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Welcome  
to the  
Evacuation and Re-entry  
Planning Course

**Jeff Alexander**

Director of Emergency Preparedness Programs  
Northeast Florida Regional Council

# Evacuation and Re-Entry Planning (G-358)

## Course Schedule

### Day One (Tues, 23 Feb)

Unit One - *Why Evacuate?*

(8:00-9:00)

*Break*

Unit Two - *Who Is At Risk?*

(9:15-11:30)

**Lunch (11:30 – 1:00)**

Unit Three - *Community Evacuation Behavior*

(1:00-2:45)

*Break*

Unit Four - *Evacuation Requirements*

(3:00-4:30 Hours)

### Day Two (Wed, 24 Feb)

Unit Five - *Evacuation Communications*

(08:00-09:00)

Unit Six - *Re-Entry*

(9:00 – 10:00Hour)

*Break*

Unit Seven - *Course Conclusion*

(10:15-11:15)

# How about you?

- Name
- Job Title
- Planning and/or Evacuation Experience
- Expectations for this course

# Terminology

- *Evacuation* - the movement of people to a safe area, from an area believed to be at risk, when emergency situations necessitate such action
- *Re-entry* - the return of persons to the evacuated area

# Table Group Activity

In your jurisdiction, what emergency situations might necessitate evacuation?

- Refer to Student Manual worksheet
- List hazards
- Prioritize hazards
- Estimate likely warning time

# Discussion Questions



What level of government is responsible for evacuation and re-entry planning?



Have any of you been involved in an evacuation and/or re-entry operation?

# Course Objectives

- Describe reasons for predisaster evacuation and re-entry planning, exercising and community education.
- Refer to existing vulnerability analysis to identify hazards that may require evacuation, warning time expected, and populations that will be affected.

# Course Objectives, Continued

- Describe factors affecting reaction to evacuation orders, when people leave, shelter, and modes of transportation.
- Determine evacuation resources, such as laws, transportation, shelter/reception centers, perimeter control and an accountability system.

# Course Objectives, Continued

- Describe how to communicate with the public about evacuation.
- Develop a plan for returning evacuees to their homes.
- Develop a strategy for designing, developing, testing, implementing and maintaining an evacuation plan.

# Instructor Expectations



## Do.....

- Ask questions
- Share illustrations
- Request examples
- Search for ways in which you can apply a principle or idea

## Don't.....

- Assume that all topics will be equally relevant to your needs



# Who Is At Risk?

## Unit Two



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Director of Emergency Preparedness Programs

Northeast Florida Regional Council

# Unit Objectives

- For a known hazard, determine the area at risk.
- Identify the population that may need to evacuate.
- Describe groups that are considered "special" populations.
- Identify special populations at risk for a known hazard.

# First Step: Identifying Risk Areas

## Vulnerability Analysis

- Identifies areas at risk for specific hazards and magnitudes of effects in those areas
- Generally included in the community's Emergency Operations Plan
- Completed in systematic and scientific manner

# First Step: Identifying Risk Areas

## Mathematical Models

- Provide information about which areas of a community will be affected and where evacuation plans are needed
  - Computer model, *Hazards, United States (HAZUS) / HURREVAC 2010*
  - Computer model, *Sea, Lake and Overland Surges from Hurricanes (SLOSH)*
  - National Flood Insurance Maps

# Discussion Question



What could necessitate a revision of a community's vulnerability analysis?

# Table Group Activity

## Reviewing the Vulnerability Analysis

- Review your jurisdiction's vulnerability analysis.
- Does it reflect the current Community Profile?
- Have there been changes?
- Add any new hazard risks.

# Identifying Populations at Risk

- Vulnerability analysis is the first step.
- Risk area population information must be specific and current.
- Consider where people live, work, play and worship.

# Discussion Question



What current source materials would you use to ensure that the risk area population has been accurately defined?

# Special Populations

- One of the most important aspects of evacuation and re-entry planning is identifying the "special needs populations" that require particular attention in an evacuation.

# Special Needs Populations

- Children in school and in day care centers
- Nursing home residents
- People who are hearing impaired, sight-impaired, mentally impaired, or mobility-impaired
- Non-English speaking people

# Special Needs Populations, Continued

- Hospital patients
- Mental health institution patients
- Incarcerated persons in jails, juvenile facilities and drug treatment centers
- Business travelers and tourists

# Special Needs Populations, Continued

- Seasonal workers
- Homeless people
- People without transportation, including “latch-key kids” (children home alone)



Other groups?

# Who Is Responsible?

- Organizations responsible for evacuation of their own populations:
  - Schools and daycare centers
  - Nursing homes
  - Hospitals and hospices
  - Jails, juvenile facilities and drug treatment centers

# Who Is Responsible?

- Groups needing special planning considerations by the emergency management agency:
  - Hearing impaired people, sight-impaired people, mentally impaired people, and mobility-impaired people
  - Non-English speaking people
  - Seasonal workers

# Who Is Responsible?

- Groups needing special planning considerations by emergency management agency: (continued)
  - Homeless people
  - Tourists and business travelers
  - People without transportation

# Table Group Activity

## Special Needs Populations

- Review the special needs populations for which emergency management must develop evacuation plans.
- What factors make these groups “special”?
- How can the factors be addressed to ensure that these groups can be evacuated safely?

# Table Group Activity

## Identifying Risk Area Populations

- Refer to your source material for identifying risk area populations.
- Select one hazard risk area that could require evacuation.
- List the special populations in that risk area, using the Student Manual worksheet.

# Unit Summary

- Risk area for known hazards
- Determining population at risk
- Defining and identifying special populations



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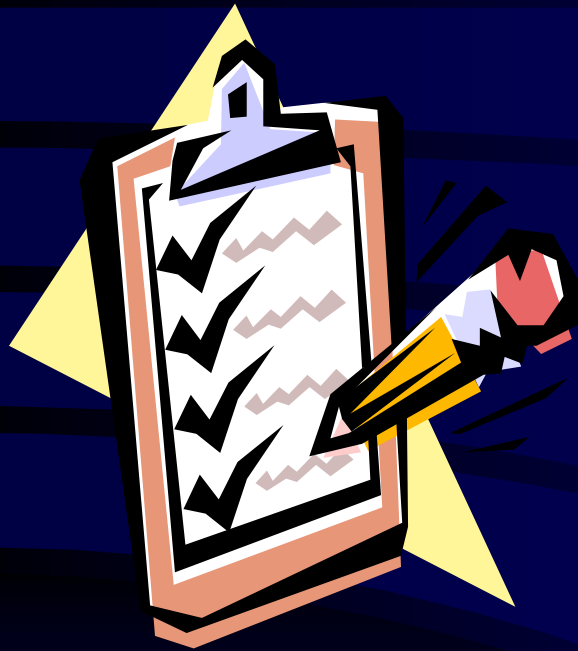
# Community Behavior in Evacuation

## Unit Three

**Jeff Alexander**

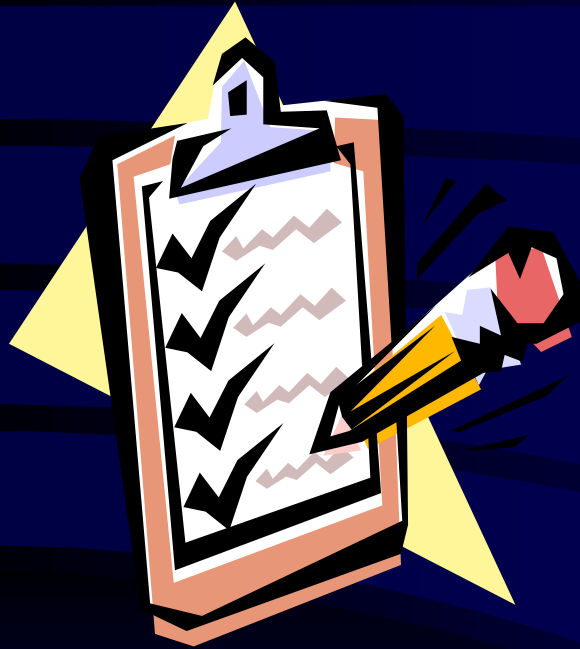
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# Unit Objectives



- Discuss social factors affecting the following evacuation and re-entry issues:
  - How long it typically takes to warn a community
  - When people leave a community after a warning is issued
  - Where people seek shelter after a warning is issued.

# Unit Objectives, Continued



- Discuss social factors affecting the following evacuation and re-entry issues:
  - Evacuation behavior of owners of domestic animals at risk
  - Modes of transportation used by evacuees
  - Probability of looting behavior during disaster

# Warning Behavior

- What kind of behavior should emergency planners expect from risk area populations that are warned to evacuate?
  - Difficult to answer due to variability in risk population and evacuation circumstances
  - There are trends based on research that may be useful in planning

# Factors Influencing Evacuation

- Amount of warning time
  - Lowest warning rates occurred in flash flooding incidents
  - With 3-4 hours, 90-100% can be warned without highly specialized warning systems

# Factors Influencing Evacuation

- Population being warned
  - Residents know where to find warning information and what sources they trust
  - Transients are less likely to watch or listen to local media
  - Tourists and business travelers gather information from lodging employees and “temporary neighbors”
  - Elderly residents react to evacuation warning about the same as the general population

# Factors Influencing Evacuation

- Sense of urgency
  - Individuals consider home, family safety and needs, and Weather Channel storm data
  - Decisions to evacuate are determined by perceived risk, rather than last evacuation
  - People evacuate when they believe it is dangerous to stay (Mississauga incident).

# Discussion Question



How do these findings compare to your evacuation experience?

# Table Group Activity

## Evacuation Warning

- Refer to the Student Manual worksheets.
- Working in groups, discuss questions regarding evacuation warning in your jurisdiction.
- Develop and record answers.

# Where Do Evacuees Go?

## Population Characteristics

- 6% - 36% of residents went to public shelter
  - Most sought shelter in homes of friends and relatives
- 22% of migrant workers went to public shelter
  - 41% went to homes of nearby relatives
  - 12% stayed with friends out of the area

# Where Do Evacuees Go?

## Population Characteristics

- 29% of homeless into “makeshift” locations; 49% went to public shelter
- 45% of business travelers to safer areas within their lodging establishments
  - 11% went to public shelter
  - 11% went home
  - Remainder to another commercial lodging location

# Where Do Evacuees Go?

## Length of Forewarning

- If length of forewarning is short, options for shelter are reduced, sending more people to public shelter.

# Where Do Evacuees Go?

## Anticipated Length of Evacuation

- If evacuation is estimated to be short (1 or 2 days), evacuees are more likely to stay with friends or relatives.
- For longer periods, evacuees are more likely to seek other options, including public shelter and short-term rental.

# Where Do Evacuees Go?

## Community Preparedness

- When community preparedness is high, public shelters are more likely used because:
  - Shelters will be better equipped and more appealing to evacuees
  - More people are informed about availability and location of public shelters

# Where Do Evacuees Go?

## Urbanization

- Larger communities provide more options for shelter.
- Therefore, fewer evacuees will go to public shelter.

# Where Do Evacuees Go?

## Socioeconomic Level

- Poorer families are more likely to utilize public shelters because their options may be limited by lack of transportation and lack of financial resources.

# Discussion Question



How do these findings compare to your evacuation experience?

# How Do Evacuees Get There?

- Most residents of the risk area use their own vehicles when evacuating.
- Official transportation was the second most likely form of evacuation transportation.

# How Do Evacuees Get There?

- Tourists and business travelers used their own vehicles to evacuate.
- Rental cars were the second most frequent choice of evacuation transportation for tourists and business travelers.

# How Do Evacuees Get There?

- The transportation aspect of evacuation tends to be controlled and rational.
- The rate of traffic accidents has not been shown to increase.

# How Do Evacuees Get There?

- Summer, 1999: thousands fleeing Hurricane Bret and Hurricane Floyd.
  - Evacuation routes became heavily congested, but traffic accidents were not a major problem.
  - Some Floyd evacuees chose to return home, but did so in an orderly manner.

# Discussion Question



How do these findings compare to your evacuation experience?

# Evacuation Behavior Owners of Domestic Animals

- FEMA's Independent Study Course, *Animals in Disaster*
  - *Awareness and Preparedness* (Module A, IS-10)
  - *Community Planning* (Module B, IS-11)
- FEMA Independent Study Office
  - Fax: (301) 447-1201
  - E-Mail: [Independent.Study@FEMA.gov](mailto:Independent.Study@FEMA.gov)

# Evacuation Behavior

## Owners of Domestic Animals

- 1979 Three Mile Island nuclear accident - misinformed owners left animals to stray
- 1984 Dayton, Ohio, white phosphorus and liquid sulphur spill - pet owners created traffic jams by driving in opposite direction to evacuating traffic



# Evacuation Behavior

## Owners of Domestic Animals

- 1991 Oakland, California, firestorm - hundreds of cats and dogs were never reunited with their owners because the owners could not be found.
- 1992 Hurricane Andrew (S. Florida) - many victims were distressed when they discovered they could not stay at public shelters if they brought pets with them.

# Evacuation Behavior Owners of Domestic Animals

- 1994 Georgia floods - some pet owners refused to evacuate in a timely, safe manner because they could not take their pets with them.

# Discussion Question



What can be done to prevent the occurrence of similar events?

# Discussion Question



What is *looting*?

# Looting

## Civil Disturbances vs Natural Disasters

- In civil disorders looting is widespread; in disaster areas looting is rare.
- In civil disturbances looters tend to work in pairs or small groups; in natural disasters looting has been carried out by individuals.
- In civil disturbances looting is very public; in natural disasters looting is covert and secret.

# Looting

## Social Factors

- Looting after disasters is more likely to occur when:
  - There is a sense of powerlessness among the low socioeconomic population
  - If theft occurs on a day-to-day basis
  - There is a temporary loss of social control by legitimate authority

# Discussion Question



What are some examples of looting during or after a disaster?

# Table Group Activity

## Community Behavior in Evacuation

- Refer to the Student Manual worksheets.
- Review existing emergency operations or evacuation plans.
- Working in groups, discuss questions regarding evacuation behavior.
- Develop and record answers.

# Discussion Question



Did your plan review reveal any misconceptions about community evacuation behavior?



# Evacuation Requirements

## Unit Four



### **Dwayne Mundy**

Director, Public Safety and Regulatory  
Compliance, North Central Florida Regional  
Planning Council

# What will be needed to evacuate and re-enter a risk area?

- Authority to recommend or order evacuation

# What will be needed to evacuate and re-enter a risk area?

- Authority to recommend or order evacuation
- Evacuation routes

# What will be needed to evacuate and re-enter a risk area?

- Authority to recommend or order evacuation
- Evacuation routes
- **Transportation**

# What will be needed to evacuate and re-enter a risk area?

- Authority to recommend or order evacuation
- Evacuation routes
- Transportation
- Shelter destination

# What will be needed to evacuate and re-enter a risk area?

- Authority to recommend or order evacuation
- Evacuation routes
- Transportation
- Shelter destination
- Means of controlling flow of evacuees

# What will be needed to evacuate and re-enter a risk area?

- Authority to recommend or order evacuation
- Evacuation routes
- Transportation
- Shelter destination
- Means of controlling flow of evacuees
- Provisions for evacuating special needs populations

# What will be needed to evacuate and re-enter a risk area?

- Means of informing the evacuees and the general public

# What will be needed to evacuate and re-enter a risk area?

- Means of informing the evacuees and the general public
- Assembly areas for picking up people without transportation

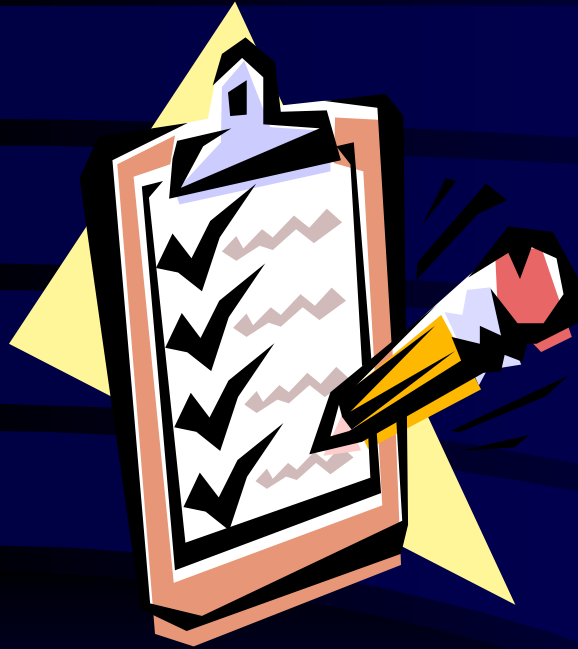
# What will be needed to evacuate and re-enter a risk area?

- Means of informing the evacuees and the general public
- Assembly areas for picking up people without transportation
- Means of controlling access to and securing the evacuated area

# What will be needed to evacuate and re-enter a risk area?

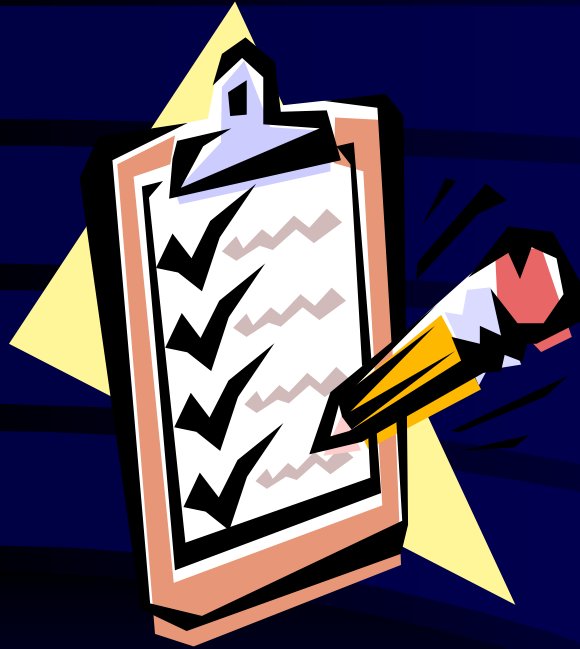
- Means of informing the evacuees and the general public
- Assembly areas for picking up people without transportation
- Means of controlling access to and securing the evacuated area
- Provisions for return of evacuees to their homes

# Unit Objectives



- Identify the laws that authorize evacuation.
- Describe transportation requirements for evacuation.
- Describe shelter and reception center requirements.

# Unit Objectives, Continued



- List options for domestic animals at risk.
- Describe perimeter control requirements.
- Discuss accountability systems for monitoring the status of the evacuation operation.

# Authority for Evacuation

## State Laws

- The evacuation annex must identify the scope of authority for undertaking the movement of people from the risk area.

(Student Manual 4-3)

# Discussion Questions

## State Laws



Who has authority to recommend evacuation?

Anyone has the authority to make a recommendation to evacuate (local officials, home owners associations.... anyone).

# Discussion Questions

## State Laws



Who has authority to recommend evacuation?



Who has authority to order evacuation?

## The 2009 Florida Statutes

### Chapter 252.36 **Emergency management powers of the Governor.**—

(5) In addition to any other powers conferred upon the Governor by law, she or he may:

(e) Direct and compel the evacuation of all or part of the population from any stricken or threatened area within the state if she or he deems this action necessary for the preservation of life or other emergency mitigation, response, or recovery.

(f) Prescribe routes, modes of transportation, and destinations in connection with evacuation.

(g) Control ingress and egress to and from an emergency area, the movement of persons within the area, and the occupancy of premises therein.

## Executive Order 80-29

According to Executive Order 80-29 and supported by Attorney General Opinion 95-24, the director of county emergency management agency may order and direct the evacuation of county residents when threatened by an emergency or disaster

Section 4 of Executive Order 80-29 provides in part:

“(f) **Nothing contained in the Order shall prevent local jurisdictions from taking prompt and necessary action to save lives and protect property of their citizens**, including the authority to compel and direct timely evacuation when necessary in the absence of the governor’s directive.”

NOTE: In many communities, the chief elected official may require a declaration of a state of emergency. Other communities allow other elected officials, Sheriff, Fire Chief and health officials to make the decision.

# Discussion Questions

## State Laws



Who has authority to recommend evacuation?



Who has authority to order evacuation?



What conditions differentiate between recommended or mandated evacuation?

# Imminent life /safety issues

# Discussion Questions

## State Laws



What are the limitations of authority related to recommended and ordered evacuation?

# Constitutional rights

**NOTE:** Under Florida Statute 252, it is the responsibility of each Board of County Commissioners to declare a local state of emergency.....The Governor of the State of Florida, however, reserves the right to override local decision making when lives in the State of Florida are threatened.

# Discussion Questions

## State Laws



What are the limitations of authority related to recommended and ordered evacuation?



Are life safety issues addressed differently for children and adults?

No

However, if a parent is overseeing a child in an area where there is a mandatory evacuation , and they refuse to leave, they could be guilty of “child endangerment” (1<sup>st</sup> or 2<sup>nd</sup> degree felony).

# Discussion Questions

## State Laws



What are the limitations of authority related to recommended and ordered evacuation?



Are life safety issues addressed differently for children and adults?



Are life safety issues for special populations addressed?

Yes

**252.356** Emergency and disaster planning provisions to assist persons with disabilities or limitations.

# Discussion Questions

## State Laws



Are issues of financial responsibility for evacuation addressed? (E.g. busses, shelters, mutual aid efforts, overtime)

## **252.37 Financing.**

(1) The Legislature intends and declares it to be the policy of the state that funds to meet emergencies shall always be available.

# Discussion Questions

## State Laws



Are issues of financial responsibility for evacuation addressed? (E.g. busses, shelters, mutual aid efforts, overtime)



Which agencies are responsible for implementing the evacuation?

## County implements & State supports

- DOT
- American Red Cross
- FHP
- Local LE / Fire
- Local jurisdictional authority

# Discussion Questions

## Local Ordinances



Who has authority to recommend/order a local evacuation?

# Discussion Questions

## Local Ordinances



Who has authority to recommend/order a local evacuation?



What entity conducts evacuations?

# Discussion Questions

## Local Ordinances



Who has authority to recommend/order a local evacuation?



What entity conducts evacuations?



What entity bears financial responsibility for evacuations, including overtime pay for personnel? The ordering entity

# Discussion Questions

## Local Ordinances



What happens if someone refuses to evacuate?



Does your ordinance reflect State laws?



When was the last time this local ordinance was updated?

# Discussion Questions

## Local Ordinances



When was the last time the ordinance was reviewed by agency, city or county counsel for compliance with the most recent State code?

# Transportation Requirements

- What are the evacuation routes?
  - Special Signs and Markings?
  - Coordinated with FDOT?
- Who has the authority to alter normal traffic flow?
- Do people know which routes to take?

# Transportation Requirements

- How will traffic be controlled?
- Do the responsible agencies know what's expected of them?
- Have they received any type of “training”?

# Transportation Requirements

- Have responsible agencies ever participated in an evacuation or an evacuation simulation?
- Do the responsible agencies have access to the equipment/resources needed to move the evacuation traffic along?

# Transportation Requirements

- Who will activate them?
  - All evacuation support personnel should carry ID that indicates their role
- Who will pay for time/equipment of responsible agencies?

# Transportation Implications

## What if?

- Rush hour
- Toll roads/bridges – who is responsible for/ authorized to suspend toll taking?
- Choke points

# Transportation Implications

## What if?

- Inbound emergency vehicle traffic – if inbound lanes are converted to outbound, what are the alternatives?
- Alternate evacuation routes necessitated by unknown hazards
- Disabled vehicles
- Fender benders

# Special Needs Transportation

## Questions for Planners

- Special needs populations are likely to have transportation requirements other than vehicles and drivers.

# Special Needs Transportation

- Hospitals and nursing homes – Consider the need for busses with wheelchair lifts, ambulances and ambulances with advanced life support capability.
- Schools – Planning must include arrangements for family reunification.

# Special Needs Transportation

- Daycare centers – In addition to family reunification plans, infant seats and close supervision will be required.
- Jails and prisons – Secure transportation and reception facilities must be arranged.

# Special Needs Transportation

- Tourists and business travelers tend to use their own or rented transportation.
  - Rental Cars may be in short supply
- It may be difficult to locate and inform seasonal workers and homeless people, and to estimate the scope of the transportation requirement for these groups.

# Special Needs Transportation

## Questions for Planners

- What modes of transportation will be used?
- What personnel will be assigned to transporting special populations?
- What will be the assembly areas for picking up special needs populations? (Plan for advanced staging of special transportation.)

# Table Group Activity

## Transportation Requirements

- 15 Minutes
- Refer to the Student Manual worksheets (4-9 to 4-12)
- Working in groups, discuss questions regarding transportation requirements in your existing evacuation annex or procedure.
- Develop and record answers in Student Manual
- Be prepared to present answers to the class

# Shelters and Reception Centers

## How Many and Where?

- Obtain past evacuation data from American Red Cross or other organization that managed shelter operations.
- Use evacuation data from other jurisdictions to estimate number of potential shelterees.

# Shelters and Reception Centers

## How Many and Where?

- Identify groups likely to seek public shelter.
- Determine length of shelter stay.
- Determine alternatives to public shelter.

# Shelters and Reception Centers Considerations

- What agency or agencies are responsible for shelters?
- Do they know what is expected?
- Have they done it before?
- Are they trained?

# Shelters and Reception Centers Considerations

- Do they have the necessary resources?
- How will the sheltering agencies be activated?
- Who pays for the time and equipment devoted to the sheltering effort?

# Shelters and Reception Centers

## Special Needs Populations

- If there is a jail or prison in the evacuation area, where will the inmates be sent?
- If there is a hospital or other medical facility, where will the patients be sent?
- Do these specially designated shelters know that they will be receiving these populations?

# Table Group Activity

## Shelters and Reception Centers

- 15 Minutes
- Refer to the Student Manual worksheets (4-15 to 4-16)
- Working in groups, discuss questions regarding the shelter aspects of your existing evacuation annex or procedure.
- Develop and record answers in Student Manual
- Be prepared to present answers to the class

# Domestic Animals At Risk

- Animals are not allowed in human shelters because of the risk of:
  - Animal allergies and phobias
  - Potential bites and scratches
  - Food hygiene issues
  - Other public health issues

# Domestic Animals At Risk

- With planning, arrangements may be made for animals to be sheltered with:
  - Friends
  - Veterinarians
  - Local animal control or humane shelter
  - Local boarding and grooming kennels
  - Local hotels and motels that accept pets

# Pet Friendly Shelters

**252.3568 Emergency sheltering of persons with pets.**

**2010 State of Florida CEMP – Pg 35**

- Service Animals are allowed in Special Needs Shelters
  - PSN's are allow interaction with service animals in all areas of the Special Needs Shelters
- Special Considerations for General Population Pet Friendly Shelters:
  - Restrooms
  - Running water
  - Proper lighting
  - Insure proper care for pets (water, food, pet -walk area)
  - Separate areas within shelter (cages)

# Discussion Question

## Perimeter Control Requirements



What are the reasons for security in the evacuated area?

- To keep population out of harm's way.
- Prevent unauthorized access.
- Prevent looting
- Protect organizational equipment and supplies not moved from evacuated area
- Look for people and stray animals left behind
- Protect occupied residences of people who refuse to leave

# Perimeter Control Requirements

- Analyze the socioeconomic and crime statistics for the risk area to determine any potential problems.
- Assure the public that patrols are routinely monitoring the evacuated areas.

# Perimeter Control Requirements

- Plan to maintain access points and establish policies for permitting traffic in and out.
- Plans must be flexible to allow for additional evacuations of people who initially refused, if they may be evacuated safely.
- Emergency personnel will not be sacrificed in futile efforts to rescue evacuation "hold-outs."

# Table Group Activity

## Perimeter Control Requirements

- 5 Minutes
- Refer to the Student Manual worksheets (4-19)
- Working in groups, discuss questions regarding the security and perimeter control of your existing evacuation annex or procedure.
- Develop and record answers in Student Manual
- Be prepared to present answers to the class

# Accountability

**“Somebody better be writing this down!”**

- Where and when evacuation warnings have been issued
- Number evacuated
- Number remaining in risk area
- Number of evacuees in shelters
- Names and locations of individuals evacuated from nursing homes, schools, hospitals and prisons/jails

# Accountability

- Assign data collection to an organization that specializes in administration and logistics.
- Recommend the use of a large street map of the risk area.
- Indicate which homes have been evacuated or are empty, and which have been warned but are not leaving.

# Accountability

- Review the plan or SOP to ensure that this responsibility has been assigned.
- Determine if the person holding the job with this assigned task is aware of their responsibility.
- Evaluate the data collection and storage method described.

# Components of an Evacuation Operation

- Legal basis for evacuation
- Transportation requirements for evacuating general public and special needs population
- Shelters for evacuees

# Components of an Evacuation Operation

- Options for domestic animals at risk
- Security and perimeter control of evacuated area
- System for tracking people, data and events



# Evacuation Communication

Unit Five

**Jeff Alexander**

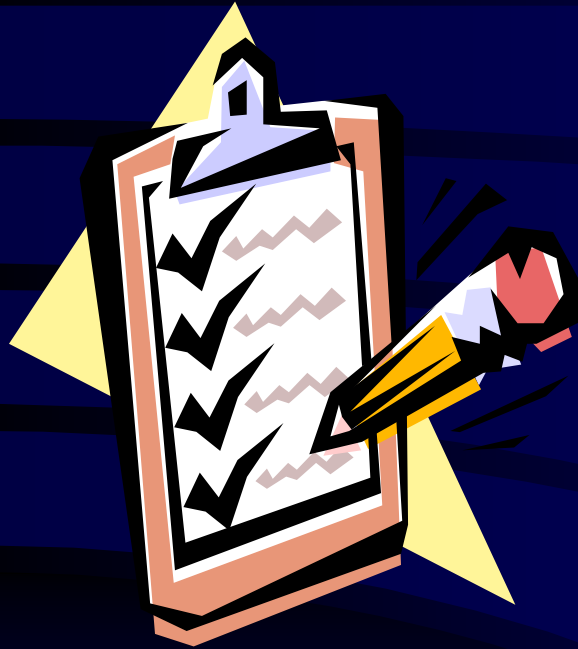
Director of Emergency Preparedness Programs

Northeast Florida Regional Council

# Factors Affecting Response to Evacuation Warnings

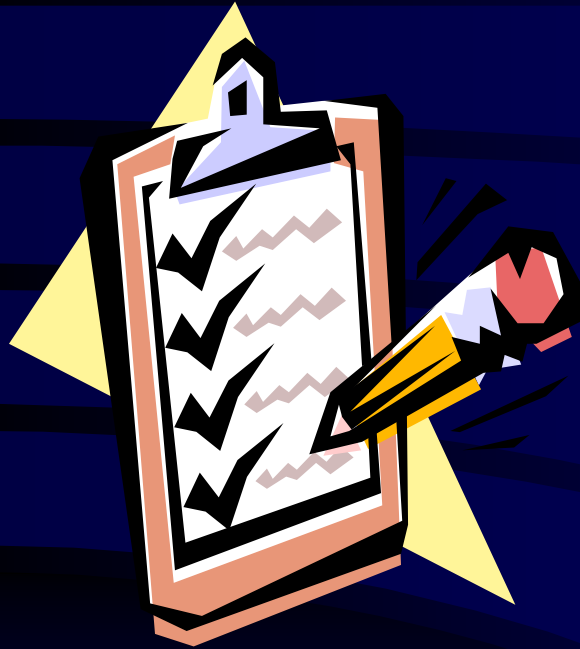
- Warning content - is the risk conveyed?
- Consistency of messages and information
- Credibility of the person issuing information
- Ability to confirm the message
- Adequacy of the information for taking action
- Response to risk

# Unit Objectives



- Decide what information to convey to the public about evacuation.
- Determine how to communicate evacuation information to the public to ensure that instructions will be understood and followed.

# Unit Objectives, Continued



- Determine when to release information about evacuation to the public.
- Determine who is responsible for evacuation communication in their home jurisdiction.

# Educating the Community About Evacuation

- Informing risk-area residents and businesses prior to an emergency will better prepare them to respond to evacuation instructions.
- Education before an emergency partially addresses potential concern about reliability and credibility of information.

# Evacuation Information

- Nature of the hazard(s)
- Methods of warning and who will carry out warning
- Evacuation routes

# Evacuation Information

- Information about emergency shelters
- Information about risks of in-place sheltering
- Information about care of pets and domestic animals

# Discussion Question



What non-emergency periods are appropriate for presenting this type of information?

# Methods of Communication

- Television and/or newspaper
- Radio spots
- Direct mailing
- Display at public buildings and in libraries
- Phone bill insert
- School handouts to students

# Discussion Question

## Communicating Evacuation Readiness



Keeping in mind the factors that determine whether people will understand and follow evacuation instructions, what kind of evacuation information should be communicated at this time?

# Communicating Evacuation Readiness Information

- Build credibility
- Encourage preparedness
- Provide a hot line, e-mail address,  
or other source of information

# Communicating Evacuation Readiness to Tourists

- Check with owners of resorts/hotels/motels to ensure they have a method for warning and communicating evacuation information.

# Communicating Evacuation Readiness to Tourists

- Tourists and other travelers are not likely to be watching TV news or listening to local radio broadcasts and may have to be notified individually.
- Resorts/hotels/motels will lose revenue if guests evacuate, so managers may "downplay" possible risk.

# Communicating the Evacuation Order

- Communicating the evacuation warning officially begins the movement to a safer area.
- Evacuation warning and information from all sources must be consistent.
- Multiple consistent messages will get people to take action sooner.

# Effective Evacuation Warnings

- Select a credible source to deliver the message.
  - Have credible local officials issue the warning message using mass media.
  - Have emergency personnel with previous experience and public exposure in an evacuation operation deliver the message.

# Effective Evacuation Warnings

- Select a credible source to deliver the message.
  - The decision on who to deliver the evacuation message through the media must be made before an event is pending (need regular coordination with the local media).

# Effective Evacuation Warnings

- Write and present a clear message.
  - People looking for reasons not to leave will find them in ambiguous messages.
  - Be specific about areas that will be affected as well as the risks that are posed.

# Effective Evacuation Warnings

- Write and present a clear message.
  - Describe possible hazard impacts including any plans by local authorities to turn off electricity, water, and/or gas in the evacuation area.
  - Describe evacuation routes and any traffic pattern changes.

# Effective Evacuation Warnings

- Write and present a clear message.
  - Tell where people can go and how to get there if they don't have private transportation.
  - Provide lists of personal belongings to take in the evacuation.
  - Describe arrangements for reuniting family members that become separated during the evacuation.

# Effective Evacuation Warnings

- Keep the message consistent.
  - Local media should repeat the same evacuation message and information.
  - Inconsistent messages neutralize the public's perception of threat.

# Effective Evacuation Warnings

- Present a precise message.
  - Confusing statements about the location, timing and/or magnitude of the event will decrease the perception of the threat.

# Effective Evacuation Warnings

- Repeat the message.
  - If the media repeats the same message multiple times, people will be stirred to action.

# Effective Evacuation Warnings

- Provide sources for confirming the evacuation warning.
  - People will try to obtain confirmation of warnings from different sources before evacuating.
  - A hot line or other point of contact will be useful, but may become overwhelmed if unprepared for heavy call volume.

# Delivering the Message

## Factors

- Type of hazard
  - Amount of warning time
- Size and demographics of the at-risk population
- Capabilities of the local authorities

# Delivering the Message

## Hurricane Hugo

- Evacuation warnings should not depend on any one method of communication.
- Neither cable nor broadcast television was a reliable mode of communication.
- VHF and cable stations in the impact areas were out of service hours before the eye of the storm arrived.

# Delivering the Message

## Hurricane Hugo

- By that time, most residents were without power to operate televisions anyway.
- Only one AM station in the storm path was able to maintain service.
- Most of the radio and television stations in the Emergency Alert System were damaged or lost power and could not transmit for several days.

# Delivering the Message

- Other methods for delivery of the warning message include:
  - Door-to-door notification by emergency responders
  - Travel through neighborhoods using public address systems

# Delivering the Message

- It is important that all methods for delivering the evacuation warning message converge at approximately the same time, providing the same clear, consistent message.

# Communicating with Special Populations

- Communicating with special populations in institutions such as hospitals, nursing homes, prisons, jails and group homes is not likely to be a problem unless phone service and power are lost.

# Discussion Question

## Special Populations



What populations may require special communication efforts during the evacuation warning?

# Communicating with Special Populations

- What types of special communication activity may be needed?
  - Door-to-door notification
  - Depending upon the warning time available, written communications to hotel or resort guests

# Communicating with Special Populations

- What types of special communication activity may be needed?
  - Instructing hotel, motel and resort operators to conduct door-to-door or other notification of guests
  - Use of emergency vehicles to make public address announcements to homeless and other transient populations that do not have access to media

# Communicating with Special Populations

- What types of special communication activity may be needed?
  - Announcements in several different languages, as appropriate to the community
  - If the community is multi-lingual, determine the languages in which emergency information will be issued

# Unit Summary

- Work closely with Warning and Public Information staff on the development of the evacuation annex or plan.
- Evacuation warning messages must be credible, consistent, and frequent to be effective in moving people to action.

# Unit Summary

## Include in Warning Messages

- Clear description of the area likely to be evacuated
- Certainty of the hazard
- Severity of the hazard
- Visual evidence of the hazard when media allows

# Unit Summary

## Include in Warning Messages

- Information on safe havens and routes
- Lists of personal belongings to take in the evacuation
- Assurance of family unity or reunification

# Unit Summary

## Warning Messages

- Repeat the message often.
- Isolate the message from routine information.



# Re-entry

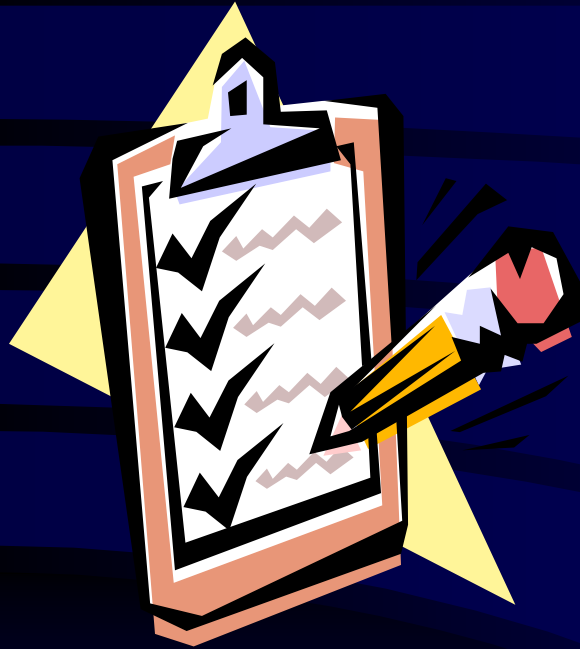
## Unit Six



**Jeff Alexander**

Director of Emergency Preparedness Programs  
Northeast Florida Regional Council

# Unit Objectives



- List factors that affect re-entry into the evacuated area.
- Develop a plan for evacuees to return home.

# Discussion Questions

## Authority for Re-entry



In your community, who has the authority to allow re-entry into the evacuated area?



In your community, who has the authority to allow re-entry into the evacuated area?

**NOTE:** The decision to activate a Re-Entry Plan must be based on knowledge that the impacted area is safe enough for public safety organizations to begin preparations for re-entry of the population.

# Discussion Questions

## Authority for Re-entry



In your community, who has the authority to allow re-entry into the evacuated area?



What information about the evacuated area must be available to officials before re-entry operations are started?

- Remaining hazard effects in evacuated area (e.g. flood water level, aftershocks, hazardous chemical residue)
- Extent of structural and other damage
- Road conditions and status of signals
- Availability of utilities and other services in the evacuated area
- Whatever is needed to determine if it is safe to return

# Legal Issues

- Negligence is the principle type of liability that faces local governments when conducting re-entry operations.
- The Re-entry Plan and operation must minimize the danger and properly warn those who may be entering potentially unsafe areas.

# Re-entry Operations

- Emergency managers and other community officials determine what resources are needed and are available to devote to the re-entry operation.

# Re-entry Operations

## Resources Needed

- Initially, resources may be devoted to more detailed damage assessment.
- Cleanup and repairs may be needed prior to re-entry.
- Adequate numbers of emergency response personnel, vehicles and equipment must be available to respond to accidents.

# Re-entry Operations

## Resources Needed

- Traffic control may require substantial manpower resources if transportation routes are damaged/detoured.
- Ongoing security of the evacuated area will require additional law enforcement resources.

# Re-entry Operations

- Each evacuation will create a different set of re-entry requirements.
- A successful Re-entry Plan must be flexible enough to take into account post-disaster conditions, size and population of the evacuated area, and availability of resources.

# Phased Re-entry Palm Beach, Florida

- Palm Beach County and Florida Atlantic University's Joint Center for Environmental and Urban Problems developed a plan to ensure safe and timely re-entry.
- The Concept of Operation in Palm Beach County's Re-entry Plan outlines a phased approach.

# Phased Re-entry

## Palm Beach County Re-entry Plan

- **Pre-Activation Phase:** County officials inform evacuated residents about re-entry requirements
- **Response Phase:**
  - Law enforcement sets up roadblocks and checkpoints at critical locations
  - Law enforcement activates special road monitoring teams to manage traffic on regional evacuation routes
  - Officials decide if curfews are necessary

# Phased Re-entry

## Palm Beach County Re-entry Plan

- Actual re-entry is divided into two levels of priority:
  - **Level I access**: agencies and groups that participate in restoring normal operations after disaster (Search and Rescue, Infrastructure and Utilities Repair, Official Damage Assessment Teams)
  - **Level II access**: other critical groups (relief agencies, healthcare agencies, and insurance agents, business operators, residents)

# Re-entry Procedures

- If full-scale re-entry is impossible, schedule additional re-entry phases so residents or business owners can re-enter at specified times for a fixed number of hours.
- Establish identification procedures (e.g., require driver's license or company identification).
  - Decide what will be admitted as back-up (e.g., utility bills, deeds, property tax documents, car registration).

# Re-entry Procedures

- Issue passes at locations other than checkpoints (e.g., shelters) to reduce bottlenecks at control points.
  - Set up area to verify credentials for people with questionable identification.

# Re-entry Procedures

- Set up roadblocks, as necessary, to prevent mass entry of the population into impacted areas and keep rescue routes cleared.
- Have emergency response personnel and equipment in the re-entered area ready and able to respond even when utilities may not be available.

# Re-entry Operations Responsibilities

- Re-entry operations require coordination with various organizations and agencies.
- A successful Re-entry Plan depends upon prior assignment of responsibility and coordination.

# Re-entry Responsibilities

## Palm Beach County Plan

- County Division of Emergency Management (DEM)
  - Activate the Re-entry Plan.
  - Communicate with municipalities and the State EOC on all re-entry issues.
  - Organize damage assessment teams.
  - Coordinate all other agencies.
  - Deactivate the Re-entry Plan.

# Re-entry Responsibilities

## Palm Beach County Plan

- County Sheriff's Office
  - Establish and monitor checkpoints and set up roadblocks in unincorporated County areas, as specified by County DEM and County Public Works.
  - Provide security.
  - Enforce curfews within unincorporated areas, if required.
  - Monitor road conditions and report traffic flows and counts.
  - Provide mutual aid to municipal law enforcement through County EOC.

# Re-entry Responsibilities

## Palm Beach County Plan

- County Engineering and Public Works
  - Conduct aerial surveys of the impacted areas of the County.
  - Provide signage for re-entry, if needed.
  - NOTE: Street signs may be missing

# Re-entry Responsibilities

## Palm Beach County Plan

- Municipal Law Enforcement Agencies
  - Establish and monitor checkpoints and set up roadblocks in their jurisdictions.
  - Provide security within their jurisdictions.
  - Enforce curfews, if required, in their jurisdictions.

# Re-entry Responsibilities

## Palm Beach County Plan

- State Highway Patrol
  - Monitor traffic conditions on interstate highways and State highways and report to County EOC.
- County Fire-Rescue Department
  - Conduct search and rescue in impacted areas of unincorporated Palm Beach County.

# Re-entry Responsibilities

## Palm Beach County Plan

- Municipal Fire-Rescue Departments
  - Conduct search and rescue operations in impacted areas within their jurisdictions.
- Department of Public Affairs
  - Ensure that the public is informed about the identification required for re-entry.
  - Ensure that the public is notified once re-entry begins.

# Public Information Strategy

Clearly describe:

- When will re-entry begin and is it full-scale or temporary re-entry?
- If a phased re-entry, what different groups and when will they be allowed to enter the evacuated area?
- Any transportation instructions?

# Public Information Strategy

- What are the identification requirements?
- What are the safety considerations, such as how to obtain emergency assistance?
- Any instructions on permissible re-entry area activities (if restrictions are in place)?
- Sample Media Release in Student Manual (6-14)

# Public Information Strategy

Provide other information that will be helpful to returning evacuees:

- Avoid loose/dangling power lines and report them immediately to power company.
- Enter your home with caution.
- Beware of snakes, insects, and animals driven to higher ground by floodwater.

# Public Information Strategy

- Open windows and doors to ventilate and dry your home.
- Check refrigerated foods for spoilage.
- Take pictures of the damage, to the house and its contents, for insurance claims.
- ([www.fema.gov/library/hurricaf.htm](http://www.fema.gov/library/hurricaf.htm))

# Discussion Question

## Public Information Strategy



What other ideas do you have for planning and implementing a safe and efficient re-entry operation?

# Table Group Activity

## Re-entry Issues

- 30 Minutes
- Refer to the Student Manual worksheets 6-9 – 6-12
- Working in groups, develop a strategy for solving each assigned problem or addressing each concern. Write solution on worksheets (15 Minutes)
- Be prepared to present the solutions to the class.

# Table Group Activity

## Re-entry Issues

- Serious traffic jam
- Injuries in the evacuated area and no operational hospital in the jurisdiction
- Sightseers
- Looting concerns
- Residents in areas not yet authorized for re-entry

# Table Group Activity

## Re-entry Issues

- Hysterical residents seeing damaged and destroyed homes
- Contaminated water
- Alligators in sewer
- Discovery of bodies in damaged structures
- Snakes in houses
- Pets without owners

# Discussion Questions

## Table Group Activity



Do you know of any other issues or concerns that have affected re-entry operations?



How would you solve the problem?

# Unit Summary

## Re-entry Items in Evacuation Annex

- Assess the damages and hazards.
- Decide on full-scale or phased re-entry.
- Establish a re-entry schedule.
- Establish a method for identifying authorized vehicles and individuals.
- Establish control points.

# Unit Summary

## Re-entry Items in Evacuation Annex

- Arrange public transportation, if needed.
- Provide emergency response personnel and equipment in the re-entered area.
- Plan and carry out a public information strategy.
- Control traffic.
- Provide security.



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# Course Conclusion

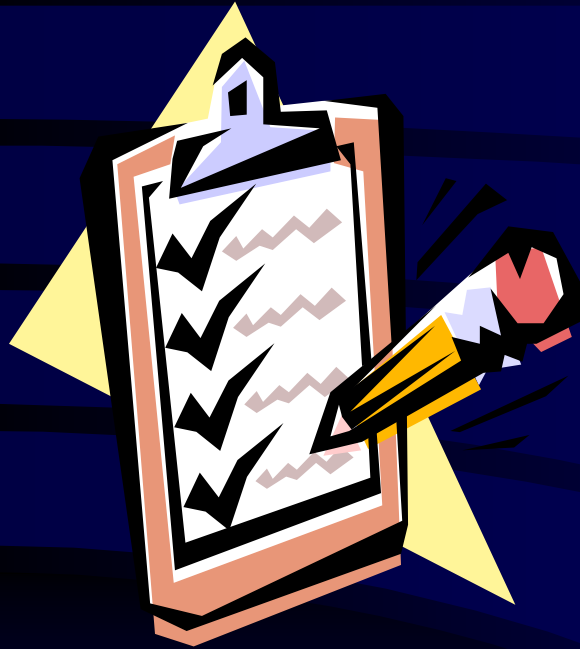
Unit Seven

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# Unit Objective



- Develop an action plan for designing, developing, testing and implementing an evacuation and re-entry annex.
- Assess fulfillment of course objectives.

## Developing an Action Plan:

- To assist you when you return home, an Action Planning Checklist is included in your Student Manual (7-6 – 7-17)
  - Simply a sample of tasks that must be assigned in the Evac / Re-Entry annex
  - Your jurisdiction's tasks and assigned positions may differ
  - This checklist is not a boilerplate, just a starting point

# Evacuation Annex Components

## Situation and Assumptions Section

Identifies:

- Emergency conditions that could occur that would require evacuation
- Areas at risk for probable evacuation
- Population groups requiring special assistance during evacuation/re-entry

# Evacuation Annex Components

## Situation and Assumptions Section

- Assumptions on which evacuation/re-entry planning is based
- Site-specific evacuation plans and/or maps (as attachments), such as those described in SARA Title III (Superfund).

# Evacuation Annex Components

## Situation and Assumptions Section

Assumptions will:

- Establish the parameters under which evacuation/re-entry planning takes place
- Focus on probable operational situations during the disaster
- Consider unknown issues that will develop

# Evacuation Annex Components

## Concept of Operations

### Hazard Characteristics

- Magnitude
- Intensity
- Speed of onset
- Duration
- Impact on community

Determine



### Scope of Evacuation

- How many people
- Time available
- Time and distance of travel to areas of safety

# Evacuation Annex Components

## Concept of Operations

### Includes:

- Scope of authority
- Provisions for special needs populations
- Means of maintaining evacuation communication
- Evacuation routes and options

# Evacuation Annex Components

## Concept of Operations

- Transportation options available
- Assembly points
- Procedures to control flow of evacuation/re-entry
- Security of and access to evacuated area

# Evacuation Annex Components

## Concept of Operations

- Re-entry policies and procedures
- Coordination with neighboring jurisdictions

# Evacuation Annex Components

## Organization and Assignment of Responsibilities

- Specifically assigns evacuation/re-entry responsibilities
- Assignments are made to agencies and titles

# Evacuation Annex Components

## Administration and Logistics

- Addresses the administrative and general support requirements for the evacuation/re-entry functions

# Evacuation Annex Components Development and Maintenance

- Identify who is responsible for coordinating revision of the Evacuation Annex, including keeping the attachments current.
- Make note of corrections and additions for your annex that should be addressed.

# Evacuation Annex Components Development and Maintenance

- Develop a list of the planning tasks you are responsible for.
- Develop a list of planning tasks you are not responsible for, and the people who are.

# Course Review

- Consists of a series of multiple-choice questions
- Solve evacuation and re-entry problems based on knowledge gained in this course
- Be prepared to discuss the solutions.