Unit 4: Evacuation Requirements

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<th>Notes</th>
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**Evacuation Requirements**

This unit will cover the following topics:

- Laws that authorize evacuation
- Transportation requirements - transportation routes, traffic control, dealing with disabled vehicles and accidents, special transportation needs
- Shelters and reception centers - at risk populations, provisions for domestic animals, provisions for essential government workers to keep track of their families
- Perimeter control requirements
- Accountability - ensuring that all people are evacuated
- State laws on evacuation vary significantly. The instructor must research those laws for discussion in this unit. Bring copies of State, local, tribal and territorial ordinances to class for reference.
- Be able to verify:
  - Who has authority to recommend evacuation or order evacuation
  - Limitations of authority in recommended and ordered evacuations
  - How life safety issues are addressed for children, adults and special populations
  - Financial responsibility for evacuation
- Agencies responsible for implementing evacuation and re-entry

A suggested schedule for this unit follows:

<table>
<thead>
<tr>
<th>Activity</th>
<th>Time</th>
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<tbody>
<tr>
<td>Introduction</td>
<td>5 Minutes</td>
</tr>
<tr>
<td>Authority for Evacuation</td>
<td>20 Minutes</td>
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<tr>
<td>Transportation Requirements</td>
<td>20 Minutes</td>
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<tr>
<td>Shelters and Reception Centers</td>
<td>15 Minutes</td>
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<tr>
<td>Requirements for Domestic Animals</td>
<td>10 Minutes</td>
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<tr>
<td>Perimeter Control Requirements</td>
<td>10 Minutes</td>
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<tr>
<td>Accountability</td>
<td>10 Minutes</td>
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<tr>
<td><strong>Total Time</strong></td>
<td>1.5 Hours</td>
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**Introduction**

**Unit Objectives**

At the conclusion of this unit, participants will be able to do the following:

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

**Unit Objectives (Continued)**

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

Time will be provided for participants to assess and/or identify sources of these requirements in their own communities.

What will be needed to evacuate and re-enter a risk area in your jurisdiction?

- Authority to recommend or order evacuation
- Evacuation routes
- Transportation
- Shelter destination
- Means of controlling flow of evacuees out of and back into the risk area
- Provisions for evacuating Access and Functional Needs populations
This unit will focus on several of those requirements. Communication requirements and re-entry will be covered in other units.

**Authority for Evacuation**

**State Laws**

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

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<table>
<thead>
<tr>
<th>Visual 4.6</th>
<th>Discussion Questions</th>
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<tbody>
<tr>
<td><strong>State Laws</strong></td>
<td>To answer the following questions, refer to the law that governs evacuation in your State.</td>
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<tr>
<td>Who has authority to recommend evacuation?</td>
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<tr>
<td>Who has authority to order evacuation?</td>
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<tr>
<td>What conditions differentiate between recommended or mandated evacuation?</td>
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<th>Visual 4.7</th>
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<tr>
<td><strong>State Laws</strong></td>
<td>What are the limitations of authority related to recommended and ordered evacuation?</td>
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<tr>
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<tr>
<td>Are life safety issues addressed differently for children and adults?</td>
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<td>Are life safety issues for special populations addressed?</td>
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<tr>
<td><strong>State Laws</strong></td>
<td>Are issues of financial responsibility for evacuation addressed? (e.g. busses, shelters, mutual aid efforts, overtime)</td>
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<tr>
<td>Which agencies are responsible for implementing the evacuation?</td>
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This discussion will focus on the local, tribal and territorial ordinances that govern evacuation issues. Refer to your respective ordinances before answering the following questions.

Who has authority to recommend/order a local evacuation?

- In many communities, the Chief Elected Official may require a declaration of a state of emergency.
- Other communities allow other elected officials, the sheriff, the fire chief, and health official to make the decision.

What entity conducts evacuations?

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

What happens if someone refuses to evacuate?

Does your ordinance reflect State laws?

When was the last time this local ordinance was updated?

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

Visual 4.12
Transportation Requirements
- What are the evacuation routes?
- Who has the authority to alter normal traffic flow?
- Do people know which routes to take?

Visual 4.13
Transportation Requirements
- How will traffic be controlled?
- Do the responsible agencies know what’s expected of them?
- Have they received any type of “training”?

Visual 4.14
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 people supporting an evacuation should carry identification that indicates this role.
- Who will pay for time/equipment of responsible agencies?

Transportation Implications

Transportation Implications

Consider the implications of all eventualities:

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

Transportation Implications

- Inbound emergency vehicle traffic – if inbound lanes have been converted to outbound, what alternatives are available?
- Alternate evacuation routes necessitated by unknown hazards
- Disabled vehicles
- Fender benders
Notes | Content
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## Access and Functional Needs

As we discussed in Unit Two, all jurisdictions have at risk populations, and these groups are likely to require transportation out of, and possibly back into, the risk area.

### Access and Functional Needs

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

### Access and Functional Needs

- 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.

### Access and Functional Needs

- 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.
Access and Functional Needs

- While tourists and business travelers tend to use their own or rented transportation, adequate rental cars may not be available in a large scale evacuation from a resort area.
- 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.

Access and Functional Needs

- 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 people with disabilities and access and functional needs? (Plan for advanced staging of special transportation)

Table Group Activity

Could your group answer the questions based on information in the plan or SOP?

Have you made contact with the transportation providers that will be used?

Notes:
Shelters and Reception Centers

How Many and Where?
Where will the evacuees go? Will public shelters be available? How many will seek public shelter?

As discussed in Unit Three, many factors determine how many people will evacuate and where they will seek shelter.

- If your jurisdiction has sustained an emergency evacuation previously, determine numbers from the American Red Cross or other organization that managed the shelter operation.
- If there have been no previous evacuations, estimate the number of potential shelterees based on the evacuation data from other jurisdictions.

How Many and Where?

- Review the population of your risk area and identify groups that are likely to seek public shelter.
- Consider the type of hazard and whether the shelter stay is likely to be long or short.
- Consider the size and location of the hazard risk area to determine how many alternatives to public shelter exist.

Considerations
When an approximate number of shelterees has been estimated, consider the following questions:

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

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<td><strong>Access &amp; Functional Needs Populations</strong></td>
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<td>Populations with special requirements need to be evacuated to similar places.</td>
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<td>- If there is a hospital or other medical facility, where will the patients be sent? Verify with the hospital or facility administrator.</td>
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<td>- Do these specially designated shelters know that they will be receiving these special populations? Verify with the day-to-day management team.</td>
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<tr>
<td><strong>Table Group Activity</strong></td>
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<tr>
<td>Shelters and Reception Centers</td>
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<tr>
<td>Working in groups, discuss questions regarding the shelter aspects of your existing evacuation annex or procedures.</td>
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<td>Develop and record answers.</td>
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**Access & Functional Needs Populations**

Another important consideration is the need for special sheltering arrangements.

Populations with special requirements need to be evacuated to similar places.

- If there is a hospital or other medical facility, where will the patients be sent? Verify with the hospital or facility administrator.
- Do these specially designated shelters know that they will be receiving these special populations? Verify with the day-to-day management team.
REQUIREMENTS FOR DOMESTIC ANIMALS

Recalling from Unit Three the evacuation behavior of owners of domestic animals, what factors related to pets should be considered in an evacuation plan?

- Evacuation/transportation
- Temporary sheltering, feeding and watering
- Veterinary care
- Rescuing and capturing animals that have escaped confinement
- Refer to the PETS Act of 2006 and Post Katrina Emergency Management Reform Act (PKEMRA) for the government entity that is responsible to plan for domestic animals.
- Issues related to large animals, such as farm animals and zoo animals require additional considerations that should be dealt with in an Animal Care Annex.

Visual 4.30

Domestic Animals

Animals are not allowed in human shelters because of the risk of:

- Animal allergies and phobias
- Potential bites and scratches
- Food hygiene
- Other public health issues.
Domestic Animals

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

Post-Katrina Emergency Management Reform Act (PKEMRA)

On October 6, 2006, the PETS Act was signed into law, amending Section 403 of the Stafford Act. Section 403, as amended by the PETS Act, authorizes FEMA to provide rescue, care, shelter, and essential needs for individuals with household pets and service animals, and to the household pets and animals themselves following a major disaster or emergency.

Post-Katrina Emergency Management Reform Act (PKEMRA)

The purpose of this policy is to identify the expenses related to State and local governments’ emergency pet evacuation and sheltering activities that may be eligible for reimbursement following a major disaster or emergency declaration.

This is applicable to all major disasters and emergencies declared and is intended to be used by FEMA personnel involved in making eligibility determinations under the Public Assistance Program.

- DAP9523.19 “Eligible Costs Related to Pet Evacuation and Sheltering”
- Defines Household Pet
- Defines a Service Animal (based on ADA language)
- Defines Congregate Pet Shelters and eligible expenses
### Notes

**Visual 4.34**

**Post-Katrina Emergency Management Reform Act (PKEMRA)**

**Household Pet.** A domesticated animal, such as a dog, cat, bird, rabbit, rodent, or turtle that is traditionally kept in the home for pleasure rather than for commercial purposes, can travel in commercial carriers and be housed in temporary facilities.

Household pets do not include reptiles (except turtles), amphibians, fish, insects/arachnids, farm animals (including horses), and animals kept for racing purposes.

**Post-Katrina Emergency Management Reform Act (PKEMRA)**

**Service Animal.** Any guide dog, signal dog, or other animal individually trained to provide assistance to an individual with a disability including, but not limited to, guiding individuals with impaired vision, alerting individuals with impaired hearing to intruders or sounds, providing minimal protection or rescue work, pulling a wheelchair, or fetching dropped items.

State and local governments that receive evacuees from areas declared a major disaster or an emergency may seek reimbursement for eligible pet rescue, sheltering, and evacuation-support costs.

State and local governments outside the designated disaster area may seek reimbursement under mutual aid protocols through the affected and supported state(s).

State and local governments are the only eligible applicants for sheltering and rescuing household pets and service animals.

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**Visual 4.35**

**Definition of Service Animals:**

- Any guide dog, signal dog, or other animal individually trained to provide assistance to an individual with a disability including, but not limited to, guiding individuals with impaired vision, alerting individuals with impaired hearing to intruders or sounds, providing minimal protection or rescue work, pulling a wheelchair, or fetching dropped items.

**Visual 4.36**

**Definition of Household Pets:**

- Associated animal, such as a dog, cat, bird, rabbit, rodent, or turtle that is traditionally kept in the home for pleasure rather than for commercial purposes and that can travel in commercial carriers and be housed in temporary facilities.

- Household pets do not include reptiles, amphibians, fish, insects/arachnids, farm animals (including horses), and animals kept for racing purposes.

Contractors or private nonprofit (PNP) organizations that shelter or rescue household pets and service animals cannot be reimbursed directly as an applicant. However, contractors and PNPs can be reimbursed for sheltering and rescuing household pets and service animals through a state or local government, provided a written statement from an eligible applicant is presented in which the applicant verifies that the contractor or PNP is performing or has performed sheltering or rescuing operations on the applicant's behalf and the expenses are documented.

**PERIMETER CONTROL REQUIREMENTS**

Discussion Question
What are the reasons for security in the evacuated area?

Perimeter Control Requirements
While looting behavior is not expected in most disaster or post-disaster situations, in certain situations it may occur.

- Planners need to analyze the socioeconomic and crime statistics for the risk area to determine any potential problems.
- The public must be assured 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 enough to allow for additional evacuations of people who initially refused, if they may be evacuated safely.
- People who remain in the evacuated area may be in extremely dangerous conditions.
- The evacuation plan should consider this possibility and state that emergency personnel will not be sacrificed in futile efforts to rescue evacuation "hold-outs."

Table Group Activity

Take five minutes to read your existing plans or procedures to find out how security and perimeter control are addressed.

ACCOUNTABILITY

Another important aspect of evacuation planning is keeping track of the status of evacuation events.

What events, resources or information must be accounted for in an evacuation operation?

- 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
Who is responsible for collecting this information in your jurisdiction and how can it be collected?

- Data collection is an administrative function and should be assigned to an organization that specializes in administration and logistics.
- Consider using a large street map of the risk area.
- When data is reported from the field, indicate which homes have been evacuated or are empty, and which households have been warned but are not leaving.

Accountability
To whom does your annex or procedure assign responsibility for keeping track of the data described above, and how is it to be accomplished?

- When you return home, review the plan or SOP to ensure that this responsibility has been assigned.
- Find out if the person holding the job with this assigned task is aware of their responsibility.
- Evaluate the data collection and storage method described.

Unit Summary
This unit has explored the requirements associated with several of the most important components of an evacuation operation:

- The legal basis for evacuation
- The transportation requirements for evacuating the general public and the people with disabilities and access and functional needs from the risk area
- The shelters that evacuated people may be forced to utilize
## Unit Summary

This unit has explored the requirements associated with several of the most important components of an evacuation operation:

- Options for domestic animals at risk
- The security and perimeter control of the evacuated area
- A system that keeps track of people, data and events.

## Unit Objectives Review

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

## Unit Objectives Review (Continued)

Unit Five will focus on communicating evacuation and re-entry information to evacuees, the general public, the emergency management community and the media.

Are there any questions about anything we have covered in Unit Four?