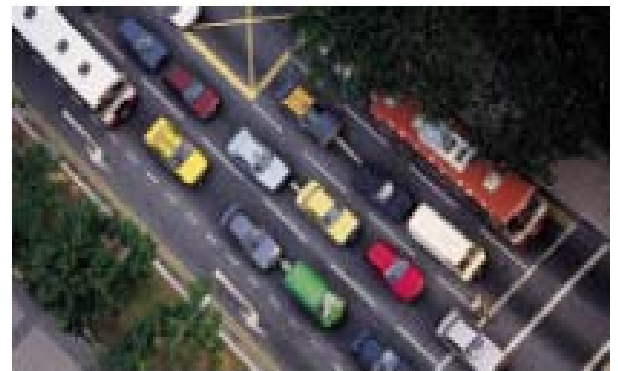




PENNSYLVANIA

EVACUATION PLANNING & IMPLEMENTATION GUIDEBOOK



March 31, 2006

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EVACUATION PLANNING & IMPLEMENTATION GUIDEBOOK

I. INTRODUCTION:

One element of emergency response is the determination if, and to what extent, the movement and activities of the public should be controlled. Whether directing traffic around the site of an accident or emptying a town, the principles remain the same: assessing risk factors, planning an appropriate response, informing the public, and implementing the plan.

In Pennsylvania, the responsibility for evacuating persons from an area at risk is given to the political subdivisions through their elected officials (*Title 35 Pa C.S. §7501*). While only the Governor has the authority to *compel* an evacuation, state and local government as well as various other emergency response officials do have the responsibility to plan for, and when appropriate, *order* an evacuation as part of their response and recovery authority.

This all-hazard evacuation guide has been developed to:

- A. Provide a fill-in-the-blank field checklist for managers charged with the evacuation effort;
- B. Encourage the collection of data needed for planning and executing an evacuation; and,
- C. Provide a permanent record of the emergency evacuation response efforts.

II. PURPOSE AND SCOPE:

This guide is intended to assist agencies with the planning and implementation of an evacuation by serving as a tool for emergency managers charged with assessing how best to protect citizens in the path of a threat. The use of this guide forces objective evaluation, and helps eliminate knee-jerk reactions to possibly erroneous perceptions of risk. This *Guidebook* is not intended to be an all-inclusive evacuation plan instruction manual. It is recognized that each community has unique features and many already have plans to deal with specific threats such as high-hazard (Hazard Potential 1 and 2) Dams, SARA (Superfund Amendment Reauthorization Act) facilities, commercial nuclear power plants or other regulated hazards. This guide should be of assistance to those developing plans for incidents that do not originate from a fixed site or a specific hazard. This guide has been developed to be in consonance with the format of existing incident specific plans and all-hazards Emergency Operations Plans (EOP).

III. PROCESS:

The extent to which an incident evacuation plan will be completed prior to an evacuation depends entirely upon the nature, scope and severity of the emergency along with the amount of advance notice provided to the responsible agency. **At an absolute minimum, evacuation instructions must be completed and signed by the Incident Commander (IC), Unified Command (UC) or local elected officials prior to implementation. The authority for initiating an evacuation should be included in any delegation of authority to the Incident Management Team.**

This guidebook provides two models: the Emergency Evacuation Plan, and the Incident Evacuation Plan. The Emergency Evacuation Plan is a shortened version that allows for the implementation of an evacuation when time is of the essence. It should only be used in an extreme emergency. (*Attachment A comprises an Emergency Evacuation Plan.*) The Incident Evacuation Plan is a more detailed version to be used when a greater amount of time is available for planning and decision-making.

Figure 1 presents a decision chart which will determine which plan model to use in a given situation. Note that it begins with a determination whether an evacuation is warranted, and ends with an After Action Review to identify lessons learned.

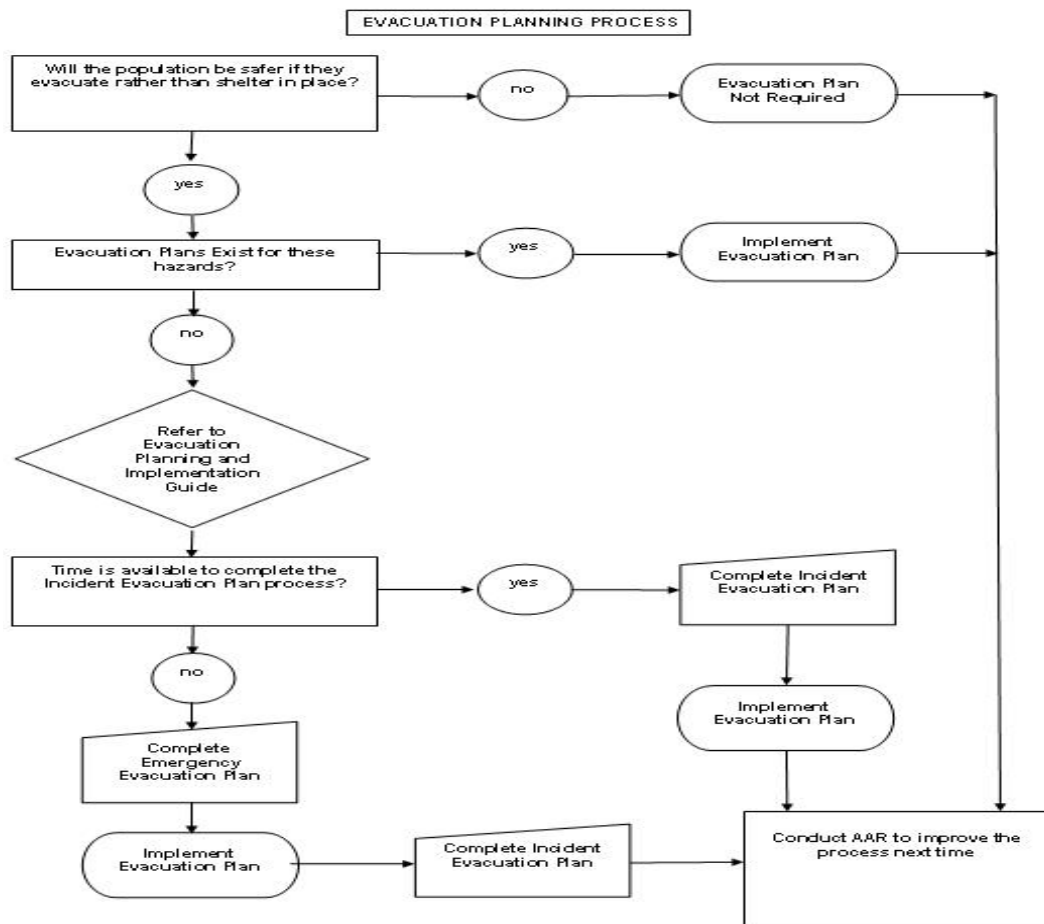


Figure 1: Evacuation Planning Process

Once it is recognized that a protective action may be needed, the following planning process should be followed. The process may be divided into six logical steps:

- A. Prepare an analysis of the threat and the affected area. A good place to start is the municipality's Hazard Vulnerability Analysis (HVA), and add to that the facts of the current emergency. This analysis will serve as a basis upon which the Incident Commander (IC) or Unified Command (UC) may make their decisions. It is important to remain flexible. The review may actually result in a decision NOT to evacuate.
- B. Decide whether to Shelter-in-Place or Evacuate. This decision will need to be made quickly, taking into consideration the nature of the threat and the length of time and resources required to implement the evacuation.
- C. Obtain authorization.
 1. If time does not permit, the Incident Commander may use delegated powers to make a unilateral decision to order an evacuation by signing the ***Emergency Evacuation Plan (Attachment A, page 14)***. When time permits, the IC should complete the Incident Evacuation Plan.
 2. When it appears that time will permit the normal planning and evacuation authorization process, the IC should complete the ***Incident Evacuation Plan (Attachment B, pages 15 - 24)*** and submit it to the elected officials. A decision may be made to immediately evacuate or authorize the IC to implement each stage under conditions included in the plan.
- D. In coordination with the Public Information Officer (PIO), keep the citizens informed of the incident status using *all* available communication resources.
- E. Implement the plan and monitor the progress.
- F. Deactivate the evacuation plan. This step requires a reversing of all of the previously initiated actions. Be certain to include everyone in the notifications, such as the public, the incident management team, the local jurisdiction and other involved support agencies such as the American Red Cross or VOAD.

IV. **SHELTER-IN-PLACE:**

If the hazard is weather or HAZMAT related, being out-of-doors may be more dangerous than remaining inside. Therefore, emergency planners should consider sheltering-in-place versus evacuation as an important emergency response option.

V. **EMERGENCY EVACUATION PLAN** (Expedited “Short” Version, Attachment A, page 14):

The Emergency Evacuation Plan may be used by the Incident Commander to implement an immediate evacuation. It is intended to be used only in those situations where the incident is fast-moving and there is not enough time to complete the full version Incident Evacuation Plan.

In completing the Emergency Evacuation Plan, the Incident Commander should:

- A. Enter the evacuation incident name at the top of the document. It should be clearly printed in this location.
- B. Sign and date the form at the bottom.
- C. If the action being documented is to put the population on notice of the hazard, mark the form “Evacuation Warning.” If the intent is to move people now, mark “Evacuation Order.”
- D. Describe the specific area that the evacuation action applies to. This should be as specific as possible and should include descriptors that are commonly known and understood by the local citizens.
- E. Identify the staging areas and/or evacuation centers that the citizens should report to under an evacuation order. These should be located well away from and upwind of the incident to minimize the possibility of re-evacuation. While the Incident Commander should identify these for the evacuation order, it is strongly recommended that they also be identified for the evacuation warning in case citizens choose to evacuate early.
- F. Describe what the citizens are to be told. The form lists two general statements and provides for an optional statement. It is vitally important that all citizens be given similar instructions to avoid confusion.
- G. Determine if perimeter controls are necessary, and if so, where and what type.

VI. **INCIDENT EVACUATION PLAN** (“Long” Version, Attachment B pages 15 – 24):

The Incident Evacuation Plan is intended to provide the Incident Commander with a standard format to document the conduct of an evacuation. Completing the Incident Evacuation Plan leads the Incident Commander through a planning process that collects information, documents evacuation needs and specifies procedures to be followed to assist in decision-making. Many of the items mentioned on the form should be included in the jurisdiction’s Emergency Operations Plan. In those cases, consistency dictates that the Incident Evacuation Plan reference the EOP. In some cases, the IC may want to copy the procedures from the EOP, simply to have them available for those persons who must implement the evacuation. The Incident Evacuation Plan contains the following sections:

- 1. Coversheet
- 2. Evacuation Order
- 3. Analysis of the Threats, Affected Area(s), and Objectives

4. Evacuation Stages
5. Implementation Plan
6. Perimeter and Access Control
7. Anticipated Resource Requirements
8. A record of expenses incurred

A. Evacuation Plan - Coversheet (Attachment B, page 15):

The Coversheet provides important information including the name of the person preparing the plan, the responsible agency, the date and time the document was completed, the printed name of the person who approved the plan and issued the evacuation order (usually the Incident Commander or elected officials), and a checklist identifying the sections that have been completed.

B. Evacuation Order (Attachment B-1, page 16):

In Pennsylvania, the authority to compel an evacuation of its citizens rests with the Governor. Local elected official(s) may order an evacuation, but they do not have the authority to force citizens to leave. If the Incident Commander perceives an immediate threat to life and safety, (s)he or his/her staff should issue the evacuation order without undue delay. However, formal notification and authorization should be accomplished as soon as the situation permits.

The Evacuation Order is the official document or proclamation from the responsible official. It gives the weight of that person's office to the evacuation.

A civil authority such as a municipal street department should generally approve restrictions on the use of local public highways, roads and streets, in coordination with the Pennsylvania Department of Transportation and State Police. Early liaison is recommended.

C. Analysis of Threats, Affected Area(s) and Objectives (Attachment B-2, page 17):

- 1. Threats to Health and Safety:** A brief summary of the nature, scope and severity of the emergency at the time the plan was prepared should be included. Consider secondary threats like downed power lines and ruptured gas lines. Consider how the threat may actually increase during the period when residents are moving out of the area (traffic congestion, narrow roads, obstructions, etc.).
- 2. Threatened Populations:** Consideration should be given to how many persons will need to be evacuated. If there are special populations within the affected area, such as schools, hospitals, and nursing homes, they will need to be specifically addressed. The threat may be specific to a particular segment of the population, such as those persons with respiratory problems.

- a. **Special Needs Populations:** Emergency managers charged with planning an evacuation should determine what “Special Needs Populations” are located in the area so that the proper amount and type of transportation resources are available at the time the evacuation order is given. The jurisdiction’s EOP and Hazard Vulnerability Analysis should provide some information about special populations that may need to be evacuated. Special needs populations include people who for any reason would require assistance evacuating once an order was issued.
 - b. **Domestic and Production Animals:** People will risk their own lives, and thereby the lives of response personnel, in order to protect their animals. The Pennsylvania State Animal Response Team, a non-profit organization, is building teams of volunteers in each county to assist during disasters. These teams, known as County Animal Response Teams or CARTs, will be critical to our successful management of animal issues. It is strongly recommended that the IC work with the CART to create a plan that simultaneously provides for both humans and animals. To the extent possible, animal shelters should be in proximity to human mass care centers so as to increase the compliance with evacuation orders and also to allow for individuals to assist in the care of their animals while in shelters.
3. **Area(s):** Define the affected area(s) using common boundaries such as roads, rivers, subdivisions, etc. Should sub-areas be defined? One area may require immediate evacuation while a second or third area may be issued a warning or be reassured that it is not at risk.
 4. **Objectives:** The listed objectives apply to any emergency. If necessary, additional objectives may be set by the incident commander.

D. Evacuation Stages (Attachment B-3, page 18):

Evacuation planning does not necessarily mean an evacuation is imminent. Some situations allow sufficient time to obtain approval and implement the plan in stages. Proper planning allows the Incident Commander and elected officials to review and approve or revise the plan. The *Incident Evacuation Plan* identifies four distinct evacuation stages, plus access control. The stages comprise a process that may be entered at any level depending upon the incident. As the emergency wanes, the IC works back down through the stages. The plan should identify conditions that mandate a change of stage.

Stage 1. Pre-evacuation Contacts and Briefings:

It is best to have pre-evacuation contact teams go door-to-door prior to the evacuation. This will provide citizens with information about the emergency and provide the Incident Commander with information about the affected population, especially any special needs (special health problems, latchkey kids, special transportation needs, etc.). Complete ***Pre-evacuation Contact Sheets (Attachment C, page 25)*** when needed. If possible, develop a census of potential evacuees and prepare a map for incident managers.

At a minimum, contact teams should provide the following information to the public: (a) Incident status, (b) Notification procedures to be used if an evacuation becomes necessary, (c) Evacuation route(s), (d) Location of mass care center(s), and (e) Method to be used to keep the public informed of incident status.

Stage 2. Evacuation Warning (NOTE: This stage must be authorized by the Incident Commander or Unified Command):

If there is a high probability of the need to evacuate, an evacuation warning should be issued. This is the time for precautionary movement of persons with special needs or health problems, mobile property (including household items) selected and transported by the owner, and under certain conditions, pets and livestock. If property and livestock holding/security areas have been designated, this information needs to be included in the warning. Liability and security issues must be addressed.

Stage 3. Evacuation Order:

Evacuation Orders should be issued when there is a clear and immediate threat to the health and safety of the population or responders, and it is determined that evacuation is the best way to protect them. Evacuation Orders are designed to remove all occupants from a specific area, asking them to leave within a specified time period by pre-designated route(s) and report to a mass care center. Access control points to restrict re-entry, traffic control points to assist with direction of travel, and emergency fuel stations should be in place before the evacuation order is issued. If a person who appears capable of making a reasonable and informed decision decides to remain within the area covered by the evacuation order, he/she may do so. The emergency responders will not use force to remove persons from areas covered by an evacuation order. However, the emergency responders should clearly inform the person that failure to evacuate may result in serious physical injury or death and that future opportunities to evacuate may not exist. Responders should document when and where they delivered the evacuation message (they may use an

Evacuation Order Report, Attachment D, Page 26), and in the case of persons refusing to evacuate, an **Evacuation Refusal Documentation form (Attachment E, Page 27)** should be completed (signed) by those refusing to evacuate.

Stage 4. Return:

Conditions should be pre-established under which evacuees are allowed to return. Close coordination with relief agencies is important during this stage if property has been damaged or destroyed. Continued exchange of information between incident staff and evacuees is vital.

Post-evacuation contacts and briefings are necessary once evacuees have had the chance to survey any damage to their property and seek assistance.

E. Implementation Plan (Attachment B-4, page 19):

The *Implementation Plan* documents specific procedures to be followed and outlines certain evacuation management issues.

1. **Emergency Notification Procedure:** Describes the means that will be used to notify the public that an evacuation will be ordered. While personal contact is always best, some emergency situations do not allow for this. If the primary notification method is to be radio or TV, that should be indicated. An alternate means should also be listed in the event the primary means is not available. Coordinate with area media. Assign a unique signal and make sure it is not used for any other part of the incident response. Residents should know that use of the signal is an immediate order to evacuate.
2. **Traffic Plan:** These main elements should be considered in the preparation of a traffic plan for the evacuation:
 - a. **Routes and Destinations:** Selection of evacuation routes should take into account getting evacuees out of the hazard area as quickly as possible, the volume of evacuee traffic, available selection of suitable roadways and volume of responder traffic into the area. Also consider the location of the selected emergency shelters/mass care centers and, if available, animal shelters. Plan alternate routes whenever possible.
 - b. **Traffic Control:** Signs or roadblocks to keep the streams of evacuees moving in the correct direction are critical. Consider a staffed *traffic control point* at intersections where evacuees might make a wrong turn.

3. **Traffic Coordination:** List traffic coordination measures. They may involve: the use of pilot vehicles to lead convoys of evacuees; staggered traffic based on geographic zones (residents leaving two miles from the hazard leave sooner than those living 10 miles from it, etc); designating traffic flow by time period (i.e. access during first half of each hour, and egress during the second half) or fixed traffic control points using radios to coordinate flow. Consider buses or other mass transit methods for evacuee movement. Consideration should also be given to those who may elect to remain within the zone after an evacuation has been ordered. Transportation pick-up-points may be used to facilitate the evacuation of those without transportation.
4. **Refusal Response Procedures:** Determine the procedures that evacuation personnel will follow regarding individuals who decide to remain within the affected area when directed to evacuate, or who refuse to evacuate when given an evacuation order. Typically individuals who decide to remain when given an evacuation order will be allowed to do so; however, they should be given a warning that they may face severe risk of personal injury or death, that their presence may impede work on the incident, that they could be held personally liable for injury or damages to another person or to other property due to their refusal to evacuate and that there may not be emergency personnel available to rescue them at a later time. If they understand these situations and appear to be capable of making an informed and rational decision, they should be allowed to remain. They should however be required to provide a signed document confirming their refusal to leave and any consequences attached to their refusal to evacuate. (**Evacuation Refusal Documentation, Attachment E, Page 27**).
5. **Mass Care Centers (reference page 20):** The county EMA can assist with identifying the number of mass care centers needed as well as requesting the Red Cross or another organization to open and manage the shelter. Mass Care centers are usually a joint effort of incident staff and relief agencies. They can also be used to re-unite families and respond to inquiries from anxious relatives. Mass Care centers should be located close to the evacuated area, but outside the threat area.

EVACUEES SHOULD BE ENCOURAGED TO CHECK-IN AT MASS CARE CENTERS IMMEDIATELY AFTER EVACUATING, EVEN IF THEY WILL NOT BE STAYING THERE. By doing this, the evacuees can improve chances that friends and relatives can locate them during the early stages of an evacuation.

6. **Pre-Evacuation Activities:** The plan should specify the type and extent of pre-evacuation activities that will be completed. This includes determining whether or not evacuation teams will contact residents, what

will be provided to the residents and where any datasheets or information collected during these activities will be taken.

7. **Resource Locations:** To support the evacuation, and to be in position for use during the short-term recovery, resources should be pre-staged. Sites should be selected that will not be subject to potential evacuation or threats from the incident. They may be most useful away from the main incident base to avoid congestion and make movement more efficient.

Some emergencies will permit the time to select and staff secure areas for the temporary storage of personal property. Access and security are paramount considerations. If holding areas are used, evacuees should be encouraged to move property as early in the incident as possible. Liability considerations should be discussed with area legal officials during this planning stage. Restrictions should be made clear (no unloading of trucks or trailers, loads should be enclosed or covered with tarps, etc.). The same considerations apply if arrangements are made for the temporary holding of pets or livestock.

8. **Communications:** Public information is the single most important element of any evacuation plan. Plan for the most effective use of all resources: briefing sheets for contact and traffic control teams, area emergency notification networks, regular media briefings, limited-range radio broadcast units and resident briefing sites are some of the available options for primary and alternate methods of notification.

Direct briefings with the evacuees and public should be done early on and be the first priority for providing public information. Remember that the media may not and often will not provide the same level and quality of information as you can by meeting directly with the affected public. If available, the Emergency Alert System should be used to provide critical information in the early stages. Plan on holding community meetings at shelters early and often.

- a. **Radio Frequencies** used by evacuation teams should be established in advance and lists disseminated to incident staff. The agency responsible for evacuation and traffic control efforts may well utilize communication frequencies completely separate from the incident. Be certain to provide for networking between evacuation command and the other incident staff.
- b. **Public Information** and Public Information Officers are needed to conduct community briefings. Ensure that a Representative is assigned responsibility to set up, coordinate and/or conduct community briefings as necessary. Since many of the community residents may be living in a mass care center, consider having a

Representative assigned to the mass care center(s) on a continuing basis.

- c. **Designated Markings**, usually flagging and signs, are helpful in identifying completed contacts, locations requiring special consideration, perimeter boundaries, and vehicles or persons allowed access to restricted areas. For example, green flagging tied to a mailbox may indicate the resident has been personally contacted during Stage 1 (pre-evacuation contacts and briefings) and red flagging may indicate the occupant has a condition requiring extraordinary care.

F. Perimeter and Access Control (Attachment B-5, page 22):

Once an area is evacuated, it needs to be kept empty for security reasons, for the safety of responders, and to keep individuals out of a hazardous area. Perimeter control is normally accomplished by establishing Access Control Points or road closures supplemented by suitably equipped mobile patrols. The Perimeter and Access Control section of the *Incident Evacuation Plan* lists locations where control points will be needed. The left-hand column lists the location (e.g. Main & 2nd Avenue, or Rte 934 at the XYZ Creek) and the right-hand column lists the type of control point and whether or not it can be un-staffed.

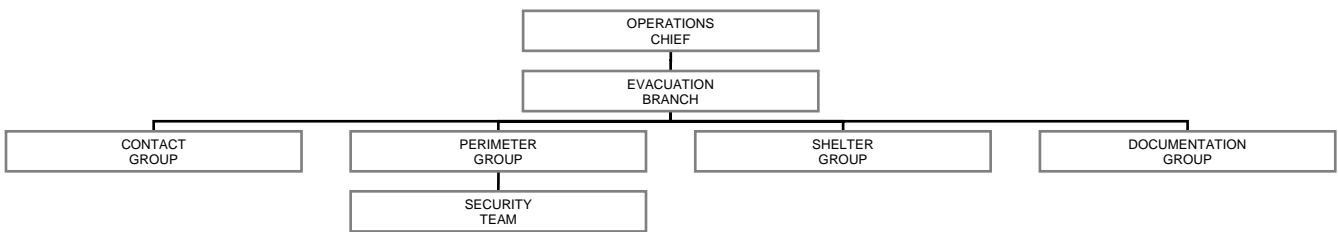
1. An Access Control Point (ACP) is designed to keep people out of an area. Normally ACPs will be established after an evacuation to assist in securing the area and in keeping sightseers out of harm's way.
2. Access Control Points may be staffed by a police officer, fire police officer, or a trained volunteer. If these workers are in short supply, a sawhorse or other type of roadblock may be used.
3. If it is safe to do so, emergency responders and others with valid reasons will be allowed to re-enter the area. An escort may be required based upon the event and hazard. In order to maintain accurate records of persons inside the evacuated zone, all non-emergency responders entering the area ENTER AND EXIT THROUGH THE SAME ACP. They will be required to:
 - a. Provide one piece of identification (driver's license, photo I.D. card, etc.) and the location to which they are traveling.
 - b. Provide a reasonable explanation of their need to enter the area.
 - c. Affirm they understand their presence may hinder emergency workers/operations within the area they are entering.
 - d. Affirm they understand they may incur some personal liability by hindering emergency operations within the area.

- e. Affirm they understand there may be personal risks of injury/death by entering the area.
- f. Affirm they understand there may be limited or non-existent opportunities/resources to affect their rescue should they encounter life-threatening circumstances.

To ensure that the proper information is passed on to all motorists at road-blocks, use the *ACP Entry Datasheet (Attachment F, page 28)*.

G. Resource Requirements (Attachment B-6, page 23):

1. This worksheet will help determine the number of personnel and types of equipment that will be needed to support the evacuation. After the evacuation is complete, those resources designated for traffic may no longer be needed, but the security needs will continue until everyone is safely home.
2. Resource availability, or lack thereof, may determine the scope of the evacuation effort. Resources should be pre-identified and listed in the resource manual of the jurisdiction’s EOP.
3. The Incident Management Team having evacuation responsibility should determine staffing requirements for each element and include those totals in Part Four, Section 1, of the *Plan*.
4. A typical evacuation organization may look like this:



5. Possible position description summaries and checklists for the typical positions assigned to an Evacuation Branch are included as **Attachment G, page 29**.
6. Specialized equipment such as vehicles (marked and private) and radios are included in the same table. Other necessary resources should be identified and listed. Special requirements such as personal protective equipment for persons inside the perimeter should be considered.

H. Evacuation Expenses (Attachment B-7, page 24):

1. The last part of the *Incident Evacuation Plan* is a listing of associated costs and expenses. Ultimately, the jurisdiction will need to pay for the evacuation effort. Accurate records are essential for requesting/obtaining the financial assistance or reimbursement from appropriate resources.
2. Do not delay or avoid implementing an evacuation due to funding questions. Because evacuations can be expensive, it is imperative that the Incident Commander manage and track all costs/expenses. Responsibility for the actual evacuation expenses will be determined at a later time. It is important to keep records of expenditures during the evacuation, in the event reimbursement becomes available.

I. Pre-Evacuation Contact, Evacuation Order Report, Evacuation Refusal, Access Control Point Entry Datasheet. These four forms are provided for special usage as discussed previously in the text. Each serves a specific purpose that may, or may not fit into an evacuation plan. Bearing in mind the importance of documentation, these should be considered whenever an evacuation is anticipated.

VII. FORMS ROUTING AND USAGE

The various forms used in this evacuation procedure may be routed as follows:

Form	Prepared By	Routed Through	To	Time Frame
Emergency Evacuation Plan	Incident Commander (IC)	None	Law Enforcement or Incident Personnel	Prior to issuing public Evacuation Instructions.
Incident Evacuation Plan	As assigned by IC, usually Operations Section-Evacuation Branch if available	Responsible elected officials, or Governors Office	Operations Section, Incident Personnel, PIO	To be completed before the incident requires evacuation.
Incident Evacuation Authorization	IC or elected official issuing the order	Incident Commander	Plans	As soon as possible after issuing the order.
Pre-Evacuation Contact Sheets	Pre-Evacuation Contact Teams	Plans	Documentation Unit Leader	Before the evacuation.
Evacuation Order Report	Contact Team	Operations Chief	Incident Command	Completed as needed, turned in when evacuation is completed.
Evacuation Refusal Document	Contact Team	Operations Chief	Incident Command	Completed as needed, turned in when evacuation is completed.
ACP Datasheet	Roadblock Staff (Law Enforcement)	Plans	Documentation Unit Leader	Daily.

Attachment A
EMERGENCY EVACUATION PLAN
 (Reference pages 3 & 4)

As Incident Commander of the _____ incident, I find that certain evacuation actions are necessary to ensure the safety of the public and the assigned emergency responders. Therefore I am (we are) issuing the following instructions:

<input type="checkbox"/> Evacuation Warning	<input type="checkbox"/> Evacuation Order
--	--

This action is valid for the following area:

Shelters/Mass Care Centers will be located at:

Means of Communication:
Primary: _____
Secondary: _____

Local citizens affected by this action should be told to:	
<input type="checkbox"/> Evacuate the area and check into a shelter/mass care center.	<input type="checkbox"/> Prepare for an evacuation. <input type="checkbox"/> Other (describe): _____

A Perimeter will be established at:

Perimeter Controls - Use the following perimeter control methods:	
<input type="checkbox"/> Access Control Point (ACP)	<input type="checkbox"/> Road Closure
<input type="checkbox"/> Traffic Control Point (TCP)	<input type="checkbox"/> Mobile Patrols

Control Method	Location

Incident Commander

Date

Time

Elected Official

Date

Time

(INCIDENT NAME / DESCRIPTION)

Attachment B
INCIDENT EVACUATION PLAN
EVACUATION PLAN COVER SHEET
(Reference pages 3 & 4)

ORIGINAL PLAN REVISED PLAN

PREPARED BY: _____
(PRINTED NAME and TITLE)

AGENCY: _____

DATE COMPLETED: _____ **TIME:** _____

APPROVED BY: _____
(NAME and TITLE)

TO BE IMPLEMENTED ON: _____

THIS PLAN CONTAINS:

- EVACUATION ORDER (1 PAGE)***
- THREATS, AFFECTED AREAS and OBJECTIVES (1 PAGE)***
- EVACUATION STAGES (1 PAGE)***
- IMPLEMENTATION PLAN (3 PAGES)***
- PERIMETER AND ACCESS CONTROL (1 PAGE)***
- ANTICIPATED RESOURCE REQUIREMENTS (1 PAGE)***
- EVACUATION EXPENSES (1 PAGE)***

Attachment B-1
EVACUATION ORDER
(Reference pages 5 & 7)

1. **AUTHORITY:** The authority for evacuation during this incident is based on the following references:

A. **Legal Authority:** _____

B. **Disaster Plan:** _____

2. **RESPONSIBILITY:** The agency responsible for planning, implementing, and managing an evacuation during this incident is identified as the:

3. **INCIDENT COMMANDER:** I have determined the nature of this emergency may pose significant threat to the health and safety of persons within the area described in the attached *Incident Evacuation Plan*.

A. The responsible Elected Official(s) is/are requested to review the attached plan, initiate request to the Governor, if necessary, and order that elements of the evacuation plan be implemented.

OR

B. **The nature of this emergency does not permit prior orders of evacuation through normal channels. I order the immediate evacuation efforts as noted in the attached plan.**

OR

C. The evacuation was ordered during the Initial response of this incident and the attached plan documents the decisions for that action.

SIGNATURE and TITLE of INCIDENT COMMANDER

DATE and TIME

4. **ELECTED OFFICIAL(S):** As the official(s) having legal responsibility for the approval of evacuations within this jurisdiction:

A. The *Incident Evacuation Plan* has been reviewed, and the Incident Commander is hereby granted authority to implement elements of the evacuation plan as conditions warrant.

OR

B. The *Incident Evacuation Plan* has been reviewed, and it is my/our decision to withhold approval of the Incident Commander's request to implement elements of the plan. The basis for this decision is attached. This decision may be reviewed and amended as conditions warrant.

OR

C. I/we have been advised of the Incident Commander's use of extraordinary authority to proceed with evacuation. The basis for that decision has been reviewed and I/we do do not authorize continued evacuation efforts.

SIGNATURE and TITLE

DATE and TIME

SIGNATURE and TITLE

DATE and TIME

SIGNATURE and TITLE

DATE and TIME

Attachment B-2
ANALYSIS OF THREATS, AFFECTED AREA(s),
and OBJECTIVES
(Reference page 5)

A. THREATS TO HEALTH AND SAFETY: _____

B. THREATENED POPULATIONS:

1. Threatened Populations: _____

2. Domestic and Production Animals: _____

C. AREA DESCRIPTION: _____

D. OBJECTIVES

1. To identify the area from which businesses, public buildings and other occupants and property may need to be evacuated.
 2. To locate and identify special concerns of the incident staff to include persons with conditions requiring extraordinary care, livestock or other property requiring specialized consideration and potentially hazardous materials.
 3. To identify resources necessary to accomplish an evacuation.
 4. To provide for the timely, safe, orderly evacuation of affected areas as ordered by the Incident Commander/Elected Officials.
 5. To provide for prompt information dissemination to the affected area.
 6. To provide for prompt return of all displaced citizens.
- A SUPPLEMENT IS ATTACHED DETAILING ADDITIONAL OBJECTIVES (check if applicable)**

Attachment B-3
EVACUATION STAGES
(Reference page 6)

1. **Pre-evacuation CONTACTS and BRIEFINGS** of persons within the affected area(s). This may include door-to-door notification.

This stage will be implemented under the following conditions:

2. **EVACUATION WARNING.** Good probability of a need to evacuate. Recommend movement of persons requiring extraordinary care, large mobile property and livestock (if feasible). Checkpoints may be used to inform citizens entering the area.

This stage will be implemented under the following conditions:

3. **EVACUATION ORDER.** Occupants of the affected area(s) are ORDERED to leave within a specified time period, by pre-designated route(s), and report to the emergency shelter/mass care center. Perimeter control will be established.

This stage will be implemented under the following conditions:

4. **RETURN.** Evacuees ARE PERMITTED to return. Hardship and special needs are evaluated.

This stage will be implemented under the following conditions:

Attachment B-4
IMPLEMENTATION PLAN
 (Reference pages 8 -11)

A. **EMERGENCY NOTIFICATION PROCEDURE:** In the event an evacuation is directed by the Incident Commander, the following will be the means of notifying the public to evacuate.

Primary: _____

Alternate: _____

B. **TRAFFIC PLAN:** Routes and Destinations:

Primary Route:	
Primary Destination:	
Alternate Route:	
Alternate Destination:	

C. **TRAFFIC COORDINATION AND TRANSPORTATION:**

D. **EVACUATION REFUSAL PROCEDURE:** The recommended response for persons refusing to cooperate with an evacuation order is:

Implementation Plan – (continued)

MASS CARE CENTERS (Reference page 9):

Mass Care Centers for this incident will be set up as follows:

Shelter Name/ Phone Number	Location	Shelter Manager	Responsible Agency

F. PRE-EVACUATION ACTIVITIES:

- Yes No Teams will complete pre-evacuation contact data sheets as time and circumstances permit.
- Yes No Resident evacuation information will be provided during initial contact.
- Yes No Resident evacuation information will be provided at ACPs and/or TCPs.
- Yes No Incident PIO representative will establish a briefing site for residents.

G. RESOURCE LOCATIONS:

- A. Evacuation branch and staging area: _____
- B. Evacuation reporting and briefing site(s): _____
- C. Mobile property holding area(s): _____
- D. Livestock and pet holding area(s): _____
- E. Transportation staging area(s): _____

Implementation Plan – (continued)

H. COMMUNICATIONS:

A. Radio Frequencies and Telephone Numbers for Evacuation Branch:

	Frequency/Channel	Telephone
1. Evacuation branch:	_____	_____
2. Contact teams:	_____	_____
3. Perimeter & traffic control:	_____	_____
4. Security teams:	_____	_____

B. Public Information: Primary: _____
 Alternate: _____

C. Designated marking:

1. **Signs:** Appropriate closure signs will be posted at the perimeter as needed.
2. **Flagging:** (Identify color for each category):

Description of Action	Color of Flagging
Resident/Occupant has been personally contacted.	Green
Occupant has a condition that requires extraordinary care.	Red
Hazardous materials identified on property.	Orange
Occupant requires assistance moving property.	Yellow
Non-Emergency vehicle permitted within perimeter.	Blue

Attachment B-5
PERIMETER AND ACCESS CONTROL

(Reference page 11)

PERIMETER AND ACCESS CONTROL. Perimeter and access control shall be established considering minimizing conflicts between civilian and incident traffic. Perimeter and access control shall be accomplished by establishing:

Location	Type of Control
	<input type="checkbox"/> Access Control Point <input type="checkbox"/> Traffic Control Point <input type="checkbox"/> OK to be un-staffed
	<input type="checkbox"/> Access Control Point <input type="checkbox"/> Traffic Control Point <input type="checkbox"/> OK to be un-staffed
	<input type="checkbox"/> Access Control Point <input type="checkbox"/> Traffic Control Point <input type="checkbox"/> OK to be un-staffed
	<input type="checkbox"/> Access Control Point <input type="checkbox"/> Traffic Control Point <input type="checkbox"/> OK to be un-staffed
	<input type="checkbox"/> Access Control Point <input type="checkbox"/> Traffic Control Point <input type="checkbox"/> OK to be un-staffed
	<input type="checkbox"/> Access Control Point <input type="checkbox"/> Traffic Control Point <input type="checkbox"/> OK to be un-staffed
	<input type="checkbox"/> Access Control Point <input type="checkbox"/> Traffic Control Point <input type="checkbox"/> OK to be un-staffed
	<input type="checkbox"/> Access Control Point <input type="checkbox"/> Traffic Control Point <input type="checkbox"/> OK to be un-staffed
	<input type="checkbox"/> Access Control Point <input type="checkbox"/> Traffic Control Point <input type="checkbox"/> OK to be un-staffed
	<input type="checkbox"/> Access Control Point <input type="checkbox"/> Traffic Control Point <input type="checkbox"/> OK to be un-staffed

Attachment B-6
ANTICIPATED RESOURCE REQUIREMENTS
 (Reference page 12)

A. PERSONNEL, VEHICLES and RADIOS:

FUNCTION	LAW ENFORCEMENT	OTHER	SUPPORT	VEHICLES	RADIOS
CONTACT/MAPPING TEAMS					
ROADBLOCKS					
TRAFFIC – FIXED LOCATION					
TRAFFIC – MOBILE					
TRAFFIC – ESCORT					
SECURITY – EVACUATED AREA					
SECURITY – PROPERTY STORAGE					
MASS CARE CENTER(S)					
EVACUATION BRANCH					
TOTALS PER SHIFT:					

B. TRAFFIC CONTROL DEVICES: (Specify Type and Quantity)

- A. Signs: _____
- B. Barricades/cones/pylons: _____
- C. Lights:
 - 1. Warning: _____
 - 2. Illumination: _____

C. OTHER RESOURCES REQUIRED: _____

D. SPECIAL NOTE: (Uniform requirements, vehicle accessories, etc.)

Prepared & submitted: _____ By: _____
DATE and TIME SIGNATURE and TITLE

Agency: _____ Submitted To: _____
NAME NAME and TITLE

Attachment B-7
EVACUATION EXPENSES
 (Reference page 12)

EVACUATION COSTS/EXPENSES MAY INCLUDE:

- Transportation for evacuees
- Equipment and Supplies
- Shelter/Mass Care Center Fees
- Food
- Water
- Other (Describe)

DATE	ITEM	COST

Submitted: _____ By: _____
DATE and TIME SIGNATURE and TITLE

Attachment C
PRE-EVACUATION CONTACT
 (Reference page 7)

Incident Name: _____

Date: _____

Time: _____

Name of Person Contacted:					
Address or Location of Contact:					
Number of persons at this location:	Adults		Minors		
	Males	Females	Males	Females	
Transportation Available:	Yes		No		
Pets/Animals needing attention:	Yes		No		
Special Needs or Assistance Required: (explain)					
Phone Number at contact location:					
Emergency Contact Name:					
Emergency Contact Number:					
Electronic media most often on at contact location:		Television	Radio	None	
Other information:					
Contact Made By:					

Attachment D

EVACUATION ORDER REPORT

(Reference pages 7 & 8)

Incident Name: _____

Date: _____

Time: _____

I, _____, issued an EVACUATION ORDER for the following individual(s):

Evacuation was ordered for the following area:

This EVACUATION ORDER was issued for the following reasons:

The individual(s) ordered to evacuate:

- Transported themselves from the area.

- Were escorted out of the area by incident personnel.

If the evacuee(s) were escorted out of the area by incident personnel, complete the following:		
Name of the Incident personnel that escorted the evacuee(s) out of the area:		
Location to which the evacuee(s) was escorted:		
If the evacuee(s) was a minor, name of the person who accepted responsibility from the escort:		
Evacuee(s) were escorted from the area under restraint	Yes	No

Signature of person issuing the EVACUATION ORDER: _____

Attachment E
EVACUATION REFUSAL DOCUMENTATION
(Reference page 8)

This is to certify that I, _____
of _____ (address) am refusing an Order to
Evacuate.

I acknowledge that by refusing this order, I may be subjected to serious physical
injury or death as a result of the current / imminent emergency.

I understand that there may not be any future evacuation opportunities, and that
emergency responders may not be able to render any further assistance.

I further acknowledge that my presence in the area that has been ordered to
evacuate may hinder emergency workers/operations and that I may incur personal
liability by hindering emergency operations.

By my refusal to obey this evacuation order, I hereby release the emergency
responders and elected and appointed government officials from any and all
responsibility for any ill effects, including death, which may result from my failure
to obey the evacuation order.

Signature of Person Refusing Evacuation

Date

Witness

Date

Witness

Date

Note: If the person refusing to evacuate refuses to sign the form, make a notation on the form
and have the witnesses sign.

Attachment F
ACCESS CONTROL POINT (ACP) ENTRY DATASHEET
 (Reference page 12)

Incident Name: _____

ACP Location: _____

Date: _____

Time: _____

Driver's Name:				
Vehicle Description:	License No.	Color	Make	Year
ID Confirmed:	<input type="checkbox"/> Photo Identification <input type="checkbox"/> Other			
Passenger Names:				
Reason for entry:				
Destination:				
Do you understand that your presence may hinder emergency workers/operations within the area you are entering?			Yes	No
Do you understand that you may incur some personal liability by hindering emergency operations within the area?			Yes	No
Do you understand that you, and anyone with you, may risk serious personal injury and death by entering this area?			Yes	No
Do you understand that there may be no opportunities or resources available to assist you should you encounter life-threatening circumstances?			Yes	No

Name of Person collecting data: _____

Signature of Driver: _____

Driver's License Number: _____

Attachment G
POSITION DESCRIPTIONS AND CHECKLISTS
(Reference page 12)

The following “checklists” address suggested actions for several key positions within the Incident Command System. Planners should review and modify each checklist to ensure compliance with the local emergency operations plan and local policies.

Incident Commander

The Incident Commander is responsible for managing all contact teams assigned to the incident.

Complete	N/A	Item
		Obtain briefings from the Incident Management Team.
		Review assignments with all contact teams.
		Inform Logistics/Resource Unit of all status changes of resources assigned to the Evacuation.
		Coordinate activities with Sections, Divisions and others.
		Keep elected officials informed of situation and resource status.
		Resolve logistics problems within the incident response.
		Ensure that all contact teams are getting the correct message out to the citizens.
		Ensure that all contact teams are using a similar message when contacting citizens.
		Collect contact data sheets from all contact teams and process according to incident procedures.
		Keep supervisors informed of hazardous situations and significant events.
		Ensure assigned personnel and equipment go on and off duty in a timely manner.
		Approve and turn in time for all resources assigned to the incident response.
		Evaluate performance of all resources assigned to the incident response.
		Maintain Unit Log (ICS Form 214).

Operations Section Chief

The Operations Section Chief is primarily responsible for preparing the Evacuation plan, for managing any evacuation effort associated with the incident, for accurately documenting the evacuation efforts, and for coordinating evacuation efforts between the various agencies that may be involved.

Complete	N/A	Item
		Obtain briefings from the Incident Commander.
		Develop Emergency Evacuation plan.
		Participate in the development of the Incident Action Plan.
		Coordinate with local law enforcement agencies to ensure availability of law officers for evacuation efforts.
		Coordinate with Red Cross, Salvation Army and other relief agencies to ensure adequate mass care centers/shelters are available.
		Determine location of and develop perimeter and access control strategy.
		Determine type of traffic control needed and location of traffic control points.
		Develop a message that will be used by the contact teams when an "Evacuation Order" has been issued.
		Ensure that all reports are completed properly and filed.
		Review assignments with all section resources.
		Inform Incident Commander and/or Resource Unit of all status changes of resources assigned to the section.
		Coordinate activities with other sections.
		Collect all documentation related to the evacuation and process it according to incident procedures.
		Keep Incident Commander informed of any hazardous situations and significant events.
		Ensure assigned personnel and equipment go on and off duty in a timely manner.
		Approve and turn in time for all resources assigned to the section.
		Evaluate performance of all resources assigned to the section.
		Maintain Unit Log (ICS Form 214).

Law Enforcement Group – Police Services Officer

The Law Enforcement – Police Services Officer is responsible for locating and securing perimeters and traffic control on the incident.

Complete	N/A	Item
		Obtain briefings from the Operations Section Chief.
		Review assignments with all group resources.
		Inform the Operations Section Chief of all status changes of resources assigned to the group.
		Coordinate activities of Law Enforcement personnel.
		Keep the Operations Section Chief informed of situation and resource status.
		Locate traffic control points and set up Access Control Points (ACPs), roadblocks or road closures as directed.
		Set up traffic control points.
		Set up and manage guide cars, flag stops, traffic directional control and other methods to ensure safe traffic flow in and around the incident.
		Ensure that information used at Access Control Points (ACP) and Traffic Control Points (TCP) and roadblocks is accurate.
		Ensure communications between traffic and access control points is operable and reliable.
		Collect “Access Control Point (ACP) and Traffic Control Point (TCPs) datasheets” and process daily.
		Keep the Operations Section Chief informed of hazardous situations and significant events.
		Ensure assigned personnel and equipment go on and off duty in a timely manner.
		Approve and turn in time for all resources assigned to the group.
		Evaluate performance of all resources assigned to the group.
		Maintain Unit Log (ICS Form 214).

**Mass Care, Evacuation and Sheltering Group –
Mass Care, Evacuation and Sheltering Officer**

Complete	N/A	Item
		Obtain briefings from the Operations Section Chief.
		Review assignments with all Group resources.
		Inform the Operations Section Chief of all status changes of resources assigned to the Group.
		Coordinate activities with Divisions and other Groups.
		Coordinate with the Red Cross, Salvation Army and other volunteer groups to ensure that adequate shelters are in place and that they are being managed efficiently and safely.
		Keep the Operations Section Chief informed of situation and resource status.
		Ensure that all mass care centers are safe and secure.
		Ensure that all mass care centers are properly staffed.
		Ensure that all mass care centers have adequate food and bedding.
		Ensure that all citizens staying in the mass care center are kept informed of the incident and evacuation efforts.
		Maintain a log of unattended minors at the mass care center.
		Maintain medical capabilities as necessary for each mass care center.
		Ensure that each shelter has a contact point for citizens to locate evacuated relatives.
		Keep supervisor informed of hazardous situations and significant events.
		Ensure assigned personnel and equipment go on and off duty in a timely manner.
		Approve and turn in time for all resources assigned to the Group.
		Evaluate performance of all resources assigned to the Group.
		Maintain Unit Log (ICS Form 214).

Attachment H

PLANNING REFERENCES AND RESOURCES

The following resources are provided in an effort to offer some assistance in advance preparation for an evacuation. This is not an all inclusive list but only supplementary to the *Guidebook*:

REFERENCES

1. The Pennsylvania Emergency Management Services Code, Pennsylvania Consolidated Statutes, Title 35 "Health and Safety" Sections 7101 – 7707, as amended.
2. Pennsylvania Emergency Management Guidance and Information Circular, 2000-10, "Evacuation Authority," The Pennsylvania Emergency Management Agency, December 4, 2000.
3. FEMA, GM 24: "Radiological Emergency Preparedness for Handicapped Persons," The Federal Emergency Management Agency, April 5, 1984.
4. FEMA SLG (State and Local Guide) 101: "Guide for All-Hazard Emergency Operations Planning," The Federal Emergency Management Agency, 1996.

RESOURCES

1. The Federal Emergency Management Agency, www.fema.gov
2. Federal Highway Administration, www.fhwa.dot.gov
3. The Pennsylvania Emergency Management Agency, www.pema.state.pa.us
4. Citizen Corps Programs, www.CitizenCorps.gov
5. The Pennsylvania State Animal Rescue Team, www.PaSART.org
6. Census information, www.factfinder.census.gov
8. Disaster Preparedness: Preliminary Observations on the Evacuation of Hospitals and Nursing Homes Due to Hurricanes. GAO-06-443R, February 17 <http://www.gao.gov/cgi-bin/getrpt?GAO-06-443R>
9. *Standing Together, An Emergency Planning Guide for America's Communities*, http://www.jointcommission.org/PublicPolicy/ep_guide.htm
10. Evacuating persons with disabilities from buildings, www.icdr.us/pubs.html#emerevacproceedings
11. *Emergency Readiness Wheel for People with Disabilities*, www.nod.org/emergency

Attachment I GLOSSARY

1. **Access Control Points (ACP)** - Manned posts established primarily by State or Municipal police, augmented as necessary by the National Guard for the purpose of controlling access into an area.
2. **Emergency Evacuation Plan**- A plan used by the Incident Commander to determine and document immediate evacuation actions. (*Attachment A*) It is intended to be used only in those situations where the incident is moving so fast that there is not enough time to complete the Incident Evacuation Plan. The Incident Evacuation Plan should be completed as soon as time permits.
3. **Evacuation Order**- an Order is issued when there is a clear and immediate threat to the health and safety of the population or responders, and it is determined that evacuation is the best way to protect them. Evacuation Orders are designed to remove all occupants from a specific area by asking them to leave within a specified time period via pre-designated route(s) and report to a mass care center.
4. **Evacuation Warning**- A notice to the public to begin precautionary movement of persons with special needs or health problems, mobile property (including household items) selected and transported by the owner, and under certain conditions, pets and livestock. If property and livestock holding/security areas have been designated, related information needs to be included in the warning. Liability and security issues must also be addressed.
5. **Incident Evacuation Plan** - The Incident Evacuation Plan is intended to provide the incident managers with a standard format to document a decision to conduct an evacuation. (*Attachment B*) Completing the IEP leads the Incident Commander through a planning process that collects information, documents evacuation needs and decisions and specifies procedures to be followed.
6. **Mass Care Center**- Fixed facility suitable for providing emergency lodging and essential social services and capable of providing for victims of disaster left homeless. Feeding may be done within a mass care center in a suitable dining area. Mass Care Centers are often referred to as shelters.
7. **Public Information Statements** - Public announcements made by PEMA or County official spokespersons via newspapers, radio or television to explain government actions being taken to protect the public in the event of any public emergency. The purpose of the announcement is to provide accurate information, prevent panic and counteract misinformation and rumors. Reference to the emergency situation itself will be made only in the context of the reasons for governmental actions, and not to provide detailed information about it.

8. **Shelter in Place**- If the hazard is weather or HAZMAT-related, being outdoors for an evacuation may be more dangerous for the citizens than to remain indoors. These situations are referred to as “shelter in place.” Citizens remain in their homes and/or places of business until the danger has passed.
9. **Traffic Control Points (TCP)** - Manned posts established at critical road junctions for the purpose of controlling or limiting traffic. TCPs are used to control evacuation movement and also to limit entry into hazardous areas.
10. **Transportation Staging Area** – A location from which transportation resources are assigned.