## EMERGENCY SUPPORT FUNCTION (ESF) #1

## EVACUATION AND TRANSPORTATION RESOURCES

**Lead Coordinating Agency:**        Green County Sherriff's Office

**Support Agencies:**        Green County Highway Department
Municipal Public Works Departments
Green County Emergency Management
Green County Human Services
Green County Public Health Department
Fire Departments
EMS
Private Transportation Companies

**State ESF Coordinating Agency:**        Wisconsin Department of Transportation

### I.        Introduction

####        A.        Purpose

The purpose of ESF #1 is to coordinate the use of ground transportation resources (human, technical, equipment, facility, materials and supplies) to support the needs of local government, voluntary organizations and other agencies requiring emergency transportation needs during an emergency or disaster situation.

####        B.        Scope

Provision of transportation resource support includes coordinating transportation and evacuation operations in the county. This also supplements the efforts of emergency response and volunteer agencies to protect and assist the public.

This is a general transportation/evacuation plan and a specific plan has not been developed, but is to be used as a tool for the incident commander to use.

The majority of shelters that have been identified in the county should be considered for short-term incidents only. Consideration may have to be given to relocation to a larger city during long term evacuation that has more resources.

####        C.        Levels of Evacuation

**Small Scale Evacuation:**

1.    Generally involves a small number of persons (from perhaps a few dozen to about 100) and they are easily evacuated and collected outside the danger area.

2.    A small geographical area (from perhaps only one or two buildings to a block or two)

3.    Short evacuation distances (from perhaps across the street to several blocks).

4.    A short amount of time (from an hour or two up to several hours).

5.    Minimal resources to secure the evacuated site.

6. May result from a weather event, fire alarm, hazardous materials spill, bomb threat, or civil disturbance.

7. Evacuee feeding and shelter facilities are generally not required

**Intermediate Scale Evacuation:**

1. Involves a larger number of persons (from less than 100 to perhaps several hundred)

2. A somewhat larger geographical area (from a block or two to several blocks)

3. Somewhat longer evacuation distances (from several blocks to several miles away)

4. Generally for a period of time (from a few hours to, perhaps, a day).

5. Collecting, documenting and controlling the evacuees become more difficult. Some may bypass collection sites and go directly home or seek shelter with other family or friends outside the evacuation area.

6. Reception sites/and or shelters areas need to be determined and managed in accordance with ESF # 6.

7. Special needs shelters may be needed.

8. An incident lasting longer than a few hours will require care and feeding of livestock not evacuated as well as those not evacuated.

9. Animal care guidance provided in the American Veterinary Medical Association Emergency Preparedness and Response Guide.

10. Care for animals in accordance with ESF #17, Emergency Animal Protection and Disease Control. (this ESF is under construction).

11. The Emergency Operations Center (EOC) may be activated to support the evacuation and site operations.

**Large Scale Evacuation:**

1. Involves large numbers of persons (from several hundred to several thousand)

2. May result from significant natural or technological disasters or a local terrorist threat or attack

3. A large geographical area consisting of rural and city/village populations.

4. Long evacuation distances (several miles at least)

5. Rapid initiation of the evacuation process may be required as it may take significant amount of hours to accomplish the evacuation and decisions must be made as early as possible in the incident.

6. Shelters need to be located, opened and managed in accordance with ESF #6.

7. Special needs shelters may need to be opened.

8. Evacuees may be out of their homes/ businesses for significant amounts of time (from several hours to several days).

9. Large numbers of resources may be needed over several shifts or days to secure the evacuated area.

10. If the event lasts longer than a few hours will require care & feeding of livestock not evacuated as well as those not evacuated.

    a) Care for animals in accordance with ESF #17, Emergency Animal Protection and Disease Control (this ESF is under construction).

    b) Animal care guidance provided in the American Veterinary Medical Association Emergency Preparedness and Response Guide.

11. The Emergency Operation Center (EOC) will be activated to support the evacuation and site operations.

12. County officials may also request a state disaster declaration and acquire assistance from the state to provide logistical and operational support.

**Mass Evacuation:**

1. Generally involves very large numbers of persons (from several thousand to hundreds of thousands)

2. A very large geographical area (an entire city and rural populations).

3. Very long evacuation distances (from several miles to perhaps several states).

4. Sheltering may be needed for significant amounts of time (from a day or more to a week or more). Refer to ESF #5 Mass Care, Sheltering and Human Services.

5. Special needs shelters will be necessary.

6. Local resources would be exhausted and may require implementation of a regional or even a national multi-jurisdictional reception and sheltering program and federal assistance to support the evacuation and sheltering operations.

7. May take one or more days to accomplish. Therefore, evacuation decisions must be made as early as possible in the incident.

8. Large numbers of resources would be needed over several days or weeks or longer to secure the evacuated area.

9. Care & feeding of livestock not evacuated as well as those not evacuated will be required

    a) Care for animals in accordance with ESF #17, Emergency Animal Protection and Disease Control (this ESF is under construction).

    b) Animal care guidance provided in the American Veterinary Medical Association Emergency Preparedness and Response Guide.

**D.** **Re-entry of Evacuated Area**

Re-entry and recovery entails those actions taken to restore the affected area to its pre-emergency condition and to assure a safe and orderly return of evacuees. Re-entry consists of several major activities:

1. Traffic control to allow for residents/workers to return.

2. Control access of the evacuated area to those who should enter.

3. Bus mobilization or special vehicle mobilization (if needed).

4. Demobilize reception sites and American Red Cross shelters when all residents have housing arrangements.

**II.** **Policies**

A. ESF #1 resources will be coordinated through the Green County Emergency Operations Center (EOC), Mobile Command Post or other designated location as deemed appropriate. All emergency responders and volunteers will work under the Incident Command system and NIMS (National Incident Management System).

B. Ensure that all roads, bridges and other corridors in and out of an affected area remain open, and that any traffic allowed into those areas is properly managed to prevent bottlenecks, gridlock or further highway damage – all of which could hamper or prevent emergency assistance reaching the areas that need it. Additionally, ESF #1 coordinates the evacuation planning process with Green County Emergency Management and other supporting agencies and private organizations.

C. Priorities will be established for use of limited public transportation assets

D. Primary and support agencies will assist with the coordination and information collection of transportation damage assessments, which should be conducted as soon as possible, and reported to the EOC.

E. In the event of an escalating emergency outside city or village limits, the Sheriff of the affected county has the authority to recommend an evacuation of residents (ss. 59). Within incorporated jurisdictional limits, the mayor or village president has statutory authority to order an evacuation (ss. 66.325). In certain limited situations involving a small area, a fire chief has the authority to evacuate residents. (ss. 213.095).

F. During a state of emergency, the Governor can issue such orders as deemed necessary for the security of persons or property (ss. 323.10)

**III.** **Concept of Operations**

**A.** **General**

1. The evacuation of people is a local government responsibility. However there are circumstances that exceed the capabilities of these jurisdictions to support mass evacuations. If additional resources are required county assistance needs to be requested.

2. If the mass evacuation is beyond the capabilities of both the local jurisdiction and the county, additional assistance either of a logistical or operational nature can be requested from the State through the Green County Emergency Management office.

3. The Incident Commander may require emergency transportation to move victims, residents, special needs groups, and workforce personnel which may be involved in a major event requiring a mass evacuation.

4. Experience indicates that shelter space would need to be provided for approximately 30% of the population within the initial isolation and evacuation zones. The remaining 70% are expected to seek shelter with family and friends outside the risk area.

**B.** **Phases of Emergency Management**

**1. Mitigation Activities**

a. Personnel with supervisory, command level responsibility or who may be working in the EOC from county agencies, municipalities, villages and cities, should be registered on E-Sponder and request permission to access the Green County site. Green County's site contains the emergency response plan, and other pertinent documents which can be downloaded. EOC activities can be documented on this secure system and WEM may require state assets to be requested through      E-Sponder.

b. Participate in exercises and trainings, such as Incident Command and other specialized training to support ESF 1 and the Green County Emergency Response Plan for the purpose of developing and testing abilities to ensure effective response to various types of emergencies.

c. Conduct inspections of the county transportation system and associated facilities.

d. Assist jurisdictions with assessments of the local transportation system including special event planning

e. Plan and prepare the evacuation notification systems to support evacuation missions.

f. Ensure personnel are briefed on the known hazards and mission assignments.

**2. Preparedness Activities**

a. Coordinate and maintain a method of identifying available transportation resources with supporting local and county agencies and private organizations.

b. Develop and maintain an inventory of transportation resources.

c. Provide telecommunications resources in support of operational requirements in accordance with ESF 2 – Communications.

d. Prioritize and/or allocate transportation resources.

e. Determine the usable portions of the county transportation system and coordinate and control emergency highway traffic regulations in conjunction with local and state agencies.

f. Develop for security purposes, a critical Infrastructure vulnerability list and monitor and update the list as changes occur.

g. Maintain notification systems/procedures for ESF 1 activities.

h. Maintain liaison with the Wisconsin Department of Transportation through the appropriate regional office.

j. Identify, develop and incorporate, as necessary

1) Private sector capabilities and resources

2) Backup response and recovery processes

## 3. Response Activities

a. In accordance with ESF #5, primary and support agencies shall designate a qualified representative in the Command Post/EOC or other designated location as deemed appropriate. Volunteer agencies should also be prepared to assign qualified representatives if requested to do so.

b. Assist local authorities with local law enforcement operations and the evacuation of people and property – both with law enforcement assistance and the development and implementation of highway detour plans.

c. Coordinate with the Wisconsin Department of Transportation through the appropriate regional office for the provision of state resources and technical assistance, as necessary.

d. In coordination with Green County Sheriff's Office, provides available resources to supplement local jurisdiction requirements for traffic control on local roads.

e. Assist in promptly identifying and removing impediments to vehicular and pedestrian movement.

f. Provide barricades, road signs, and highway routing information necessary to redirect traffic from affected areas.

g. Remove debris on roadways, railroads, airstrips, etc., critical for emergency vehicle passage.

h. Assist WisDOT with the inspection of bridges to insure they may continue to be used and have not suffered catastrophic damage as a result of a particular event.

i. Conduct inspections of the county transportation system and associated facilities and the private, non-profit facilities.

j. Coordinate the mobilization of personnel and equipment required for engineering services as related to the county transportation system.

k.   Activate evacuation warning and information services, including dynamic message signs, portable changeable message signs, 511, 211 and other capabilities.

   **4.   Recovery Activities**

a.   Inspects, reconstructs, repairs, and maintains the county transportation system including designation of alternate routes in coordination with towns, villages, cities, railroads and ports and WisDOT.

b.   Inspects bridges to insure they may continue to be used and have not suffered catastrophic damage as a result of a particular event.

c.   Coordinates the mobilization of personnel and equipment required for engineering services as necessary.

d.   Conducts damage assessment on the county transportation system associated facilities and the private, non-profit facilities.

e.   Generates in a timely manner, information to be included in County EOC briefings, situation reports and/or action plans.

## .IV.   Responsibilities

### A.   All Agencies

1.   All agencies (including volunteer) will operate under NIMS and the Incident Command System. Agencies are responsible to ensure personnel are properly trained in ICS and EOC operations. All agencies will use plain language – no ten codes.

2.   All agencies shall conduct an assessment of damage to their systems and report them immediately to the EOC and assist in recovery activities as requested.

3.   All agencies providing services to the emergency/disaster shall participate in an after action review. These agencies should also review and make any necessary updates/improvements to their emergency plans and to the county's emergency response plans.

4.   All agencies responding to the emergency/disaster will document all costs associated with response and recovery activities (separate from normal, daily work) and provide these reports regularly/as requested to the EOC/Green County Emergency Management. This documentation should begin immediately after notification to respond the emergency/disaster.

### B.   Lead Coordinating Agency

### Green County Sheriff's Office

1.   The Green County Sheriff's Office is the primary agency for ESF # 1 and will conduct the coordination for evacuation and movement during emergencies and disasters.

2.   Develop and maintain internal procedures for mass evacuations.

3.   Develop and maintain with the county highway department informational procedures for identification and maintenance operations on the road system in the county.

4. Identify multiple evacuation routes with Green County Highway and Emergency Management Departments.

5. Based on the nature and scope of the incident determine evacuation routes of residents and ingress routes for mutual aid partners in coordination with Highway/municipal public works departments.

6. Provide traffic control on designated evacuation routes.

7. Coordinate with county, state patrol, and local law enforcement to maintain perimeters, limit access, control traffic and crowds, prevent looting, maintain law and order, secure shelters and assembly areas, escort EMS and response personnel if needed and provide investigative services.

8. Coordinate with local law enforcement to conduct warning and sheltering operations as needed.

9. Ensure and maintain proper communication capabilities.

10. Coordinate with the Public Information Officers and assist with public warning.

11. Address transportation plans with surrounding areas.

12. Provide critical infrastructure protection.

13. During Recovery Operations coordinate with the EOC a re-entry plan for evacuees.

14. Coordinate with the county highway department to verify that routes are safe and accessible to re-entry before residents return.

15. Provide security in the area affected by the emergency to protect public and private property during re-entry.

**C.    Support Agencies**

**Green County Highway Department/Municipal Public Works Departments**

1. Develop and maintain with the Green County Sheriff's Office informational procedures for identification and maintenance operations on the road system in the county.

2. Coordinate with law enforcement to maintain evacuation routes, identify potential problems and ensure safety along those routes including refueling capabilities.

3. Coordinate response activities in accordance with ESF #3 Public Works and Engineering.

4. Provide necessary traffic control devices (signage, barricades etc.)

5. Survey damages to the infrastructure, municipal buildings and equipment in the disaster area. Develop and make recommendations to alleviate problems.

6. Implement as needed, mutual aid agreements with private contractors coordinated with the County Highway Department, the Incident Commander and the EOC.

7. Continue to maintain, clear and repair the infrastructure system until normal operations

are restored.

8. Monitor the evacuation routes with law enforcement to assess the capacity and congestion of the system and implement management controls as needed.

9. During the Recovery process coordinate with law enforcement to verify routes are safe and accessible for re-entry before residents return.

**Emergency Management**

1. Develop and maintain transportation resources in the county.

2. Identify and maintain contact points of possible assembly or reception sites.

3. If the EOC is to be opened, initiate the activation and begin set up.

4. Notify the Public Information Officer.

5. Support the Sheriff and/or local law enforcement and the Incident Commander with prioritizing and coordinating resources and mutual aid.

6. Coordinate with the Sheriff and Incident Commander to assess the incident and address evacuation and traffic control.

7. Liaison with the American Red Cross.

8. Access damage to private sector and determine the impact. Based on the assessment, determine how to meet the needs of those affected.

9. Coordinate with the appropriate agencies to recommend evacuation or shelter in place.

10. Coordinate the opening of reception centers and shelters.

11. Compile status reports to assists ongoing incident action planning.

12. Coordinate evacuation and shelter planning with other county and volunteer agencies.

13. Forward requests for state resources to the State EOC and/or the South West Regional Director of Wisconsin Emergency Management.

14. During recovery support local jurisdiction with developing and implementing a re-entry and demobilization plan.

**Human Services**

1. Develop and maintain procedures for special needs shelters.

2. Assist with the identification of special needs population and location.

3. Coordinate with the collection and dissemination of information concerning evacuation and sheltering to the public and emergency response personnel.

4. Perform activities in accordance with ESF #6, Mass Care, Sheltering and Human Services.

**Public Health**

1. Coordinate with the appropriate agencies to recommend evacuation or shelter-in-place.

2. Inspect food, water, drugs, and other consumables that were exposed to the hazard for purity, usability and quality and working with ingestion county plans.

3. Inform public about appropriate health and medical related protective actions.

4. Perform activities in accordance with ESF #6, Mass Care, Sheltering and Human Services.

5. Request environmental agencies to monitor and evaluate thr risks and hazards associated with the incident as needed and those exposed victims for health concerns.

6. Compile status report to assist on going incident action planning.

7. Assist with re-entry and recovery procedures with the EOC.

**Fire Department**

1. Develop and maintain internal large-scale incident response plans

2. Provide firefighting services to address rescue and immediate life safety needs.

3. Provide firefighting and traffic control services to allow for evacuation.

4. Assist with public warning and notification.

5. Perform activities in accordance with ESF #4, Firefighting

6. Provide status updates to the EOC and Law Enforcement regarding incident progress and safety needs.

7. Provide assistance with damage assessment.

8. Assist with the establishment of staging areas for response personnel.

9. Monitor and provide recommendations for re-entry activities.

**EMS**

1. Provide medical support to all people involved in the evacuation or response to the disaster.

2. Perform activities in accordance with ESF #6, Mass Care, Sheltering and Human Services and ESF#8, Health and Medical Services

3. Coordinate with Human Services and Public Health to identify and assist person with special needs.

4. Assist with the re-entry activities of medical patients and persons with special needs.

**Private Transportation Companies**

1. Designate staff to coordinate with the EOC staff to assess and provide for requested transportation needs.

2. Coordinate with other responding transport companies on resources.

3. Communicate available vehicles and drivers to the EOC on an ongoing basis.

4. Obtain the evacuation routes from Sheriff'/law enforcement and distribute to drivers.

## V.      Plan Development and Maintenance

A.      Green County Emergency Management, in coordination with the lead agencies is responsible for the development, annual review/updating of ESF-1, its attachments and distribution.  Each agency/service with emergency assignments is responsible for assisting with the development and maintenance of their own portion of ESF-1, the appropriate attachment, and their own SOGs.  Each agency is also responsible for assigning personnel, equipment, and providing training necessary to carry out emergency functions.  All agencies/services shall provide current personnel/equipment resource lists to the Green County Emergency Management office upon request.

B.      This ESF will be reviewed at least annually and updated based on deficiencies identified by drills and exercises, post-disaster critiques, self-assessments, audits, administrative reviews, changes in local government structure, technological changes or any other reasons that necessitate revisions.  Copies will be available to copyholders of record by downloading them from E-Sponder, greencountyem.com or requesting a copy from Green County Emergency Management.

## VI.      References

A.      Green County Emergency Response Plans

B.      The American Veterinary Medical Association Emergency Preparedness and Response Guide

C.      Red Cross Approved Shelters in Green County

## VII.      Attachments

1.      General Evacuation Checklist

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**Attachment 1 to ESF #1 Evacuation and Transportation**

**GENERAL EVACUATION CHECKLIST**

1. EOC Activation

   A. Declaration of Emergency
   B. Notification to State

2. Activate EOC Roster positions as needed

3. Notify transportation resources

4. Identify areas and populations at risk

   A. Total population
   B. Special needs population

5. Identify routes and locations

   A. Egress
   B. Ingress
   C. Staging areas for emergency response vehicles and mass transit
   D. Shelters, assembly points and reception centers (if needed).

6. Contact National Weather Service for wind speed, direction and forecast if there is a hazmat spill.

7. Determine where to put barricades/signage.

8. Provide refueling needs for response and private vehicles.

9. Remove vehicles from blocked roadways.

10. Ecological Impact

    A. DNR
    B. EPA

11. Protection of critical infrastructure

    A. Governmental
    B. Water
    C. Electrical
    D. Gas

12. Other tactical considerations

    A. Time elements

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