1. **Concept of Operations**
   1. The Mobilization phase begins with the identification of a threat or hazard that could lead to an evacuation or shelter-in-place order. The first activity is initial notification of people, systems, and resources to establish incident command and management structures. Emergency management officials make coordinated decisions for protective actions and priorities, disseminating clear evacuation messaging to the public. Mobilization will likely happen concurrently with other phases for no-notice events and low-notice events.
   2. *Key Elements*
      1. Establish Incident Command and Management Structures
         1. Activation Level
      2. Coordinated Decision-making
         1. The following are listed only for decision-making considerations, as actual operations will occur in future phases.
         2. Protective Actions
            1. Evacuations may begin with the spontaneous movement of evacuees or an official evacuation order and may occur before (pre-) or during and/or after (post-) an incident. Similarly, shelter-in-place action can be pre- or post-incident. Pre-incident shelter-in-place action may still require a post-incident evacuation if the threat or hazard occurs with little or no notice or presents an ongoing threat.
            2. Evacuation Levels - Ready, Set, GO!

Ready, Set, GO! evacuation levels correspond to geographically specific areas where a hazard has occurred and/or has the potential to affect. These areas are designated as zones on a map and should be provided to the Public.

Level 1 – Ready

Occupants of this zone are informed and alerted of the incident and hazard. Occupants are also alerted at the potential for protective actions based on further developments to the incident.

Level 2 – Set

Occupants of this zone are informed and alerted of the incident and hazard. Occupants are also alerted to be prepared to leave with limited or no notice.

Level 3 – GO!

Occupants of this zone are informed and alerted of the incident and hazard. Occupants are directed to immediately leave the affected area.

* + - * 1. Pre-incident Evacuation

Pre-incident evacuation moves the most vulnerable, threatened population away from a potential area of impact, and shelters populations in place when and where conditions support. Pre-incident evacuation requires transportation resources and infrastructure other than or in conjunction with those utilized during normal conditions. Pre-incident evacuation decision making requires officials to balance potentially costly, hazardous, or unnecessary evacuations against the possibility of loss of life from untimely evacuation.

* + - * 1. Pre-incident Shelter-in-Place

Pre-incident shelter-in-place allows people to remain in place in areas that are less impacted, which helps reduce the negative impacts of evacuation. For example, during a hurricane, people may have enough time to evacuate from the most dangerous zones and be able to shelter in place in zones that may be less impacted, minimizing negative impacts to the populations and keeping roads clear for those in most immediate danger.

* + - * 1. Post-incident Evacuation

Post-incident Evacuation should only occur when it is unsafe for the affected population to remain in the incident area, such as after a hazardous material spill with shifting wind patterns that may endanger a new part of the community. In contrast to pre-incident evacuations, post-incident evacuations may occur simultaneously with life-saving response operations. Resource constraints will arise as resources otherwise employed to support evacuation operations fulfill different emergency response tasks instead.

* + - * 1. Post-incident Shelter-in-Place

Post-incident Shelter-in-Place may be necessary in certain instances such as an ongoing active shooter or complex coordinated terrorist attack.

* + - 1. Operational Objectives, Priorities, and Critical Considerations
         1. Life-safety and Incident Stabilization

Objectives will be influenced by issuing either evacuation or shelter-in-place orders. These objectives should consider all of the following Critical Considerations:

* Accessibility
* Children and Accompanied Minors
* Homeless Populations
* Individuals with Access and Functional Needs
* Tourist Populations
* Mass Care and Sheltering Services
* Hospitals and Residential Medical Facilities
* Correctional Facilities
* Fuel Management
* Traffic Management
* Contraflow Lane Reversal
* Evacuation Clearance Time
* Zonal Approach

Evacuation Messaging to the Public

Having access to clear, timely, targeted, and tailored messaging related to information and warnings around imminent or existing threats, allows individuals and communities to better understand their risk, consider the situation in which they find themselves, and take protective actions.

Considerations to address in public messaging:

Risk Perception

Warning Fatigue

Optimism Bias

Terminology Used in Public Messaging

During shelter-in-place or evacuation protective measures, a concise, accurate, accessible, and understandable message to the public is critical. The terminology used in messaging will be considerate of the audience—the public does not use the same common terminology as emergency management professionals and may interpret terms and instructions quite differently than intended (e.g., mandatory, voluntary, recommended, forced, phased, zoned). It is imperative that messages with clear, plain language terms understandable by all members of the community are communicated.

In addition to clear messaging, alternative ways to distribute messaging will be used to ensure it reaches all populations in the community, including those who may not be aware of or have difficulty accessing traditional emergency notification and warning systems.

* + 1. Initial Notification of Resources
       1. People
       2. Systems and External Resources
       3. Equipment
  1. *Community Lifelines*
     1. During the Mobilization phase lifelines will likely not have experienced any impacts until later phases; however, efforts centered around the Situational Assessment core capability should be focused on determining the status of each lifeline. Previous or ongoing incidents, time of year, and other factors may have impacted lifelines in undetermined ways. Until the status of each lifeline is confirmed, they should be indicated as gray (indicates an “Unknown” status).

A close up of a sign

Description automatically generated

Figure 1 - Community Lifelines example

* 1. *Core Capabilities*

| **Core Capabilities** | |
| --- | --- |
| **Planning** | Conduct a systematic process engaging the whole community as appropriate in the development of executable strategic, operational, and/or tactical-level approaches to meet defined objectives. |
| **Public Information and Warning** | Deliver coordinated, prompt, reliable, and actionable information to the whole community through the use of clear, consistent, accessible, and culturally and linguistically appropriate methods to effectively relay information regarding any threat or hazard, as well as the actions being taken, and the assistance being made available, as appropriate. |
| **Operational Coordination** | Establish and maintain a unified and coordinated operational structure and process that appropriately integrates all critical stakeholders and supports the execution of Core Capabilities. |
| **Environmental Response/Health and Safety** | Conduct appropriate measures to ensure the protection of the health and safety of the public and workers, as well as the environment, from all hazards in support of responder operations and the affected communities. |
| **Operational Communications** | Ensure the capacity for timely communications in support of security, situational awareness, and operations, by any and all means available, among and between affected communities in the impact area and all response forces. |
| **Situational Assessment** | Provide all decision makers with decision-relevant information regarding the nature and extent of the hazard, any cascading effects, and the status of the response. |

* 1. *Critical Tasks*

| **Planning** | |
| --- | --- |
| **Critical Task I.D.** | **Critical Task Description** |
| **1** | Develop operational plans that adequately identify critical objectives based on the planning requirement, provide a complete and integrated picture of the sequence and scope of the tasks to achieve the objectives, and are implementable within the timeframe contemplated in the plan using available resources. |

| **Public Information and Warning** | |
| --- | --- |
| **Critical Task I.D.** | **Critical Task Description** |
| **1** | Inform all affected segments of society of critical lifesaving and life-sustaining information by all means necessary, including accessible tools, to expedite the delivery of emergency services and aid the public to take protective actions. |

| **Operational Coordination** | |
| --- | --- |
| **Critical Task I.D.** | **Critical Task Description** |
| **1** | Mobilize all critical resources and establish command, control, and coordination structures within the affected community, in other coordinating bodies in surrounding communities, and maintain as needed throughout the duration of an incident. |

| **Environmental Response/Health and Safety** | |
| --- | --- |
| **Critical Task I.D.** | **Critical Task Description** |
| **1** | Identify, assess, and mitigate worker health and safety hazards, and disseminate health and safety guidance and resources to response and recovery workers. |
| **2** | Minimize public exposure to environmental hazards through assessment of the hazards and implementation of public protective actions. |

| **Operational Communications** | |
| --- | --- |
| **Critical Task I.D.** | **Critical Task Description** |
| **1** | Ensure the capacity to communicate with both the emergency response community and the affected populations and establish interoperable voice and data communications between Federal, tribal, state, and local first responders. |

| **Situational Assessment** | |
| --- | --- |
| **Critical Task I.D.** | **Critical Task Description** |
| **1** | Deliver information sufficient to inform decision making regarding immediate lifesaving and life-sustaining activities, and engage governmental, private, and civic sector resources within and outside of the affected area to meet basic human needs and stabilize the incident. |

1. **Responsibilities**

| Response | Critical Task I.D. | Activity/Action | Organization(s) Involved |
| --- | --- | --- | --- |
| Planning | 1 | Establish Incident Command and Management Structures |  |
| Operational Coordination | 1 |
| Operational Communications | 1 |
| Situational Assessment | 1 |
| *Operational Coordination* | *1* | *Example: Activate the EOC (partial or full, depending on scale).* | *Emergency Management* |
| *Operational Coordination* | *1* | *Example: Inform the chief elected or appointed official of the situation; coordinate the emergency declaration process, if required.* | *Emergency Management* |
| *Situational Assessment* | *1* |
| *Planning* | *1* | *Example: Establish a regular briefing schedule* | *Emergency Management* |
| *Operational Coordination* | *1* | *Example: Contact the SEOC and regional partners to initiate a conference call.* | *Emergency Management* |
| *Operational Communications* | *1* |
| *Planning* | *1* | *Example: Identify which*  *sites to use as local forward staging areas.* | *Emergency Management, Law Enforcement, Fire Services, EMS, Public Works* |
| *Operational Coordination* | *1* |
| *Situational Assessment* | *1* |
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| Planning | 1 | Coordinating and Issuing Protective Actions |  |
| Public Information and Warning | 1 |
| Environmental Response/Health and Safety | 1, 2 |
| Situational Assessment | 1 |
| *Planning* | *1* | *Example: Deliver actionable guidance to the staff, stakeholders, partners, and the Public on courses of action to take during an emergency or disaster.* | *Emergency Management* |
| *Public Information and Warning* | *1* |
| *Planning* | *1* | *Example: Determine the appropriate protective action (e.g., shelter-in-place, point-to-point evacuation, or hub and spoke evacuation).* | *Emergency Management, Fire Services, Law Enforcement* |
| *Environmental Response/Health and Safety* | *2* |
| *Situational Assessment* | *1* |
| *Situational Assessment* | *1* | *Example: Identify primary motorist and pedestrian evacuation routes.* | *Emergency Management, Public Works* |
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| Planning | 1 | Coordinating and Establishing Operational Priorities |  |
| Public Information and Warning | 1 |
| Operational Coordination | 1 |
| Environmental Response/Health and Safety | 1, 2 |
| Situational Assessment | 1 |
| *Operational Coordination* | *1* | *Example: Determine zones affected (or likely impacted) by the incident to establish a Common Operating Picture and determine the objective priorities.* | *Emergency Management, Law Enforcement, Fire Services, Public Works* |
| *Situational Assessment* | *1* |
| *Operational Coordination* | *1* | *Example: Determine the need for contraflow* | *Law Enforcement* |
| *Situational Assessment* | *1* |
| *Environmental Response/Health and Safety* | *2* | *Example: Compare/contrast benefits to evacuation versus sheltering in place: what is the hazard, vulnerability, and anticipated exposure* | *Emergency Management, Law Enforcement, Fire Services, Public Health, Elected/Senior Officials* |
| *Situational Assessment* | *1* |
| *Planning* | *1* | *Example: Estimate an evacuation timeframe for zones* | *Emergency Management, Public Works* |
| *Situational Assessment* | *1* |
| *Situational Assessment* | *1* | *Example: Determine the mobilization assistance for health and medical facilities, incarceration facilities, and other facilities and systems.* | *Emergency Management, Law Enforcement, Public Health* |
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| Planning | 1 | Coordinating and Providing Evacuation Messaging to the Public |  |
| Public Information and Warning | 1 |
| Environmental Response/Health and Safety | 2 |
| Operational Communications | 1 |
| Situational Assessment | 1 |
| *Public Information and Warning* | *1* | *Example: Determine affected population segments and prepare culturally and linguistically appropriate messaging.* | *Emergency Management, PIO* |
| *Situational Assessment* | *1* |
| *Planning* | *1* | *Example: Determine messaging for the*  *time-phased, zonal evacuation and sheltering in place* | *Emergency Management, PIO* |
| *Public Information and Warning* | *1* |
| *Situational Assessment* | *1* |
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| Public Information and Warning | 1 | Initial Notification: People (i.e. Emergency Management, First Responders, Human Services, etc.) |  |
| Operational Coordination | 1 |
| Environmental Response/Health and Safety | 1 |
| Situational Assessment | 1 |
| *Operational Coordination* | *1* | *Example: Alert and activate personnel and partners to report (either in person or virtually) to the EOC.* | *Emergency Management* |
| *Public Information and Warning* | *1* |
| *Environmental Response/Health and Safety* | *1* | *Example: Provide personnel and relevant partners with hazard and/or incident-specific information* | *Emergency Management* |
| *Situational Assessment* | *1* |
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| Public Information and Warning | 1 | Initial Notification: Systems and External Resources |  |
| Operational Coordination | 1 |
| Environmental Response/Health and Safety | 1 |
| Operational Communications | 1 |
| Situational Assessment | 1 |
| *Operational Communication* | *1* | *Example: Establish lines of communication with emergency notification providers and systems.* | *Emergency Management* |
| *Public Information and Warning* | *1* |
| *Operational Coordination* | *1* | *Example: Coordinate with the state and region regarding shelter vacancies.* | *Emergency Management, Human Services, ARC* |
| *Situational Assessment* | *1* |
| *Situational Assessment* | *1* | *Example: Determine the need to activate pre-event, standby contracts, and/or the MOU/ MOA to assist with filling identified gaps, as needed.* | *Emergency Management* |
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| Public Information and Warning | 1 | Initial Notification: Equipment |  |
| Operational Coordination | 1 |
| Environmental Response/Health and Safety | 1 |
| Situational Assessment | 1 |
| *Operational Coordination* | *1* | *Example: Notify departments to prepare needed equipment and operators.* | *Fire Services, EMS, Law Enforcement, Public Works, Parks Department* |
| *Operational Coordination* | *1* | *Example: Mobilize staging areas with resources for the Evacuation and Shelter-in-Place phase* | *Emergency Management, Public Works, ARC, Parks Department, Law Enforcement, EMS, Fire Service* |
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