



# **EVACUATION PROCEDURES**

## **PURPOSE**

The purpose of this section is to provide for the orderly and expeditious evacuation of all or any part of the City if it is determined that such action is the most effective means available for protecting the population from the effects of any disaster.

While some disaster events are slow moving providing ample reaction time, the worst case assumption is that there will be little or no warning of the need to evacuate. The decision to evacuate could occur day or night, and there would be little control over the start time.

Because most evacuations cannot be staged or stretched out, maximum traffic congestion should be expected. Voluntary evacuation probably will not have occurred; however, voluntary evacuation could occur after the public has been advised of a potential problem or danger, even though the situation does not warrant an official evacuation. Under this situation:

1. Voluntary evacuation in excess of 50 percent of the residents of the affected area is a possibility if there is an extended danger period
2. News reports of a hazard situation may cause some voluntary evacuation
3. If evacuation is directed for a small area, then voluntary evacuation of adjacent areas should be expected
4. A large percentage of voluntary evacuees will leave because they have a place to go such as relatives, friends, etc.
5. There would not normally be time to obtain manpower support from the State. City resources could be severely stressed.
6. Evacuees will have little preparation time and will require maximum support in reception areas, particularly in the areas of food, bedding and clothes.
7. Reception areas may not be fully set up to handle the evacuees.
8. Some people will refuse to evacuate.



All of the emergency functions detailed in this plan could play a role in successfully carrying out an evacuation in the City. The overall responsibility for issuing evacuation orders rests with the Policy Group. However, the on-scene Incident Commander can make a decision to evacuate when there is an immediate need in order to protect lives and provide for public safety.

## **CONCEPT OF OPERATIONS**



In the event of an emergency which requires the immediate evacuation of an area, the Incident Commander has the authority to order it done. The I.C. should collaborate on-scene with police and fire department commanders to consider the need to evacuate, including protective action alternatives. If an evacuation order is given, the I.C. will determine the appropriate manner in which to make the order known to the people in the affected area, with the assistance of the police and fire department personnel, in addition to others as appropriate.

If the Emergency Operating Center has been activated and the evacuation necessity is of a less emergent nature, evacuation will normally be ordered by the City Administrator. The I.C. will collaborate with the on-scene police and fire department commanders, in addition to the City Administrator and Emergency Management Coordinator. During floods, evacuation orders will generally be initiated after evaluation and recommendation of the Public Works Director, the City Engineer, and the County Emergency Management Coordinator.

## **EVACUATION DECISION CONSIDERATIONS**

Evacuation may be one of several protective action alternatives. Care must be exercised by decision makers to insure that a directed evacuation will not place the affected population into a more dangerous situation than that posed by the primary hazard. When ordering the evacuation, the following considerations should be addressed:

1. evacuation routes, their capacities and proximity to hazards
2. weather conditions
3. the availability and readiness of shelter for evacuees
4. mode of transportation for evacuees and for those unable to provide their own
5. the location in the evacuation area of special needs groups such as nursing homes or the hospital. These may pose unique evacuation problems and the evacuation itself could be more life threatening than the initial hazard.

Consideration should be given to sheltering in place if an appropriate degree of safety can be achieved, given the nature of the threat.

## **EVACUATION AREA DEFINITION**

The definition of the area to be evacuated will be determined by those officials recommending or ordering the evacuation based on the advice of appropriate advisory agencies. In all cases the hazard situation will be continually monitored in case changing circumstances (such as a wind shift) require redefinition of the actual potential affected area. The command authority will insure that the evacuation area is defined in terms clearly understandable by the general public and that this information is provided to the Public Information Officer for rapid dissemination.

## **PUBLIC NOTIFICATION**

Persons to be evacuated should be given as much warning time as possible.

1. Pre-evacuation Warning: On slow moving events, pre-evacuation notice should be given to affected residents if it appears that hazardous conditions may warrant such action. Residents should be advised that they may have to move out upon thirty (30) minutes notice or less. Consideration should be given to early precautionary evacuation of schools and large gatherings. The hospital and nursing homes will be kept fully advised of the situation and be given earliest possible warning because of the extra time required in evacuating health care patients.

2. **Evacuation Warning:** All warning modes will be utilized to direct the affected population to evacuate. Whenever possible, the warning should be given on a direct basis as well as through the media. The use of law enforcement and fire emergency vehicles moving through the affected area with sirens and public address is usually effective. Door-to-door notification should be considered. Residential and health care institutions will be notified directly by the EOC or on scene authorities. Law enforcement personnel will sweep the evacuated area to insure all persons have been advised and have responded. Persons who refuse to follow evacuation instructions will be left alone until all who are willing to leave have been provided for, then, time permitting, further efforts will be made to persuade the stay-puts to evacuate.

3. **Emergency Public Information:** The Public Information Officer will insure that evacuation information is disseminated to the media on a timely basis. Instructions to the public such as traffic routes to be followed, location of evacuation relocation centers as well as situation updates will be issued as that information becomes available.

## **MOVEMENT**

It is anticipated that the primary evacuation mode will be in private vehicles. Actual evacuation movement efforts will be conducted by the law enforcement agencies involved. Evacuation routes will be selected by law enforcement officials at the time of the evacuation decision. Movement instructions will be part of the warning and subsequent public information releases. If at all possible two-way traffic will be maintained on all evacuation routes to allow continued access for emergency vehicles. Specific traffic control points will be determined at the time based on anticipated traffic volume and identifiable problem areas. Law enforcement communications will coordinate use of wrecker services needed to clear disabled vehicles. Traffic control devices such as signs and barricades will be provided by Public Works Department.

## **TRANSPORTATION**

Buses from the school system and City Transit System will be available during emergencies. The Evacuation Coordinator is responsible for implementing the evacuation transportation system, including requests for special needs and health care transportation.

1. **Assembly Area.** If the potential evacuated population is of significant size, there could be people without private transportation. Convenient centralized locations in the evacuation area, such as schools and/or churches, will be identified as assembly areas. These locations will be included in evacuation instructions issued by the Public Information Officer. Residents will be instructed to go to the assembly areas for bus transportation out of the affected area.
2. **Special Needs Transportation.** There could be cases where elderly, infirm or handicapped persons in the evacuation area will not be able to get to the assembly point. The Emergency Management Coordinator will make provisions to transport these individuals. The public will be instructed to notify the EOC of any special transportation problems.
3. **Health Care Transportation.** The evacuation of nursing homes or the hospital pose special transportation problems. The Emergency Management Coordinator will coordinate with

the respective institution administrators to define specific transportation needs. The police and/or fire departments are the primary resources for assistance. Ambulance companies may be required for some infirm patients, including transportation to other area hospitals.

4. Schools. Schools in the affected area will be closed and, where possible, students sent home. Provisions will be made for transporting younger (elementary school) students to reception centers where they can be housed until picked up by their parents. All schools have internal emergency evacuation plans.

## **MASS CARE OF EVACUEES**

While many evacuees will go to homes of friends and relatives, there will be requirements for temporary mass care lodging and feeding. Mass care of evacuees will be managed by the Muscatine - Louisa Chapter of the American Red Cross. Mass Care operations are the responsibility of the Human Services Group.

## **ACCESS CONTROL**

In an evacuation, the problem of access control and area security become extremely important. Law enforcement agencies will establish a perimeter control to provide security and protection of property left behind as well as limiting sightseers. Fire departments will take measures to insure continued fire protection. In some cases, the National Guard or Army Reserves may be called upon for security of evacuated areas.

## **RE-ENTRY**

Reoccupation of an evacuation area requires the same consideration, coordination and control of the items undertaken in the original evacuation. The re-entry decision and order will be made by the Policy Group after the threat has passed and the evacuated area has been inspected by fire, law enforcement and utilities personnel for safety. Some specific re-entry considerations are:

1. Insure that the threat which caused evacuation is over;
2. Insure that homes have been inspected to determine if they are safe to return to;
3. Determine the number of persons in shelter who will have to be transported back to their homes;
4. If homes have been damaged, determine the long term housing requirements;
5. Coordinate traffic control and movement back to the area;
6. Inform the public of proper re-entry actions, particularly cautions they should take with regard to reactivating utilities. In addition, issue proper cleanup instructions, if necessary.

## **STATE SUPPORT**

Under disaster conditions, evacuation support and resources may be available from a number of state agencies. Assistance will generally be requested through the State EMD. Assistance includes manpower, transportation, supplies, and technical advice. The following agencies may become involved in the emergency evacuation of the area:

1. **Department of Transportation.** The DOT can provide updated information on road conditions, load bearing capacities and usability to support evacuation or rerouting of traffic. They will also provide equipment and manpower to maintain or repair roads and bridges to usable condition in support of an evacuation. Personnel may assist in traffic control by erecting barriers, warning lights and signs, or providing manpower.
2. **Department of Public Health.** If an evacuation is initiated, maintenance of the health standards in reception areas will be closely monitored. This agency is responsible for the prevention or control of such conditions as:
  - a. Overcrowding;
  - b. Spread of disease; and
  - c. development of unsanitary conditions/practices.
3. **State Fire Marshal.** This office is responsible for insuring that adequate safety standards, including fire safety, are met, in cooperation with the local Fire Marshal.
4. **State Patrol.** The State Patrol may establish control points for traffic control, assist in maintaining order, obtain medical help and direct emergency vehicles to the proper destination within the disaster area.
5. **National Guard.** The National Guard may provide support to the civil authorities when authorized by the Governor. They may provide manpower, and equipment the event of an evacuation.
6. **Department of Natural Resources.** The department field personnel may be able to provide information on local conditions, act as guides along evacuation routes or to augment other law enforcement personnel in traffic control. The department also has boats available to assist in evacuation during floods.

## **GENERAL ROLES AND RESPONSIBILITIES**

### **POLICE DEPARTMENT**

Responsible for conducting actual evacuation efforts, for designating evacuation routes, providing traffic and movement control, and establishing security of the evacuated area, and assistance in warning the public.



## **FIRE DEPARTMENT**

For hazardous material and fire incidents, responsible for on-scene control. Also responsible for fire security in evacuated areas and assistance in warning the public.

## **PUBLIC INFORMATION OFFICER**

Responsible for dissemination of emergency information advising the public of what evacuation actions to take.

## **PUBLIC WORKS DIRECTOR/CITY ENGINEER**

Responsible for maintenance of evacuation routes and for providing traffic control devices. During flood periods will establish field operations centers at flood site and make recommendations concerning the evacuation decisions.

## **MUSCATINE - LOUISA CHAPTER, AMERICAN RED CROSS**

Responsible for coordinating Mass Care activities to include establishing registration/ lodging/ and feeding facilities. Mass Care operations are the responsibility of the Human Services Group.



## **EMERGENCY MANAGEMENT COORDINATOR**

Responsible for advising the Policy Group on the evacuation decision and for coordinating evacuation support activities.

## **SUPERINTENDENT, MUSCATINE COMMUNITY SCHOOL DISTRICT**

The superintendent of the School District shall appoint a transportation coordinator who shall provide and coordinate transportation needs to support evacuation and mass care operations.



**EVACUATION PREPAREDNESS PHASE CHECKLIST**

**EMERGENCY MANAGEMENT COORDINATOR**

\_\_\_ Establishes transportation agreement with Muscatine Community School District transportation coordinator for bus services in the event of an evacuation.

**EVACUATION RESPONSE PHASE CHECKLIST**

**POLICY GROUP - CITY ADMINISTRATOR**

- Collaborates with Emergency Management Coordinator and Operations Group regarding evacuation potential, protective action alternatives
- Through PIO, issues evacuation orders

**EMERGENCY MANAGEMENT COORDINATOR**

- Coordinates between Policy Group and Operations Group regarding evacuation potential
- Considers sheltering in place, other protective action alternatives
- Alerts critical facilities and institutions in the potential evacuation area
- Through PIO, issues pre-evacuation notice to media
- Makes evacuation decision based on recommendations of on-scene command authority
- Determines:
  - Area to be evacuated
  - Number of people involved
  - Transportation needs
  - Special needs evacuees
  - Evacuation time frame
  - Relocation center locations

Alerts the American Red Cross that mass care of evacuees may be needed

Notifies key critical facilities in evacuation area of evacuation order

**PUBLIC INFORMATION OFFICER**

- Issues pre-evacuation notice to media, coordinated with Emergency Management Coordinator and City Administrator
- Collaborates with Police Department command concerning evacuation routes

\_\_\_ Prepares evacuation news releases and instructions to the public

### **INCIDENT COMMANDER**

\_\_\_ Assists Red Cross in selection of Reception Area and Registration Center

\_\_\_ Notifies Red Cross of number of evacuees

#### **When an immediate evacuation order is necessary:**

\_\_\_ Makes evacuation assignments to police department, fire department, others who may assist in evacuation pronouncements in evacuation area

\_\_\_ Activates Policy Group

\_\_\_ Notifies PIO of evacuation order, including evacuation routes to be used, to be given to media

#### **When a scheduled or precautionary evacuation order is necessary:**

\_\_\_ Collaborates with Emergency Management Coordinator, City Administrator regarding evacuation, considering protective action alternatives

\_\_\_ Makes evacuation assignments to police department, fire department, others who may assist in evacuation pronouncements in evacuation area

### **POLICE DEPARTMENT COMMANDER**

\_\_\_ Determines evacuation routes, report recommendations to PIO

\_\_\_ Assists in evacuation order pronouncement in evacuation area, as determined by Incident Commander

\_\_\_ Assigns adequate personnel to cover evacuation area, evacuation routes

\_\_\_ Provides evacuation area security with personnel safety as primary consideration

\_\_\_ Sweeps evacuated area to insure all persons have left

### **FIRE DEPARTMENT COMMANDER**

\_\_\_ Assists in evacuation order pronouncement in evacuation area, as determined by Incident Commander

## **EVACUATION RECOVERY PHASE CHECKLIST**

### **CITY ADMINISTRATOR**

- Makes decision to allow re-entry into evacuated area in collaboration with Emergency Management Coordinator, Incident Commander, etc.
- Issues return order through PIO

### **EMERGENCY MANAGEMENT COORDINATOR**

- Briefs City Administrator and make recommendations concerning re-entry
- Advises State EMD of reentry decision
- Arranges for transportation of special needs groups and individuals back to their residences

### **PUBLIC INFORMATION OFFICER**

- Disseminates public announcement of return order
- Advises public of proper re-entry actions regarding utilities and cleanup, if necessary

### **INCIDENT COMMANDER**

- Performs inspections of the evacuated area to insure it is safe to return
- Provides traffic control for movement back to evacuated area

### **HUMAN SERVICES GROUP**

- Notifies evacuees in lodging facilities of clearance to return to evacuated area
- Terminates lodging and feeding operations
- Determines long term housing needs of evacuees