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| Washington State Emergency Management Division |
| All-Hazard Evacuation  Template |
| *Designed for Washington’s Local Jurisdictions and Tribal Partners* |



1. **Purpose**
   1. Summary – This annex serves as the underlying framework for evacuation operations to occur and it provides the outline for those components, or phases, that should occur during incidents. Evacuation operations require close coordination among many different departments, agencies, partners, and stakeholders to save both lives and property and stabilize the incident to transition into recovery.
2. **Plan Activation**
   1. Authorities and Policies
      1. There is no statutory authority held by the State to issue and enforce evacuations. The authority to issue evacuations is held at the county and city levels of government. Traditionally, the scope of evacuation enforcement has been limited to enforcing the return of residents into areas that have been marked as a restricted area. This enforcement is traditionally carried out in wildland fire incidents and is performed by the county sheriffs. Other situations when evacuations can be mandated are when minors are located in a hazardous area and guardians refuse to evacuate. In this case local social services can be used to evaluate the guardians and potentially enforce a mandatory evacuation.
      2. Tribal Nations are Sovereign Nations and have authority to enact any governmental actions in response to the safety of tribal members and community. These governmental actions can either occur independently or concurrent with another jurisdiction.
      3. Delegation and Scope of Authority
         1. In the absence of leadership with clear written and appointed authority to issue evacuation orders, that power shall reside with [insert position title]. Only the authorities necessary to initiate and maintain evacuation operations will be granted to this position until otherwise indicated by legal authority. Exceptions to this will only be those identified in Continuity of Operations and Continuity of Government plans.
3. **Situation Overview**
   1. At a minimum, the situation section should summarize hazards faced by the jurisdiction and discuss how the jurisdiction expects to receive (or provide) assistance within its regional response structures. The situation section covers a general discussion of:

* Relative probability and impact of the hazards.
* Geographic areas likely to be affected by particular hazards.
* Vulnerable critical facilities (e.g., nursing homes, hospitals, infrastructure).
* The process used by the jurisdiction to determine its capabilities and limits in order to prepare for and respond to the defined hazards.
  1. Population Assessment which details the jurisdiction’s demographics (e.g. age, income, language). Preferably this information is broken down into specific areas, zones, or neighborhoods. This assessment enables a better understanding of the resources and considerations that need to be taken into account when evacuation operations occur. Consideration examples:
* A neighborhood which contains a significant population of elderly individuals with no personal transportation;
* An industrial zone which does not operate at night but also has a large daytime workforce;
* An area which is diverse in the languages spoken.

1. **Concept of Operations**
   1. Evacuation operations consist of a 5-step process that can is affected by whether the incident occurs with advanced notice, low notice, or no notice. The amount of notice received determines if the process occurs in a linear manner (see Figure 2) or if the initial phases become consolidated when an incident occurs without notice (see Figure 3). For the purposes of clarity, evacuation operations in the following graphic occurs with “notice.”

Figure - Evacuation CONOPs

* 1. Notice and No-Notice Evacuations
     1. While there is a distinction between notice and no-notice incidents it is extremely important to remember the term “notice” can be misleading as many factors can make an incident just as time sensitive as having little to no notice. The coordination involved, the time of day (and year), and the geographical area involved all play heavily into the equation.
     2. Notice Incident - An incident where jurisdictions have warning of an impending hazard. The officials have time to prepare in advance, assess, communicate, and implement protective action measures. Typically, initial preparation discussions regarding the impending hazard occur as soon as the jurisdiction receives first notice of impact.
        1. Examples of Notice Incidents
* Lahar impact areas that are furthest away
* Distant-source tsunamis
* Hazmat incidents for those not immediately at risk (warm/contamination reduction/yellow/limited access zone, or cold/support/green/clean zone).
* Distant and slow-moving wildfires
* Flooding
* Dam failure near the source

Figure - Notice Evacuation Phases

* + 1. No-Notice Incident - An incident occurring with little or no warning and requiring rapid assessment, decision making, communication, and implementation of protective action.
       1. Examples of No-Notice
* Earthquakes
* Lahars impact areas that are closest to the source
* Landslides
* Local-source tsunamis
* Hazmat incidents for those immediately at risk (hot or exclusion zones)
* Dam failure far downstream

Figure - No-notice Evacuation Phases

* 1. Mobilization Phase
     1. This 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. Core Capabilities
        1. The following Core Capabilities have been identified as necessary to address the operational requirements of this phase. These Core Capabilities and selected Critical Tasks are identified and explained in their respective appendices.

| **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. |

Table – Mobilization Phase Core Capabilities

* 1. Evacuation/Shelter-in-Place Phase
     1. This phase begins when a threat requires evacuation or shelter-in-place operations, either following or concurrent with mobilization phase activities, depending on incident notice. For no-notice events, this is the first phase and mobilization may happen both outside and within the impact area as part of the response. This phase includes implementing the protective actions of evacuation and shelter-in-place orders, which will vary depending on the size and scope of the incident. This phase may be used in advance of the impact phase for notice events (e.g., flooding) or after the impact phase for no-notice or low-notice events (e.g., earthquake, terrorist attack) to meet incident objectives and protect life and property.
     2. Core Capabilities
        1. The following Core Capabilities have been identified as necessary to address the operational requirements of this phase. These Core Capabilities and selected Critical Tasks are identified and explained in their appendices.

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| **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. |
| **Critical Transportation** | Provide transportation (including infrastructure access and accessible transportation services) for response priority objectives, including the evacuation of people and animals, and the delivery of vital response personnel, equipment, and services into the affected areas. |
| **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. |
| **Logistics & Supply Chain Management** | Deliver essential commodities, equipment, and services in support of impacted communities and survivors, to include emergency power and fuel support, as well as the coordination of access to community staples. Synchronize logistics capabilities and enable the restoration of impacted supply chains. |
| **On-Scene Security, Protection, and Law Enforcement** | Ensure a safe and secure environment through law enforcement and related security and protection operations for people and communities located within affected areas and also for response personnel engaged in lifesaving and life-sustaining operations. |
| **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. |

Table - Evacuation/Shelter-in-Place Core Capabilities

* 1. Impact Phase
     1. This phase begins when jurisdictions start to see adverse impacts on operations. During this phase, for notice events, jurisdictions work to secure facilities, people, and equipment and clear and close public transit to minimize the impact of the hazard. Within the impact phase, the “zero hour” marks the time needed to ensure the safety of first responders as the hazard makes impact, and it is the designated point in time when it is no longer safe for responders to continue operations.
     2. Core Capabilities
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| **Infrastructure Systems** | Stabilize critical infrastructure functions, minimize health and safety threats, and efficiently restore and revitalize systems and services to support a viable, resilient community. |
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| **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. |

Table - Impact Phase Core Capabilities

* 1. Displacement/Mass Care Phase
     1. If evacuees must leave their home jurisdiction, they should remain in the host jurisdiction until their community is safe. Mass care is mobilized and conducts operations throughout an incident to establish shelters and provide other services, but greater emphasis is placed on these activities during the Mass Care phase. During this phase, the evacuating jurisdictions communicate with the host jurisdictions to coordinate numbers and types of evacuees, shelters, and potential length of evacuation. Not every evacuation necessitates a robust mass care operation; it is most commonly conducted during long-lasting events. During shelter-in-place operations, mass care may consist of mobile commodity distribution or the establishment of hubs for evacuees to obtain food, water, and information during evacuations that last hours instead of days.
     2. Core Capabilities
        1. The following Core Capabilities have been identified as necessary to address the operational requirements of this phase. These Core Capabilities and selected Critical Tasks are identified and explained in their respective appendices.

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| **Critical Transportation** | Provide transportation (including infrastructure access and accessible transportation services) for response priority objectives, including the evacuation of people and animals, and the delivery of vital response personnel, equipment, and services into the affected areas. |
| **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. |
| **Fatality Management Services** | Provide fatality management services, including decedent remains recovery and victim identification, and work with local, state, tribal, territorial, insular area, and Federal authorities to provide mortuary processes, temporary storage or permanent internment solutions, sharing information with mass care services for the purpose of reunifying family members and caregivers with missing persons/remains, and providing counseling to the bereaved. |
| **Logistics & Supply Chain Management** | Deliver essential commodities, equipment, and services in support of impacted communities and survivors, to include emergency power and fuel support, as well as the coordination of access to community staples. Synchronize logistics capabilities and enable the restoration of impacted supply chains. |
| **Mass Care Services** | Provide life-sustaining and human services to the affected population, to include hydration, feeding, sheltering, temporary housing, evacuee support, reunification, and distribution of emergency supplies. |
| **On-Scene Security, Protection, and Law Enforcement** | Ensure a safe and secure environment through law enforcement and related security and protection operations for people and communities located within affected areas and also for response personnel engaged in lifesaving and life-sustaining operations. |
| **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. |
| **Public Health, Healthcare, and Emergency Medical Services** | Provide lifesaving medical treatment via Emergency Medical Services and related operations and avoid additional disease and injury by providing targeted public health, medical, and behavioral health support and products to all affected populations. |
| **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. |

Table – Displacement/Mass Care Phase Core Capabilities

* + 1. Traditional Mass Care
       1. The full range of mass care activities will likely not be required while conducting evacuation or shelter-in-place operations. The elements of traditional mass care that most directly applies in this setting are those focusing on sheltering, feeding, hydration, reunification, and the distribution of emergency supplies.
    2. Crisis Event Response and Recovery Access (CERRA)
       1. CERRA Levels provide mechanisms, tools, and process approaches for coordinating, approving, and enabling access during response and recovery operations.
       2. Phased Re-Entry
          1. The use of an access program enables a coordinated effort across multiple response and recovery organizations and stakeholders to define:
* Restricted areas—WHERE access restrictions need to be put in place and entry controlled;
* Access Rules—WHO, WHICH, and WHEN personnel may enter; and,
* Access Authorization procedures—HOW personnel may gain access.
  + - 1. Access Level 1 (AL-1) Emergency Response
         1. A screenshot of a cell phone

            Description automatically generatedEmergency response assets may include Emergency Services personnel (i.e., law enforcement, fire and rescue, emergency medical services [EMS], and public works), along with utility crews. Responders in this access level or tier have immediate access into the affected area to conduct public safety operations, provide essential medical services, and assess immediate needs. Depending on the scope of the incident, public works and utility crews may be needed to stabilize an incident by completing activities such as removing down power lines, shutting off broken water mains, turning off natural gas service, or clearing debris from roads to allow other emergency responders to get to needed locations. The desired outcome for this access level is to mitigate the effects of the emergency, conduct rescue and lifesaving operations, and stabilize the affected area.

Figure - Access Levels (CERRA Framework)

* + - 1. Access Level 2 (AL-2) Response Support
         1. After first responders have mitigated initial threats to life and safety within all or part of an emergency zone, the local authority may authorize Response Support personnel to re-enter the affected area to assess, maintain, protect, or initiate recovery of critical services and facilities. Depending on the incident and needs of the community, Response Support assets should include essential personnel required to support protection or restoration of essential community lifeline functions (e.g., hospitals, utilities, critical infrastructure facilities, common carrier logistics and transportation hubs, etc.), as well as resources needed to assist in supporting lifesaving or life sustaining emergency operations. The desired outcome for this access level is the restoration of critical services and sustainment of emergency response operations to reduce or prevent cascading effects. Response Support activities should be coordinated with relevant levels of government and the private sector.

Implement CERRA Access Levels 1 and 2

Figure - Evacuation Phases & Activation Levels 1, 2, and 3

* + - 1. Access Coordination
         1. The implementation of an access program involves the coordination, cooperation, and integration of multiple government, private sector, and NGOs or volunteer groups.

A screenshot of a cell phone

Description automatically generated

Figure - Access Coordination and Authorization (CERRA Framework)

* + - 1. Access Authorization
         1. Access authorization is the system or set of procedures defined by State or local authorities to allow access. Access authorization relies on a combination of validated attributes (e.g., identification, credentials, organizational affiliation) to assist with making access approval decisions to provide authorities with a wide range of controls when managing access.
         2. Access Identification

Just-in-Time Access

Access Tokens

Temporary or Enabling Access Solutions

* + - 1. Access Checkpoints
         1. Access Checkpoints are locations utilized by law enforcement or other checkpoint personnel to enable the access or denial of individuals and resources into restricted areas or emergency zones during incidents.

Outer Perimeter Checkpoint

Outer Perimeter Checkpoints are established outside of the emergency zones at a sufficient distance to facilitate restricting access of unapproved personnel and resources

Inner Perimeter Checkpoint

Inner Perimeter Checkpoints are recommended to be established at or near the boundary of the emergency zone as a mechanism to control access into and out of the restricted area by approved personnel and resources.

A picture containing building, train, track, person

Description automatically generated

**Outer Perimeter Checkpoint**

**Inner Perimeter Checkpoint**

**AL-1 Emergency Support Support**

**AL-3 Recovery Support**

**AL-2 Response Support**

Figure - Sample Illustration of Access Levels and Checkpoints

* 1. Re-Entry Phase
     1. Incorporates the coordinated movement of evacuees back into a community once the threat or hazard dissipates and the event causing the evacuation ends. In instances where residents may not be able to return to their communities for a longer period, this population is re-located to host areas and returned when it is safe. Re-entry typically marks the transition to recovery activities. This phase may follow the re-entry of first responders, if the threat or hazard was significant enough to require first responders to evacuate, or will begin once first responders have stabilized the area to a point where residents can return.
     2. Core Capabilities
        1. The following Core Capabilities have been identified as necessary to address the operational requirements of this phase. These Core Capabilities and selected Critical Tasks are identified and explained in their respective appendices.

| **Core Capabilities** | |
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| **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. |
| **Fatality Management Services** | Provide fatality management services, including decedent remains recovery and victim identification, and work with local, state, tribal, territorial, insular area, and Federal authorities to provide mortuary processes, temporary storage or permanent internment solutions, sharing information with mass care services for the purpose of reunifying family members and caregivers with missing persons/remains, and providing counseling to the bereaved. |
| **Logistics & Supply Chain Management** | Deliver essential commodities, equipment, and services in support of impacted communities and survivors, to include emergency power and fuel support, as well as the coordination of access to community staples. Synchronize logistics capabilities and enable the restoration of impacted supply chains. |
| **Mass Care Services** | Provide life-sustaining and human services to the affected population, to include hydration, feeding, sheltering, temporary housing, evacuee support, reunification, and distribution of emergency supplies. |
| **On-Scene Security, Protection, and Law Enforcement** | Ensure a safe and secure environment through law enforcement and related security and protection operations for people and communities located within affected areas and also for response personnel engaged in lifesaving and life-sustaining operations. |
| **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. |
| **Public Health, Healthcare, and Emergency Medical Services** | Provide lifesaving medical treatment via Emergency Medical Services and related operations and avoid additional disease and injury by providing targeted public health, medical, and behavioral health support and products to all affected populations. |
| **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. |

Table - Re-Entry Phase Core Capabilities

* + 1. Access Level 3 (AL-3) Recovery Support
       1. Recovery Support assets include facility operators, government or business employees, and Non-Governmental Organizations (NGO) and volunteer organizations that may assist recovery efforts, or further enable restoration of community lifelines and essential services. Examples include retail locations, banking and insurance providers, grocery stores, disaster remediation services, volunteer organizations active in disasters (VOAD), construction and trades contractors, etc. Once conditions have stabilized with basic protection and emergency services reestablished, Recovery Support personnel may re-enter the incident area at the appropriate authority’s discretion. The desired outcome for this access level is to begin recovery efforts and the restoration of sufficient infrastructure to support re-entry into the affected area by the general public or residential population (e.g., functioning utilities, basic commodities available, emergency services restored).
    2. Access Level 4 (AL-4) General Return
       1. In the last grouping, non-essential personnel, the residential population, and general public may be authorized to re-enter. Residents and business operators may be asked to present photo identification (ID)and proof of residence, or company affiliation prior to reentry of business areas and neighborhoods, and should be informed of which areas are authorized for re-entry, any curfew restrictions, and any ongoing response or recovery operations in or adjacent to their community. Depending on the site conditions and safety considerations, some residents may return before others, or be allowed temporary access to inspect their homes, remove personal items, etc., but not reoccupy their residence

Implement CERRA Access Level 3 and 4

Figure - Evacuation Phases & Access Level 4

* 1. Critical Considerations
     1. The following are critical considerations that should be addressed throughout planning:
* Accessibility
* Children and Unaccompanied Minors
* Contraflow Lane Reversal
* Correctional Facilities
* Domestic/Sexual Violence Shelters
* Evacuation Clearance Time
* Family Reunification
* Fuel Management
* Homeless Population
* Hospitals and Residential Medical Facilities
* Household Pets and Service Animals
* Individuals with Access and Functional Needs
* Legal Requirements and Authorities
* Mass Care & Sheltering Services
* Mental/Behavioral Health Support
* Population Assessment
* Terminology Used in Public Messaging
* Tourist Populations
* Tracking/Evacuee Accountability
* Traffic Management
* Zonal Approach

1. **Responsibilities**

| Preparedness | Activity/Action | Organization(s) Involved |
| --- | --- | --- |
| Planning (Response) | **Local Government** |  |
| Have the primary authority and responsibility for evacuation and shelter-in-place planning, in conjunction with the whole community. |  |
| Collaborate with the public and private sectors to develop a shared understanding of protective actions and shelter-in-place concepts, plans, terminology, and roles. |  |
| Engage the whole community (including public/private sectors, community-based service and advocacy organizations, nongovernmental organizations, faith-based organizations, nonprofits, and individuals and families) to conduct awareness briefings and preparedness training, including “know your zone” training and campaigns, so that stakeholders are familiar with what is expected of them during each type of protective action. |  |
| Create clear and accessible messaging templates in alternative formats, including social media. This messaging template should be pre-approved by leadership and advise the public on necessary actions, including anything specific to the threat or hazard that is impacting their community (e.g., anticipated flooding, hazardous material exposure, expected loss of power). |  |
| Establish, publicize, and periodically test a community warning system. |  |
| During non-emergencies or disaster situations, jurisdictions should also monitor social media to identify and attempt to correct rumors or inaccurate accounts of evacuation and shelter-in-place planning. |  |
| Create sample evacuation orders, plans for the management of traffic flow, identify evacuation routes, identify shelters for residents. Develop processes to reunify caregivers, children and family members separated from one another. |  |
| Plan for disruptions to government operations and ensure they have a COOP and a continuity of government (COG) plan. |  |
| Set clear expectations for whole community partners by hosting evacuation and shelter-in-place education, training, and information sessions. |  |
| Establish and publish clear, accessible evacuation routes and zones for the community, as well as alternate routes in areas with changing evacuation dynamics. |  |
| Identify evacuation shelters in the community, as well as shelters where evacuees can go in other communities if needed and work with those neighboring communities to establish notification and operations procedures. |  |
| Community Resilience (Mitigation) | **Individuals and Families (General)** |  |
| Develop an understanding of evacuation and shelter-in-place concepts and zones so they can make informed decisions and take protective actions. |  |
| Individuals and families should develop plans and ensure their readiness for both evacuation and shelter-in-place protective actions. |  |
| Community Resilience (Mitigation) | **Individuals and Families (Shelter-in-Place)** |  |
| Ensuring that the family or individual has a specified shelter-in-place location. |  |
| Ensure they have enough water, non-perishable food, blankets, communication equipment (such as radios), alternate power sources (including fuel for generators, first aid supplies, necessary medications, and durable medical equipment [e.g., wheelchairs, canes, and hearing aids] and consumable medical equipment [e.g., medical device batteries, catheters, and wound dressings]) to allow self-sustainment in that location for a minimum of 72 hours and a maximum of 14 days. |  |
| Plan to keep a well-stocked emergency kit available at home, at work, and in the car, to meet all contingencies. |  |
| Community Resilience (Mitigation) | **Individuals and Families (Evacuations)** |  |
| Identify primary evacuation routes from multiple locations (e.g., offices, homes, and schools), as well as reunification points in case an evacuation occurs while a family is separated. |  |
| Establish a communication plan that supports the evacuation plan and helps family members communicate even when cellular communications are disabled. |  |
| Individuals and households that utilize visiting nurses or other service providers should work with the service provider to identify potential sources of similar services that would be available during an evacuation and displacement. Alternatively, households may establish a plan for the service provider to evacuate with the individual in order to administer care during the evacuation and displacement. |  |
| Community Resilience (Mitigation) | **Private Sector** |  |
| Realize their important role in safeguarding their employees. |  |
| Have similar provisions as individuals and families for shelter-in-place, but on a larger scale and accommodating goods and equipment. |  |
| Planning (Response) | Prepare, plan, coordinate, and execute evacuation and shelter-in-place protective actions in case of threats or hazards impacting their workplaces. |  |
| Participate in planning that ensures the security of employees which reduces the potential for loss of life if an incident occurs during hours of operation. |  |
| Account for disruptions to operations and include a continuity of operations plan (COOP). |  |
| Work with jurisdictions in the planning process to identify evacuation routes and resources available to the private sector that could facilitate a large-scale evacuation (e.g., buses or vans for transportation, stores as arrival points), while providing accessibility throughout the process. |  |

1. **References and Supporting Guidance**
   1. Planning Considerations: Evacuation and Shelter-in-Place
      1. FEMA guidance which establishes the 5 phases of evacuation. This document also provides for a host of considerations to account for in evacuation and shelter-in-place planning.
   2. Crisis Event Response and Recovery Access (CERRA) Framework
      1. The Crisis Event Response and Recovery Access (CERRA) Framework focuses on supporting State, local, and regional efforts to enable the successful transit and access of critical response and recovery resources before, during, and after emergencies.
      2. <https://www.dhs.gov/publication/crisis-event-response-and-recovery-access>
   3. Mass Evacuation Incident Annex
      1. <https://www.fema.gov/media-library/assets/documents/25548>
2. **Terms and Definitions**
   1. **Access -** Refers to the entry to an incident scene, an incident-affected area, or the controlled or restricted roadways (transit) supporting the incident.
   2. **Access Checkpoint -** Refers to the point of access, normally managed by law enforcement, into a restricted area or emergency zone.
   3. **Arrival Point** - Any facility or point of entry into a host-state/jurisdiction that assists evacuees. Arrival points may include transfer points and reception processing sites (for transportation- assisted evacuees), welcome centers and information points (for self-evacuees), shelters, and other congregate facilities.
   4. **Embarkation Point** - An intake, processing, and departure site designated for the movement of government transportation-assisted evacuees, their animals (including household pets and service and assistance animals), their luggage, and/or their durable medical equipment. Embarkation modes of transportation include air, ground, and maritime. Government transportation-assisted evacuees may be registered, tracked, assessed for issues or needs, and placed on transport for evacuation to an arrival point.
   5. **Emergency Zone -** Refers to a geographically defined area that is affected, or is expected to be affected, by an emergency.
   6. **Evacuation Clearance Time** - The estimated time to evacuate people from the time an evacuation order is given until the time when the last evacuee can either leave the evacuation zone or the remaining population must shelter in place. The calculation is based on various factors such as the type of hazard or threat, level of notice of the incident, population characteristics of the area at the time, and public behavior.
   7. **Evacuation Coordination Group** - A simple mechanism to exchange evacuation and shelter-in-place information across borders. The group’s coordination encourages real-time decision making and establishes a clear and consistent message to the regional public regarding recommended actions, consistent with the National Incident Management System and Incident Command System.
   8. **Evacuation Order** - A jurisdictionally initiated action for an organized, phased, and supervised withdrawal, dispersal, or removal of people from dangerous or potentially dangerous areas and their reception and care in safe areas.
   9. **Evacuation Zone -** A defined area to which residents may be directed to evacuate, depending upon the impacts of the hazard (e.g., tides, storm intensity, path, hazardous material exposure).
   10. **Evacuation Facilities -** A large-scale incident requires moving people across large areas and multiple jurisdictions. The types of sites and resources identified by the planning team for such an incident depend on the classification of the local jurisdiction. In addition, planners should be aware of resources in “pass-through” communities (between evacuating and host jurisdictions), because pass-through jurisdictions may be asked to establish and host additional shelters if needed. Based on the incident, possible evacuation facilities may include:
       1. **Evacuation Assembly Point** - A temporary location exclusively for evacuation embarkation and transportation coordination in a field setting. Basic life-sustaining services are not generally available.
       2. **Emergency Respite Site** - A location along an evacuation route that can support transportation-assisted evacuees and self-evacuees. Respite sites may include fuel stations, restroom facilities, and access to water.
       3. **Regional Hub Reception Center (RHRC)** - A regional facility where evacuees can receive assistance in identifying the most appropriate shelter location for their needs. RHRCs are typically state-run and employed during significant multi-jurisdictional, multiregional events.
       4. **Shelter (Mass Care)** - A facility where evacuees without a destination are evaluated and receive disaster services from government agencies and/or pre-established volunteer organizations. Meals and water are available, as well as basic first aid, pet and service animal sheltering (if applicable), sleeping quarters, and hygienic support, and basic disaster services (e.g., counseling, financial assistance, referral) should also be available. Other resources required in a mass care setting are listed in “FEMA Guidance on Planning for Integration of Functional Needs Support Services in General Population Shelters.”
   11. **Evacuee Types** - Children and Unaccompanied Minors: These evacuees require specialized approaches and care. During a no-notice evacuation, children and unaccompanied minors can be gathered in facilities, such as schools, childcare facilities, hospitals, or other locations. These evacuees require assistance during evacuation or shelter-in-place operations and reunification.
       1. **Self-Evacuees** - Individuals who possess the capability or can obtain the resources to evacuate from a potentially dangerous area prior to, during, or after an incident with minimal or no assistance. This type of evacuee used their own transportation or utilized informal assistance such as from a family member or neighbor to evacuate by private or all-terrain vehicle, boat, aircraft, on foot, or other evacuee-directed and controlled transportation.
       2. **Critical Transportation Needs (CTN) Evacuees** - Individuals who may not have access to transportation and require assistance to leave a potentially dangerous or disaster-affected area (also referred to as Transportation-Dependent or Transportation-Disadvantaged Population). This category also may include individuals with access and functional needs who may require accessible transportation assistance to evacuate.
       3. **Animal Evacuees** - Animals, such as service animals and assistance animals, household pets, working dogs, agricultural animals/livestock, wildlife, exotic animals, zoo animals, research animals, and animals housed in shelters, rescue organizations, breeding facilities, and sanctuaries, may need evacuation support. Service animals evacuate with their owners as part of either the general or patient population and remain with their owners throughout the process. Shelter-in-place of animal evacuees depends on the incident, hazard, or threat and the safety of sheltering in place versus evacuating.
       4. **Spontaneous Evacuees** - Under some circumstances, residents may self-evacuate based on an individual, family, or group decision in reaction to an incident or threat of an incident, rather than being motivated to take a protective action as a result of an evacuation order. These individuals and/or groups are considered spontaneous evacuees. Spontaneous evacuations can complicate operations and add confusion. Jurisdictions can lessen the likelihood and impact of spontaneous evacuations by conducting pre-event preparedness education campaigns; clearly defining zones; providing clear, unified, and unambiguous evacuation and shelter-in-place orders; and providing clear expected actions, and timely threat, hazard and risk information. Jurisdictions should carefully shape all communications to use appropriate and accessible language and forms of media to provide evacuation and shelter-in-place information to the community.
   12. **Host Jurisdiction** - Jurisdictions tasked as destination locations for evacuees with government-coordinated or -sponsored evacuation sites. These jurisdictions “host” evacuees requiring shelter.
   13. **Information Points (also called Welcome Centers)** - Located on or near main evacuation routes, interstate highways, and state borders. These facilities are generally state-sponsored and located at state points of entry (e.g., rest areas, tourist centers) and provide self-evacuees:

* Information and/or directions to shelter facilities
* Access to restroom facilities
* A temporary rest during their evacuation
* A place to recharge mobile telephones or other electronic devices
* Limited access to food and water.
  1. **No-Notice Incident** - An incident occurring with little or no warning and requiring rapid assessment, decision making, communication, and implementation of protective action.
  2. **Notice Incident** - An incident where jurisdictions have warning of an impending hazard. The officials have time to prepare in advance, assess, communicate, and implement protective action measures. Typically, initial preparation discussions regarding the impending hazard occur as soon as the jurisdiction receives first notice of impact.
  3. **Pass-Through Community** - Communities that are not evacuating their populations but are located on the evacuation routes of evacuating populations. Evacuees “pass through” these communities enroute to their final destinations. These communities may assist in facilitating evacuation operations.
  4. **Pre-incident protective actions** - occur when warning is available before an incident (such as a hurricane or sheltering in short notice for a tornado) and fall into two categories:
     1. **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.
     2. **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.
  5. **Post-incident protective actions** - occur during and/or after an incident. This may be the result of a no-notice event or an unexpected impact of a notice event.
     1. **Post-incident shelter-in-place** - may be necessary in certain instances such as an ongoing active shooter or complex coordinated terrorist attack.
     2. **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.
  6. **Reception Center (also called Community Reception Center)** - An interim site along an evacuation route that provides mass care and other emergency services to evacuees arriving in a host location via government transportation. A Reception Processing Site may be located within an impact jurisdiction (although outside the impact area) or in a host jurisdiction. These locations provide life-sustaining services, such as food, water, basic medical support, and assignment and transportation to a shelter. Additional services may include disaster and local weather information, reunification, and crisis counseling. Temporary sleeping space may also be provided while evacuee needs are evaluated or if evacuees arrive late at night. Jurisdictions should arrange separate areas for unaccompanied minors, people without identification, and individuals subject to judicial and/or administrative orders restricting their freedom of movement. These sites may also process evacuees returning to the impact jurisdiction.
  7. **Refuge of Last Resort** - A venue that is used by individuals when a hazard is imminent or occurs with no warning. These are not shelters and are meant to provide temporary and limited protection as an incident occurs.
  8. **Shelter Demand** - The estimated percentage or number of people in a population who will require mass care services in public shelters. A general rule of thumb is to plan for approximately 10-15 percent of the population, but this can vary widely based on socioeconomic factors, hazard specifics, and other variables.
  9. **Shelter-in-Place** - The use of a structure to temporarily separate individuals from a hazard or threat. Sheltering in place is the primary protective action in many cases. Often it is safer for individuals to shelter-in-place than to try to evacuate. Sheltering in place is appropriate when conditions necessitate that individuals seek protection in their home, place of employment, or other location when disaster strikes.
  10. **Spontaneous Evacuation** - When individuals in threatened areas observe an incident or receive unofficial notice of an actual or perceived threat and, without receiving instructions to do so, elect to evacuate the area. Their movement, means, and direction of travel are unorganized and unsupervised.
  11. **Transfer Point (also called Assembly and Transfer Center)** - If applicable, locations where transportation-assisted evacuees move from their initial evacuation modes of transportation onto other transportation to a reception processing site or a shelter. Depending on drive times and/or distances, relief drivers and/or vehicles may be needed to comply with state and/or Federal safety regulations.
  12. **Zero Hour** - The time at which the evacuation operation must stop due to unsafe conditions from the impacts of a threat or hazard. Zero-hour actions are part of the Impact Phase and end prior to the incident impact, when all evacuation operations have or should have ceased (at the end of an operational period) to ensure the safety of first responders.