

INCIDENT ANNEX 4
EVACUATION AND MOVEMENT

ICS FUNCTION: Operations

LEAD: Department of Emergency Management (DEM)

SUPPORTING: Sheriff (ICSO)

Public Health Department

Public Works (PW)

Island Transit

American Red Cross (ARC)-Island County Chapter

Island County School Districts, Transportation Sections

Commercial Airport Shuttle Services

Washington State Ferries (WSF)

Washington State Patrol (WSP)

Washington State Department of Transportation (WSDOT)

Church and Charitable Organizations

I. INTRODUCTION

A. Purpose

To provide guidelines to Island County government and other county jurisdictions, businesses and first responders for conducting evacuations of impacted areas and communities. Evacuations may result from naturally occurring events such as flooding, landslides, earthquakes, and wildland fires. They may also be caused by public health events, hazardous material releases, terrorism, or law enforcement incidents. Protection of the population by sheltering in place and the traditional movement of people are also to be considered.

B. Scope

The scope of this plan includes a focus on transportation activities and evacuation planning for the unincorporated county. Other county jurisdictions are encouraged to adopt this plan, provide local jurisdiction instructions, and coordinate their evacuation plans with the Island County Department of Emergency Management (DEM).

II. POLICIES

- A. In addition to the contents of this annex, CEMP users should also refer to ESF #1, Transportation and ESF #6, Mass Care, Emergency Assistance.
- B. Island County municipalities and response organizations maintain their own procedures for requiring evacuation or shelter-in-place. These procedures differ primarily in the jurisdictional area covered and the scope of the action required. **Evacuations will be ordered only by the on-scene incident commander (IC).**
- C. In situations requiring limited evacuation, the fire, law enforcement, or other incident commander may call for the evacuation of a limited area (See TAB E, Attachment 1) for a limited amount of time (less than 12 hours). If an EOC has been activated, the evacuation will be coordinated with the EOC.
- D. Children under the legally responsible age, without parental supervision and individuals not mentally competent or physically capable of leaving a hazardous area may be evacuated for their own safety.

III. SITUATION

- A. Emergency/Disaster Conditions and Hazards
 - 1. Refer to the Island County CEMP Basic Plan, Paragraph III, Situation. Some or all of these hazards could require some level of evacuation.
 - 2. In Island County, public warning of the need for immediate evacuation is limited to door-to-door notifications, vehicle mounted public address systems, emergency alert system (EAS) broadcasts, and commercial radio and television news. The method of warning is governed by the resources available, time available, the size of the area to be warned, and the safety of those making the warning announcements.
 - 3. In Island County, the following positions have the authority to activate and use the EAS: DEM personnel and the on-duty ICOM supervisor. The EAS is designed to alert and warn people of the initial threat and not to be used to up-date or repeat information.

B. Planning Assumptions

1. First responders (law enforcement, fire) are able to conduct “routine” evacuations related to law enforcement incidents, structural and wildland-interface fires, and HAZMAT incidents.
2. The normal incident response/incident command structure will not have sufficient resources to conduct both incident response and door-to-door evacuation notifications of Type IV or larger incidents
3. There is no intention or capability to immediately or completely evacuate either Camano Island or Whidbey Island. Evacuation will be limited to the smallest practical and safe area.
4. Shelter-in-place (TAB B) when deemed safe is the preferred protection mode for private residences, businesses, and special populations (hospitals, rest homes, handicapped individuals, schools, jail inmates).
5. Self-evacuation by private vehicle is preferred to other means of evacuation transportation. Most evacuees will try to relocate with friends or relatives or go to a hotel/motel rather than to a public shelter.
6. Some residents may refuse to evacuate after being so advised - or ordered. Persons to be evacuated will not want to leave pets, livestock, or possessions. Evacuated personnel may try to re-enter the evacuation zone prior to it being safe to do so.
7. Initial planning for civilian evacuation by commercial or school bus will be based on 20 persons per bus to allow for baggage and pets in carriers.

IV. CONCEPT OF OPERATIONS

A. General

1. Local Response

For any event that is within the normal capability of the responding agency, the incident command may order a limited evacuation and request additional resources or activate mutual aid through ICOM dispatch. The county EOC may be activated to provide additional coordination.

2. Larger Responses

When county resources for incident response and evacuation are fully engaged, the county EOC will declare an emergency and request additional support through the state EOC.

B. Planning Considerations

1. Evacuation is to be considered a temporary and a round-trip process. Evacuation planning should include both the processes to keep people informed as they are being evacuated and the concurrent planning to support their return.

2. In Washington State there are three generally recognized evacuation alert levels. These are the same as those used by the US Forest Service for wildfire evacuation alerts. The three evacuation levels are listed below and explained in detail at TAB A:

Level I – Precautionary or Advisory Alert

Level II – Begin Planning to Evacuate, Warning

Level III – Strongest Suggestion to Evacuate, Evacuation Directive

If the Island County Sheriff's Office (ICSO) is not the IC, then immediately after an evacuation directive is issued by the IC, the ICSO will coordinate the evacuation effort outside of the incident area. The county EOC will be activated. In the three incorporated towns, local plans will determine what official will supervise any evacuation in their jurisdiction. Evacuation planning must also include consideration of those who refuse to leave. Evacuation tasks that need to be addressed include:

- a. Identify warning procedures and the number of people who require transportation to evacuate.
- b. Designating the assembly point or points for evacuees requiring transport. Coordinate with Island Transit to arrange transportation for evacuees without their own transportation.
- c. Coordinate with the Island County Chapter-American Red Cross for shelters and food operations.
- d. In coordination with the WSP, other law enforcement, Island County Public works, and WSDOT, identify and

designate evacuation routes for public transit and private vehicles and other traffic control measures.

- e. Open the County EOC and establish the Joint Information Center (JIC).
- C.** Island Transit operating from the County EOC is the primary coordinator for transportation to assist with the movement of evacuees. Island Transit will coordinate with county school districts for the use of their buses. Bus use priority must be to students and schools in or near the incident area
- D.** Para-Transit buses and ambulances may be required to evacuate the elderly and persons with sight or mobility impairments.
- E.** The hospital, if involved, will follow internal evacuation plans. Each nursing home or resident care facility must have an evacuation plan and pre-coordinated evacuation destinations. Patient or resident transportation must be preplanned and not assumed to be readily available.
- F.** As a primary course of action, county jail inmates and juvenile detainees will shelter-in-place. If that is not safe, they will be evacuated in accordance with specific facility plans. Schools in an incident area will also shelter-in-place, if safe. Otherwise they will evacuate following specific facility plans and procedures and relocate to previously coordinated locations.
- G.** Evacuation Notice
- 1. The actual evacuation notice to citizens must be clear, concise, and contain specific information as to the hazard, specific risk, the location of temporary shelters, and evacuation routes. People will be more likely to evacuate if they are provided positive incentives (see TAB D). People will still hesitate to evacuate and will seek confirmation of the evacuation request from neighbors, friends, and relatives.
 - 2. The evacuation notice will have to be dispersed in as many forms and by as many methods as is practical given the time, resources available, and the area to be covered. Due to the rural nature of much of the county, notification may require law enforcement or first response personnel to go door-to-door.
- H.** Shelter in Place (TAB B)
- Attempting to evacuate people may expose them to more risk than if they remained in their homes. In circumstances involving hazardous materials, residents may, if warned, take measures to seal their residences or business offices. This strategy, "shelter-in-place," involves closing and sealing windows and doors, shutting off any external ventilation intakes,

moving to an interior room and waiting the situation out. The decision to recommend evacuation or shelter in place must be determined by the IC after coordinating with all appropriate agencies.

V. RESPONSIBILITIES

A. DEM

1. Will coordinate requests for evacuation resources from the IC or responsible local official.
2. Will coordinate with the Sheriff for PIO support.
3. Will coordinate with ARC for opening of reception areas and shelters.
4. Will coordinate with Sheriff and Public Works regarding primary and secondary evacuation routes

B. Island Transit

1. EOC Coordinator for transportation resources.
2. Will coordinate with Island County Sheriff, County Public Works, WSDOT, and local police for posting of evacuation routes and escorts for evacuation convoys or other evacuation vehicles.

C. Island County Chapter, American Red Cross (ARC)

1. Open and staff shelters and provide shelter information to the PIO in the EOC.
2. Provide for mass care and feeding at shelters

D. Island County Sheriff

1. Direct evacuation in the unincorporated county areas. Assist with evacuation notification.
2. Provide traffic and crowd control.
3. Assist in the identification and marking of evacuation routes.
4. Assist with security of evacuated area.

E. Island County Public Works

1. Assist with marking evacuation routes. Provide traffic control signs and barricades and operational control of any traffic signals and flashers under county jurisdiction. Coordinate route marking and signal control with WSDOT.

2. Assist with clearing evacuation routes of disabled or abandoned vehicles or debris.
3. Provide information to the DEM and PIO about road conditions.

F. Fire Districts and City Fire Services

1. If resources are available, assist with evacuation notification.
2. Provide technical information relative to the decision to evacuate or shelter-in-place.
3. Assist with evacuation of special populations.

G. Washington Department of Transportation (WSDOT)

Assist with evacuation route marking, traffic control, and debris clearance.

H. Charitable and Volunteer Organizations

1. With prior coordination with ARC, staff or assist with shelters or evacuees.
2. After coordination with Public Health and ARC, assist with evacuation of special populations.
3. With prior coordination with County Animal Control, Whidbey Animal Improvement Foundation (WAIF), and Camano Animal Shelter Association (CASA), establish and operate temporary pet or other animal shelters.

VI. RESOURCE REQUIREMENTS

County vehicles and county personnel will be required to assist with warning and notification, traffic and perimeter control, and security. Equipment will be required for marking routes, barricades, and traffic control points. Buildings will be required for assembly areas, shelters, and registration, information, and public information uses. Additional equipment will be required for feeding workers and evacuees and establishing medical aide stations.

VII. REFERENCES

See Island County CEMP References

VII. DEFINITIONS AND TERMS

- A. Evacuation Specific Definitions, See TAB C.
- B. See Island County CEMP References, Definitions and Acronyms

TABS

- A.** Evacuation Levels and Descriptions
- B.** Emergency Evacuation and Shelter-in-Place Instructions
- C.** Evacuation Related Definitions and Acronyms
- D.** Emergency Evacuation Notice

SEPARATELY PUBLISHED EVACUATION DOCUMENTS

Evacuation Plan Template

Field Guide to Evacuation Planning and Implementation

TAB A EMERGENCY EVACUATION LEVELS AND DESCRIPTIONS

1. There are three U.S. Forest Service Fire Evacuation Alert Level ratings in general use by several organizations and jurisdictions. The following general definitions can be used:
 - **Level I** is a precautionary or advisory alert requiring that the citizens be informed of a growing emergency situation.
 - **Level II** is the level at which residents of an area with the impending possibility of becoming involved in the emergency situation are advised to begin planning to evacuate. [Level II equates to Warning as used in this ESF.]
 - **Level III** is the strongest suggestion of evacuation for residents directly endangered by the emergency situation. At this point, individuals should leave the area. The Emergency Alert System (EAS) is sometimes used for this level. [Level III equates to issuance of an evacuation directive as used in this ESF.]

(This information was excerpted from the Washington Military Department, Emergency Management Division, News Release No.05, 17 Aug 2001.)

TAB B EMERGENCY EVACUATION AND SHELTER-IN-PLACE INSTRUCTIONS

Public Safety Officials (Sheriff, Police, WSP, Uniformed Fire Service) will tell you if an evacuation is ordered by using the Emergency Alert System (EAS) broadcasts on radio and TV, NOAA weather radio, by My State USA automated telephone message, by emergency vehicle public address systems, or by door-to- door notification.

If you are told to evacuate:

- ❑ Pack a few items for yourself and family members. Plan to take:
 - A change of clothing for each family member
 - Prescription medications, medical equipment (if needed) and important medical records, eyeglasses and prescriptions.
 - Baby formula, diapers, strollers, etc (if needed).
 - Identification and important personal papers.
 - Money, credit cards, and check book.
 - Special diet foods, if needed.
 - Bedding, towels, and personal hygiene items.
 - Put pets indoors, leaving them plenty of food and water.
 - Turn-off stoves, ovens, and space heaters.
 - Close and lock windows and doors.
- ❑ Do not try to pick up children at their schools or day care centers. If their school is to be evacuated, the children will be evacuated to host schools outside the evacuation area. You will later be able to find out the location of the “host” school if it not already known.
- ❑ Leave the area using the routes designated by the local public safety officials. Keep your car radio tuned to a local EAS radio station (KWDB, 1110 AM or KRKO 1380 AM) to be sure to hear the latest information and instructions. You may also receive My State USA generated telephone calls and e-mail messages from the DEM.
- ❑ In the event of an emergency involving hazardous material, keep car windows and air vents closed. Do not use the heater or air conditioner except to circulate inside air.

Shelter-In-Place

It is important to listen to Emergency Officials during a disaster because directions they give will likely save your life. One direction Emergency Officials may give is to "Shelter-in-Place." This is likely advised during a hazardous materials incident. Shelter-in-place should **only** be enacted when directed by emergency officials.

Know what to do to Shelter-in-Place:

1. Pick out a designated interior "safe room" ahead of time. This room should have the fewest doors and windows. Your emergency supplies should be stored inside your safe room or be easily accessible nearby.
2. If directed by emergency officials to shelter-in-place, go inside immediately and close all doors and windows. Cover your mouth and nose with a wet cloth.
3. Turn off ventilation systems. Close fireplace dampers.
4. Go to your safe room and use plastic sheeting and duct tape to seal all windows, doors, and vents.
5. Dampen towels and place in the crack under the door.
6. Listen for Emergency Alert System messages on radio or television outlets.
7. Wait for additional instructions. Emergency officials will tell you when it is safe to air out your building.

Know where to go if Shelter-in-Place order is issued:

1. If at home, work or school: stay inside and shelter-in-place.
2. If outdoors, go into a building or vehicle and shelter-in-place.
3. If in a parked car, shelter-in-place inside the vehicle. Do not start the engine. Close all doors, windows, vents, and ventilation systems. Turn your radio on to listen for Emergency Alert System messages.
4. If driving, continue to do so unless otherwise directed by emergency officials or traffic control. Shelter-in-place as you would for a parked vehicle. If your vehicle stalls, do not restart the engine.

TAB C EVACUATION RELATED DEFINITIONS AND ACRONYMS**DEFINITIONS:**

CHECKPOINT: A location that is likely to be traveled and where people are encouraged to stop. If they stop, they will be provided with information regarding conditions they are likely to encounter within the area they are entering.

EVACUATION: Movement of population from and area or a building.

EVACUATION ASSEMBLY AREAS: Sites designated by the Incident Management Team or Local Authorities for citizens to gather while awaiting transportation from the threatened area.

EVACUATION CENTERS: Relocation point where evacuees can be registered, needs for shelters determined and information on shelters posted.

EVACUATION DIRECTIVE: An evacuation directive is issued by the incident management organization, usually by the Incident Commander, when conditions are such that immediate evacuation of an area is warranted to protect life and property [Level III]. Local citizens will be directed to evacuate.

EVACUATION ORDER: Only the on-scene incident commander (IC) can issue an evacuation order. When a person is presented with an evacuation order, they will be encouraged to comply and leave the hazard area and be assisted if necessary.

EVACUATION SHELTERS: Facilities managed and staffed by the voluntary agencies for housing and feeding evacuees.

EVACUATION WARNING: An evacuation warning is issued by the incident management organization, usually the Incident Commander, when conditions are such that an evacuation may be imminent [Level II]. This is intended to give the local citizens time to move animals, property that is especially valuable, or the sick or elderly from the area that may be impacted by the incident.

PILOT CAR: A vehicle used to guide other vehicles through a hazardous stretch of road.

ROADBLOCK: A location that blocks the passage of people or vehicles and where they are prevented from traveling into an area without providing a specific waiver or justifying their need to enter the area. At a minimum, they will be required to provide:

1. One piece of identification (driver's license, I.D. card, social security card, etc.) and the location to which they are traveling.
2. A reasonable explanation of their need to enter the area.

3. Affirm they understand their presence may hinder emergency workers/operations within the area they are entering.
4. Affirm they understand they may incur some personal liability by hindering emergency operations within the area.
5. Affirm they understand there may be personal risks of injury/death by entering the area.
6. Affirm they understand there may be limited or no opportunities/resources to affect their rescue should they encounter life-threatening circumstances.

ROAD CLOSURE: A barricade or other form of impeding travel into an area along a road, highway, street, trail or other location that reasonably requires a traveler to stop or otherwise recognize travel is prevented into an area. Road closures are usually temporary and are employed only when travel into an area clearly jeopardizes the life or safety of the traveler, emergency workers, or others within the area.

TRAFFIC DIRECTIONAL CONTROL: A method of managing traffic in and near an incident that allows the incident management to temporarily restrict traffic flow to a single direction. Flags, pilot cars or any other method available can accomplish this.

ACRONYMNS:

ARC	American Red Cross
CASA	Camano Animal Shelter Association
CEMP	Comprehensive Emergency Management Plan
DEM	Department of Emergency Management
EAS	Emergency Alerting System
EOC	Emergency Operations Center
ESF	Emergency Support Function
HAZMAT	Hazardous Materials
HIVA	Hazard Identification Vulnerability Assessment
IC	Incident Commander
ICOM	Island Communications
ICS	Incident Command System
JIC	Joint Information Center
NOAA	National Oceanographic and Atmospheric Agency
PIO	Public Information Officer
RCW	Revised Code of Washington
TBP	To Be Published
WAIF	Whidbey Animal Improvement Foundation
WSF	Washington State Ferries
WSP	Washington State Patrol

Evacuation Incentives

People will be more likely to evacuate if the evacuation order includes as much of the following information as can be accurately provided – time and circumstances permitting.

- a. Evacuation requests should be made by elected officials or other recognized authority.
- b. Uniformed personnel should make the contact and notification.
- c. Provide the exact nature of the threat.
- d. If possible, the evacuation notice or message should be disseminated by multiple means (media) and sources.
- e. Evacuees should be told of the plans for protecting property left behind.
- f. Information on alternative emergency transportation means and routes should be provided as soon as determined.
- g. Reduce family separation anxiety by providing information about school actions (if involved).
- h. Provide information about the evacuation of pets and livestock if possible.
- i. Ensure that all public information releases are accurate and consistent.
- j. It is American Red Cross (ARC) policy that pets (other than assistance animals such as seeing-eye dogs) are not allowed in shelters. However, research has shown that people will want to bring their pets with them if they are asked or ordered to evacuate. People should be encouraged to bring their own carriers or cages for pets (such as an airline travel container for small animals). Supplies of food, water, and medicines for pets should also be packed (time permitting) so that pets may be kept in automobiles or in designated areas outside of the shelter. Island County will work with the county humane societies to deal with pet concerns.