SA 1 – Evacuation

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SA 1 Tasked Agencies	
Primary County Agency	Sheriff's Office (CCSO)
Supporting County Agencies	Clackamas County Disaster Management (CCDM) Local fire agencies Local law enforcement Health, Housing, and Human Services (H3S) Public and Governmental Affairs (PGA) Department of Transportation and Development (DTD)
Community Partners	American Red Cross

1   Introduction

1.1   Purpose

This Support Annex (SA) establishes the framework for the County to plan and conduct evacuation of individuals from at-risk hazard areas to a safe location.

1.2   Scope

Small-scale evacuations, such as those occurring during local fires, at crime scenes, or due to a localized hazardous materials spill, will be managed by local fire or law enforcement responders, typically without activation of the County Emergency Operations Center (EOC) or this plan. This annex covers evacuations during medium-to-large scale evacuations.

1.3   Policies and Agreements

The following policies and authorities support evacuation in the County:

- The designated On-Scene Incident Command and EOC Command both have authority to order evacuation after determining that shelter-in-place or other protective actions will not adequately ensure the safety and welfare of the at-risk population.
- Oregon Revised Statutes (ORS) 401.309 gives counties and cities the authority to evacuate persons from a designated emergency area.
- ORS 401.309 authorizes a county or city to order mandatory evacuation only after an Emergency Declaration has been issued and only when necessary for the public safety.
- Clackamas County Code, Emergency Regulations, 6.03.060 authorizes the Board of County Commissioners to order and enforce evacuation as an emergency measure.
- H.R. 3858 [109th]: Pets Evacuation and Transportation Standards Act of 2006 requires state and local jurisdictions to include evacuation, transport, and care of household pets and service animals in their disaster or emergency plan.
- 2007 House Bill 2371 requires operators of care facilities to develop plans and train employees to evacuate clients/residents to a place of safety when conditions of imminent danger require relocation.

2   Situation and Assumptions

2.1   Situation

- The County has primary responsibility to plan and conduct evacuations that occur in unincorporated areas.
- Clackamas County Disaster Management (CCDM) will activate the EOC as needed to support planning and coordination for a major evacuation involving large numbers of people and/or a large geographic area.
- Cities have primary responsibility to provide support and assistance for localized evacuations occurring within their municipal boundary.
- Evacuation operations include:
  - Safe movement of people and pets/service animals from the at-risk area.
  - Shelter and mass care for evacuees.
  - Security of evacuated areas.
  - Return of evacuees when it is safe to do so.
  - Reunification of families.
- If requested, CCDM/EOC Command can assist On-Scene Command and/or cities with evacuation planning and coordination.
- On-scene Command decides whether shelter-in-place or evacuation is the most appropriate protective measure and ensures that appropriate implementing actions are taken. (Sometimes the EOC can forecast needs for the unincorporated areas of the County.)
- If decontamination is needed, evacuees (including pets and service animals) will be decontaminated prior to being transported from the incident area.
- Evacuations present special challenges because of the time limitations that may exist for planning and implementation, significant interdependencies among affected jurisdictions, transportation difficulties, disabilities and access and functional needs (DAFN) considerations, and other variables.
- The County or any city in the County may order mandatory evacuation if it is authorized as an emergency measure by an Emergency Declaration.
- Operators of licensed care and congregate facilities (e.g., hospitals, child care centers, nursing and group homes, and schools) and detention facilities are responsible for implementing their plans for evacuating clients/residents in an emergency and relocating them to alternate facilities.

2.2   Assumptions

SA 1 is based on the following planning assumptions:

- Most evacuations are limited to a defined geographic area and coordinated by law enforcement and/or fire responders at the scene.
- Most major emergencies requiring medium-to-large scale evacuation will have some warning and therefore some pre-event activities completed, which may include establishing an Evacuation Planning Team, activating the Joint Information Center (JIC), and using pre-developed evacuation plans for a limited number of high or frequent at-risk areas. However, planning should also consider the possibility that little or no warning will occur (e.g., pipeline explosion, earthquakes).

- Eighty percent of those needing to evacuate will do so themselves using their own vehicles. The remaining will require transportation assistance.

- Shelter-in-place may often be the better alternative for some types of emergencies, as mass evacuations pose inherent risks, especially in moving the medically fragile. Decisions to evacuate or shelter in place will be based on situational analysis, with factors including the type and duration of threats, roadway conditions, health and safety issues, and sheltering capacity. The term "shelter in place" is the act of sealing off a room or building to isolate the occupants from an external threat and staying inside until the threat has abated. Typically, this action is taken under rugged circumstances that affect a limited area for a short period of time and is usually ordered in a response to a chemical or hazardous material spill.

- The majority of the evacuating population will find their own accommodations, whether through lodging or by staying with friends and family.

- Responders, residents, animals, and/or equipment may need to be decontaminated in incidents involving hazardous materials.

- If given advance warning, many residents will leave the at-risk area (self-evacuate) before told to do so; other residents may refuse to evacuate when instructed to do so.

- Residents may refuse or delay evacuation unless they can take their pets with them.

- On-Scene Command may need additional resources for safe evacuation, transport, and shelter of DAFN populations (e.g., children; the elderly; individuals with physical impairments, disabilities, or other medical conditions; homeless or transient populations; individuals with limited English proficiency; visitors/tourists).

- All participating agencies will need to closely coordinate and cooperate during an evacuation that crosses jurisdictional boundaries to ensure that evacuees' safety and welfare are not compromised.

3   Concept of Operations

3.1   General

This Support Annex (SA) is designed to follow the basic protocols set forth in the Basic Plan of this EOP. Basic Plan describes general roles and responsibilities in a major emergency or disaster that would include evacuations. It also describes how resources are coordinated within the County.

The companion Planning and Evacuation Guidebook provides tools and a template to create an evacuation plan. It can be found in the EOC library.

The two principal alternatives for population protection are sheltering in place and evacuation. Depending on the nature of the emergency, either or both may be utilized.

Major emergency and disaster evacuation actions include:

- Notifying all persons in the designated at-risk area of the threat and the need to evacuate.

- Safe movement and control of individuals, pets, and service animals out of the threatened area, including evacuation routes, traffic control, and evacuee instructions.

- Decontamination of victims and pets if warranted.

- Transportation support for DAFN populations (e.g., people with disabilities, the elderly, and persons without vehicles).

- Shelter and mass care for evacuees, pets, and service animals.

- Ensuring security of the evacuated area, including access control.
- Facilitating safe and orderly reunification of and re-entry to evacuees when it is safe to do so.

3.2 EOC Activation

When a disaster occurs, CCDM may, based on the size and complexity of the incident, activate the County EOC and assume the role of EOC Manager. The EOC Manager will establish communications with leadership and gather situational information to determine an EOC staffing plan and set up operational periods.

Notification will be made to the Primary County Agencies listed in this SA. The Primary County Agencies will coordinate with Supporting County Agencies to assess and report current capabilities to the EOC and activate Departmental Operations Centers as appropriate. Primary and Supporting County agencies may be requested to send a representative to staff the EOC and facilitate SA 1-related activities.

3.3 EOC Operations

When SA 1-related activities are staffed in the EOC, the Clackamas County Sheriff's Office (CCSO) representative will be responsible for the following:

- Serve as a liaison with supporting agencies and community partners.
- Provide a primary entry point for situational information related to evacuation.
- Share situation status updates related to law enforcement to inform development of Situation Reports.
- Participate in, and provide SA 1-specific reports for, EOC briefings.
- Assist in development and communication of SA 1-related actions to tasked agencies.
- Monitor ongoing SA 1-related actions.
- Share SA 1-related information with ESF 14 – Public Information, to ensure consistent public messaging.
- Coordinate SA 1-related staffing to ensure the function can be staffed across operational periods.

3.4 Alert and Warning

- Communicating risks to the public in a clear, consistent and timely manner is essential for orderly evacuations.
- The operation of the JIC in the EOC will be activated at the earliest opportunity to coordinate and ensure that messaging is effective to support orderly evacuations.

3.4.1 Notification and Messaging

- On-Scene Command will immediately notify Clackamas County Communications if a large-scale evacuation is necessary, requesting them to notify CCDM. The EOC will be activated as needed to support evacuation planning, coordination, and operations.
- On-Scene Command is responsible for conducting Alert and Warning notification.
- The EOC JIC has primary responsibility for developing and coordinating the evacuation Alert and Warning message.

3.4.2   Notification Methods

The Clackamas County Emergency Notification System can directly notify households with landline phones in the designated evacuation area using a "reverse 9-1-1" capability. Other notification methods include:

- Social media.
- County web site.
- Mobile public address systems.
- Radio and television.
- Door-to-door.
- The Public Inquiry Center, which can be used to disseminate alerts and warnings to citizens who call in requesting evacuation information.

3.4.3   Alert and Warning Content

All emergency notifications will include the following information:

- Specific instructions about what to do (e.g., take 72 hours of medications with you; lock your home; bring household pets and service animals; take food, water, and emergency kits).
- Clear directions and procedures for evacuation routes.
- Public transportation options and locations.
- Specific information about the potential consequences of not evacuating.

3.5   Transportation

- On-Scene Command will assess the need for transportation of the public and of DAFN populations and request resources through the EOC or directly with public transit agencies.
- It is anticipated that major roadways will remain intact for some period following the emergency. In the case of a flood event, many roadways will eventually be submersed in floodwater and become impassible. Alternate evacuation routes need to be identified.

3.6   Shelter and Mass Care

- Sheltering of Clackamas County residents being evacuated within or outside of the County will be coordinated through the County EOC.
- The American Red Cross assigns a liaison to the EOC to coordinate shelter and mass care requirements
- There is a County list of potential shelter facilities with American Red Cross agreements. The American Red Cross coordinates with the County EOC to select the most appropriate sites and then follows up with their site assessment and shelter operations protocols.
- On-Scene Command coordinates transfer of responsibility for evacuee safety and welfare to the American Red Cross or local jurisdiction once evacuees are safely removed from at-risk area
- Pet shelters are set up and run by the Operations Section of the EOC. Every attempt will be made to shelter pets in areas adjacent or in close proximity to their owners.
- Service animals will be housed with their owners.

3.7   Disabilities, and Access and Functional Needs

Provision of SA 1-related activities will take into account DAFN populations. The needs of children and adults who experience disabilities and access and functional needs shall be identified and planned for as directed by policy makers and according to state and federal regulations and guidance.

4   Support Annex Development and Maintenance

The CCSO will be responsible for coordinating regular review and maintenance of this annex. Each primary and supporting agency will be responsible for developing plans and procedures that address assigned tasks.

5   Appendices

- Appendix A – SA 1 Resources
- Appendix B – SA 1 Responsibilities by Phase of Emergency Management
- Appendix C – SA 1 Representative Checklist

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Appendix A   SA 1 Resources

The following resources provide additional information regarding SA and evacuation related issues at the local, state, and federal level:

County

- Evacuation Planning and Implementation Guidebook

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Appendix B   SA 1 Responsibilities by Phase of Emergency Management

The following checklist identifies key roles and responsibilities for this annex. It is broken out by phase of emergency management to inform tasked agencies of what activities they might be expected to perform before, during, and after an emergency to support the law enforcement function. All tasked agencies should maintain agency-specific plans and procedures that allow for them to effectively accomplish these tasks.

Preparedness

Preparedness activities take place **before** an emergency occurs and include plans or preparations made to save lives and to help response and recovery operations. Preparedness roles and responsibilities for SA 1 include:

All Tasked Agencies

- ❑ Develop operational plans for SA 1 activities.
- ❑ Participate in SA 1 related trainings and exercises as appropriate.

CCSO

- ❑ Coordinate regular review and update of SA 1 with supporting agencies.
- ❑ Facilitate collaborative planning, including working with transportation entities to identify and maintain evacuation routes, to ensure County capability to support SA 1 activities.
- ❑ Ensure the availability of necessary equipment to support evacuation activities.
- ❑ Coordinate and maintain liaison with support agencies and state and federal law enforcement agencies.

CCDM

- ❑ Maintain operational capacity of the County EOC to support evacuation activities.

Response

Response activities take place **during** an emergency and include actions taken to save lives and prevent further property damage in an emergency situation. Response roles and responsibilities for SA 1 include:

All Tasked Agencies

- ❑ Provide situational updates to the County EOC as required to maintain situational awareness and establish a common operating picture.
- ❑ Provide a representative to the County EOC, when requested, to support SA 1 activities.

On-Scene Incident Command

- ❑ On-Scene Incident Command may be set up by either Fire or Law Enforcement.
- ❑ Coordinate evacuation planning with the County EOC and/or city and American Red Cross officials.
- ❑ Designate boundaries of evacuation areas.

❑ Request County/city authority if evacuation is mandatory.
❑ Designate evacuee destination(s).
❑ Establish and operate evacuation routes.
❑ Develop evacuation instructions for residents.
❑ Develop and implement an evacuation notification plan.
❑ Ensure that evacuation plans include pets, service animals, and DAFN populations.
❑ Ensure evacuee safety and welfare (unless responsibility has been transferred).
❑ Secure the evacuated area and establish criteria/procedures for re-entry.

EOC Command

❑ Assign an On-Scene Incident Commander for the evacuation.
❑ Coordinate planning and support for evacuations that occur in unincorporated areas.
❑ Provide planning support and coordinate activities for evacuations affecting multiple jurisdictions within the County or with neighboring jurisdictions.
❑ Respond to requests for evacuation assistance from cities or On-Scene Command.
❑ Coordinate resource requests and Emergency Public Information activities.
❑ Coordinate with the American Red Cross to provide shelter.
❑ Ensure that pet shelter(s) is/are established.
❑ Activate hazard evacuation pre-planning team if time permits.
❑ Support re-entry into evacuated areas.

CCSO and Local Law Enforcement Agencies

❑ Take primary responsibility for planning, coordinating, and conducting evacuations.
❑ Coordinate evacuation route planning and related logistical and operational support.
❑ Direct and coordinate evacuation of jail and other detention facilities.
❑ Provide traffic and crowd control.
❑ Secure the evacuated area.

Fire Agencies

❑ Hold primary responsibility for planning, coordinating, and conducting evacuations in hazardous materials environments requiring specialized protective equipment.
❑ Assist law enforcement in planning and conducting evacuation.
❑ Conduct decontamination operations if required.
❑ Provide emergency medical services at evacuation staging areas and along evacuation routes.

Cities

❑ Provide support for evacuations within municipal boundary (e.g., law enforcement, public works, shelter and mass care services).
❑ Coordinate evacuation activities and assistance requests with the County EOC.

CCDM

❑   Assist On-Scene Command.
❑ Activate the EOC.

Department of Transportation and Development

❑ Coordinate evacuation routes, detour options, and en-route resource requirements with stakeholder transportation agencies.
❑ Assist law enforcement to establish an at-risk area perimeter.
❑ Provide signs, barricades, personnel, and equipment along evacuation routes and at designated replenishment stations.
❑ Assist in finding transportation for evacuees with pets or service animals.

American Red Cross

❑ Provide an American Red Cross liaison to the EOC to coordinate shelter and mass care services.
❑ Provide interim assistance to evacuees at gathering points and evacuation routes.
❑ Activate and operate shelters.
❑ Support reunification of families.
❑ Coordinate transfer of responsibility for evacuees' safety and welfare with On-Scene Command, cities, service agencies, and shelter operators.

Recovery

Recovery activities take place **after** an emergency occurs and include actions to return to a normal or an even safer situation following an emergency. Recovery roles and responsibilities for SA 1 include:

All Tasked Agencies

❑ Demobilize response activities.
❑ Maintain incident documentation to support public and individual assistance processes.

CCDM

❑ Compile and keep all documentation collected relating to the management of law enforcement operations and the assets utilized during search and rescue related activities.
❑ Coordinate all after-action activities and implement corrective actions as appropriate.

Mitigation

Mitigation activities take place **before and after** an emergency occurs and includes activities that prevent an emergency, reduce the chance of an emergency happening, or reduce the damaging effects of unavoidable emergencies. Mitigation roles and responsibilities for SA 1 include:

All Tasked Agencies

❑ Participate in the hazard/vulnerability identification and analysis process.
❑ Take steps towards correcting deficiencies identified during the hazard/vulnerability identification and analysis process as appropriate.

Appendix C   SA 1 Representative Checklist

Activation and Initial Actions

- ❑ Report to the EOC Manager, Section Chief, Branch Coordinator, or other assigned supervisor.
- ❑ Become familiar with available job resources (e.g., plans, equipment, and staff) and EOC plans and forms
- ❑ Review the EOC organization and staffing chart and understand your role in working with the various branches and sections.
- ❑ Equip your work station with necessary equipment and supplies and test functionality of all equipment
- ❑ Obtain situation report(s), EOC Action Plan (IAP), and/or receive briefings from EOC and/or field personnel

Initial Operational Periods

- ❑ Obtain a briefing from the person you are replacing.
- ❑ Attend meetings and briefings, as appropriate.
- ❑ Establish and maintain your position log with chronological documentation.
- ❑ Follow procedures for transferring responsibilities to replacements.
- ❑ Follow staff accountability and check-in/-out procedures when temporarily leaving your assigned work station.

Final Operational Periods

- ❑ Complete and submit all required documentation
- ❑ Ensure all materials are returned to their proper storage location and file requests for replacement of resources that are expended or inoperative
- ❑ Follow check-out procedures.
- ❑ Share lessons learned at After-Action Conferences to contribute to the After-Action Report and inform future activations.

Keys to Success: Information Management

Information management is getting the right information to the right people, in the right form, at the right time. It includes receiving, sorting, prioritizing, and delivering information.

The EOC information management role for SA Leads and agency representatives includes:

❑ Filter information for what is accurate, distill that information to what is useful, and push it to the appropriate people within the EOC or agency, contributing to a Common Operating Picture.
❑ Serve as a conduit of information to and from agencies.
❑ Supply accurate, appropriate, and up-to-date information to the Situation Report.

Keys to Success: Resource Management

Resource management is getting the right resources to the right place, at the right time. The resource request process is at its core and supports coordinated management of resource requests by local, state, and federal partners. Resources include equipment, supplies, and personnel.

The EOC Resource Management support role for SA Leads and agency representatives includes:

❑ Coordinate the contribution of resources from an agency to the response and recovery.
❑ Request resources from other sources and agencies.
❑ Keep the lines of communication open and provide specific information about what an agency can and cannot provide. The more specific and timely the information held by the Logistics Section is, the more efficiently it will support the request.