam failure.
  - c. Inhabited areas near industrial sites which use hazardous materials.
  - d. Inhabited areas adjacent to main line rail lines and major highways.
3. An evacuation map illustrating primary, secondary, and tertiary evacuation routes is attached to this ESF as an appendix.
4. The Miami EMA Director will serve as the Evacuation Coordinator.
5. Issues to be addressed when ordering an evacuation include:
  - a. Shelters are open and ready to receive evacuees.
  - b. Evacuation routes and their capacities and susceptibilities to hazards.
  - c. Modes of transportation for evacuees and for those unable to provide their own transportation.
  - d. Security for evacuated areas.
  - e. Support for essential operations and services within evacuated areas.
6. The Ohio State Highway Patrol (OSHP) has the primary responsibility for traffic control on major highways and intersections during a large-scale evacuation, as assigned by the Governor.
7. Shelter In-Place is appropriate in some situations (Chemical, snow, and pandemic emergencies, etc) and can be authorized by an Incident Commander, Township Trustee, chief executive, Mayor, County Commissioner, or designated representative having the overall authority.
8. If a large-scale evacuation is required, the chief executive of the responsible government will either announce a voluntary or highly recommended evacuation, or order a mandatory evacuation as appropriate to the situation, as follows:
  - a. Local or County-Wide Evacuation – If an evacuation is required, an Incident Commander, Township Trustee, chief executive, Mayor, County Commissioner, or designated representative have the overall authority and responsibility for announcing an evacuation, and will issue the official evacuation order.

- b. State Evacuation – If an evacuation is required out of a large geographical region of the state, the Governor of Ohio, or official designee under authority of State Law (ORC Section 5502), may issue the official evacuation order.
9. Federal forces may be activated under ESF #1 of the National Response Plan (NRP). Such resources may help determine damage to the transportation infrastructure, which could affect evacuation efforts.

B. DECISION TO SHELTER IN-PLACE

1. Sheltering in-place can be made on the authority of the Incident Commander (IC), Sheriff, the senior law enforcement official, or senior fire official at the scene.
2. All sheltering in place decisions should immediately be made known to the senior elected official of the jurisdiction.

C. SHELTER IN-PLACE INSTRUCTIONS

1. Instructions to the public will be disseminated by the most rapid and effective means, including the use of a mass notification system (HyperReach), radio and television, PA-equipped vehicles, and door-to-door notification.
2. Shelter in-place instructions should include the following:
  - a. The area effected, including perimeter or boundary lines.
  - b. The estimated duration of the shelter in-place.
  - c. Precautions the public should take for their safety.
3. The decision to terminate the shelter in-place order in any effected area of Miami County will be made by the IC, with consultation with the jurisdictions senior elected official and if required the Health Commissioner in coordination with the EMA Director and the Sheriff or senior law enforcement official.
  - a. The incident PIO or designee shall meet if possible with the effected residents to address any long-term concerns, actions, or specific information needed due to the shelter in-place order.

D. DECISION TO EVACUATE

1. Immediate evacuations can be made on the authority of the Incident Commander (IC), senior law enforcement official, or senior fire official at the scene.
  - a. Precautionary evacuations may be directed on the authority of the senior elected official of the jurisdiction.

- b. All evacuations should immediately be made known to the senior elected official of the jurisdiction and the county EMA Director, who will then determine if the Ohio Emergency Management Agency (OEMA) requires notification at (614) 889-7150.

E. PUBLIC EVACUATION INSTRUCTIONS

1. Instructions to the public will be disseminated by the most rapid and effective means, including the use of a mass notification system (HyperReach), radio and television, PA-equipped vehicles, and door-to-door notification.
2. Public evacuation instructions should include the following:
  - a. The area to be evacuated, including perimeter or boundary lines.
  - b. Time available to implement the evacuation.
  - c. The location of mass care and support facilities.
  - d. Transportation and travel directions.
  - e. The estimated duration of the evacuation.
  - f. Items individuals should take with them.
3. When and if portions of the population threatened by a hazard refuse to evacuate, the following measures may be taken, based on the judgment of the fire personnel at the scene.
  - a. Forced removal may be required if the person's life is directly threatened by the hazard and there is no other viable alternative.
  - b. Next of kin may be contacted if there is time in order to facilitate the evacuation of the individual(s).
  - c. A notification should be placed on the dwelling stating that there is a notified individual(s) still in the residence. Other individual(s) within the affected area that refuse to evacuate will be noted.
  - d. Provide search and rescue services for individuals not accounted for and for individuals unable to evacuate the threatened area by their own power.

F. EMERGENCY TRANSPORTATION

1. Emergency transportation requests will rely on the Miami County Public Transit System, the local school district bus inventory, the Miami County Board of Developmental Disabilities (Riverside) and outside mass transit agencies if necessary. Volunteers may be sought to supplement the need for emergency transportation.

2. The Miami County Public Transit Director and or designee will serve as the Transportation Coordinator in the EOC.
3. Large capacity trucks may be available from the Division of Highways and the National Guard Army Reserve.
4. The transportation of essential workers will be by the vehicles of their response agency. Where these are not adequate, school buses will be used from the general transportation pool.
5. State resource transportation requests associated with evacuation operations are the responsibility of the Department of Public Safety. Transportation resources may be acquired from the Department of Education, Commission on Aging, Department of Corrections, Adjutant General (if activated), and other state agencies through the OEMA.
  - a. Emergency management officials may utilize outside (regional/state) resources to obtain large vehicles, if needed, to transport supplies and equipment.
6. Priority of transportation requests are as follows:
  - a. Evacuation of persons from immediate danger.
  - b. Transportation of persons registered for evacuation assistance via local databases.
  - c. Transport of materials, personnel, and supplies to support emergency activities.
  - d. Transport of relief supplies necessary for recovery operations.
7. Federal transportation resources may be deployed under ESF #1 - Transportation. Their coordination with local personnel will be facilitated by the local EOC and JFO.

G. EVACUATION CONTROL

1. Law enforcement personnel will control the order of evacuations by providing traffic control, crowd control, and security for the protection of property in the area that has been evacuated.
2. During large-scale evacuations, law enforcement personnel may be supplemented by the National Guard (By Governor directive) and private security services.
3. Miami Animal Control and/or the Miami County Humane Society will provide for the control of animals during a disaster.
4. Pick-up points will be established and approved by the Incident Commander and will be publicized via the established Emergency Public Information (EPI) system, which including:
  - a. Local broadcast media outlets.

- b. Emergency response personnel on-scene in the hazard area.
- c. Pre-situation distribution of emergency information.

H. EVACUATION OF INSTITUTIONAL AND FUNCTIONAL NEEDS POPULATIONS

1. Institutions and facilities, within Miami County, that are responsible for a large group of people such as children, students, employees, patients, inmates, etc., are required to maintain updated procedures for evacuation. These institutions include daycare centers, educational facilities, employers, medical facilities, correctional institutions, etc.
2. Procedures for rapid (no notice) evacuation or sheltering in-place should be included in the emergency evacuation plan of all institutions and facilities, within Miami County, that are responsible for a large group of people.
3. Educational facilities (schools, colleges, instructional academies, etc.) should maintain updated tested evacuation procedures. Pre-designated buses should be used for students without their own transportation. Procedures for rapid (no notice) evacuation or in-place sheltering must be considered by all educational facilities. Where appropriate, parents will be notified of the location of reception centers (shelters).
4. Employers within the county are responsible for the development and maintenance of procedures for an evacuation of their employees from their places of work. These procedures include evacuation of buildings, and grounds, and “shut-down” of operations, as required, rendering the work area safe.
5. The Miami County Upper Valley Medical Center (UVMC) will activate their hospital evacuation plan, as required. Note that county EMS vehicles may not be available for evacuation of patients.
6. The County Sheriff will maintain updated procedures for expedient relocation of county prisoners and other persons in the Sheriff’s custody that are to be implemented, when required.
7. The County Parks and Recreation Departments Evacuations will ensure County Parks and recreation areas have been evacuated, as required.

I. RE-ENTRY OF EVACUATED AREAS

1. Except for emergency response personnel, entry into a hazardous area should be controlled and under the authority of the IC, senior elected official, the Sheriff or senior

law enforcement official, or the EMA Director. Accountability of those entering the hazardous area should be maintained.

2. The decision to re-enter an evacuated area will be made following a damage assessment conducted by the County Sheriff, IC, and if required the Health Commissioner to determination that the danger no longer exists.
3. The decision to allow re-entry to any evacuated areas of Miami County will be made by the consultation with the jurisdictions senior elected official in coordination with the EMA Director and the senior law enforcement official. The County PIO or designee shall meet if possible with the evacuees to address any concerns or actions, or special information concerning re-entry.

#### **IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES**

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##### **A. ORGANIZATION**

1. The following responsibilities must be assigned to the proper responders and understood by all participants in advance of any evacuation orders. If proper assignments are not made by the Miami County EMA, confusion could result during an emergency leading to serious consequences.

##### **B. ROLES AND RESPONSIBILITIES**

<b>Primary Agencies</b>
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1. Board of Miami County Commissioners
  - a. Give final approval of evacuation orders.
  - b. Coordinate evacuation efforts.
  - c. Coordinate relocation into other jurisdictions.
  - d. Establish Disaster Assistance Centers (DACs), if necessary.
  - e. Terminate the official evacuation order when the area at risk is no longer threatened and considered safe.
2. Incident Commander (IC)
  - a. Upon arriving at the scene of an emergency, evaluate the need for evacuation and organize forces should an evacuation be required.
  - b. Determine most effective means of notification of an evacuation.

- c. Coordinate with the Miami County EMA Director and the County PIO in the EOC to determine the safest routes to shelters.
3. Miami County EMA
- a. Maintain communications with the IC concerning details of the evacuation.
  - b. Provide updates of the situation to mayors, county commissioners, and other elected officials, as required.
  - c. Assist in the identification of shelter sites for evacuees.
  - d. Identify appropriate evacuation routes to be used.
  - e. Determine areas to be evacuated with the IC. Develop appropriate evacuation plans.
  - f. Maintain statistics on the number of people that have been evacuated and displaced out of given areas in the county, in as much as the data is available.
  - g. Be prepared to mass produce an adequate number of evacuation maps that are annotated with locations of staging areas for emergency transportation vehicles, pickup points, evacuation routes, traffic control mechanism, and provide to the County Transportation Coordinator representative in the county EOC.

**Support Agencies**

4. Law Enforcement
- a. Direct traffic at the evacuation site.
  - b. Protect property in the evacuated area.
  - c. Establish law and order.
  - d. Assist in the evacuation, if necessary.
5. County Public Information Officer (PIO)
- a. Identify and make known the specific areas to be evacuated and the evacuation routes to be used.
  - b. List items that evacuees should take with them.
  - c. Publish pick-up points for people requiring transportation assistance.
  - d. Publish the location of mass care facilities outside of the evacuation area.
  - e. Keep evacuees and the general public informed on evacuation activities and the specific actions they should take.
6. EOC Staff
- a. Coordinate evacuation efforts.
  - b. Coordinate relocation into surrounding jurisdictions.

- c. Establish Disaster Field Office (DFO) if appropriate, and the Joint Field Office (JFO) if significant federal forces are involved.
- d. Maintain first-line responsibility for public information (through the County PIO).
- 7. Board of Education
  - a. Provide suitable school buildings for evacuation shelters.
  - b. Assist in shelter and feeding operations.
  - c. Provide school buses for the transportation of evacuees, when requested.
  - d. When school is in session, evacuate schools in the threatened area and/or safeguard students in shelters until they are reunited with parents or guardians.
- 8. Miami County Public Transit Director
  - a. Provide public transportation vehicles for emergency evacuation needs.
  - b. Assist in evacuation efforts as needed.
  - c. Provide oversight of coordinated transport efforts in emergency situations.
- 9. Northern Miami Valley Ohio Chapter - American Red Cross (ARC)
  - a. Will establish appropriate short/long-term shelters with coordination of the IC and the MCEMA if needed.

## **V. DIRECTION AND CONTROL**

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- 1. The decision to evacuate a portion of the county (or the entire county) will be made by an IC, Township Trustee, chief executive, Mayor, County Commissioner, or designated representative and will issue the official evacuation order with the advice of the EMA Director. The Sheriff's Office or local law enforcement authority will be contacted immediately. All activities will be coordinated through the EOC, which will support the IC in coordinating the evacuation.
- 2. Once the decision to evacuate has been made, the Miami County Sheriff's Office or local law enforcement authority will carry out the evacuation.
- 3. The EMA Director or his/her designee will assist with coordination of all public transportation resources planned for use in an evacuation, such as the Miami County Public Transit Director.
- 4. If the evacuation requires a reception area outside of the county, a representative of the Board of County Commissioners should immediately contact the commission of the proposed reception county so that plans can be implemented as soon as possible. Much of the coordination may be done between emergency management directors.

## **VI. ADMINISTRATION AND LOGISTICS**

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### **A. ADMINISTRATION**

1. Evacuees will receive instructional materials showing evacuation zones and all parking facilities and shelters with food service and medical assistance available. Emergency Public Information (EPI) will be prepared in advance, to the extent possible, and retained by the County PIO.
2. The ARC will track the number of evacuees that take cover in established shelters.
3. The Sheriff's Office should, to the extent possible, monitor and record pertinent aspects of the evacuation for post-disaster reports, etc.
4. The ARC maintains a list of available shelters in Miami County and can make said list available to the EMA Director.
5. The EMA Director will ensure that proper and accurate records are maintained concerning emergency management activities undertaken during an emergency situation requiring an evacuation. Specific records that will be maintained include:
  - a. The number, timing, and dissemination venues of evacuation routes.
  - b. The number of people evacuated.
  - c. The number of mass care and feeding locations.
  - d. The number of evacuees in mass care facilities.
6. All county Government organizations will keep detailed records of vehicle use to include mileage, fuel consumption, vehicle maintenance, damage to vehicles, etc. and report this information to the County Transportation Coordinator for possible reimbursement from state and federal funding.

### **B. LOGISTICS**

1. All expenses incurred should be recorded, including man-hours, equipment hours, materials and supplies consumed, and any damages incurred.
2. During declared emergencies or disasters, monetary expenses and other records pertaining to the declaration will be maintained separately to take advantage of any state or federal reimbursement that may be due.
3. The ARC will provide food, etc. to evacuees in shelters.
4. The need may arise for additional evacuation/transportation resources. If so, the Miami County EMA will coordinate with the Transportation Director to request them in accordance with NIMS-prescribed definitions. NIMS protocols will also be followed if resources are requested through the OEMA.

5. Any organization supporting this ESF that requires additional resources or outside assistance is required to forward their request to the EOC Support Group Chief, when activated, for processing and prioritization.
6. 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 transport stranded evacuees.
7. The authority of evacuation and control of movement to and from a disaster area is in ORC Sections 305.30, 311.07, 733, and 5502.21 gives the Governor the power to order an evacuation.

## **VII. CONTINUITY OF GOVERNMENT**

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1. The line of succession for the Evacuation Coordinator shall be as follows:
  - a. Miami County Sheriff
  - b. EMA appointed designee
2. The line of succession for the County Transportation Coordinator shall be as follows:
  - a. Transportation Director for BOE in affected area
  - b. EMA Director
  - c. Miami County Public Transit Director
3. Should the evacuees be relocated outside the county, the Executive Group in the EOC will appoint one or more representatives to act as liaison between Miami County and the reception area government.

## **VIII. ESF DEVELOPMENT, MAINTENANCE AND TRAINING**

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1. The EMA Director, in coordination with the Miami County Sheriff's Office, is responsible for reviewing and updating this Emergency Support Function (ESF) on an annual basis commencing one (1) year from the approval date of this document, or more often as necessary.
2. Law enforcement, fire officials, and any other emergency response workers who may be involved in an evacuation may submit new/updated information to the EMA Director for incorporation into this ESF.
3. The MCEMA, in coordination with other county emergency organizations will schedule and conduct required training activities to ensure understanding of this ESF.

**IX. LIST OF APPENDICES**

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Appendix 1 – Map of Evacuation Routes

Appendix 2 – Estimated Vehicle Capacities of Major Evacuation Routes

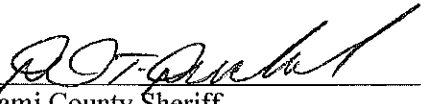
Appendix 3 – Special Needs Evacuation Assistance Program

**X. AUTHENTICATION**

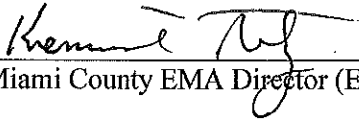
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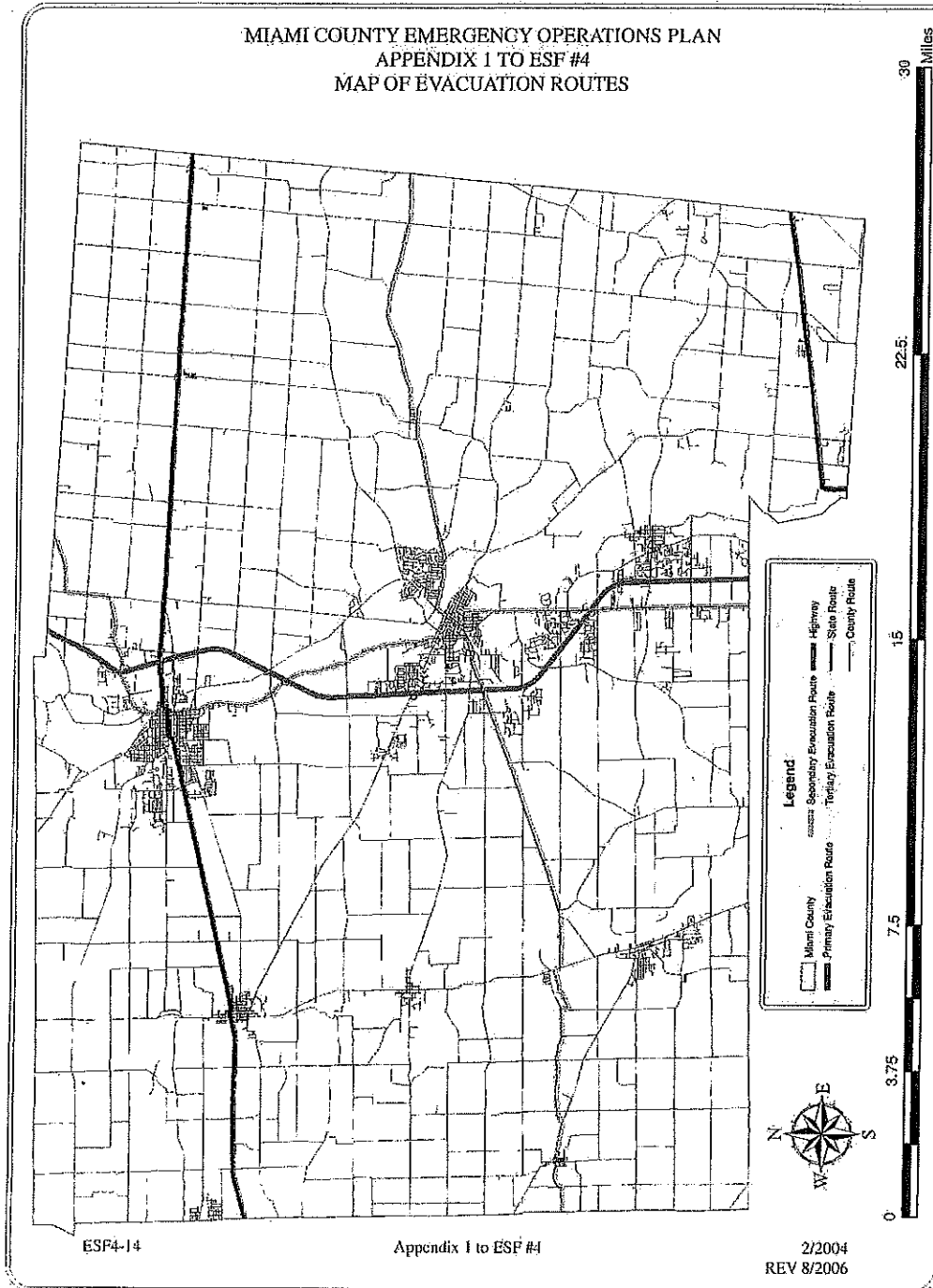
4/26/2019  
Date

  
Miami County Sheriff

5/13/2019  
Date

  
Miami County EMA Director (Evacuation Coordinator)

**MIAMI COUNTY EMERGENCY OPERATIONS PLAN**  
**APPENDIX 1 TO ESF #17**  
**MAP OF EVACUATION ROUTES**



**MIAMI COUNTY EMERGENCY OPERATIONS PLAN**

**APPENDIX 2 TO ESF #17**

**ESTIMATED VEHICLE CAPACITIES OF MAJOR EVACUATION ROUTES**

<b>Primary Evacuation Route</b>	<b>Estimated Capacity</b>
Interstate 75	1350 (65 to 70 MPH, Rolling Terrain)
<b>Secondary Evacuation Route</b>	<b>Estimated Capacity</b>
US Route 36	1050 (Little No Passing, Rolling)

Capacity is in vehicles per hour for points on routes outside of neighborhoods and city streets. Capacity is only a general estimate and actual capacity will vary with roadway and weather conditions and utilization.

The minimum time required for evacuation is the total number of vehicles, divided by the total capacity of the most critical point in the evacuation roadway network through which those vehicles must travel. The tables below indicate the capacities of different roadway types.

(Source: US Department of Transportation)

**Multi-Lane Highways (Interstate 75), Each Lane – Ultimate Vehicle Capacity**

	60, 70 MPH	50 MPH
Level Terrain	<b>1800</b>	1700
Rolling Terrain	1350	1250

**Freeways (US Route 36), Each Lane – Ultimate Vehicle Capacity**

	60, 70 MPH	50 MPH
Level Terrain	<b>1600</b>	1500
Rolling Terrain	1150	1100

**Two Lane Roads (State Routes) – Ultimate Vehicle Capacity**

	Level	Rolling
Little No Passing	<b>1500</b>	1050
Extensive No Passing	1500	950

For example, Miami County has a population of 102,506, at an average of three (3) persons per vehicle there would be approximately 34,169 total vehicles during a countywide evacuation. If

Interstate 75 with a capacity of 1,800 vehicles per hour is the most critical point in the evacuation roadway network the minimum time required to evacuate Miami County would be approximately 19 hours. Congestion can be expected where US Route 36 meets with Interstate 75 near the City of Piqua.

Calculations:

$102,506 \text{ (population)} / 3 \text{ (person per vehicle)} = 34,169 \text{ Total Vehicles}$

$34,169 \text{ (total vehicles)} / 1800 \text{ (vehicles per hour)} = \text{Estimated Minimum Evacuation Time of 19 Hours}$