G0358
Evacuation and Re-Entry Planning

Federal Emergency Management Agency
Emergency Management Institute
January 2014
Photo:

North Sioux City, S.D., June 17, 2011 -- Dakota Dunes residents line-up in their vehicles along Meadow Boulevard awaiting re-entry to their community to inspect their homes after more than two weeks evacuation because of possible flooding from the Missouri River. FEMA and other federal agencies are supporting the State Incident Management Team in their effort to prepare for flooding along the river.
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REFERENCES

- Report to Congress on Catastrophic Hurricane Evacuation Plan Evaluation, U.S. Department of Transportation in cooperation with the U.S. Department of Homeland Security June 1, 2006
- Buffalo Creek, WV Flash Flood http://www.wvculture.org/history/buffcreek/bctitle.html
- Disaster Realities in the Aftermath of Hurricane Katrina: Revisiting the Looting Myth, Lauren Barsky, Joseph Trainor, Manuel Torres Disaster Research Center University of Delaware, 2006 (As Submitted) http://www.colorado.edu/hazards/research/qr/qr184/qr184.html
## Unit 1: Course Introduction and Overview

<table>
<thead>
<tr>
<th>Notes</th>
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<tr>
<td></td>
<td>A suggested schedule for this unit follows:</td>
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<tr>
<td></td>
<td>A. Welcome 15 Minutes</td>
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<td></td>
<td>B. Course Overview 15 Minutes</td>
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<td>C. Why an Evacuation and Re-Entry Plan? 45 Minutes</td>
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<td>TOTAL TIME 1.0 Hour 15 minutes</td>
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### A. WELCOME

**Visual 1.0**

Welcome to the *Evacuation and Re-Entry Planning Course.*

The range of natural and technological hazards from which communities may be at risk varies greatly around the United States.

Community emergency management programs are intended to mitigate, prepare for, respond to and recover from emergencies created by those hazards.

One of the steps that communities must be prepared to take in an emergency is evacuation of its population on short notice.

FEMA developed this course in response to a field request for training that provides the opportunity to focus on the principles and methods of evacuation and re-entry planning and operations.

### NOTES:
### Course Schedule

In Unit One, *Why Evacuate?*, the need for evacuation and re-entry planning is established.

Unit Two, *Who Is At Risk?*, provides guidelines for identifying risk area populations that may require evacuation, including special populations and domestic animals. Participants will take a look at their own vulnerability analysis and census data.

Unit Three, *Community Behavior in Evacuation*, describes typical evacuation behavior and includes discussion about the implications of that behavior on participants’ evacuation and re-entry planning.

Unit Four, *Evacuation Requirements*, describes the components of an evacuation operation and the resulting legal and logistical requirements that must be in place to successfully carry out such an operation.

Participants will review existing plans and procedures to evaluate the consideration of evacuation requirements.

Unit Five, *Evacuation Communications*, covers the communication requirements that must be fulfilled to ensure a successful evacuation operation and the planning implications represented by those requirements.

Unit Six, *Re-Entry*, describes the factors that affect re-entry into the evacuated area, and the requirements for developing a plan to return evacuees to their homes.

Participants will determine whether their evacuation plan considers re-entry aspects.

In Unit Seven, the *Course Conclusion*, participants are referred to a job aid consisting of a checklist for identifying what steps their jurisdiction needs to take in their evacuation and re-entry planning efforts.

Also in Unit Seven, participants will complete a written test consisting of multiple choice and true-false questions to evaluate achievement of cognitive learning objectives.

Answers to the test will be reviewed in class.
B. COURSE OVERVIEW

Visual 1.2

As with any other emergency management function, evacuation must be well planned and frequently exercised.

Representation of all of the stakeholders in the evacuation process is essential to the development of a workable plan.

Good planning results in efficient and effective operations.

This Evacuation and Re-Entry Planning Course was developed to enable local, tribal, and territorial emergency management personnel to create or improve local evacuation and re-entry plans.

- The decision to evacuate is the responsibility of the local, tribal or territorial elected official.
- This course will focus on planning the operational aspects of evacuation and re-entry, not the process for deciding when to issue the evacuation order.

This course considers shelter destinations as a component of evacuation planning, but does not intend to be a shelter operations course.

Visual 1.3

Course Objectives

At the conclusion of the course participants should be able to do the following.

- Describe the reasons for conducting pre-disaster evacuation and re-entry planning, exercising and community education.
- Refer to the community’s existing Threat and Hazard Identification and Risk Assessment (THIRA) to identify hazards that may require evacuation, the amount of warning time expected, and the populations that will be affected by an evacuation.
Visual 1.4

Course Objectives
- Describe factors affecting reaction to evacuation orders, when people leave after an evacuation order, where people seek shelter, and modes of evacuee transportation.
- Determine the requirements needed to complete an evacuation, including but not limited to laws, transportation, shelter/reception centers, perimeter control and an accountability system.

Visual 1.5

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

NOTES:
### C. WHY AN EVACUATION AND RE-ENTRY PLAN?

**Visual 1.7**

The remainder of this unit will focus on the following topics:
- Consider the number of mass evacuations recently and the number of individuals evacuated
  - 2012 – Waldo Canyon, Colorado wildfire resulted in 32,000 people evacuated.
  - 2012 Cle Elum, Washington, wildfire resulted in evacuation of approximately 1000 and 60 homes destroyed.
  - 2012 Hurricane Sandy, Municipalities from North Carolina to Massachusetts ordered evacuations of flood prone areas.
- Describing situations that necessitate evacuation
- Describing the rationale for this training, the course objectives, and the course schedule
- Discussing expectations of the instructors and the learners for this training activity

**NOTES:**
### Terminology

The term *evacuation* will be used in this course to mean the movement of people to a safe area, from an area believed to be at risk, when emergency situations necessitate such action.

*Re-Entry* refers to the return of persons to the evacuated area.

### Types of evacuation

<table>
<thead>
<tr>
<th>Types of Evacuations</th>
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<tbody>
<tr>
<td>Horizontal, Vertical and Lateral</td>
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<tr>
<td>Short-term Vs. Long-term</td>
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<tr>
<td>Shadow Evacuations</td>
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<tr>
<td>Phased or Staged Evacuations</td>
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<td>Advanced Notice Vs. No-Notice</td>
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</table>

#### Horizontal, Vertical and Lateral

The vast majority of evacuations are horizontal in nature. This may include:

- Individuals and families fleeing a burning building.
- People moving inland when a hurricane approaches.

Some evacuations may be vertical. For instance:

- Those in danger move from lower floors in a building to those above if there is a flood.

Note: Some evacuees may move to higher floors or rooftops. However, vertical evacuation may prove deadly if waters continue to rise.

Lateral Evacuation is used only during a plume release. Under this type of evacuation, travel is at right angles to the plume path (to the extent possible) and away from the plume centerline.
### Short-term Vs. Long-term

Evacuations may be:

A. **Short term** - People may be able to return to their homes or offices within hours or days if the danger has passed or the damage is minor.

B. **Long term** –
   
   a. If buildings are condemned due to the disaster.
   
   b. If a geographic area has been contaminated by poisonous chemicals or radiation above safe levels.

### Shadow Evacuations

Some warnings may elicit protective actions by people outside the area at risk for which protective action recommendations are being made. A well-documented account of this is “shadow evacuation.” This phenomenon describes people in an area **not being advised to evacuate**, leaving the area anyway.

Shadow evacuation caused issues during Hurricane Rita in 2005. Vague instructions and statements from authorities, misconceptions about vulnerability and the timing (just 2 weeks after Hurricane Katrina).

The impact of shadow evacuations are traffic can came to a standstill leading to driver frustration, and depletion of available fuel supplies. It also impacts the movement of persons with disabilities, access or functional needs from their homes, hospitals and other care facilities.

### Phased or Staged Evacuations

System of evacuation in which different parts of the building or city are evacuated in a controlled sequence rather than all at once. This reduces the potential occurrences of shadow evacuation, phased or staged evacuation plans have been developed in several states.

Phased or staged evacuations are also with their own set of issues. Chief among them is many evacuees tend to wait for clear evacuation orders before leaving. Thus creating a tendency for later evacuations.

Example, such as, hurricanes and flooding.
### Advanced notice Vs. No-Notice Evacuation

Advanced Notice Evacuation is when the emergency services personnel have the time to evacuate a threatened population pre-event. For No-Notice evacuations are evacuations with little or no advance planning. Examples include hazardous materials (HAZMAT) incident, Chemical, Biological, Radiological, Nuclear, Explosive (CBRNE) incidents, terrorist attack, flashflood, earthquake, etc. These events will require a post-event evacuation.

### Table Group Activity

**NOTES:**

- In your jurisdiction, what emergency situations might necessitate evacuation?
- List hazards
- Prioritize hazards
- Estimate likely warning time
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<th>Notes</th>
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| **Visual 1.11** | **DISCUSSION QUESTIONS**  
What level of government is responsible for evacuation and re-entry planning? |

**NOTES:**
# Unit 2: Who is at Risk

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<tr>
<td>Visual 2.0</td>
<td>WHO IS AT RISK?</td>
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</table>

Suggested schedule for this unit follows:

- A. Unit Introduction 5 Minutes
- B. Identifying Risk Areas 55 Minutes
- C. Identifying Populations at Risk 1.0 Hour

**TOTAL TIME 2.0 Hours**


### A. Unit Introduction

**Visual 2.1**

Unit One included a discussion about the hazards that threaten your jurisdiction, and specifically the hazards that could require an evacuation of some portion of the population.

Once the need for evacuation planning is acknowledged, the goals for evacuation must be identified.

An evacuation plan must identify who is at risk for any or all of these hazards in order to develop contingencies for moving risk population to safety when necessary.

**Objectives**

This unit will enable participants to do the following:

- Identify the Four Steps of the THIRA Process.
- Identify the population that may need to evacuate.
- Describe groups that are considered at risk populations.
- Identify populations at risk for a known hazard.

**Are there any questions about the Unit Two objectives?**

**Visual 2.2**

The THIRA process is flexible and scalable and will work for communities of all sizes. Communities can adapt these four steps to meet their specific needs and resources.
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<th>Notes</th>
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</table>
| **B. Identifying Risk Areas**  
Visual 2.3 | Threat and Hazard Identification and Risk Assessment  
CPG 201 (version 2)  

A THIRA is similar process to the Hazard Vulnerability assessment or analysis.  
The THIRA process consists of four basic steps:  

In Step 1 of the THIRA process, communities develop a list of community-specific threats and hazards. This section:  
- Defines the **types of threats and hazards** that communities should consider  
- Introduces sources of threat and hazard information  
- Describes factors to consider when selecting threats and hazards for inclusion in the THIRA  
- Provides guidance on updating previous THIRA submissions.  

Communities face a variety of threats and hazards. The three types of threats and hazards are:  
- **Natural hazards**, which result from acts of nature, such as hurricanes, earthquakes, tornadoes, animal disease outbreak, pandemics, or epidemics.  
- **Technological hazards**, which result from accidents or the failures of systems and structures, such as hazardous materials spills or dam failures.  
- **Human-caused incidents**, which result from the intentional actions of an adversary, such as a threatened or actual chemical attack, biological attack, or cyber incident.  

The focus in this step is on deciding what should or should not be on the list. For example, a coastal jurisdiction in Oregon might include a tsunami while an inland jurisdiction that would not be directly impacted may not.  

Visual 2.3  
Continued  

1. Develop a list of community-specific threats and hazards.  
Step 1 of the THIRA process:  
- Defines the types of threats and hazards that communities should consider  
- Introduces sources of threat and hazard information  
- Describes factors to consider when selecting threats and hazards for inclusion in the THIRA  
- Provides guidance on updating previous THIRA submissions.  

FEMA Visual 3
### Visual 2.4

**2. Give Threats and Hazards Context**

In Step 2, communities add context descriptions to each threat and hazard identified in Step 1. Context descriptions outline the conditions, including time and location, under which a threat or hazard might occur. This section:

- Identifies factors to consider when developing context descriptions
- Provides examples of a completed threat/hazard context description

To develop threat and hazard context descriptions, communities should take into account the **time, place, and conditions** in which threats or hazards might occur. Communities can use expert judgment or analysis of probability and statistics to inform the descriptions of the different threat and hazard conditions.

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### Visual 2.4

**Continued**

Threats and hazards can have different impacts depending on the time, place, and conditions in which they occur. As such, communities may need to develop more than one context description for a threat or hazard. For example, a hurricane-prone community may need multiple context descriptions to account for varying storm intensities, landfall locations, and landfall times.

For any given community, there are countless combinations of threat and hazard conditions that lead to slightly different contexts. Communities need not consider every combination; rather they should include those details that affect what the community needs to be prepared for.

Communities should recognize that past experience with threats and hazards may differ from the future threat and hazard environment. Factors such as **demographics, climate, and the built environment** are subject to change. Communities should consider these factors when developing threat and hazard context descriptions.
### Visual 2.5

In Step 3, communities establish capability targets for each core capability. Capability targets define success for each core capability based on the threat and hazard contexts developed in Step 2. Communities apply the capability targets from Step 3 to generate resource requirements and consider preparedness activities, including opportunities for mitigation in Step 4. This step:

- **Describes impacts and desired outcomes** and how they support development of capability targets
- Provides guidance on **how to develop capability targets**
- Provides examples of completed capability targets.

Capability targets should be specific and measurable. To develop specific and measurable targets, communities should consider impacts and desired outcomes for each threat and hazard.

**Impacts describe how a threat or hazard might affect a core capability.** Impacts are linked to the size and complexity of threats and hazards. Larger, more complex threats and hazards might cause larger, more complex impacts.

**Desired outcomes describe the timeframe or level of effort needed to successfully deliver core capabilities.** Capabilities are only useful if communities can deliver them in a timely and effective manner.

### Visual 2.6

In Step 4, communities apply the results of the THIRA by estimating the resources required to meet capability targets. Communities express resource requirements as a list of resources needed to successfully manage their threats and hazards. Communities can also use resource requirements to support resource allocation decisions, operations planning, and mitigation activities. This step:

- Introduces **capability estimation**
- Discusses **resource typing**, including National Incident Management System (NIMS)-typed resources and other standardized resource types
- Provides an example of a completed resource requirement list
- Identifies how communities may apply these results to resource allocation decisions and mitigation activities.
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| **Visual 2.6**  
*Continued* | Communities should consider the resources needed to achieve the capability targets. As a first step, communities can identify the major actions needed to achieve their capability targets. Communities should strive to identify mission-critical activities. Communities can draw mission-critical activities from current community-level plans, as well as from the National Planning Frameworks. Communities should consider the quantity and types of resources needed to complete each mission-critical activity in support of the capability targets. To identify quantity and types of resources, communities can use existing tools and information sources, such as: |
| | • Strategic, operational, and/or tactical plans  
• Resource typing data, including standardized resource characteristics  
• Existing capacity analysis and capability calculators |
| | Resource typing is categorizing, by capability, the resources requested, deployed, and used in incidents. Resource typing helps communities request and deploy needed resources through the use of common terminology. Communities should develop resource requirements expressed as a list of NIMS-typed resources or other standardized resources. |
| | A community can use its THIRA results to make decisions about how to allocate limited resources. By establishing resource requirements, a community determines the resources needed to achieve capability targets. Through the THIRA process, communities can identify opportunities to employ mitigation plans, projects, and insurance to reduce the loss of life and damage to property. In this way, communities can reduce the impacts they need to manage, and hence reduce the resources needed to achieve capability targets. Using THIRA results to inform mitigation activities aligns with the traditional mitigation planning process of identifying hazards, assessing losses to the community, and setting mitigation priorities and goals for the community. |
Computer Models

Planners may use mathematical models that provide information about which areas of a community will be affected and where evacuation plans are needed.

- HAZUS is a nationally applicable standardized methodology that contains models for estimating potential losses from earthquakes, floods, and hurricanes. HAZUS uses Geographic Information Systems (GIS) technology to estimate physical, economic, and social impacts of disasters. It graphically illustrates the limits of identified high-risk locations due to earthquake, hurricane, and floods. ([http://www.fema.gov/hazus](http://www.fema.gov/hazus))

- Another computer model called *Sea, Lake and Overland Surges from Hurricanes* (SLOSH) provides information on hurricane storm surge by geographic sector. ([http://www.nhc.noaa.gov/ssurge/ssurge_slosh.shtml](http://www.nhc.noaa.gov/ssurge/ssurge_slosh.shtml))

- HURREVAC is the decision support tool of the National Hurricane Program, administered by FEMA, the USACE, and the NOAA National Hurricane Center. ([http://www.hurrevac.com](http://www.hurrevac.com))

- National Flood Insurance Maps identify flood hazard areas.

- CAMEO - The CAMEO software suite initially was developed because NOAA recognized the need to assist first responders with easily accessible and accurate response information. Since 1988, EPA and NOAA have collaborated to augment CAMEO to assist both emergency responders and planners. CAMEO has been enhanced to provide emergency planners with a tool to enter local information and develop incident scenarios to better prepare for chemical emergencies.

With this type of information the planner can designate areas that must be evacuated in any threat, and those that may sustain moderate damage that would not necessitate a full evacuation.
### DISCUSSION QUESTION

What could necessitate a revision of a community’s THIRA or vulnerability analysis?

**POSSIBLE ANSWERS:**

It is very important that the THIRA or vulnerability analysis be reviewed frequently and updated as needed.

### TABLE GROUP ACTIVITY

Take a few minutes to review the THIRA or vulnerability analysis brought from your jurisdiction.

- Does it reflect the current Community Profile?
- Have there been changes such as those listed above?
- Note any hazard risks that have been created since the analysis was initially completed or was most recently revised.
### C. IDENTIFYING POPULATIONS AT RISK

**Visual 2.10**

A THIRA or vulnerability analysis is the first step toward determining the people at risk and making plans to ensure that they are removed from harm’s way in the event of a hazard event.

This step has been accomplished in most communities and the information is included in the Emergency Operations Plan.

In planning for evacuation, the information on risk area population must be specific and current.

Consider where people live, work, play and worship.

**DISCUSSION QUESTION**

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

**SUGGESTED RESPONSES:**

**NOTES:**
At Risk Populations

One of the most important aspects of evacuation and re-entry planning is identifying the Whole Community and in particular the access and functional needs populations that require assistance in an evacuation.

<table>
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<th>Visual 2.12</th>
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- One of the most important aspects of evacuation and re-entry planning is identifying the Whole Community and in particular the access and functional needs populations that require assistance in an evacuation.

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<th>Visual 2.13</th>
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Take a look at the population list in the Student Manual. Have you considered your whole community?

- Children in school and in daycare centers
- Nursing home residents
- People who are deaf or hard of hearing, blind, or have low vision, have an intellectual or cognitive disability or a mobility disability
- Limited English Proficiency

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<th>Visual 2.14</th>
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- Hospital patients
- Mental health institution patients
- Incarcerated persons in jails, juvenile facilities and drug treatment centers
- Business travelers and tourists
### Visual 2.15

**Access and Functional Needs Populations, Continued**
- Seasonal workers
- Homeless people
- People without transportation, including “latch-key kids” (children home alone)
- Other groups?

**Are there other groups that should be added to this list?**

### Visual 2.16

**Who Is Responsible?**

Evacuation planners must consider all special population groups. Some of these groups are overseen by organizations that are responsible for their own emergency planning. Organizations that are responsible for evacuation of their own populations include the following:
- Schools and daycare centers
- Nursing homes
- Hospitals and hospices
- Mental health institutions
- Jails, juvenile facilities and drug treatment centers.

Emergency management evacuation planners need to identify the appropriate contacts within these organizations and establish working relationships to enhance planning and operational cooperation.

### Visual 2.17

**Other at risk population groups may or may not be organized or protected and need special planning consideration by the emergency management agency.**
- People who are deaf or hard of hearing, blind, or have low vision, have an intellectual or cognitive disability or a mobility disability
- Limited English Proficiency people
- Seasonal workers
### Visual 2.18

**Who Is Responsible?**

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

### Visual 2.19

**TABLE GROUP ACTIVITY**

Let’s take a closer look at special populations for which emergency management must develop evacuation plans.

**What factors make these groups “at risk”?**

**How can the factors be addressed to ensure that these groups can be evacuated safely when necessary?**

**NOTES:**
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<tbody>
<tr>
<td>Visual 2.19</td>
<td><strong>Homeless people</strong></td>
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<tr>
<td>Continued</td>
<td>• Locating homeless people to provide information</td>
</tr>
<tr>
<td></td>
<td>• Lack of resources for shelter</td>
</tr>
<tr>
<td></td>
<td>• Possible lack of transportation</td>
</tr>
<tr>
<td></td>
<td>• Tourists and business travelers</td>
</tr>
<tr>
<td></td>
<td>• Lodging establishment may or may not have evacuation plan</td>
</tr>
<tr>
<td></td>
<td>• Lack of resources for shelter</td>
</tr>
<tr>
<td></td>
<td>• Lack of knowledge about area</td>
</tr>
<tr>
<td></td>
<td>• Communication issues</td>
</tr>
<tr>
<td></td>
<td>• Possible lack of transportation</td>
</tr>
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<td></td>
<td><strong>People without transportation</strong></td>
</tr>
<tr>
<td></td>
<td>• Transportation requirements</td>
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</table>

**NOTES:**
### Visual 2.20

Review the unit objectives:

- For a known hazard, determine the area at risk.
- Identify the population that may need to evacuate.
- Describe groups that are considered at risk populations.
- Identify populations at risk for a known hazard.
Unit 3: Community Behavior in Evacuation

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<tr>
<td>Visual 3.0</td>
<td>Effective planning for evacuation and re-entry requires some knowledge of how people are likely to behave when they:</td>
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<tr>
<td></td>
<td>• Perceive that an evacuation order is likely.</td>
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<td></td>
<td>• Receive an evacuation order.</td>
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<td></td>
<td>• Are involved in an evacuation.</td>
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<td></td>
<td>• Wish to re-enter the evacuated area.</td>
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<tr>
<td></td>
<td>• Receive permission to re-enter the evacuated area.</td>
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<tr>
<td></td>
<td>Research has shown that many emergency managers and other officials responsible for evacuation and re-entry believe myths about evacuation and shelter behavior.</td>
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<tr>
<td></td>
<td>Emergency managers must base evacuation and Re-Entry Plans on fact, not myth.</td>
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<td>Unit Three describes how various groups have behaved during actual evacuation operations.</td>
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<tr>
<td>A. Introduction</td>
<td>5 Minutes</td>
</tr>
<tr>
<td>B. Warning Behavior</td>
<td>25 Minutes</td>
</tr>
<tr>
<td>C. Evacuation Destinations and Transportation</td>
<td>15 Minutes</td>
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<tr>
<td>D. Evacuation Behavior of Owners of Domestic Animal</td>
<td>15 Minutes</td>
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<tr>
<td>E. Crowd Behavior and Looting</td>
<td>15 Minutes</td>
</tr>
<tr>
<td>F. Table Group Activity</td>
<td>30 Minutes</td>
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<tr>
<td>TOTAL TIME</td>
<td>1.75 Hours</td>
</tr>
</tbody>
</table>

REFERENCES

The following sources will provide information used in this unit:

Buffalo Creek, WV Flash Flood  
http://www.wvculture.org/history/buffcreek/bctitle.html

Disaster Realities in the Aftermath of Hurricane Katrina: Revisiting the Looting Myth, Lauren Barsky, Joseph Trainor, Manuel Torres  
Disaster Research Center University of Delaware, 2006  
http://www.colorado.edu/hazards/research/qr/qr184/qr184.html
### A. Introduction

**Visual 3.1**

At the conclusion of the unit you should be able to discuss social factors that affect the following evacuation and re-entry issues:

- How long it typically takes to warn a community
- When people leave a community after a warning is issued
- Where people seek shelter after a warning is issued

**Visual 3.2**

- Evacuation behavior of owners of domestic animals at risk
- Modes of transportation used by evacuees
- Probability of looting behavior during disaster

### B. WARNING BEHAVIOR

**Visual 3.3**

What kind of behavior should emergency planners expect from risk area populations that are warned to evacuate?

- Research has shown that this is a difficult question to answer, because each risk population is different, and the circumstances of every evacuation are different.
- However there are some trends that have been consistent enough in the research to be useful in your evacuation and re-entry planning efforts.
### Visual 3.4
**Factors Influencing Evacuation**

- **Amount of warning time (disaster type)**
  - Low warning rates occurred in incidents of flash flooding such as the 1972 Buffalo Creek, West Virginia Flood, where 125 people died, 1,100 were injured and 4000 were homeless.
- Residents may not evacuate based on a fear of looting.
- Residents with Access and Functional needs may not evacuate based on the fear that shelters cannot accommodate them.

### Visual 3.5
**Population being warned**

- Residents know where to find warning information and what sources they trust.
- Transients are less likely to watch or listen to the local media.
- Tourists and business travelers often gather information from lodging employees and “temporary neighbors.”

### Visual 3.6
**Sense of urgency**

- Individuals consider home construction and location, family safety and needs, and data from the Media on storm tracks, storm strength and probabilities.
- Decisions to evacuate are determined by perceived risk as defined by the factors listed above, rather than on the experience in the last evacuation.
- People evacuate when they believe it is dangerous to stay.
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<tbody>
<tr>
<td><strong>Visual 3.7</strong></td>
<td><strong>DISCUSSION QUESTION</strong></td>
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<tr>
<td><img src="image" alt="Visual 3.7" /></td>
<td>How do these findings compare to your evacuation experience?</td>
</tr>
<tr>
<td></td>
<td>NOTES:</td>
</tr>
<tr>
<td><strong>Visual 3.8</strong></td>
<td><strong>TABLE GROUP ACTIVITY</strong></td>
</tr>
<tr>
<td><img src="image" alt="Visual 3.8" /></td>
<td>What are the main sources of evacuation warning information in your jurisdiction?</td>
</tr>
<tr>
<td></td>
<td>Do the government agencies and media identified in the warning plan know their roles and responsibilities in evacuation warning?</td>
</tr>
<tr>
<td></td>
<td>If tourists or transients may be involved, what method of warning will be used?</td>
</tr>
<tr>
<td></td>
<td>Do the managers of hotels, resorts and other tourist attractions know their role in evacuation warning?</td>
</tr>
<tr>
<td></td>
<td>Do the agencies responsible for warning homeless people and migrant workers know their responsibilities?</td>
</tr>
</tbody>
</table>
## C. EVACUATION DESTINATIONS AND TRANSPORTATION

### Visual 3.9

Prior evacuation research indicates that the destinations reported likely reflect connections to family and friends, previous homes, or areas with a high perception of safety. Length of forewarning:

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

QR229 *Explaining Hurricane Evacuation Failure: The Role of Social Factors as Modifiers*. Jennifer A. Horney and Kristen Ricchetti-Masterson. 2012. *(As Submitted)*

### Visual 3.10

Anticipated length of evacuation:

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

### Visual 3.11

Community preparedness:

When community preparedness is high, public shelters are more likely to be used because:

- Shelters will be better equipped and more appealing to evacuees.
- Information is likely to be more readily available so that more people are informed about availability and location of public shelters.
### Notes

<table>
<thead>
<tr>
<th>Visual 3.12</th>
<th>Urbanization</th>
</tr>
</thead>
<tbody>
<tr>
<td><img src="image1" alt="Visual 3.12" /></td>
<td>• Larger communities provide more options for shelter, therefore fewer evacuees will go to public shelter</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Visual 3.13</th>
<th>Socioeconomic level</th>
</tr>
</thead>
<tbody>
<tr>
<td><img src="image2" alt="Visual 3.13" /></td>
<td>• Poorer families are more likely to utilize public shelters because their options may be limited by lack of transportation and lack of financial resources.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Visual 3.14</th>
<th>DISCUSSION QUESTION</th>
</tr>
</thead>
</table>
| ![Visual 3.14](image3) | **How do these findings compare to your evacuation experience?**

**What was the cause of the largest human evacuation in history?**

The answer is 2005’s Hurricane Rita. Hurricane Rita made landfall 29 days after Hurricane Katrina.

Considering the populations of the region, some estimates place the total evacuation at over 4,000,000 (four million). It’s estimated between 2.5 and 3.7 million left the Texas coast.
### D. Evacuation Behavior of Owners of Domestic Animal

#### Visual 3.15

**Domestic Animals and Evacuation**
- There are approximately 70 million pet dogs in the U.S. and 74.1 million pet cats.
- The average veterinary expenditure per household for all pets was $375 in 2011.


#### Visual 3.16

In 2011, six-out-of-ten pet owners, or 63.2%, considered their pets to be family members.
- How will this affect evacuee behavior?

#### Visual 3.17

**Pet Evacuation and Transportation Standards Act of 2006 – “The P.E.T.S. Act” (10/06/06)**

Amends Section 403 of the Stafford Disaster and Relief Emergency Assistance Act “to ensure that State and local emergency preparedness operational plans address the needs of individuals with household pets and service animals following a major disaster or emergency.”
### Visual 3.18

**H.R.5441, Post-Katrina Emergency Management Reform Act (PKEMRA)**

Modifies the Stafford Act with PETS Act language, and places significant new responsibilities on DHS/FEMA for coordinating implementation of the PETS Act.

### Visual 3.19

**DAP9523.19 “Eligible Costs Related to Pet Evacuation and Sheltering”**

- Identifies 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.
- Defines Household Pet
- Defines a Service Animal (based on ADA language)
- Defines Congregate Pet Shelters and eligible expenses
- Defines Eligible Parties for reimbursement
- State and Local Governments are the only eligible applicants
- Contractors or Private Non-Profit (PNP; NGO) organizations cannot be directly reimbursed/cannot be applicants
- Must work through written agreements(MOAs) with state/local partnerships

### Visual 3.20

**FEMA Disaster Assistance Policy DAP9523.19**

**Definition of Household Pets:**

What they are: “A domesticated animal, such as a dog, cat, bird, 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.”

What they are not: “Household pets do not include reptiles, amphibians, fish, insects/arachnids, farm animals (including horses), and animals kept for racing purposes.”
### Visual 3.21

**FEMA Disaster Assistance Policy DAP9523.19**

**Definition of 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.”

### Visual 3.22

**Which state and local animal regulatory authorities now are responsible for animal emergency response?**

1. **State Emergency Management Authority (State EMA)**
   - Police or Sheriff’s Department, Have legal jurisdiction and physical custody of all stray and abandoned animals

2. **Local Government Animal Control Authority**
   - Police or Sheriff’s Office, Have legal jurisdiction and physical custody of all stray and abandoned animals

3. **State Department of Agriculture/Animal Health Commission**
   - State Veterinarian’s Office, Primary legal authority is for livestock species, rather than pets.

4. **State Department of Health**
   - Public Health Veterinarian, Zoonotic diseases and animal bite case management

5. **State Board of Veterinary Medicine**
   - Licensing of veterinarians and veterinary technicians to practice legally within the state

### Visual 3.23

**DISCUSSION QUESTION**

What can be done to prepare your community for animal evacuation?

**SUGGESTED ANSWERS:**

- Coordinate with the animal care community to increase awareness and preparedness among animal owners
- Develop a plan for animal care in evacuation and re-entry.
- Develop an emergency animal care annex to the jurisdictions emergency operations plan.
### DISCUSSION QUESTION
What is looting?

**SUGGESTED RESPONSE:**
- Looting is stealing from unprotected businesses and homes.
- Looting is also a temporary manifestation of a new group norm, but the understanding of who can do what with valuable resources has broken down.

Studies indicate that people considering evacuation, fear looting in the evacuated area.

### Visual 3.24

**E. Crowd Behavior and Looting**

#### Visual 3.24

**DISCUSSION QUESTION**
What is looting?

**SUGGESTED RESPONSE:**
- Looting is stealing from unprotected businesses and homes.
- Looting is also a temporary manifestation of a new group norm, but the understanding of who can do what with valuable resources has broken down.

Studies indicate that people considering evacuation, fear looting in the evacuated area.

### Visual 3.25

**In civil disorders, looting is widespread.**

In the few cases where looting has occurred following a disaster event, it was inconsistent with the patterns of civil disturbance looting.

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

### Visual 3.26

**The likelihood of looting is affected by three social factors:**

1. In highly stratified society where there is a sense of powerlessness among the low socioeconomic population, the likelihood of looting after a disaster increases.
2. If theft occurs on a day-to-day basis, it is likely to continue after a disaster.
3. Looting is more likely to occur when there is a temporary loss of social control by legitimate authority.

*Disaster Realities in the Aftermath of Hurricane Katrina: Revisiting the Looting Myth*, Lauren Barsky, Joseph Trainor, Manuel Torres
Disaster Research Center University of Delaware, 2006
http://www.colorado.edu/hazards/research/qr/qr184/qr184.html
### F. Table Group Activity

**Visual 3.27**

<table>
<thead>
<tr>
<th>Notes</th>
<th>Content</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>F. Table Group Activity</strong></td>
<td>This unit has provided the opportunity to discuss how people can be expected to behave during evacuation and re-entry operations.</td>
</tr>
<tr>
<td></td>
<td>The remainder of this session will be devoted to reviewing existing emergency operations or evacuation plans and deciding if the assumptions about community behavior are consistent with the information presented in this unit.</td>
</tr>
<tr>
<td></td>
<td>Consider the following:</td>
</tr>
<tr>
<td></td>
<td>• Do the hazards that threaten your community allow for enough warning to evacuate prior to the event?</td>
</tr>
<tr>
<td></td>
<td>• How many and what types of transients are in your community at any given time? (Consider tourists, business travelers, migrant workers and homeless people.) What are peak times for the transient population? How are they likely to receive evacuation warnings?</td>
</tr>
<tr>
<td></td>
<td>• How often have evacuation warnings been issued in your community over the past five years? How have residents and transients responded?</td>
</tr>
<tr>
<td></td>
<td>• Where are evacuees from your jurisdiction likely to go, given the estimated amount of warning and the other social factors that affect evacuation destination?</td>
</tr>
<tr>
<td></td>
<td>• How are evacuees from your jurisdiction likely to get to evacuation destinations?</td>
</tr>
<tr>
<td></td>
<td>• What are the everyday law enforcement issues in your community?</td>
</tr>
<tr>
<td></td>
<td>• What law enforcement issues can be expected in your community during and after a natural or technological disaster?</td>
</tr>
<tr>
<td>Notes</td>
<td>Content</td>
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<tr>
<td>-------</td>
<td>---------</td>
</tr>
<tr>
<td><strong>DISCUSSION QUESTION</strong></td>
<td>Did your plan review reveal any misconceptions about community evacuation behavior?</td>
</tr>
<tr>
<td><strong>Visual 3.28</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Visual 3.29</strong></td>
<td><strong>Review the Unit Objectives:</strong></td>
</tr>
<tr>
<td></td>
<td>• How long it typically takes to warn a community</td>
</tr>
<tr>
<td></td>
<td>• When people leave a community after a warning is issued</td>
</tr>
<tr>
<td></td>
<td>• Where people seek shelter after a warning is issued</td>
</tr>
<tr>
<td><strong>Visual 3.30</strong></td>
<td><strong>Review the Unit Objectives:</strong></td>
</tr>
<tr>
<td></td>
<td>• Evacuation behavior of owners of domestic animals at risk</td>
</tr>
<tr>
<td></td>
<td>• Modes of transportation used by evacuees</td>
</tr>
<tr>
<td></td>
<td>• Probability of looting behavior during disaster</td>
</tr>
</tbody>
</table>
### Unit 4: Evacuation Requirements

<table>
<thead>
<tr>
<th>Notes</th>
<th>Content</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Evacuation Requirements</strong></td>
<td>This unit will cover the following topics:</td>
</tr>
<tr>
<td></td>
<td>• Laws that authorize evacuation</td>
</tr>
<tr>
<td></td>
<td>• Transportation requirements - transportation routes, traffic control, dealing with disabled vehicles and accidents, special transportation needs</td>
</tr>
<tr>
<td></td>
<td>• Shelters and reception centers – at risk populations, provisions for domestic animals, provisions for essential government workers to keep track of their families</td>
</tr>
<tr>
<td></td>
<td>• Perimeter control requirements</td>
</tr>
<tr>
<td></td>
<td>• Accountability - ensuring that all people are evacuated</td>
</tr>
<tr>
<td></td>
<td>• 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.</td>
</tr>
<tr>
<td></td>
<td>• Be able to verify:</td>
</tr>
<tr>
<td></td>
<td>- Who has authority to recommend evacuation or order evacuation</td>
</tr>
<tr>
<td></td>
<td>- Limitations of authority in recommended and ordered evacuations</td>
</tr>
<tr>
<td></td>
<td>- How life safety issues are addressed for children, adults and special populations</td>
</tr>
<tr>
<td></td>
<td>- Financial responsibility for evacuation</td>
</tr>
<tr>
<td></td>
<td>• Agencies responsible for implementing evacuation and re-entry</td>
</tr>
</tbody>
</table>

A suggested schedule for this unit follows:

- **A. Introduction** 5 Minutes
- **B. Authority for Evacuation** 20 Minutes
- **C. Transportation Requirements** 20 Minutes
- **D. Shelters and Reception Centers** 15 Minutes
- **E. Requirements for Domestic Animals** 10 Minutes
- **F. Perimeter Control Requirements** 10 Minutes
- **G. Accountability** 10 Minutes

**TOTAL TIME 1.5 Hours**
<table>
<thead>
<tr>
<th>Notes</th>
<th>Content</th>
</tr>
</thead>
</table>
| **A. Introduction** | **Objectives**<br>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. |
| **Visual 4.1** | **Objectives, Continued**<br>- List options for domestic animals.  
- Describe perimeter control requirements.  
- Discuss accountability systems for monitoring the status of the evacuation operation. |
| **Visual 4.2** | **Visual 4.3**<br>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 |
### Notes

<table>
<thead>
<tr>
<th>Visual 4.4</th>
<th>Content</th>
</tr>
</thead>
<tbody>
<tr>
<td>What will be needed to evacuate and re-enter a risk area</td>
<td></td>
</tr>
<tr>
<td>• Means of informing the evacuees and the general public on evacuation activities and actions they should take</td>
<td></td>
</tr>
<tr>
<td>• Assembly areas for picking up people without private transportation</td>
<td></td>
</tr>
<tr>
<td>• Means of controlling access to the evacuated area</td>
<td></td>
</tr>
<tr>
<td>• Security for the evacuated area</td>
<td></td>
</tr>
<tr>
<td>• Provisions for return of evacuees to their homes</td>
<td></td>
</tr>
</tbody>
</table>

This unit will focus on several of those requirements.

Communication requirements and re-entry will be covered in other units.

### B. Authority for Evacuation

<table>
<thead>
<tr>
<th>Visual 4.5</th>
<th>State Laws</th>
</tr>
</thead>
<tbody>
<tr>
<td>Authority for Evacuation</td>
<td></td>
</tr>
<tr>
<td>State Laws</td>
<td></td>
</tr>
<tr>
<td>• The evacuation annex must identify the scope of authority for undertaking the movement of people from the risk area.</td>
<td></td>
</tr>
</tbody>
</table>

The discussion for this section will be based on the research completed by the instructor, prior to the course, on State-specific evacuation authority.
### DISCUSSION QUESTIONS

#### State Laws

To **answer** the following questions, **refer** to the law that governs evacuation in **your** State.

<table>
<thead>
<tr>
<th>Questions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Who has authority to recommend evacuation?</td>
</tr>
<tr>
<td>Who has authority to order evacuation?</td>
</tr>
<tr>
<td>What conditions differentiate between recommended or mandated evacuation?</td>
</tr>
</tbody>
</table>

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<table>
<thead>
<tr>
<th>Questions</th>
</tr>
</thead>
<tbody>
<tr>
<td>What are the limitations of authority related to recommended and ordered evacuation?</td>
</tr>
<tr>
<td>Are life safety issues addressed differently for children and adults?</td>
</tr>
<tr>
<td>Are life safety issues for at risk populations addressed?</td>
</tr>
</tbody>
</table>

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<table>
<thead>
<tr>
<th>Questions</th>
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</thead>
<tbody>
<tr>
<td>Are issues of financial responsibility for evacuation addressed? (e.g. busses, shelters, mutual aid efforts, overtime)</td>
</tr>
<tr>
<td>Which agencies are responsible for implementing the evacuation?</td>
</tr>
<tr>
<td>Notes</td>
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</tbody>
</table>
| **Visual 4.9** | **Local Jurisdiction Ordinances**<br>This discussion will focus on the local, tribal and territorial ordinances that govern evacuation issues.<br>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? |
| **Visual 4.10** | **Discussion Questions**<br>Local Jurisdiction Ordinances<br>What happens if someone refuses to evacuate? Does your ordinance reflect State laws? When was the last time this local ordinance was updated? |
| **Visual 4.11** | **Discussion Question**<br>Local Jurisdiction Ordinances<br>When was the last time the ordinance was reviewed by agency, city or county counsel for compliance with the most recent State code? |
C. Transportation Requirements

Here are several questions that must be answered by planners.

- What are the evacuation routes?
  - Need special signs and markings
  - Coordinate with the State department of transportation
- Who has the authority to alter normal traffic flow?
- Do people know which routes to take?

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

- 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?
<table>
<thead>
<tr>
<th>Notes</th>
<th>Content</th>
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</thead>
<tbody>
<tr>
<td><strong>Transportation Requirements</strong></td>
<td></td>
</tr>
</tbody>
</table>
- 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? |
| **Visual 4.15** |  
![Image](image1.png) |
| **Transportation Implications** |  
Consider the implications of all eventualities:  
- Rush hour  
- Toll roads/bridges - who is responsible for/authorized to suspend toll taking?  
- Choke points |
| **Visual 4.16** |  
![Image](image2.png) |
| **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 |
| **Visual 4.17** |  
![Image](image3.png) |
### Notes

<table>
<thead>
<tr>
<th>Content</th>
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</thead>
</table>
| **Access and Functional Needs Transportation**  
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. | 

#### Visual 4.18

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

#### Visual 4.19

- 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.
<table>
<thead>
<tr>
<th>Notes</th>
<th>Content</th>
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</thead>
<tbody>
<tr>
<td><strong>Visual 4.20</strong>&lt;br&gt;&lt;br&gt;Access &amp; Functional Needs&lt;br&gt;- Daycare centers – In addition to family reunification plans, infant seats and close supervision will be required.&lt;br&gt;- Jails and prisons – Secure transportation and reception facilities must be arranged.</td>
<td></td>
</tr>
<tr>
<td><strong>Visual 4.21</strong>&lt;br&gt;&lt;br&gt;Access &amp; Functional Needs&lt;br&gt;- 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.&lt;br&gt;- 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.</td>
<td></td>
</tr>
<tr>
<td><strong>Visual 4.22</strong>&lt;br&gt;&lt;br&gt;Access &amp; Functional Needs&lt;br&gt;- What modes of transportation will be used?&lt;br&gt;- What personnel will be assigned to transporting special populations?&lt;br&gt;- What will be the assembly areas for picking up people with disabilities and access and functional needs? A plan for advanced staging of special transportation is recommended.</td>
<td></td>
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<tr>
<td>Notes</td>
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</table>

**Visual 4.23**

Table Group Activity
Transportation Requirements

- Working in groups, discuss questions regarding transportation requirements in your existing evacuation annex or procedure.
- Develop and record answers.

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:**
<table>
<thead>
<tr>
<th>Notes</th>
<th>Content</th>
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</thead>
<tbody>
<tr>
<td><strong>D. SHELTERS AND RECEPTION CENTERS</strong></td>
<td>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.</td>
</tr>
<tr>
<td>Visual 4.24</td>
<td>• 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.</td>
</tr>
<tr>
<td>Visual 4.25</td>
<td>• 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.</td>
</tr>
<tr>
<td>Visual 4.26</td>
<td>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?</td>
</tr>
<tr>
<td>Notes</td>
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</tr>
</tbody>
</table>
| Visual 4.27 | • Do they have the necessary resources?  
• How will the sheltering agencies be activated?  
• Who pays for the time and equipment devoted to the sheltering effort? |
| Visual 4.28 | 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. |
| Visual 4.29 | Table Group Activity  
NOTES: |
### E. 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

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.

#### Visual 4.31

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
<table>
<thead>
<tr>
<th>Notes</th>
<th>Content</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Visual 4.32</strong></td>
<td>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.</td>
</tr>
<tr>
<td><strong>Visual 4.33</strong></td>
<td>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.</td>
</tr>
<tr>
<td><strong>Visual 4.34</strong></td>
<td><strong>Household Pet.</strong> 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.</td>
</tr>
<tr>
<td>Notes</td>
<td>Content</td>
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<tr>
<td><strong>Visual 4.35</strong></td>
<td><strong>Service Animal.</strong> 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.</td>
</tr>
</tbody>
</table>
| **Visual 4.36** | 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. 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 PNP 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. |
### F. PERIMETER CONTROL REQUIREMENTS

**Visual 4.37**

DISCUSSION QUESTION

What are the reasons for security in the evacuated area?

NOTES:

---

**Visual 4.38**

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.
### Visual 4.39

**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."

### Visual 4.40

**Table Group Activity**

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

### G. ACCOUNTABILITY

**Visual 4.41**

**Accountability**

- 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

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
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<th>Notes</th>
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</table>
| **Visual 4.42** | 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. |
| **Visual 4.43** | 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. |
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</table>
| **Visual 4.44** | 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  
- The shelters that evacuated people may be forced to utilize |
| **Visual 4.45** | 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. |
| **Visual 4.46** | Unit Objectives Review  
- Identify the laws that authorize evacuation.  
- Describe transportation requirements for evacuation.  
- Describe shelter and reception center requirements. |
## Visual 4.47

**Unit Objectives Review, Continued**

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

### Content

Unit Five will focus on communicating evacuation and re-entry information to evacuees, the general public, the emergency management community and the media.
# Unit 5: Evacuation Communications

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<tr>
<td><strong>EVACUATION COMMUNICATION</strong>&lt;br&gt;At the conclusion of this unit, participants will be able to do the following:&lt;br&gt;1. Decide what information to convey to the public about evacuation.&lt;br&gt;2. Determine how to communicate evacuation information to the public to ensure that instructions will be understood and followed.&lt;br&gt;3. Determine when to release information about evacuation to the public.&lt;br&gt;4. Determine who is responsible for evacuation communication in their home jurisdiction.&lt;br&gt;This unit will cover the following topics:&lt;br&gt;• Community education about evacuation before any event&lt;br&gt;• Communicating evacuation information to the public when evacuation is recommended or ordered&lt;br&gt;• Communicating information to the public during the evacuation&lt;br&gt;• Communicating evacuation information to special populations, transients and tourists&lt;br&gt;</td>
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<tr>
<td><strong>REFERENCES</strong>&lt;br&gt;The following sources will provide information used in this unit:&lt;br&gt;• <a href="http://www.ready.gov">www.ready.gov</a> Basic Disaster Supply kit: <a href="http://www.ready.gov/basic-disaster-supplies-kit">http://www.ready.gov/basic-disaster-supplies-kit</a>&lt;br&gt;</td>
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<tr>
<td>A suggested schedule for this unit follows:&lt;br&gt;A. Introduction 10 Minutes&lt;br&gt;B. Educating the Community About Evacuation 10 Minutes&lt;br&gt;C. Communicating Evacuation Readiness Information 10 Minutes&lt;br&gt;D. Communicating the Evacuation Order 30 Minutes&lt;br&gt;<strong>TOTAL TIME</strong> 1.0 Hour</td>
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</table>
### A. Introduction

**Visual 5.1**

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

**Objectives**
At the conclusion of this unit, participants will be able to do the following:
- Decide what information to convey to the public about evacuation.
- Determine how to communicate evacuation information to the public to ensure that instructions will be understood and followed.

**Visual 5.2**

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

**Objectives**
At the conclusion of this unit, participants will be able to do the following:
- Determine when to release information about evacuation to the public.
- Determine who is responsible for evacuation communication in their home jurisdiction.

### B. Educating the Community about Evacuation

**Visual 5.3**

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

**When an emergency occurs, usually there is no time for educating the community about the jurisdiction’s emergency plans, only for warning and emergency public information.**

In communities where information has been disseminated and reinforced to risk-area residents and businesses prior to any emergency, the population will be better prepared to respond to evacuation instructions.

Education before an emergency partially addresses the potential evacuees’ concern about the reliability and credibility of information.
### Visual 5.4

What kind of information will be helpful for risk-area residents and workers to receive prior to any emergency?

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

### Visual 5.5

What kind of information will be helpful for risk-area residents and workers to receive prior to any emergency?

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

Note that these items will all be covered in the evacuation plan/annex.

Public information materials should be consistent with procedures described in the plan or annex.

### Discussion Question

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

**Visual 5.7**

**Methods of Communication**
- Television feature or news
- Newspaper insert
- Radio spots
- Direct mailing
- Display at public buildings and in libraries
- Phonebook insert
- Utility bill inserts
- School handouts to students

### Content

How can this information be presented so that residents and workers will read or listen and recall when needed?

- Television feature or news
- Newspaper insert
- Radio spots
- Direct mailing
- Display at public buildings and in libraries
- Phonebook inserts
- Utility bill (water, electric, natural gas) inserts
- School handouts to students

### C. Communicating Evacuation Readiness Information

**Visual 5.8**

**Communicating Evacuation Readiness Information**
- Build credibility
- Encourage preparedness
- Provide a hotline, e-mail address, or other source of information

Impending Storm

A violent storm has formed and may affect your jurisdiction in the next few days.

The news and weather channels are reporting on the storm’s progress.

If the storm hits your area, at its current force, it will cause heavy damage.

- Casualties are possible in this scenario if people are not evacuated.

If the storm changes course, it will not cause much damage in your area.
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| **Visual 5.9** | **DISCUSSION QUESTION**
Keeping in mind the factors that determine whether people will understand and follow evacuation instructions, what kind of evacuation information should be communicated at this time? |
| **NOTES:** | |

| **Visual 5.10** | **Tourists**
This is also a good time to check in with previously identified owners of resorts, hotels and motels.
- Be sure that they have established a method for warning and communicating evacuation information to guests. |
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| **Visual 5.11** | • Tourists and other travelers are not as likely to be watching TV news or listening to local radio broadcasts and may have to be notified individually.  
• Resorts, hotels and motels will lose revenue if guests evacuate and managers may have a tendency to “downplay” the possible risk. |

| D. Communicating the Evacuation Order | Communicating the evacuation warning officially begins the movement of risk-area population to a safer area.  
As we discussed earlier, people almost always discuss the decision to evacuate with family members, neighbors, and people they expect to be knowledgeable (e.g., lodging staff).  
• The evacuation warning and information must be consistent from all sources so that people will not find discrepancies when they compare notes.  
• Multiple consistent messages will get people to take action sooner. |

| **Visual 5.12** | **Select a credible source to deliver the message.**  
Credible local officials personally issuing the warning message using mass media have more impact than a reporter or “crawl lines” on the TV screen. |

| **Visual 5.13** | **Factors Affecting Response to Evacuation Warnings**  
• Credibility of the person issuing information  
• Consistency of messages and information  
• Warning content- is the risk conveyed?  
• Adequacy of the Information for taking action  
• Ability to confirm the message  
• Response to risk |
### Visual 5.14

**Effective Evacuation Warnings**

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

**Select a credible source to deliver the message.**

- Emergency personnel with previous experience and public exposure in an evacuation operation will also have credibility.
- If the public doubts the source, they will ignore the warning.

### Visual 5.15

The decision on who to deliver the evacuation message through the media must be made before an event is pending. That fact reinforces the necessity for regular coordination with the local media.

### Visual 5.16

**Effective Evacuation Warnings**

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

**Write and present a clear message.**

- People looking for reasons not to leave will find them in ambiguous messages.
- Be specific about areas that will be affected as well as the risks that are posed.
<table>
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| Visual 5.17 | - Describe possible hazard impacts including any plans by utility authorities to turn off electricity, water, and/or gas in the evacuation area.  
- Describe evacuation routes and any traffic pattern changes. |
| Visual 5.18 | - Tell where people can go and how to get there if they do not have private transportation.  
- Provide lists of personal belongings to take in the evacuation.  
- Describe arrangements for reuniting family members that become separated during the evacuation. |

**NOTES:**
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| **Visual 5.19** | **Keep the message consistent.**  
- Local media should repeat the same evacuation message and information.  
- Inconsistent messages neutralize the public’s perception of threat. |
| **Visual 5.20** | **Present a precise message.**  
- Confusing statements about the location, timing and/or magnitude of the event will decrease the perception of the threat. |
| **Visual 5.21** | **Repeat the message.**  
- If the media repeats the same message multiple times, people will be stirred to action. |
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| **Visual 5.22** | **Provide sources for confirming the evacuation warning.**  
- People will try to obtain confirmation of warnings from different sources before evacuating.  
- A hot line or other point of contact will be useful, but may become overwhelmed if unprepared for heavy call volume. |
| **Visual 5.23** | **Delivering the Message**  
The best method for delivering the evacuation warning message will vary with several factors:  
- Type of hazard  
- Amount of warning time (remember to allow ample time to evacuate before weather conditions restrict evacuation methods).  
- Size and demographics of the at-risk population  
- Capabilities of the local, tribal or territorial authorities. |
| **Visual 5.24** | Evacuation warnings should not depend on any one method of communication.  
- Neither cable nor broadcast television may be a reliable mode of communication with the public during a hurricane.  
- The VHF and cable stations in the impact areas may be out of service hours before the eye of the storm arrives. |
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| **Visual 5.25** | • Most residents were without power to operate televisions anyway.  
• Most of the radio and television stations in the Emergency Alert System were damaged or lost power and were unable to transmit for several days. |
| **Visual 5.26** | Other methods for delivery of the warning message include:  
• Door-to-door notification by emergency responders  
• Travel through neighborhoods using public address systems |
| **Visual 5.27** | It is important that all methods for delivering the evacuation warning message converge at approximately the same time, providing the same clear, consistent message. |
## Visual 5.28
Communicating with Divergent Populations
Unit Two focused on the identification of risk areas and risk area populations as part of the evacuation and re-entry planning process.

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

## DISCUSSION QUESTION
Recalling our conversation in Unit Two, what populations may require special communication efforts during the evacuation warning?

NOTES:

## Visual 5.30
What types of special communication activity may be needed?
- Door-to-door notification
- Depending upon the warning time available, written communications to hotel or resort guests
### Visual 5.31

**Communicating with Diverse Populations**

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

### Visual 5.32

**Communicating with Diverse Populations**

- What types of special communication activity may be needed?
  - Announcements in several different languages, as appropriate to the community

If the community is multi-lingual, evacuation planners have to determine the languages in which emergency information will be issued.

- Contact Social Services agencies.
- Review census data.
- Contact churches and other outreach groups that are involved with non-English-speaking populations

### Visual 5.33

**Unit Summary**

Evacuation planners should work closely with Warning and Public Information staff on the development of the evacuation annex or plan.

Evacuation warning messages must be credible, consistent, and frequent to be effective in moving people to action.
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</table>
| Visual 5.34 | **What can you do in your jurisdiction to ensure that evacuation warning messages are effective?**  

**Select a credible source to deliver the message.**  
- Credible local officials personally issuing the warning message using mass media have more impact than a reporter or “crawl lines” on the TV screen.  
- Emergency personnel with previous experience and public exposure in an evacuation operation will also have credibility  
- If the public doubts the source, they will ignore the warning. |
| Visual 5.35 | **What can you do in your jurisdiction to ensure that evacuation warning messages are effective?**  

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

The decision on who to deliver the evacuation message through the media must be made before an event is pending. That fact reinforces the necessity for regular coordination with the local media. |
| Visual 5.36 | **And:**  

- Repeat the message often.  
- Isolate the message from routine information. |
Unit 6: Re-entry

Notes

Visual 6.0

Re-Entry

Based upon the amount of attention devoted to re-entry operations in emergency planning guidance, one might get the impression that it is unimportant.

The lack of guidance may reflect the fact that in some respects re-entry is a component of recovery operations and not relevant to the emergency phase of a disaster or emergency operation.

However without careful control over re-entry, new emergencies may occur when residents wish to return to their homes and owners to their businesses.

This unit will serve as a forum for discussion about the “what-ifs” of re-entry.

This unit will cover the following topics:

- Identifying residents of the evacuated area
- Transportation back into the evacuated area
- Maintaining order during re-entry

A suggested schedule for this unit follows:

A. Re-Entry Considerations 30 Minutes

B. Re-Entry Issues 30 Minutes

TOTAL TIME 1.0 Hour

Objectives

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

1. List factors that affect re-entry into the evacuated area.
2. Develop a plan for evacuees to return home.
Visual 6.2

**Authority for Re-Entry**

**DISCUSSION QUESTION**

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

- The emergency management statutes in your State should address this question.

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

**DISCUSSION QUESTION**

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

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| **Visual 6.3** | Legal Issues  
Negligence is the principle type of liability that faces local, tribal or territorial governments when conducting re-entry operations.  
Because re-entry is not often mentioned specifically in state local, tribal or territorial statutes, the general responsibility of government agencies and personnel is to protect from danger persons entering the impacted area.  
- In other words, the Re-Entry Plan and operation must minimize the danger and properly warn those who may be entering potentially unsafe areas. |
| **Visual 6.4** | Re-Entry Operations  
After the damage information is collected and the decision is made to activate the Re-Entry Plan, emergency managers and other community officials will determine what resources are needed and available to devote to the re-entry operation. |
| **Visual 6.5** | Re-entry Operations  
- Initially some resources may have to be devoted to more detailed damage assessment.  
- Some cleanup and repairs may have to be made before it is even possible for residents and business owners to get to their property.  
- Adequate numbers of emergency response personnel, vehicles and equipment must be available to respond to accidents. |
### Visual 6.6

<table>
<thead>
<tr>
<th>Re-entry Operations</th>
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<tbody>
<tr>
<td>• Traffic control may require substantial manpower resources if transportation routes are damaged and/or detoured.</td>
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<td>• Ongoing security of the evacuated area will require additional law enforcement resources.</td>
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### Visual 6.7

<table>
<thead>
<tr>
<th>Re-entry Operations</th>
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<td>Each evacuation will create a different set of re-entry requirements.</td>
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<tr>
<td>• A successful Re-Entry Plan must be flexible enough to take into account post-disaster conditions, size and population of the evacuated area, and availability of resources.</td>
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### Visual 6.8

<table>
<thead>
<tr>
<th>Phased Re-entry</th>
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<tr>
<td>• Many communities have adopted a tiered approach to re-entry.</td>
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<td>• Tiered approach usually involves 2 or 3 levels or phases of access.</td>
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<tr>
<td>• Three level/phase approach is most common.</td>
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In some cases where a community only uses two levels/phases the third phase is considered open access to everyone.
### Phased Re-entry

#### Level 1 (Closed)

This level allows for the re-entry of agencies and groups that play key roles in restoring normal operations after a disaster. They include the following:

- Search and Rescue Agents
- Infrastructure and Utilities Repair Personnel: County and municipal agencies must be permitted immediate access to evaluate essential services such as water, lighting, and communications are restored and infrastructure is intact.
- Official Damage Assessment Teams: may include FEMA, state, local, and tribal officials.
- Other personnel at the discretion of the EOC or municipality.

#### Level 2 (Limited)

This level allows for the re-entry of other critical groups, residents and businesses. Entry is based on the determination of the EOC or municipality and public safety personnel. These groups include the following:

- Relief Workers: will be needed to provide food and other supplies for people in impacted areas who did not evacuate.
- Healthcare Agencies: hospitals, nursing homes, assisted living facilities, and dialysis centers.
- Insurance Agents.
- Residents and business operators. Municipal officials will make the decision and permit residents and business operators to return to impacted areas based on an overall evaluation of the situation. Residents and business operators will be allowed to reenter their communities when the governing jurisdictions, in consultation with the EOC, agree that the following factors are resolved:
  - Access: major routes are intact and passable.
  - Public Health: threats have been minimized.
  - Rescue: all search and rescue operations have been completed.
  - Public Safety: threats have been minimized.
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| **Visual 6.9**  
(Continued) | **Level 3 (Open)**  
This level allows for re-entry of those wishing to gain access with limited restriction. Within the area affected, certain streets or locations may still be “Closed”. There may be additional law enforcement patrols or other activities to protect life and property.  
- Contractors and other repair service providers will be allowed access at this time.  
- Friends, extended family, etc. |
| **Visual 6.10**  
Table Group Activity | **Table Group Activity**  
Using the Three Level Re-entry categories listed in the previous slide, identify the corresponding municipal department/agency that will be involved in a Re-entry Plan.  

**NOTES:** |
| **Visual 6.11**  
Re-Entry Procedures | **Re-Entry Procedures**  
The following are some actions intended to make the re-entry operation safer and more efficient.  
- If full-scale re-entry is impossible, schedule additional phases of re-entry so that residents or owners of businesses in particular areas are allowed in at specified times for a fixed number of hours.  

Establish identification procedures such as requiring driver’s license or company identification. Decide what will be admitted as back-up, such as utility bills, deeds, property tax documents and car registration. |
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| **Visual 6.12** | • Issue passes at locations other than checkpoints (such as shelters) to reduce bottlenecks at control points.  
• Set up area to verify credentials for people with questionable identification.  
• Officials will have to make a decision if curfews are necessary for the Re-entry process. |
| **Visual 6.13** | • Set up roadblocks, as necessary, to prevent mass entry of the population into impacted areas and keep rescue routes cleared.  
• Have emergency response personnel and equipment in the re-entered area ready and able to respond even when utilities may not be available. |
| **Visual 6.14** | Responsibilities  
Keep in mind that re-entry operations require coordination with various organizations and agencies.  
• A successful Re-Entry Plan depends upon prior assignment of responsibility and coordination. |
| **Visual 6.15** | • Activate the Re-Entry Plan.  
• Communicate with municipalities and the State EOC on all re-entry issues.  
• Organize damage assessment teams.  
• Coordinate all other agencies.  
• Deactivate the Re-Entry Plan. |
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| **Visual 6.16** | • Establish and monitor checkpoints and set up roadblocks in unincorporated areas of the County, as specified by County DEM and County Public Works.  
• Provide security.  
• Enforce curfews within unincorporated areas, if required.  
• Monitor road conditions and report traffic flows and counts.  
• Provide mutual aid to municipal law enforcement through County EOC. |
| **Visual 6.17** | **Municipal Law Enforcement Agencies**  
• Establish and monitor checkpoints and set up roadblocks in their jurisdictions.  
• Provide security within their jurisdictions.  
• Enforce curfews, if required, in their jurisdictions.  
• Conduct aerial surveys of the impacted areas of the County.  
• Provide signage for re-entry, if needed. |
| **Visual 6.18** | **State Police / Highway Patrol**  
• Monitor traffic conditions on interstate highways and State highways and report to County EOC.  

**County Fire-Rescue Department**  
• Conduct search and rescue in impacted areas of unincorporated Palm Beach County. |
Once the Re-Entry Plan has been activated, develop and carry out a public information strategy to communicate the details of the re-entry operation to the evacuees.

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

Ensure that the Public is notified once the re-entry begins.
- **Identification requirements**
- **Safety considerations, such as how to obtain emergency assistance**
- **Instructions on permissible re-entry area activities (if restrictions are in place)**

In addition, provide any other information that will be helpful to evacuees returning home
- **Avoid loose or dangling power lines and report them immediately to the power company.**
- **Enter your home with caution.**
- **Beware of snakes, insects, and animals driven to higher ground by floodwater.**
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| **Visual 6.22** | • Open windows and doors to ventilate and dry your home.  
• Check refrigerated foods for spoilage.  
• Take pictures of the damage, both to the house and its contents, for insurance claims. |
| **Visual 6.23** | **DISCUSSION QUESTION**  
What other ideas do you have for planning and implementing a safe and efficient re-entry operation? |
| **B. Re-entry Issues** | There are many possibilities for unforeseen events to occur in a re-entry operation.  
In this session we will try to imagine what problems could arise and develop strategies for dealing with them.  
**TABLE GROUP ACTIVITY**  
Each table group will be assigned one or more possible re-entry issue to discuss.  
Develop a group strategy for solving each problem or addressing the concern.  
Be prepared to present the solutions to the class.  
Randomly assign each table group one or more issue.  
Allow 10-15 minutes for discussion, depending upon the number of issues assigned to each group.  
Facilitate group reporting and follow-up group discussion. |
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<tr>
<th>Notes</th>
<th>Content</th>
</tr>
</thead>
</table>
| **Visual 6.25** | **Issues:**  
- Serious traffic jam  
- Injuries in the evacuated area and no operational hospital in the jurisdiction  
- Sightseers  
- Looting concerns  
- Residents in areas not yet authorized for re-entry |
| **Visual 6.26** |  
- Hysterical residents seeing damaged and destroyed homes  
- Contaminated water  
- Alligators in sewer  
- Discovery of bodies in damaged structures  
- Snakes in houses  
- Pets without owners |
| **Visual 6.27** | **DISCUSSION QUESTIONS**  
- Do you know of any other issues or concerns that have affected re-entry operations?  
- How would you solve the problem? |
<table>
<thead>
<tr>
<th>Notes</th>
<th>Content</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Visual 6.28</strong>&lt;br&gt;Unit Summary&lt;br&gt;Re-entry Items in Evacuation Annex&lt;br&gt;• Assess the damages and hazards.&lt;br&gt;• Decide on full-scale or phased re-entry.&lt;br&gt;• Establish a re-entry schedule.&lt;br&gt;• Establish a method for identifying authorized vehicles and individuals.&lt;br&gt;• Establish control points.&lt;br&gt;</td>
<td>Unit Summary&lt;br&gt;While re-entry is not frequently mentioned in planning guidance, it is a very important part of the disaster operation.&lt;br&gt;The details of the Re-Entry Plan cannot be developed until the evacuation has been accomplished.&lt;br&gt;However the evacuation annex to the emergency operations plan can outline the items that must be included&lt;br&gt;• Assess the damages and hazards.&lt;br&gt;• Decide on full-scale or phased re-entry.&lt;br&gt;• Establish a re-entry schedule.&lt;br&gt;• Establish a method for identifying authorized vehicles and individuals.&lt;br&gt;• Establish control points.&lt;br&gt;</td>
</tr>
<tr>
<td><strong>Visual 6.29</strong>&lt;br&gt;Unit Summary&lt;br&gt;Re-entry Items in Evacuation Annex&lt;br&gt;• Arrange public transportation, if needed.&lt;br&gt;• Provide emergency response personnel and equipment in the re-entered area.&lt;br&gt;• Plan and carry out a public information strategy.&lt;br&gt;• Control traffic.&lt;br&gt;• Provide security.</td>
<td>• Arrange public transportation, if needed.&lt;br&gt;• Provide emergency response personnel and equipment in the re-entered area.&lt;br&gt;• Plan and carry out a public information strategy.&lt;br&gt;• Control traffic.&lt;br&gt;• Provide security.</td>
</tr>
</tbody>
</table>
Unit 7: Course Conclusion

<table>
<thead>
<tr>
<th>Notes</th>
<th>Content</th>
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</thead>
</table>
| Visual 7.0 | At the conclusion of this unit, participants will be able to do the following:  
1. Develop an action plan for designing, developing, testing and implementing an evacuation and re-entry annex.  
2. Assess individual fulfillment of course objectives.  

This unit will cover the following topics:  
• Review of evacuation and re-entry planning checklist  
• Course Review Activity  

A suggested schedule for this unit follows:  
B. Action Planning Checklist 15 Minutes  
C. Course Review Activity 35 Minutes  
D. Course Conclusion 10 Minutes  
TOTAL TIME 1.0 Hour |

Visual 7.1

Unit Objectives  
Unit Seven has two objectives. When you complete it you should be able to do the following:  
• Develop an action plan for designing, developing, testing and implementing an evacuation and re-entry annex.  
• Assess individual fulfillment of course objectives.  

Developing an Action Plan  
Although you have put excellent effort into this class, the real work begins when you return to the office and attempt to update or begin development of an evacuation plan or annex.
<table>
<thead>
<tr>
<th>Notes</th>
<th>Content</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Visual 7.2</strong></td>
<td>Situation and Assumptions&lt;br&gt;The Situation and Assumptions section identifies:&lt;br&gt;• Emergency conditions that could occur that would require evacuation&lt;br&gt;• Areas at risk for probable evacuation&lt;br&gt;• Population groups requiring special assistance during evacuation/re-entry</td>
</tr>
<tr>
<td><strong>Visual 7.3</strong></td>
<td>Assumptions on which evacuation/re-entry planning is based&lt;br&gt;Site-specific evacuation plans and/or maps (as attachments), such as those described in SARA Title III</td>
</tr>
<tr>
<td><strong>Visual 7.4</strong></td>
<td>The assumptions will:&lt;br&gt;• Establish the parameters under which evacuation/re-entry planning takes place&lt;br&gt;• Focus on probable operational situations during the disaster&lt;br&gt;• Consider unknown issues that will develop</td>
</tr>
</tbody>
</table>
### Visual 7.5

**Concept of Operations**

The characteristics of a hazard –

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

These factors will determine the scope of evacuation –

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

### Visual 7.6

The Concept of Operations section includes:

- Scope of authority for ordering or recommending evacuation
- Provisions for evacuating people with disabilities and access and functional needs
- Means of maintaining communication to the public on evacuation issues
- Evacuation routes and options

### Visual 7.7

- Transportation options available to people for evacuation/re-entry
- Assembly points
- Procedures to control flow of the evacuation/re-entry movements
- Security of and access to the evacuated area
<table>
<thead>
<tr>
<th>Notes</th>
<th>Content</th>
</tr>
</thead>
</table>
| Visual 7.8 | • Re-entry policies and procedures  
• Coordination with neighboring jurisdictions on evacuation and reception and care of evacuees |
| Visual 7.9 | Organization and Assignment of Responsibilities  
This section specifically assigns evacuation/re-entry responsibilities. The assignments are made to agencies and titles. |
| Visual 7.10 | Administration and Logistics  
• The Administration and Logistics section addresses the administrative and general support requirements for the evacuation/re-entry functions. |
<table>
<thead>
<tr>
<th>Notes</th>
<th>Content</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Visual 7.11</strong></td>
<td>This section identifies who is responsible for coordinating the revision of the Evacuation Annex for the jurisdiction, including keeping the attachments current.</td>
</tr>
</tbody>
</table>
| **Visual 7.12** | • Develop a list of planning tasks you are responsible for.  
• Also develop a list of planning tasks you are not responsible for, and the people who are. Coordinate with those people as soon as possible so that you do not lose the ideas and motivation obtained in this training. |
| **Visual 7.13** | Unit Objectives  
Review the Unit Seven objectives.  
• Develop an action plan for designing, developing, testing and implementing an evacuation and re-entry annex.  
• Assess individual fulfillment of course objectives. |
<table>
<thead>
<tr>
<th>Notes</th>
<th>Content</th>
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</thead>
<tbody>
<tr>
<td><strong>Visual 7.14</strong>&lt;br&gt;Course Review&lt;br&gt;- Post Course Test consists of a series of multiple-choice questions&lt;br&gt;- Solve evacuation and re-entry problems based on knowledge gained in this course&lt;br&gt;- Be prepared to discuss the solutions.</td>
<td><strong>INDIVIDUAL ACTIVITY</strong>&lt;br&gt;The course review activity consists of a series of multiple-choice questions.&lt;br&gt;&lt;br&gt;The questions do not require you to repeat course teaching points, but rather to solve evacuation and re-entry problems based on knowledge gained in this course.&lt;br&gt;&lt;br&gt;When everyone is finished we will discuss the answers to the review questions.</td>
</tr>
</tbody>
</table>
# Appendix A: Evacuation and Re-Entry Planning Tool Kit

## EVACUATION AND RE-ENTRY PLANNING TOOL

**Instructions:** This checklist includes planning considerations for the evacuation and re-entry functions. Use it as a guide for preparing or revising your jurisdiction’s Evacuation Annex. In the sections marked Actions Required, note any items you must revise or complete.

**Purpose:** To describe how to ensure the safe and orderly evacuation and re-entry of people threatened by hazards faced by this jurisdiction.

### SITUATION AND ASSUMPTIONS

- Emergency conditions that could occur and that would require evacuation
- Areas that are prone to disasters
- Probable evacuation areas
- Assumptions upon which evacuation/re-entry planning was done. Examples of these assumptions:
  - Sufficient warning time will be available to evacuate.
  - Spontaneous evacuation will occur
  - Some people will refuse to evacuate regardless of the threat
  - Some owners of companion animals will refuse to evacuate unless arrangements have been made for their pets
  - Less than half of the population at risk will need sheltering
  - Where available, State support will be provided

**Actions Required:**

**Assigned To:**

**Coordinated With:**
### EVACUATION AND RE-ENTRY PLANNING TOOL

**CONCEPT OF OPERATIONS**

- Characteristics of the hazard
- Areas potentially subject to evacuation
- Provisions for carrying out a complete or partial evacuation
- Population groups requiring special assistance during evacuation/re-entry, and provisions for helping them
- Evacuation options, routes and destinations
- Available modes of transport for evacuees
- Assembly areas for picking up people without transportation
- Provisions for controlling access to evacuated areas
- Security provisions
- Provisions for keeping evacuees informed on evacuation/re-entry activities
- Arrangements for damage assessment of evacuation area
- Arrangements for returning evacuees to their homes
- Arrangements with neighboring jurisdictions for facilitating evacuation/re-entry

**Actions Required:**

**Assigned To:**

**Coordinated With:**
## EVACUATION AND RE-ENTRY PLANNING TOOL

### ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITY

**Chief Elected Official/Chief Appointed Official (CEO/CAO)**

- Notifies Evacuation Coordinator to report to the EOC
- Issues policy statements on evacuation/re-entry compliance
- Issues evacuation/re-entry instructions or an evacuation order when appropriate

**Actions Required:**

**Assigned To:**

**Coordinated With:**

**Emergency Program Manager**

- Makes recommendation to the CEO/CAO on the appropriate evacuation/re-entry option to implement
- Ensures that functional coordinators are clear on location of mass care facilities outside the risk area
- Coordinates with and assists the Animal Control and Care agency in identification of facilities to house evacuated animals
- Makes provision to protect and secure facilities and equipment not taken out of area to be evacuated
- Relocate organizational equipment and supplies that will be moved from the evacuation area
- Relocates organizational equipment and supplies back into evacuated area after event if appropriate

**Actions Required:**

**Assigned To:**

**Coordinated With:**
<table>
<thead>
<tr>
<th>EVACUATION AND RE-ENTRY PLANNING TOOL</th>
</tr>
</thead>
<tbody>
<tr>
<td>Evacuation Coordinator (If Applicable)</td>
</tr>
<tr>
<td>- Review information on the emergency and recommend evacuation/re-entry options to implement</td>
</tr>
<tr>
<td>- Determine any areas where Incident Commander may have already evacuated</td>
</tr>
<tr>
<td>- Identify assembly points for people without own transportation</td>
</tr>
<tr>
<td>- Assign responsibility for evacuation of people without transportation</td>
</tr>
<tr>
<td>- Identify evacuation/re-entry routes</td>
</tr>
<tr>
<td>- Estimate traffic capacity of each route</td>
</tr>
<tr>
<td>- Select evacuation routes from risk area to designated mass care facilities</td>
</tr>
<tr>
<td>- Examines access to evacuation routes from feeder streets</td>
</tr>
<tr>
<td>- Prepares the evacuation movement control plan</td>
</tr>
<tr>
<td>- Prepares the re-entry movement control plan</td>
</tr>
<tr>
<td>- Coordinates with law enforcement officials</td>
</tr>
<tr>
<td>- Assists the Animal Control and Care agency in efforts to evacuate animals at risk</td>
</tr>
<tr>
<td>- Makes provision to protect and secure facilities and equipment not taken out of area to be evacuated</td>
</tr>
<tr>
<td>- Relocate organizational equipment and supplies that will be moved from the evacuation area</td>
</tr>
<tr>
<td>- Relocates organizational equipment and supplies back into evacuated area after event if appropriate</td>
</tr>
</tbody>
</table>

**Actions Required:**

**Assigned To:**

**Coordinated With:**
### Law Enforcement Coordinator

- Provides traffic control during evacuation/re-entry operations
  - Route assignment and departure scheduling
  - Road capacity expansion
  - Entry control for outbound routes
  - Perimeter control for inbound routes
  - Traffic flow, including dealing with breakdowns
  - Establishment of rest areas
- Secures, protects, and houses prisoners that must be evacuated
- Assists in the evacuation notification in the risk area as necessary
- Protects property in the evacuated area
-Limits access to the evacuated area
- Coordinates with the Evacuation Coordinator
- Makes provision to protect and secure facilities and equipment not taken out of area to be evacuated
- Relocate organizational equipment and supplies that will be moved from the evacuation area
- Relocate organizational equipment and supplies back into evacuated area after event if appropriate

### Actions Required:

### Assigned To:

### Coordinated With:
## EVACUATION AND RE-ENTRY PLANNING TOOL

<table>
<thead>
<tr>
<th>Role</th>
<th>Responsibilities</th>
</tr>
</thead>
</table>
| **Public Works Coordinator**  | - Verifies structural safety of routes  
- Provides barricades to assist with direction of traffic flow  
- Provides debris removal on evacuation/re-entry routes, if needed  
- Coordinates with Evacuation Coordinator  
- Makes provision to protect and secure facilities and equipment not taken out of area to be evacuated  
- Relocate organizational equipment and supplies that will be moved from the evacuation area  
- Relocates organizational equipment and supplies back into evacuated area after event if appropriate                                                                                                                                                                                                                   |

**Actions Required:**

**Assigned To:**

**Coordinated With:**

<table>
<thead>
<tr>
<th>Role</th>
<th>Responsibilities</th>
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</thead>
</table>
| **Mass Care Coordinator**     | - Activates staff and opens mass care facilities outside the evacuation area when directed to do so by appropriate authority. (See Mass Care Annex of local EOP for more details.)  
- Makes provision to protect and secure facilities and equipment not taken out of area to be evacuated  
- Relocate organizational equipment and supplies that will be moved from the evacuation area  
- Relocates organizational equipment and supplies back into evacuated area after event if appropriate                                                                                                                                                                                                                                                                 |

**Actions Required:**

**Assigned To:**

**Coordinated With:**
## Public Information Officer

- Disseminates instructional materials and information to evacuees
  - Identification of specific area to be evacuated/re-entered
  - Evacuation and re-entry routes, including maps
  - Lists of items evacuees should take with them
  - Departure times and deadlines
  - Assembly and pick-up points for people needing transportation assistance
  - Location of reception and care facilities

- Keeps evacuees and general public informed on evacuation/re-entry activities and specific actions they should take

- Disseminates information on appropriate actions to protect and care for companion and farm animals that are to be evacuated or left behind

- Makes provision to protect and secure facilities and equipment not taken out of area to be evacuated

- Relocate organizational equipment and supplies that will be moved from the evacuation area

- Relocates organizational equipment and supplies back into evacuated area after event if appropriate

### Actions Required:

### Assigned To:

### Coordinated With:
## Health and Medical Coordinator

- Coordinates with hospitals, nursing homes, and other health care facilities
  - Identifies facilities and number of patients
- Obtains contact names and meets with contacts to discuss planning efforts that will achieve the following:
  - Ensures transport and medical care are provided for the patients being evacuated
  - Ensures continued medical care is provided for patients who cannot be moved
  - Makes provision to protect and secure facilities and equipment not taken out of area to be evacuated
  - Relocate organizational equipment and supplies that will be moved from the evacuation area
  - Relocates organizational equipment and supplies back into evacuated area after event if appropriate

### Actions Required:

### Assigned To:

### Coordinated With:
Appendix A
Evacuation and Re-entry Planning Tool Kit

<table>
<thead>
<tr>
<th>EVACUATION AND RE-ENTRY PLANNING TOOL</th>
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</thead>
<tbody>
<tr>
<td><strong>School District/Superintendent</strong></td>
</tr>
<tr>
<td>• Evacuates students from school buildings when the situation warrants</td>
</tr>
<tr>
<td>• Closes school facilities and releases students from school when directed to do so by appropriate authority</td>
</tr>
<tr>
<td>• Coordinates with Department of Education (State) on interruption of academic calendar</td>
</tr>
<tr>
<td>• Coordinates, where appropriate, the use of school buses/drivers to support the overall evacuation/re-entry effort</td>
</tr>
<tr>
<td>• Makes provision to protect and secure facilities and equipment not taken out of area to be evacuated</td>
</tr>
<tr>
<td>• Relocates organizational equipment and supplies that will be moved from the evacuation area</td>
</tr>
<tr>
<td>• Relocates organizational equipment and supplies back into evacuated area after event if appropriate</td>
</tr>
</tbody>
</table>

**Actions Required:**

**Assigned To:**

**Coordinated With:**

<table>
<thead>
<tr>
<th><strong>Administration and Logistics</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>• Records and reports associated with tracking the status of evacuation/re-entry events</td>
</tr>
<tr>
<td>• Maps depicting routes designated as primary and alternate evacuation routes</td>
</tr>
<tr>
<td>• Provisions for moving essential supplies and equipment from the evacuation area (e.g., medical and sanitation supplies, food, water, communication systems, emergency power generators, fuel, emergency and support vehicles.)</td>
</tr>
<tr>
<td>• Mutual aid agreements with neighboring jurisdictions for support to the evacuation/re-entry effort.</td>
</tr>
</tbody>
</table>

**Actions Required:**

**Assigned To:**

**Coordinated With:**
Animal Control & Care Agency

- Makes an estimate of the number of animals that may need to be evacuated from the high risk area
- Coordinates with the Evacuation Coordinator to arrange travel routes and schedules for:
  - Farm animals
  - Laboratory animals
  - Animals in kennels, pet stores, animal shelter or veterinary hospitals
  - Animals in zoos
- Mobilizes specialized vehicles and personnel that may be needed to evacuate animals
- Implements animal evacuation
- As appropriate, dispatches animal search and rescue teams
- Makes provision to protect and secure facilities and equipment not taken out of area to be evacuated
- Relocates organizational equipment and supplies that will be moved from the evacuation area
- Relocates organizational equipment and supplies back into evacuated area after event if appropriate

Actions Required:

Assigned To:

Coordinated With:
## Annex Development and Maintenance

Who is responsible for:

- Coordinating the revision of the Evacuation Annex
- Keeping its hazard specific appendices current
- Ensuring that implementing instructions are developed

### Actions Required:

### Assigned To:

### Coordinated With:

## Authorities and References

Authorities for the evacuation/re-entry function

- State
- Local, Tribal or Territorial
- Pertinent References

### Actions Required:

### Assigned To:

### Coordinated With:
## Exercising the Annex

- Who is responsible for:
  - Planning evacuation/re-entry exercises
  - Developing evacuation/re-entry exercises
  - Ensuring evacuation/re-entry exercises are conducted and critiqued

### Actions Required:

### Assigned To:

### Coordinated With:
Appendix B: Post Course Test/Answer Sheet

Circle the best answer.

1. a  b  c
2. a  b  c
3. a  b  c
4. a  b  c
5. a  b  c
6. a  b  c
7. a  b  c
8. a  b  c
9. a  b  c
10. a  b  c
11. a  b  c
12. a  b  c
13. a  b  c
14. a  b  c
15. a  b  c
16. a  b  c
17. a  b  c
18. a  b  c
19. a  b  c
20. a  b  c
21. a  b  c
22. a  b  c
23. a  b  c
24. a  b  c