FEMA’s National Integration Center is seeking feedback on the draft document *Planning Considerations: Evacuation and Shelter-in-Place*, as part of the continued development of the document. Feedback and recommendations received help ensure the final version of the guide is an effective resource for emergency managers across the nation.

Evacuation and shelter-in-place protective actions are prompted by a variety of threats and hazards. Incident-specific circumstances drive the relevant protective actions based on a community’s demographics, infrastructure, resources, authorities, and decision-making process. Determining that evacuation needs to take place is not an all-or-nothing approach. Lessons learned from disasters, such as hurricanes Harvey, Irma, Katrina, and Maria, have highlighted the value of enacting a zone-phased approach to evacuation and shelter-in-place, enabling jurisdictions to move as few people as necessary. Sheltering-in-place populations that are not directly in harm's way, rather than having them evacuate, helps jurisdictions reduce costs, resource requirements, and the negative impacts of evacuations, while promoting improved response and quicker re-entry and recovery.

As you review the document, consider:

- Identifying areas that may be confusing and need revision;
- Providing success stories or best practices associated with the critical considerations identified in the document; and
- Identifying additional job aides, training opportunities, or resources for inclusion in the document.

The document will undergo subsequent technical editing to correct any issues related to formatting, grammatical, or punctuation issues.

A comment matrix can be found at [https://www.fema.gov/plan](https://www.fema.gov/plan) and can be used to capture any recommendations. Please provide any comments, input, or recommendations by COB on, August 31, 2018. Email feedback to [NPD-Planning@fema.dhs.gov](mailto:NPD-Planning@fema.dhs.gov).
PLANNING CONSIDERATIONS:

EVACUATION AND SHELTER-IN-PLACE
Table of Contents

Background .............................................................................................................................................. 1
  Purpose .................................................................................................................................................. 1
  Background ......................................................................................................................................... 1

Planning Principles ................................................................................................................................. 2
  Roles and Responsibilities .................................................................................................................. 4

Key Concepts .......................................................................................................................................... 7
  Zones .................................................................................................................................................... 7
  Evacuation Transportation Models ................................................................................................... 8
  Phases .................................................................................................................................................. 9
  Characteristics of Evacuation and Shelter-In-Place ......................................................................... 10

Critical Considerations .......................................................................................................................... 13
  Accessibility ......................................................................................................................................... 13
  Contraflow Lane Reversal .................................................................................................................. 13
  Correctional Facilities ......................................................................................................................... 13
  Domestic/Sexual Violence Shelters ..................................................................................................... 14
  Evacuation Clearance Time ............................................................................................................... 14
  Fuel Management .............................................................................................................................. 15
  Homeless Populations ......................................................................................................................... 15
  Household Pets and Service Animals ................................................................................................. 16
  Individuals with Access and Functional Needs ................................................................................ 16
  Legal Requirements and Authorities ................................................................................................. 17
  Mass Care Services ............................................................................................................................ 17
  Population Assessment ....................................................................................................................... 18
  Terminology Used in Public Messaging ............................................................................................ 18
  Tourist Populations .............................................................................................................................. 18
  Tracking ............................................................................................................................................... 18
  Traffic Management .......................................................................................................................... 19
  Zonal Approach/Methodology ........................................................................................................... 19

Using the Six-Step Planning Process .................................................................................................... 21
  Step 1: Form a Planning Team ............................................................................................................. 21
  Step 2: Understand the Situation ........................................................................................................ 22
  Step 3: Determine Goals and Objectives ............................................................................................ 22
  Step 4: Plan Development .................................................................................................................. 23
  Step 5: Plan Preparation, Review, and Approval ................................................................................ 23
Background

Purpose
This document directly supports state, local, tribal, and territorial partners in planning for evacuation and/or shelter-in-place protective actions.\(^1\) It summarizes the unique characteristics that jurisdictions should consider when planning for evacuation and/or shelter-in-place operations and builds on *Comprehensive Preparedness Guide (CPG) 101: Developing and Maintaining Emergency Operations Plans* by providing planning considerations to help develop evacuation and shelter-in-place plans.\(^2\) In addition, this document contains job aids and checklists that jurisdictions can customize to meet their needs.

Background
An unprecedented eight million people came under evacuation orders due to various hazards throughout the Nation in 2017, including:

- In February 2017, flooding caused the Oroville Dam in California to fail, causing the evacuation of over 180,000 people\(^3\);
- Hurricane Harvey struck Texas in August 2017 and resulted in the evacuation of over 780,000 people\(^4\);
- Hurricane Irma struck Florida in September 2017 and resulted in jurisdictions issuing evacuation orders covering a record 6.8 million citizens;
- From October 8–31, 2017, wildfires in California forced the evacuation of over 100,000 residents.

Lessons learned from these recent disasters have proven that evacuation and shelter-in-place protective actions vary based on the threat or hazard. Protective actions also vary based on a community’s demographics, infrastructure, resources, authorities, and decision-making process. Consequently, determining the most appropriate protective actions depends on a variety of factors, which this document discusses.

---

\(^1\) Note that this document does not address building/facility evacuations or shelter-in-place considerations typically covered in occupant emergency plans.


\(^3\) 2018, FEMA DRAFT National Preparedness Report.

\(^4\) 2018 FEMA, 2017 After Action Reports.
Planning Principles

A shared understanding of evacuation and shelter-in-place planning principles is essential to effective planning. These principles provide an underlying foundation for the planning process and establish a common operating picture that is scalable and translatable across a multi-jurisdictional evacuation concept. The 12 principles below are the foundation for successful evacuation and shelter-in-place plans.

1. Defined Authorities
Evacuation and shelter-in-place planning should be consistent with existing jurisdictional authorities, roles, and responsibility, as defined in current statutes, regulations, delegations of power, memoranda of understanding/agreement (MOUs/MOAs), policies, and other guidance documents.

In some jurisdictions, the authorities to issue an evacuation order or shelter-in-place direction are not clearly defined or lie with a vacant office (e.g., county justice, police chief) where the office is not held at the time of an incident. These situations will require specific guidance on further authority and coordination between levels of government to clarify processes before an event occurs.

2. Shelter-In-Place – First/Default Option
An evacuation should move as few people as possible the shortest distance possible while providing for their safety. Jurisdictions should always consider shelter-in-place as the first/default option, when feasible. Generally, this helps support life-safety, lessens the resource requirements and negative impacts of evacuations, and promotes improved response and quicker re-entry and recovery.

Jurisdictions should look for opportunities to lessen the need for evacuation. This may mean looking at risk more closely and when possible, advising populations to shelter-in-place.

3. Common Understanding
Establishing a common understanding of a plan’s goal and operational procedures is important to overall coordination. Plans need to be viable for each locality, as well as locally supportable, and integrate with the applicable region, state, and interstate plans.

Using common terms and strategies helps align planning concepts into one cohesive approach.

4. Zone-based Operational Strategies
Plans should articulate operational strategies, include jurisdictional priorities, and provide decision support to promote phased, zone-based evacuation or shelter-in-place for notice and no-notice events.

Planners should analyze communities as zones; evacuation orders or shelter-in-place direction should target specific populations within zones at risk. This practice is most beneficial in large
population centers and during localized events. Larger events may necessitate full jurisdiction evacuations but require careful consideration.

5. Unified Coordination Process

Jurisdictions within a geographic or political region should consider individual jurisdictional plans that outline common language, formatting, and a unified coordination process. Most jurisdictions identify the need for a common mechanism to coordinate across jurisdictional boundaries. This may be a coordination group concept or an existing mechanism facilitated by the state.

6. All Hazard Planning

Plans should include all-hazards planning to address a myriad of threats and indicate when shelter-in-place or evacuation is appropriate. Jurisdictions should consider existing concepts, plans, systems, resources, and practices (such as traffic management plans, hurricane or nuclear/chemical plant evacuation plans and zones). These documents should identify the chain of command early in the planning process to facilitate initial information gathering for plan development. Planners should also account for considerations that can result from catastrophic events such as threats from external nation states or catastrophic natural disasters (e.g., major hurricanes or earthquakes). Such events may require increased resource commitments over longer periods of time due to the source and severity of the incident and may constrain availability of resources (e.g., National Guard). These incidents may result in a larger Federal presence and jurisdictions should establish a common process for integrating this increased presence into their protective actions plans.

7. Whole Community Approach

Local jurisdictions should include the whole community in developing evacuation and shelter-in-place plans, including private sector stakeholders. To provide perspective and solicit buy-in, entities should engage early and throughout the entire planning process. Whole community stakeholders will have diverse individual needs during an evacuation. Accounting for the characteristics and needs of the actual community, as well as the resources owned and operated by non-governmental entities, is vital to an effective evacuation (for example in the case of many mass transit systems).

8. Flexibility and Scalability

Plans should be flexible and scalable to engage the appropriate protective action based on the incident. Similarly, if the regional, inter-jurisdiction coordination mechanism (Evacuation Coordination Group) becomes active, the state in addition with other jurisdictions should coordinate the response efforts in a unified decision-making process as described above in principle 5.

Vertical and horizontal integration is essential in large-scale evacuation efforts. This often means local, state, and Federal entities work together to facilitate the movement of the displaced population.

9. Critical Transportation Needs (CTN)
Plans should account for CTN populations and registries, if they exist, that focus on individuals with evacuation needs. A CTN population encompasses any evacuees with limited or no access to transportation who require assistance to evacuate safely.

A large percentage of the jurisdictionally supplied evacuation support may directly support individuals who require transportation assistance. Jurisdictions must consider these needs during planning to account for any resource shortages.

10. Service and Assistance Animals, and Household Pets

Plans should make accommodations for individuals evacuating with animals and address the specific needs of those with service and assistance animals.

Animals require their own resources and supportive services. Planners should account for needs associated with household pets and service animals throughout the planning process.

11. Evacuee Tracking

Evacuee tracking can become a part of evacuation operations based on jurisdictional capacities, capabilities, and resource needs. FEMA’s National Mass Evacuation Tracking System (NMETS) is a software- and paper-based no-cost option available to jurisdictions. Electronic systems should have redundant paper systems. A jurisdiction should include the tracking system that their messaging uses so community members know what system to use to ensure timely reunification with families. Additionally, jurisdictions should ensure citizens that the systems will protect personally identifiable information while facilitating reunification and ensuring safety during an evacuation.

Tracking allows jurisdictions to associate records of displaced persons with their personal belongings, companions, and pets. Without tracking, situational awareness, accountability, and reunification become challenging.

12. Mass Care

Jurisdictions should coordinate mass care efforts concurrently with sheltering/evacuation planning so that populations evacuating from a disaster area have a safe location to seek refuge.

Understanding the destination of the evacuee is important, as is the establishment and operation of shelter sites. If possible, the placement of displaced persons in shelters should occur during embarkation. Public information strategies should account for sharing this information with the displaced population.

Roles and Responsibilities

Individuals and Families

Individuals and families are survivors who primarily execute shelter-in-place and evacuation protective actions. Emergency managers should conduct outreach through their community engagement offices or programs to communicate expected individual and family roles and responsibilities. Individuals and families should develop plans and ensure their readiness for both protective actions. Being prepared for an evacuation includes identifying primary evacuation routes from multiple locations (e.g., offices, homes, schools) as well as family reunification.
points in case an evacuation occurs while a family is scattered during the course of their normal
day-to-day life. Families should establish a communication plan that supports the family
 evacuation plan and helps members communicate to implement evacuation, reunification, and re-
entry.

Preparations for shelter-in-place include ensuring that the family or individual has a specified
shelter-in-place location. This location should contain enough non-perishable food, blankets,
communication equipment (such as radios), alternate power sources, first aid supplies, necessary
medications, and durable medical equipment (e.g., hearing aid batteries, catheters) to allow self-
sustainment in that location for a minimum of 72 hours. For a detailed list of supplies
recommended for home emergency supply kits, consult www.ready.gov.

Private Sector

Private sector entities play an important role in safeguarding their employees. These entities
prepare, plan, and coordinate evacuation and shelter-in-place protective actions in case of threats
or hazards. Jurisdictions are encouraged to collaborate with the public and private sectors to
develop a shared understanding of protective actions and shelter-in-place concepts, plans,
terminology, and roles. Proper planning ensures the security of employees and reduces the
potential for life loss if an incident occurs during hours of operation. Private sector facilities
should have similar provisions as individuals and families for shelter-in-place; however, these
provisions will be on a larger scale and should accommodate goods and equipment (e.g.,
signage). Private entities should also work with jurisdictions in the planning process to identify
evacuation routes and resources available to the private sector that could facilitate a large-scale
evacuation (e.g., buses or vans for transportation; stores as evacuation points).

State, Local, Tribal, and Territorial) Governments

Prior to an incident, jurisdictional governments should engage the whole community, including
public/private sectors, faith-based organizations, non-profits, and individuals and families to
conduct awareness briefings and preparedness training so that stakeholders are familiar with
what is expected of them during each type of protective action. Additionally, for each protective
action, jurisdictions should create clear and accessible messaging approved by leadership so
messages can easily and quickly be pushed to the public to advise them on necessary actions
(e.g., evacuation or shelter-in-place), including anything specific to the threat or hazard that is
impacting their community (e.g., anticipated flooding, hazardous material exposure, expected
loss of power).

For evacuations, the jurisdictional government issues evacuation orders, manages traffic flow,
identifies evacuation routes, and identifies shelters for citizens. Additionally, jurisdictions should
plan for disruptions to government operations and ensure they have a continuity of operations
plan (COOP) and continuity of government (COG) plan. These plans activate in the event of
government disruption and/or government relocation from an impacted area. For large-scale
events requiring Federal resources, communities should consult the Federal Evacuation
Supplemental Annex (FESA) for more information on coordinating efforts with Federal entities.

---

5 2018 FEMA DRAFT Federal Evacuation Supplemental Annex
<table>
<thead>
<tr>
<th>Jurisdictional Government Responsibilities</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Set clear expectations for households and community partners by conducting training and information sessions</td>
</tr>
<tr>
<td>• Establish and publish clear evacuation routes and zones for the community</td>
</tr>
<tr>
<td>• Identify evacuation shelters in their community, as well as shelters where evacuees can go in other communities if needed</td>
</tr>
<tr>
<td>• Notify nearby jurisdictions and state partners of operations when appropriate</td>
</tr>
<tr>
<td>• Create pre-approved accessible messaging for rapid distribution regarding incident and shelter-in-place or evacuation instructions</td>
</tr>
<tr>
<td>• Have a continuity plan to help maintain response operations if interrupted</td>
</tr>
</tbody>
</table>
Key Concepts

The following key concepts often serve as the foundation for successful evacuation and shelter-in-place planning: Zones, use of various Transportation Models, Phases, and other Characteristics.

Zones

Evacuation and shelter-in-place zones allow jurisdictions to target zone-based evacuation to the most vulnerable areas, while also limiting the need for evacuating large areas that are not under the threat of a hazard. Generally, considerations to select zone boundaries include U.S. Census Blocks, neighborhood boundaries, fire/police districts, U.S. Army Corps of Engineers (USACE) hurricane evacuation zones, zip codes, and existing preparedness plans and documentation (e.g., existing evacuation plans). Zones need to be easily recognizable by both first responders and citizens to ensure clear messaging on protective actions occurring because of the hazard. The mechanism for assigning these zones will vary from jurisdiction to jurisdiction.

Hurricane Katrina and Hurricane Harvey highlighted the value of a zone-phased approach to evacuation and shelter-in-place. Jurisdictions can benefit from considering shelter-in-place as the first/default option, when feasible.

Shelter-in-place involves the use of a structure, to include homes, to temporarily separate individuals from a hazard or threat. Shelter-in-place is appropriate when conditions require that individuals seek protection in their homes, places of employment, or other locations when a hazard or threat is imminent or occurring. When populations that are not directly in harm’s way shelter in place, jurisdictions reduce costs, resource requirements, and negative impacts of evacuations, while promoting improved response and quicker re-entry and recovery.

The goal of an evacuation is to move as few people as needed the shortest distance to safety.

Planning evacuation operations to meet this goal also helps reduce resource burdens, facilitates more efficient re-entry, and more quickly moves a community towards recovery.

A zone-based approach requires emergency managers, authorities, and the whole community to work together. It is important to establish a common understanding of evacuation and shelter-in-place actions across the community for overall coordination, as well as to make informed decisions on the appropriate transportation models.6 These protective actions serve as tools in all-hazards planning, whether for hurricanes, wildfires, floods, chemical spills, civil unrest, or active shooter scenarios. Situational awareness and flexibility of plans, along with an educated public, allow each local, state, tribal, and territorial partner to customize its preparation and response efforts.

---

6 The Evacuation Transportation Models section of this document presents details on the “hub and spoke” and “point-to-point” transportation models.
Evacuation Transportation Models

Transportation planning considerations should include staging, embarkation points, transportation centers, and evacuee and shelter locations. Using these points in planning, jurisdictions may choose to employ one of the transportation models below to facilitate the movement of evacuees.

**Figure 1: Hub and Spoke Evacuation Model**

- **Hub and Spoke (Figure 1):** Moves and aggregates evacuees in short trips from numerous pickup locations to centers, which in turn provide evacuation to mass care centers. Hub and spoke maximizes routes and provides immediate movement of people from dangerous locations to a safer location temporarily.

**Figure 2: Point-to-Point Evacuation Model**

- **Point-to-Point (Figure 2):** Moves evacuees directly from the point of embarkation to a host jurisdiction or shelter. Point-to-point is the fastest evacuation action to employ, most direct and streamlined, and least resource-intensive in the immediate operational period. This concept of operations has limited capacity for surges during large displacements and is not ideal if the host location has not been determined.
Phases

Evacuation and shelter-in-place response operations occur in five phases—mobilization, evacuation and shelter-in-place, impact, mass care, and re-entry. Phases, used in conjunction with evacuation and shelter-in-place zones, provide a construct to move people to safety or have them shelter-in-place. These phases help jurisdictions plan, organize, respond, and delegate evacuation and shelter-in-place strategies, messages, tasks and decisions. Phases may differ across zones that face unique hazards and considerations, may not occur at all, or may occur in any order based on incident realities.

- **Mobilization Phase:** The mobilization phase begins with the identification of a threat or hazard that could lead to an evacuation or shelter-in-place order. The first activity is initial notification of people, systems, and resources to establish incident command and management structures. Emergency management officials make coordinated decisions for protective actions and priorities, disseminating clear evacuation advisories and messaging to the public. Mobilization will likely happen concurrently with other phases for no-notice events and low-notice events.

- **Evacuation and Shelter-In-Place Phase:** This phase begins when a threat requires evacuation or sheltering-in-place operations, either following or concurrent with mobilization phase activities depending on incident notice. This phase includes implementing the protective actions of evacuation and shelter-in-place orders. During this phase, shelter-in-place is the default primary protective action, if feasible. Evacuation and shelter-in-place actions will vary depending on the size and scope of the incident. This phase may be used in advance of the impact phase for notice events (e.g., hurricane) or after the impact phase for no-notice or low-notice events (e.g., earthquake, terrorist attack) to meet incident objectives and protect life and property.

- **Impact Phase:** During this phase, for notice events, jurisdictions work to secure facilities, people, and equipment and clear transportation system users upon impact of the hazard. Within the impact phase, the “zero hour” marks the time needed to ensure the safety of first responders as the hazard makes impact, and it is the designated point in time when it is no longer safe for responders to continue operations. For no-notice events the impact phase, mobilization phase, and evacuation and shelter-in-place phase may be compressed or occur simultaneously depending on incident specifics.

- **Mass Care Phase:** In case of an evacuation outside of the jurisdiction, evacuees will remain in the host jurisdiction until their community is safe. During this phase the evacuating jurisdictions should communicate with the host jurisdictions to coordinate shelters for evacuees, numbers of evacuees, types of evacuees, and potential length of evacuation. Not every evacuation necessitates mass care; mass care is most common in long-lasting events. During shelter-in-place, mass care may consist of commodity distribution, short-term care, and respite care.

- **Re-entry Phase:** This phase incorporates the coordinated movement of evacuees back into a community once the threat or hazard dissipates and the event causing the evacuation ends. Re-entry typically marks the transition to recovery activities. This phase may follow the re-entry of first responders if the threat or hazard was significant enough to require first
responders to evacuate or will begin once first responders have stabilized the area to a point
where residents can return to their communities.

Characteristics of Evacuation and Shelter-In-Place

Evacuations, like the incidents that trigger them, can affect multiple geographic regions and have
long-term social, political, and economic impacts. A whole community cooperative approach
supports and enables the safe and efficient movement of individuals and animals from an
impacted or potentially impacted community, as well as the return of evacuees back to the
community once it is safe. Evacuations may begin with the spontaneous movement of evacuees
or an official evacuation order and may occur before (pre-) or during and/or after (post-) an
incident. Similarly, shelter-in-place action can be pre- or post-incident, and pre-incident shelter-
in-place action may still require a post-incident evacuation if the threat or hazard occurs with
little or no notice.

Duration of evacuation or shelter-in-place is incident dependent and varies on jurisdiction size,
location, and resources. The following are characteristics of each evacuation/shelter-in-place
type and types of evacuees.

- **Pre-incident evacuation and shelter-in-place** occurs when warning is available before an
  incident, enabling the movement of the most vulnerable, threatened population away from a
  potential area of impact, and sheltering of populations in place when and where conditions
  support. One key advantage to pre-incident evacuation and shelter-in-place is that
  transportation resources and infrastructure are operating under normal conditions. Pre-
  incident evacuation decision making requires officials to balance potentially costly,
  hazardous, or unnecessary evacuations against the possibility of loss of life from an untimely
  evacuation. Calling for shelter-in-place in areas that are less impacted helps reduce the
  negative impacts of evacuation.

- **Post-incident evacuation and shelter-in-place** occurs during and/or after an incident. This
  may be the result of a no-notice event or unexpected impact of a notice event. Post-incident
  evacuation should only occur when it is unsafe for the affected population to remain in the
  incident area. In contrast to pre-incident evacuations, post-incident evacuations may occur
  simultaneously with life-saving response operations. Resource constraints will arise as
  resources otherwise employed to support evacuation operations fulfill other emergency
  response tasks instead.

Types of Evacuees

Understanding the types of evacuees in the population affected by a potential threat or hazard
and their associated needs is critical to a jurisdiction’s evacuation and shelter-in-place planning
efforts. These types include:

- **General Population Evacuees**: General population evacuees may possess the means to
  evacuate (i.e., self-evacuee) or may require assistance (i.e., critical transportation needs
  evacuee).

  - **Self-Evacuees**: Individuals who possess the capability or can obtain the resources to
    evacuate from a potentially dangerous area prior to, during, or after an incident.
Critical Transportation Needs Evacuees: Individuals who require assistance to leave a potentially dangerous or disaster-affected area (also referred to as Transportation-Dependent or Transportation-Disadvantaged Population).

- Patient Evacuees: Individuals under the care of Emergency Medical Services (e.g., prehospital emergency care, community para-medicine/mobile integrated healthcare), inpatient healthcare facilities (e.g., hospital, skilled nursing facility/nursing home, psychiatric facility), and outpatient healthcare services (e.g., home healthcare, dialysis, ambulatory surgery) prior to, during, or after a disaster. This type of evacuee requires specialized transportation (e.g., ambulances, ambulettes) as well as personnel and other support during and after an evacuation.

Under most circumstances, patient evacuees can be sheltered with general population evacuees, but they may require close monitoring for medical assistance. However, jurisdictions should work with their health care partners to make accommodations for patient evacuees who may have compromised immune systems, require decontamination, or otherwise require round-the-clock medical care.

- Service Animal and Household Pet Evacuees: Animals, such as household pets, assistance animals, working dogs, agricultural animals/livestock, wildlife, exotic animals, zoo animals, research animals, and animals housed in shelters, rescue organizations, breeding facilities, and sanctuaries, may need evacuation support. Service animals evacuate with their owners as part of either the general population or patient population. Shelter-in-place of these types of evacuees depends on the incident, hazard or threat, and the safety of sheltering in place versus evacuating.

- Spontaneous Evacuees: Under some circumstances, citizens may self-evacuate based on an individual, family, or group decision in reaction to an incident or threat of an incident, rather than being motivated to take a protective action as a result of an evacuation order. These individuals and/or groups are considered spontaneous evacuees. Spontaneous evacuations can complicate operations and add confusion. Jurisdictions can lessen the likelihood and impact of spontaneous evacuations by conducting pre-event preparedness education campaigns; clearly defining zones; providing clear, unified, and unambiguous evacuation and shelter-in-place orders; and providing clear expected actions, and timely threat, hazard and risk information. Jurisdictions should carefully shape all communications to use appropriate and accessible language and forms of media to provide evacuation and shelter-in-place information to the community.

Evacuation Facilities

A large-scale incident requires moving people across large areas and multiple jurisdictions. The types of sites and resources identified by the planning team for such an incident depend on the classification of the local jurisdiction. In addition, planners should be aware of the resources in "pass-through" communities (between evacuating and host jurisdictions), because resources will be stretched in these locations and their jurisdictions may be asked to establish and host additional shelters if needed.

Based on the incident, the possible evacuation facilities may include:
• **Evacuation Assembly Point**: A temporary location exclusively for evacuation embarkation and transportation coordination in a field setting. Basic life sustaining services are not generally available.

• **Emergency Respite Site**: A location along an evacuation route that is capable of supporting transportation-assisted evacuees and self-evacuees. Respite sites may include fuel stations, restroom facilities, and access to water.

• **Regional Hub Reception Center (RHRC)**: A regional facility where evacuees can receive assistance in identifying the most appropriate shelter location for their needs. RHRCs are typically state-run and employed during significant multijurisdictional, multiregional events.

• **Shelter (Mass Care)**: A facility where evacuees without a destination are evaluated and receive disaster services from government agencies and/or pre-established volunteer organizations. Meals and water should be available. Basic first aid, pet sheltering (if applicable), sleeping quarters, hygienic support, and basic disaster services (e.g., counseling, financial assistance and referral) should also be available.
Critical Considerations

Communities and emergency managers have many considerations to weigh as they integrate evacuation and shelter-in-place protective actions into their emergency plans. Communities must develop operational-level plans based on existing capabilities and revise those plans, and the specific annexes for evacuation and shelter-in-place, as the strategic planning process continues and capabilities change.

The following is an alphabetical list of some of the complex considerations that emergency managers and planning teams may encounter during planning, exercises, or actual execution of their plans.

Accessibility

Accessible resources, or accommodations and modifications for accessibility, ensure that evacuation and re-entry operations are inclusive of children and adults with access and functional needs. This includes provisions for accessible dissemination of information, including evacuation and shelter-in-place orders. These provisions include, but are not limited to, sign language interpreters, alternative forms of communication, and language translation.

Contraflow Lane Reversal

Contraflow lane reversal alters the normal flow of traffic (typically one or more lanes in the opposing direction on a controlled-access highway) to increase the flow of outbound vehicle traffic in an evacuation. Contraflow operations may cause issues at jurisdictional borders if the transition from contraflow lanes to normal lanes is uncoordinated, which can significantly slow the evacuation. Properly executed, contraflow requires significant resources and is most applicable when an expedited large-scale evacuation is necessary.

Correctional Facilities

The Correctional System in the U.S. is comprised of incarceration within correctional facilities (e.g., jails, prisons) that detain individuals (inmates) involved in perpetrating crimes; community supervision of individuals conditionally released from prison (parole); or individuals who are under conditional liberty or provisional freedom (probation).

- **Jail**: A containment area for suspected offenders awaiting trial or sentencing.
- **Prison**: A facility to confine convicted felons. Prisons have several security classifications (High, Medium, Low, and Minimum) that typically correspond to the seriousness of convicted offenders’ crimes, their demonstration of intent, and their capacity to harm others (such as inmates and correctional personnel) during incarceration.

The custody and care of inmates falls under the correctional department of the local, state, or Federal jurisdiction that oversees the facility. The evacuation of secure correctional facilities requires a coordinated effort between local and state law enforcement and corrections officials, publicly run and privately operated institutions (if applicable), and Federal agencies, (e.g.,
Department of Justice Federal Bureau of Prisons, Department of Homeland Security [DHS],
Bureau of Immigration and Customs Enforcement, U.S. Marshals Service).

Domestic/Sexual Violence Shelters

Domestic and sexual violence are acts that leave long-lasting impacts on their survivors. Shelter
managers and management teams should strive to provide additional protections for those who
have already survived domestic and sexual violence, as well as prevent these acts from occurring
during the operation of a shelter. There is a potential for an increase in domestic/sexual violence
following a disaster. Shelter managers should visibly post telephone numbers for local domestic
violence shelters and national providers such as the National Domestic Violence Hotline: 1-800-799-SAFE in emergency shelter areas.

In addition to preventing domestic and sexual violence from occurring in a shelter, those who
currently live in community domestic or sexual violence shelters may be forced to evacuate to
emergency shelters due to the impacts of a threat or hazard. Often, these survivors require
additional precautions, particularly when handling their personally identifiable information. In
cases where emergency shelter management teams are not able to take on this additional task,
they should make alternate arrangements to maintain confidentiality for these survivors. Types of
safe and secure alternate housing accommodations include:

- A physical shelter facility operated by a domestic violence program that serves victims of
domestic/sexual violence;

- A safe home provided by a victim’s family member or friend;

- Other accommodations, such as a time-limited motel or hotel placement or other direct
placement programs providing safe housing. These accommodations should have a telephone
and bathroom facilities, and all doors to the accommodations should have locks.

To ease the burden on shelter managers, planning teams should include domestic violence
shelters in the planning process so that they can consider alternative safe and secure
arrangements ahead of time.

Evacuation Clearance Time

Evacuation clearance time is the amount of time needed to move a threatened population to
safety, given various factors such as the type of hazard or threat, level of notice of the incident,
population characteristics of the area at the time, and public behavior. Clearance time is
generally the time from the issuing of an evacuation order until the last evacuee exits a
jurisdiction.

Jurisdictional analysis of clearance times may include a calculation of at-risk populations,
shadow evacuees, and evacuees from other jurisdictions who may pass through. Clearance time
calculations should include the time required for evacuees to secure their homes and prepare to
leave, the time spent by all vehicles traveling along an evacuation route network, and the
additional time spent on the road caused by traffic and road congestion.
Fuel Management

A large-scale evacuation places increased stress on a variety of resources. Fuel management is a crucial challenge that jurisdictions should address, particularly in planning evacuation routes. Jurisdictions should identify evacuation routes that have ample businesses in pass through communities to provide fuel to evacuees. Jurisdictions should also make an effort to ensure that secondary and tertiary evacuation routes are also well supplied with fuel resources. Jurisdictions should work with their private sector partners to identify additional fuel supplies and coordinate additional deliveries to providers along evacuation routes. Additionally, jurisdictions and their partners should identify which fuel stations on the evacuations routes have, or would require, generator power in the case of a loss of power, as a loss of power would leave fuel unable for evacuees.

Failure to manage fuel supplies can lead to fuel shortages, which impact traffic patterns and slow down evacuation operations. Jurisdictions should retain a supply of fuel dedicated to supporting evacuation operations.

Homeless Populations

People who are homeless have limited resources to evacuate, stockpile food, store medications, and shelter in place. Messages communicated through mainstream media sources may not reach them, because many of these individuals have no access to radio, television, or the internet. Some may be illiterate or non-English speaking, so that written communication may also be ineffective with that subset of this population. The most common form of communication in this population is word-of-mouth, leading to the spread of inaccurate rumors and misunderstandings that may have serious consequences during an emergency.

Many homeless individuals may have difficulties interacting with a mainstream shelter population, and the stressful and (relatively) intimate setting of a disaster shelter may amplify the situation. Because of this potential discomfort, while homeless individuals may go to any shelter; however, designated specific shelters staffed by specialists trained to assist homeless persons are recommended.

To communicate disasters to people without homes, jurisdictions should include homeless service providers in emergency notification systems. Service providers can quickly communicate the emergency to homeless individuals concentrated near their facilities and deploy outreach teams to notify other homeless people dispersed throughout the community. Outreach teams making notifications can also transport people to shelters or designated pickup points for evacuation. Outreach teams employed by homeless service providers are familiar with the homeless community, have established trust and credibility, and are better able to negotiate with people who might resist evacuation efforts. Jurisdictions should coordinate outreach teams, drivers, and accessible vehicles in advance, and assign them to specific designations as soon as possible to prevent delays during a potentially small window of time.

Communities are also encouraged to consider the housing needs of homeless individuals after a disaster. Many areas inhabited by people without homes may not be suitable for living after a

---

7 Homeless person: An individual without permanent housing who may live on the streets; stay in a shelter, mission, single room occupancy facility, abandoned building, or vehicle; or in any other unstable or non-permanent situation. (Pre-decisional FESA)
disaster. Despite the transient nature of homelessness, many homeless people want to return to their communities.

Further information is available through the National Health Care for the Homeless Council http://www.nhchc.org.

**Household Pets and Service Animals**

During evacuation and re-entry operations, animals require tracking, embarkation, transportation, deembarkation, care, feeding, husbandry/waste removal, veterinary support, and sheltering support. Trained personnel immediately assess the animal population requiring evacuation to determine transportation, mass care, and additional support requirements. Sixty-five percent (65%) of American households have pets, which includes a variety of animal species, and populations who are evacuating will bring their animals with them. When feasible, animals should remain with their owners during transport. By law, service animals—and, in some cases, assistance animals—must always remain with the owner.

Regardless of disaster type, jurisdictions should have plans in place for the safe and effective evacuation and sheltering of not just common pets, but all types of animals within the impacted communities. The failure to have, and communicate, such plans creates preventable risks for animals, animal owners and caretakers, the public, and first responders. Previous disasters have demonstrated that co-evacuating (and co-sheltering, where possible) people with their animals, including household pets and service and assistance animals, increases people’s compliance with evacuation orders, increases survivor resilience, and decreases re-entry to unsafe areas motivated by animal rescue.

Animals, including household pets and service and assistance animals that co-evacuate with owners should be in good health and vaccinated. Otherwise, the animals could spread disease among themselves, or to evacuees (e.g., from bites). During co-evacuation process, owners should also ensure they have sufficient means to control their pets, service or assistance animals, such as leashes, and crates.

**Individuals with Access and Functional Needs**

Individuals with access and functional needs may include, but are not limited to, individuals with disabilities, older adults, and individuals with limited English proficiency, limited access to transportation, and/or limited access to financial resources to prepare for, respond to, and recover from an emergency.

Evacuating populations leaving an impact area and arriving in a host area will include some people with health or medical needs that normally require home- and community-based services. Conditions that may have been under control prior to evacuation may be exacerbated, and health conditions may degrade during the evacuation process. Evacuees with such needs may require ongoing health support while in host areas; when possible, it is the responsibility of the evacuee

---


9 Animals include household pets, service and assistance animals, working dogs, agricultural animals/livestock, exotic animals, and animals housed in shelters or rescue organizations. ([Pre-decisional FESA](http://americanpetproducts.org/press_industrytrends.asp))
to obtain additional medical support or request the assistance of shelter management in obtaining these services.

Many of the relevant medical support and assessment procedures are the same, whether they take place in the impact area prior to the transport of evacuees or when they arrive in host areas. Assistance may be required to connect/reestablish evacuees with home- and community-based service providers. During the evacuation process, monitoring these evacuees will help identify if conditions worsen and if additional medical assistance and supplies are necessary.

Jurisdictions are encouraged to keep a opt-in registration database of those most at risk so that first responders can assess their needs and conditions quickly after a threat or hazard has passed and these individuals have been sheltered in place.

**Legal Requirements and Authorities**

Evacuation and shelter-in-place planning is a core element of all-hazards emergency preparedness. One of the first steps for evacuation and shelter-in-place planning efforts is to review and understand the extent of emergency powers granted to and within a jurisdiction. In many cases, the authority to issue evacuation and shelter-in-place orders may exist in local, state, tribal, or territorial laws, statutes, regulations, delegations or power, MOUs/MOAs, policies, and other guidance documentation. Planners should review all legal requirements and authorities during the planning sessions. Since these legal requirements vary by jurisdiction, they are not included in this document. Check with your General Counsel to determine the legal requirements in a specific jurisdiction, to confirm what authorities exist in your jurisdiction and the limitations on these authorities.

Evacuation and shelter-in-place efforts for small-scale incidents are typically handled at the lowest possible jurisdictional level. Local public safety officials (e.g., fire chief, police chief) implement them and do not require the support of higher-level authorities, such as elected officials at the local or state level (e.g., mayor, county executive, judge, governor). For community-level or larger-scale events affecting multiple jurisdictions, higher-level authorities are often necessary to issue orders to evacuation. State assistance may need to supplement local resources and services to safely evacuate or shelter the population in place. Depending on the incident and threat/hazard, the responsible authority will declare an evacuation and/or shelter-in-place. Federal authorities may assist local, state, tribal, and territorial governments when they indicate that their resources have become, or will soon become, overwhelmed.

In addition to the authorities outlined in the National Response Framework, Appendix C – Authorities includes additional authorities relevant to evacuation and shelter-in-place planning.

**Mass Care Services**

Initial evacuee support consists primarily of mass care. However, once immediate life safety considerations have subsided, some evacuees may need shelter or accessible housing for a longer duration. This may include transitional sheltering (e.g., hotels, motels) or interim housing (e.g., apartments, mobile homes, detached homes). Many disaster survivors in less-impacted areas may

---

be able to return to their homes quickly after the disaster, if not immediately. Disaster survivors whose homes suffered minor damage may be able to stay in their homes as they undergo repairs or utilize shelter-in-place options while their homes are under repair. However, evacuees using their own resources to meet their emergency need for shelter (e.g., staying in a motel, with friends or family) are often able to maintain their shelter for only a brief time before their resources are exhausted, and they may then turn to other available congregate and/or non-congregate shelter options.

Population Assessment

Pre-incident population information may be incomplete, requiring an immediate assessment of the evacuee population to identify specific individual or family group needs (e.g., health/medical, mental, functional, social services, socio-economic, nutritional, language). Maintaining an accurate population assessment can help a jurisdiction understand the needs of the community and better estimate the resources needed to implement efficient protective action operations.

Terminology Used in Public Messaging

One of the most critical aspects in a threat or hazard involving shelter-in-place or evacuation actions is a concise, accurate, accessible, and understandable message. The general public does not use the same common parlance as emergency management professionals and may interpret terms and instructions quite differently than intended (e.g., mandatory, voluntary, recommended, forced, phased, and zoned).

Regardless of the term, individuals within an impacted or potentially impacted jurisdiction or community are most likely to heed evacuation orders issued by a trusted authority (e.g., governor, police chief), when their family, friends, and/or community members have chosen to evacuate, or when jurisdictional plans provide for the evacuation of pets/animals. Therefore, it is imperative that jurisdictions develop messages with clear plain terminology understandable by all members of the community during a crisis. This will help ensure that citizens remain safe during an incident and that jurisdictions can allocate resources appropriately to conduct an efficient response to an incident.

Tourist Populations

In some jurisdictions, evacuation of the tourist population occurs prior to the general population. If unable to evacuate these populations prior to an incident, impact-jurisdictions should work to identify this population as non-resident, evacuate them, and advise host-jurisdictions to assist them in coordinating their departure to their home destinations.

Tracking

Tracking government-assisted evacuees allows impact and host jurisdictions to follow the movement of evacuees, as well as their animals (including household pets and service and assistance animals), luggage, and durable medical equipment. Tracking also provides information for family reunification purposes and supports recordkeeping efforts for Federal reimbursement policies. Tracking should begin as soon as possible and may occur in the impact
area prior to the point at which evacuees board transport, at Arrival Points, or at shelters in host jurisdictions.

**Traffic Management**

To minimize traffic congestion and increase clearance times, mobile message boards and signage along evacuation routes can inform self-evacuees of traffic hazards, the location of Welcome Centers and Information Points, shelters, fueling exits, and hospitals. Effective traffic management allows a jurisdiction to evacuate more people from a community in an efficient manner, which reduces the burden on jurisdiction personnel and resources. Failure to organize efficient traffic management efforts increases resource burdens, causes longer evacuation times, and could leave evacuating citizens in vulnerable conditions during an incident.

**Zonal Approach/Methodology**

Evacuation and shelter-in-place zones promote phased, zone-based evacuation targeted to the most vulnerable areas, while also limiting the need to evacuate large areas that are not under the threat of a hazard. Zones:

- Help jurisdictions understand transportation network throughput and capacity, critical transportation needs, resource needs, estimated evacuation clearance times, and shelter demand.
- Help planners develop planning factors and assumptions to inform goals and objectives.
- Help community members understand protective actions to take during an emergency.
- Help shelters limit traffic congestion and overcrowding.

Evacuation and shelter-in-place zones work with evacuation phases, are interdependent with evacuation routes and transportation modes, and rely on many of the same information sources and assessments.

Zones should be easily recognizable by both first responders and community members. Public messaging campaigns can help communicate zone assignments to the public, ideally before a hazard strikes, through “know your zone” campaigns or other preparedness and outreach initiatives.

The mechanism for identifying zones will vary from jurisdiction to jurisdiction. For example, a jurisdiction may use well-known police districts to assign evacuation zones, whereas another jurisdiction may use known neighborhoods. When possible, jurisdictions should consider mapping zones using geographic information systems. Generally, considerations to select zone boundaries include:

- U.S. Census Tracts: [https://www.census.gov/geo/maps-data/maps/2010tract.html](https://www.census.gov/geo/maps-data/maps/2010tract.html)
- UACE hurricane evacuation zones
- Neighborhood boundaries
Jurisdictions may need additional research studies to select zone boundaries. Additional resources for conducting evacuation and shelter-in-place zone research may include:

- State Department of Transportation
- State and jurisdictional evacuation plans and other related plans
- Hurricane Evacuation Studies
- HAZUS-MH: [https://www.fema.gov/hazus](https://www.fema.gov/hazus)
Using the Six-Step Planning Process

Evacuation and shelter-in-place plans should align with and support incident-specific plans developed using the planning process described in CPG 101.\textsuperscript{11} The six steps of the CPG 101 planning process are detailed below.

**Step 1: Form a Planning Team**

The most realistic and complete plans result from a diverse planning team that includes representatives from across the whole community. While jurisdictions can engage a large number of partners to develop their Emergency Operations Plan (EOP), they should specifically include partners with key roles in evacuation or shelter-in-place operations. These partners may include:

**Public Safety**
- Local, state, tribal, or territorial law enforcement
- Fire services
- Emergency medical services
- Public works
- Fusion centers
- Transportation sector (e.g., public transportation systems, local transportation departments)
- National Guard
- Public safety communications
- Hospitals and healthcare facilities

**Education**
- School administration

**Other Governments and Agencies**
- Elected officials

**Additional as Required**
- Coast Guard

**Private Sector**
- Critical infrastructure owners and operators (public and private)

Step 2: Understand the Situation

This step has two aspects, both of which are needed for this planning process. Jurisdictions need to understand how a new annex will coordinate with plans already in place, as well as understanding potential events and their impacts on the community.

Prior to integrating evacuation or shelter-in-place into a jurisdiction’s emergency plan or developing relevant annexes, planners should understand their EOP and any existing supporting plans and annexes, such as mass care. Annexes supplement the EOP and should be consistent with the EOP and not duplicate or conflict with it. A jurisdiction’s base EOP or supporting plans will address many responsibilities and actions taken when implementing evacuation or shelter-in-place, as these actions are frequently required regardless of the specific threat or hazard. An evacuation/shelter-in-place annex should therefore address the unique characteristics and requirements not already covered in the EOP or other annexes.

Once assembled, the planning team begins identifying potential consequences and impacts on the community that would require an evacuation or shelter-in-place order and the estimated resources necessary to implement these protective actions.

Step 3: Determine Goals and Objectives

The planning team develops a list of priorities, goals, and objectives that address capability gaps related to the incident. Planners should consider goals and objectives related to evacuation and shelter-in-place outcomes.

- **Operational Priorities**: Specify what the responding organizations are to accomplish to achieve a desired end-state for the operation.
- **Operational Goals**: Are broad, general statements that indicate the intended solution to problems. They are what personnel and equipment resources are supposed to achieve.
- **Operational Objectives**: Specific and identifiable actions carried out during the operation that achieve response goals and determine the actions that participants in the operation must accomplish.

As jurisdictions develop goals and objectives for their evacuation and shelter-in-place annex to their EOP, those goals and objectives should align with the 12 planning principles in the second chapter of this document.
Step 4: Plan Development

Based on the information obtained during Step 3, the planning team can begin plan development. Planners should refer to CPG 101 for writing and reviewing checklists, as well as format considerations. Courses of Action should address the overarching evacuation and shelter-in-place operation, to include resource allocation and prioritization efforts.

In addition to the planning considerations outlined above, planning for evacuation and shelter-in-place protective actions should aim to:

- Reduce the number of people required to evacuate (e.g., create evacuation zones to target geographic areas susceptible to hazards)
- Shelter evacuees as close to the impact area as safely possible to reduce the economic burden and accelerate recovery operations
- Identify suitable shelter options that are not susceptible to incident threats/hazards
- Evacuate communities together to provide an internal support structure
- Disperse evacuee populations among various host communities to reduce the burden on individual jurisdictions and ensure accountability of all evacuated individuals
- Increase interoperability between tracking, reunification, and sheltering systems
- Coordinate evacuation resource allocation (multiple jurisdictions may depend on or compete over the same resources to support evacuation operations)
- Relocate evacuees who are unable to return to their permanent residence as close to the impact community as possible (preferably within the impact state) to reduce the burden on host jurisdictions and to facilitate recovery operations.

Step 5: Plan Preparation, Review, and Approval

Jurisdictions will have different processes and procedures to prepare, review, and approve evacuation and shelter-in-place plans. This step involves preparing the plan, reviewing it for conformity to regulatory requirements of state and Federal agencies, and submitting it to the appropriate elected officials for approval. During this step, jurisdictions may want to revisit and update the incident analysis brief, update partners, and ensure buy-in from partners.

Step 6: Plan Implementation and Maintenance

Jurisdictions should implement the plan so stakeholders throughout the whole community know their roles and responsibilities before, during, and after evacuation and shelter-in-place operations. All organizations named in the plan and supporting partners should train, exercise, and socialize the plan. Additionally, jurisdictions should routinely implement continuous improvement measures for their evacuation and shelter-in-place plans; this helps to maintain an effective plan for protective actions. Jurisdictions can achieve this through tabletop or full-scale exercises or through lessons learned from real-world events.
Appendix A – Acronym List

AFN  Access and Functional Needs
CERRA  Crisis Event Response and Recovery Access
COG  Continuity of Government
COOP  Continuity of Operations
COP  Common Operating Picture
CPG  Comprehensive Preparedness Guide
CSEPP  Chemical Stockpile Emergency Preparedness Program
CTN  Critical Transportation Needs
DHS  Department of Homeland Security
DoD  Department of Defense
DOT  Department of Transportation
EM  Emergency Management
EMAC  Emergency Management Assistance Compact
EMI  Emergency Management Institute
EOC  Emergency Operations Center
EOP  Emergency Operations Plan
EPCRA  Emergency Planning and Community Right-to-Know Act
ESF  Emergency Support Function
FAA  Federal Aviation Administration
FEMA  Federal Emergency Management Agency
FESA  Federal Evacuation Support Annex
FHWA  Federal Highway Administration
FRA  Federal Railroad Administration
FTA  Federal Transit Administration
GATES  Global Air Transportation Execution System
GEAR  Geocentric Environment for Analysis and Reasoning
<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>831</td>
<td>HHS</td>
</tr>
<tr>
<td>832</td>
<td>HIPAA</td>
</tr>
<tr>
<td>833</td>
<td>HURREVAC</td>
</tr>
<tr>
<td>834</td>
<td>JPATS</td>
</tr>
<tr>
<td>835</td>
<td>LEP</td>
</tr>
<tr>
<td>836</td>
<td>MOA</td>
</tr>
<tr>
<td>837</td>
<td>MOU</td>
</tr>
<tr>
<td>838</td>
<td>NDMS</td>
</tr>
<tr>
<td>839</td>
<td>NGA</td>
</tr>
<tr>
<td>840</td>
<td>NMETS</td>
</tr>
<tr>
<td>841</td>
<td>NOAA</td>
</tr>
<tr>
<td>842</td>
<td>NWS</td>
</tr>
<tr>
<td>843</td>
<td>PETS</td>
</tr>
<tr>
<td>844</td>
<td>REPP</td>
</tr>
<tr>
<td>845</td>
<td>RHRC</td>
</tr>
<tr>
<td>846</td>
<td>SEOC</td>
</tr>
<tr>
<td>847</td>
<td>SLOSH</td>
</tr>
<tr>
<td>848</td>
<td>TRAC2ES</td>
</tr>
<tr>
<td>849</td>
<td>USACE</td>
</tr>
<tr>
<td>850</td>
<td>VMS</td>
</tr>
</tbody>
</table>
Appendix B – Terminology

Jurisdictions are encouraged to use the terms and definitions below.

**Animal**: Animals include household pets, service and assistance animals, working dogs, agricultural animals/livestock, exotic animals, and animals housed in shelters, rescue organizations,

**Arrival Point**: Any facility or point of entry into a host-state/jurisdiction that assists evacuees. Arrival Points may include Transfer Points and Reception Processing Sites (for transportation-assisted evacuees), Welcome Centers and Information Points (for self-evacuees), shelters, and other congregate facilities.

**Common Operating Picture (COP)**: A shared understanding among on-scene and off-scene support personnel of an incident, including assumptions, facts, availability and location of resources, personnel, and the status of requests for assistance. A COP is established and maintained by gathering, collating, synthesizing, and disseminating incident information to all appropriate parties involved in an incident.

**Critical Transportation Needs (CTN) Population**: Evacuees with limited or no access to transportation who require government assistance to evacuate safely. CTN populations may include, but are not limited to, homebound populations; individuals with access and functional needs, including individuals who do not speak English; individuals with household pets; unaccompanied minors; and individuals with no access to a vehicle or a ride with a friend/family.

**Debarkation Point**: A site designated to receive transportation-assisted evacuees. Evacuees may be transported by air, rail, bus, or maritime, and therefore a jurisdiction may have multiple debarkation points.

**Embarkation Point**: An intake, processing, and departure site designated for the movement of government transportation-assisted evacuees, their animals (including household pets and service and assistance animals), their luggage, and/or their durable medical equipment. Embarkation modes of transportation include air, ground, and maritime. Government transportation-assisted evacuees may be registered, tracked, assessed for issues or needs, and placed on transport for evacuation to an Arrival Point.

**Evacuation Clearance Time**: The estimated time necessary to safely evacuate people from the time an evacuation order is given until the time when the last evacuee can either leave the evacuation zone or arrive at safe shelter. It is a cumulative estimate for designated areas (zones, city, county), not the time for one person to evacuate a given location. Tools such as the Real Time Evacuation Planning Model can aid in estimating evacuation clearances times.

**Evacuation Coordination Group**: A simple mechanism to exchange evacuation and shelter-in-place information across borders. The group’s coordination encourages real-time decision making and establishes a clear and consistent message to the regional public regarding recommended actions, consistent with the National Incident Management System and Incident Command System.
**Evacuation Order**: A jurisdictionally initiated action for an organized, phased, and supervised withdrawal, dispersal, or removal of people from dangerous or potentially dangerous areas and their reception and care in safe areas.

**Evacuation Transportation Site** (also called **Evacuation Assembly Point** or **Pickup Point**): A temporary location exclusively for evacuation embarkation and transportation coordination in a field setting. Basic life sustaining services are not generally available.

**Evacuation Zone**: A defined area to which residents may be directed to evacuate, depending upon the impacts of the hazard (e.g., tides, storm intensity, path, hazardous material exposure).

**Host Jurisdiction**: Jurisdictions tasked as destination locations for evacuees with government-coordinated or -sponsored evacuation sites. These jurisdictions “host” evacuees requiring shelter.

**Individuals with Access and Functional Needs**: Access and functional needs are met by providing physical, programmatic, and effective communication access to the whole community by accommodating individual requirements through universal accessibility and/or specific actions or modifications. This includes assistance, accommodation, or modification for mobility, communication, transportation, safety, health maintenance, etc.; need for assistance, accommodation, or modification due to any situation (temporary or permanent) that limits an individual’s ability to act in an emergency. Individuals having access and functional needs may include, but are not limited to, people with disabilities, older adults, and populations having limited English proficiency, limited access to transportation, and/or limited access to financial resources to prepare for, respond to, and recover from the emergency.

**Information Points** (also called **Welcome Centers**): Located on or near main evacuation routes, interstate highways, and state borders. These facilities are generally state-sponsored and located at state points of entry (e.g., rest areas, tourist centers) and provide self-evacuees:

- Information and/or directions to shelter facilities
- Access to restroom facilities
- A temporary rest during their evacuation
- A place to recharge mobile telephones or other electronic devices
- Limited access to food and water.

**No-Notice Event**: An incident occurring with little or no warning and requiring rapid assessment, decision making, communication, and implementation of protective action.

**Notice Event**: An incident where jurisdictions have warning of an impending hazard. The officials have time to prepare in advance, assess, communicate, and implement protective action measures. Typically, initial preparation discussions regarding the impending hazard occur as soon as the jurisdiction receives first notice of impact.

**Pass-Through Community**: Communities that are not evacuating their populations but are located on the evacuation routes of evacuating populations. Evacuees “pass through” these communities en route to their final destinations. These communities may assist in facilitating evacuation operations.
Reception Center: A facility where displaced individuals receive assistance in identifying available shelter locations. Reception Centers are short-term centers for meeting evacuees’ immediate needs while they await assignment to a shelter.

Reception Processing Site (also called Community Reception Center): An interim site along an evacuation route that provides mass care and other emergency services to evacuees arriving in a host location via government transportation. A Reception Processing Site may be located within an impact jurisdiction (although outside the impact area) or in a host jurisdiction. These locations provide life-sustaining services, such as food, water, basic medical support, and assignment and transportation to a shelter. Additional services may include disaster and local weather information, reunification, and crisis counseling. Temporary sleeping space may also be provided while evacuee needs are evaluated or if they arrive late at night. Jurisdictions should arrange separate areas for unaccompanied minors, people without identification, and individuals subject to judicial and/or administrative orders restricting their freedom of movement. These sites may also process evacuees returning to the impact jurisdiction. Typically, Reception Processing Sites do not process self-evacuees and should direct them to an Information Point at a separate location.

Re-Entry: The coordinated movement of first responders, recovery resources, and the general public back into a community once a threat or hazard dissipates and the event causing the evacuation ends.

Refuge of Last Resort: A facility or location that may provide temporary or limited relief from the hazard.

Self-Evacuees: The evacuees with the means and capability to evacuate the impacted area without government-provided transportation assistance. The primary modes of transportation during an evacuation are foot, bike, car, train, and bus.

Sending Community: Communities that are directly impacted by a hazard or impending hazard. Officials these jurisdictions have determined the need to evacuate all or a portion of the population and are “sending” these evacuees outside of the impacted area.

Shadow Evacuees: Evacuees who will evacuate regardless of directives by public officials due to perceived risk of danger.

Shelter (Mass Care): A facility where government agencies and/or pre-established voluntary organizations process, evaluate, and provide disaster services to evacuees without an endpoint destination. Meals and water should be available, as well as basic first aid, pet sheltering (if applicable), sleeping quarters, hygienic support, and basic disaster services (e.g., counseling, financial assistance and referral).

Shelter Demand: The estimated percentage or number of people in a population who will require mass care services in public shelters. A general rule of thumb is to plan for approximately 10 percent of the population, but this can vary widely based on socio-economic, hazard specifics, and other variables.

Shelter-in-Place: The use of a structure to temporarily separate individuals from a hazard or threat. Sheltering in place is the primary protective action in many cases. Often it is safer for
individuals to shelter-in-place than to try to evacuate. Sheltering in place is appropriate when conditions necessitate that individuals seek protection in their home, place of employment or other location when disaster strikes.

**Spontaneous Evacuation**: When individuals in threatened areas observe an incident or receive unofficial notice of an actual or perceived threat and, without receiving instructions to do so, elect to evacuate the area. Their movement, means, and direction of travel are unorganized and unsupervised.

**Transfer Point** (also called Assembly and Transfer Center): If applicable, locations where transportation-assisted evacuees move from their initial evacuation modes of transportation onto other transportation to a Reception Processing Site or a shelter. Depending on drive times and/or distances, relief drivers and/or vehicles may be needed to comply with state and/or Federal safety regulations.

**Zero Hour**: The time needed to clear transportation system users and to secure facilities, people, and equipment after the evacuation is completed but before the hazard arrives. Zero-hour actions are part of the Impact Phase and end prior to the incident impact, when all evacuation operations have or should have ceased (at the end of an operational period) to ensure the safety of first responders.
Appendix C – Authorities

In addition to the statutes, regulations, executive orders, and Presidential directives outlined in the National Response Framework, this Appendix provides additional legal bases for evacuation operations and activities.

- The **Air Carrier Access Act**, as amended, requires carriers to permit service animals to accompany passengers with a disability (with some caveats for “unusual or exotic” service animals), addresses emotional support and psychiatric service animal transport in aircraft cabins, and provides guidance on carrying service animals.

- The **Animal Welfare Act**, as amended, and associated regulations, requires that federally established standards of care and treatment be provided for certain warm-blooded animals bred for commercial sale, used in research, transported commercially, or exhibited to the public.

- The **Emergency Management Assistance Compact (Pub. Law 104-321)** is a national interstate mutual aid agreement that enables states to share resources during times of disaster, providing timely and cost-effective relief to states requesting assistance from member states who understand the needs of jurisdictions struggling to preserve life, the economy, and the environment.

- **Executive Order 13166 – Limited English Proficiency** improves access to federally conducted and federally assisted programs and activities for persons who, because of national origin, have limited English proficiency (LEP).

- **Executive Order 13347 — Individuals with Disabilities in Emergency Preparedness** strengthens emergency preparedness with respect to individuals with disabilities.

- The **Fair Housing Act**, as amended, requires reasonable accommodations and modifications to housing policies (e.g., no pet fees, pet deposits, pet rent) for animals that serve individuals with disabilities, including in the aftermath of disasters.

- The **Health Insurance Portability and Accountability Act of 1996 (HIPAA)** considers legal and/or logistical constraints in the ability of host medical facilities to support evacuee healthcare needs. It was enacted to amend the Internal Revenue Code of 1986 to improve the portability and continuity of health insurance coverage in group and individual markets, to combat waste, fraud, and abuse in health insurance and health care delivery, to promote the use of medical savings accounts, to improve access to long-term care services and coverage, to simplify the administration of health insurance, and for other purposes.

- The **Health Research Extension Act** requires all Federal grantee institutions to have disaster plans that address the well-being of both animals and personnel during unexpected events that compromise ongoing animal care.

- The **Marine Mammal Protection Act**, as amended, establishes procedures, practices, and guidance for rescuing and rehabilitating stranded marine mammals. Contingency plans for rehabilitation hospitals must include evacuation or sheltering in place for emergency events.
• Pet Evacuations and Transportation Standards (PETS) Act of 2006, as amended, 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.

• Privacy Act of 1974 (U.S.C. §552a) addresses records management of individuals and the sharing and disclosure of such information.

The following Federal laws and programs also impact evacuation planning. Check whether these impact your jurisdiction when planning evacuation and shelter-in-place actions.

• The Chemical Stockpile Emergency Preparedness Program (CSEPP) includes evacuation and shelter-in-place planning for communities surrounding the Army’s chemical warfare agent stockpiles.

• The Emergency Planning and Community Right-to-Know Act (EPCRA) requires local governments to prepare chemical emergency response plans (to include evacuation and shelter-in-place).

• The Radiological Emergency Preparedness Program (REPP) includes emergency protective action (evacuation and shelter-in-place) planning requirements for incidents involving commercial nuclear power plants.

Additional state, local, tribal, and territorial laws and authorities may also exist.
Appendix D – Job Aids

Command Job Aid

A Command Job Aid is a quick-reference tool for key decision makers and elected and appointed officials on evacuation concept implementation. They are often critical to the success of a plan, as seen in recent events. In addition, education of key officials is vital to issuance of orders.

This tool guides coordination considerations for threats that could initiate a large-scale shelter-in-place and/or evacuation operation. Some points outline specific roles and responsibilities, and many are reminders of other operations that should be taking place during the activation of the Evacuation Plan.

Additionally, this tool guides coordination between the Emergency Manager and the elected official(s), to help them effectively make executive decisions and take executive actions necessary throughout the operational process.

Tailor the sample job aid below to the relevant jurisdiction(s).

Sample Command Job Aid

<table>
<thead>
<tr>
<th>Phase</th>
<th>Time</th>
<th>Questions for [Jurisdiction Authority] Consideration</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mobilization</td>
<td>Potential Impacts within</td>
<td>What are the potential impacts of the event?</td>
</tr>
<tr>
<td>Mobilization</td>
<td>120 Hours</td>
<td>Is sufficient information and monitoring of the</td>
</tr>
<tr>
<td></td>
<td></td>
<td>forecasted threat/hazard in place/available?</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Is the [Jurisdiction Emergency Operations Center (EOC)] activated per an Emergency Operations Plan (EOP) or another plan?</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Are any critical staffing, resource shortages,</td>
</tr>
<tr>
<td></td>
<td></td>
<td>infrastructure challenges, etc. likely to impact the ability to respond to the forecasted system? Have these been communicated to partners?</td>
</tr>
<tr>
<td></td>
<td></td>
<td>What special contracts are being considered for implementation in support of the planned response? What are the lead and lag times?</td>
</tr>
<tr>
<td></td>
<td></td>
<td>What threshold/conditions will trigger jurisdiction officials to declare an emergency?</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Is shelter-in-place a viable strategy for the threat?</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Is evacuation required for impacted zones?</td>
</tr>
<tr>
<td></td>
<td></td>
<td>What is the capacity of the receiving zone to accept evacuees?</td>
</tr>
<tr>
<td></td>
<td></td>
<td>What is the recommended time/condition for the [Jurisdiction Authority] to communicate the recommendation to the Governor to declare a State of Emergency?</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Other jurisdiction questions</td>
</tr>
<tr>
<td>Phase</td>
<td>Time</td>
<td>Questions for [Jurisdiction Authority] Consideration</td>
</tr>
<tr>
<td>------------------------------</td>
<td>-----------------------</td>
<td>---------------------------------------------------------------------------------------------------------------------</td>
</tr>
</tbody>
</table>
| Mobilization Phase           | Potential Impacts within 96 Hours | - What is the current feedback on evacuation and shelter-in-place of functional and medical needs residents, hospitals, long-term care facilities, and the general public if needed?  
- What mass care resources does the jurisdiction have in place to receive evacuees? What are the projected resource requirements?  
- What public messaging efforts are underway at the local and state levels?  
- Are any forecasted or actual needs not being met? Have these been communicated to partners?  
- Other jurisdiction questions |
| Mobilization Phase           | Potential Impacts within 72 Hours | - Is contraflow potentially required? What preparatory actions are required?  
- What protective measures are being taken in the neighboring zones? What is the potential impact on [Jurisdiction]?  
- What actions are underway that will ensure retail fuel is available along evacuation routes?  
- What is the status of mass care shelters? What are the anticipated shelter requirements?  
- Are any forecasted or actual needs not being met? Have these been communicated to partners?  
- Other jurisdiction questions |
| Evacuation and Shelter-in-Place Phase | Potential Impacts within 48 Hours | - What is the status of functional and medical needs, long-term care facilities, and hospital evacuations?  
- What is the status of general population shelters?  
- Have any voluntary evacuations been initiated by local jurisdictions? What is the status of evacuation considerations by local jurisdictions?  
- What is the plan for staging resources/teams?  
- What critical infrastructure is in the potentially affected area and what protective measures are underway?  
- Are any forecasted or actual needs not being met? Have these been communicated to partners?  
- Other jurisdiction questions |
| Evacuation and Shelter-in-Place Phase | Potential Impacts within 24 Hours | - What is the status of traffic along the evacuation routes?  
- Is contraflow underway?  
- Are any life safety issues unresolved?  
- What conditions will require zero-hour sheltering of response personnel and cessation of field operations?  
- Have zero-hour conditions been communicated to response staff? To the public?  
- Are any forecasted or actual needs not being met? Have these been communicated to partners?  
- Other jurisdiction questions |
### Essential Elements of Information

The tables below provide a quick reference of the information needed to inform response and create a Common Operating Picture.

#### Mobilization and Evacuation Phase

<table>
<thead>
<tr>
<th>Essential Element of Information</th>
<th>Timeline</th>
<th>Responsible Entity</th>
<th>Specific Information</th>
<th>Methodology/ Source</th>
</tr>
</thead>
</table>
| Activation of EOC                | Approximately 72 hours prior to event | Evacuating jurisdiction(s) | • Forecast pre-evacuation and implications for impeding operations  
• Hazard onset and timing  
• Zones impacted  
• Priorities of elected officials/executives | • National Weather Service (NWS)  
• Predictive modeling  
• Existing maps  
• Census data  
• Council of Governments |
<table>
<thead>
<tr>
<th>Essential Element of Information</th>
<th>Timeline</th>
<th>Responsible Entity</th>
<th>Specific Information</th>
<th>Methodology/ Source</th>
</tr>
</thead>
</table>
| Local State of Emergency Declaration | Approximately 72 hours prior to event | Evacuating jurisdiction(s) | • Forecast pre-evacuation and implications for impeding operations  
• Hazard onset and timing  
• Zones impacted  
• Priorities of elected officials/executives | • NWS  
• Predictive modeling  
• Existing maps  
• Census data  
• Council of Governments |
| Evacuation Warning Order Timing | Contact made X hours prior to anticipated event/incident and updated twice per operational period | Evacuating jurisdiction(s) | • Hazard onset and timing  
• Zones impacted  
• Time of day  
• Routes available  
• Estimated affected population, including estimates of those with access and functional needs and specific demographics (e.g., languages spoken)  
• Communication status  
• Priorities of elected officials/executives | • Predictive modeling  
• Existing maps  
• Census data  
• Department of Transportation  
• Universities/ Colleges  
• Council of Governments |
| Boundaries of Potential or Actual Incident Area (storm surge area, plume, fires, flooding, terrorist threat) | Initial estimate following notification and updated every operational period Modeling data as soon as available | Evacuating jurisdiction(s) | • Geographic limits of damage and zone impacts  
• Description of the potential or actual severity of damage  
• Estimated percentage of population evacuated, in need of evacuation, or sheltering in place | • Predictive modeling  
• Remote sensing  
• Forecast data  
• On-scene reports via rapid assessment teams  
• Media  
• Public (via 9-1-1 and jurisdictional hotlines) |
<table>
<thead>
<tr>
<th>Essential Element of Information</th>
<th>Timeline</th>
<th>Responsible Entity</th>
<th>Specific Information</th>
<th>Methodology/ Source</th>
</tr>
</thead>
</table>
| Hazard-specific information     | Initial estimate no later than four hours after notification and updated every operational period | Evacuating, pass-through, and host jurisdictions | • Number or estimate of affected structures  
• Potential or actual estimated impacts to roads and other critical infrastructures  
• Potential or actual impacts associated with the release of hazardous materials or radiological incidents  
• Personal safety issues  
• Public health concerns | • Predictive modeling  
• NWS  
• State EOC  
• Department of Agriculture  
• Public Health Departments  
• Department of Health and Human Services – Centers for Disease Control |
| Weather                         | As soon as possible prior to evacuation and ongoing as required | Evacuating, pass-through, and host jurisdictions | • Forecast pre-evacuation and implications for impeding operations | • NWS |
| Mass Care Information           | Initial estimate following notification and updated every operational period | Evacuating, pass-through, and host jurisdictions | • Estimated percentage of population evacuated, in need of evacuation, or sheltering in place  
• Number of shelters (and type) currently open, on standby, or closed/full | • Local EOC  
• State EOC  
• Shelters |
| Government Services Closures    | Initial estimate following notification and updated every operational period | Evacuating jurisdiction(s) | • County government closures  
• County school closures  
• County government fuel availability  
• Emergency services suspense of services  
• Public safety communication outages | • Local EOCs  
• State EOCs  
• Media  
• Public (via 9-1-1 and jurisdictional hotlines) |
# Re-Entry Phase

<table>
<thead>
<tr>
<th>Essential Element of Information</th>
<th>Timeline</th>
<th>Responsible Entity</th>
<th>Specific Information</th>
<th>Methodology/Source</th>
</tr>
</thead>
<tbody>
<tr>
<td>Initial Needs and Damage Assessments</td>
<td>Initial estimate within 6 hours following incident (post-landfall) and updated every 12 hours</td>
<td>Evacuating, pass-through, and host jurisdictions</td>
<td>- Rapid needs assessment and preliminary damage assessment teams’ reports&lt;br&gt;- Damages reported by local, state, and Federal agency EOCs&lt;br&gt;- Request for support to the state and Federal entities from local jurisdictions</td>
<td>- Rapid needs assessment and preliminary damage assessment teams&lt;br&gt;- Media&lt;br&gt;- Social media accounts&lt;br&gt;- Public (via 9-1-1 and jurisdictional hotlines)&lt;br&gt;- SEOC and local EOC reports</td>
</tr>
<tr>
<td>Status of Declarations</td>
<td>As soon as information becomes available and updated every operational period.</td>
<td>Evacuating, pass-through, and host jurisdictions</td>
<td>- Status of local emergency declarations&lt;br&gt;- Status of state emergency declarations&lt;br&gt;- Status of presidential disaster declarations&lt;br&gt;- Jurisdictions included&lt;br&gt;- Types of assistance authorized&lt;br&gt;- Special cost-sharing provisions regarding direct Federal assistance</td>
<td>- EOCs&lt;br&gt;- State EOC/EM Coordination&lt;br&gt;- FEMA declarations&lt;br&gt;- The White House</td>
</tr>
<tr>
<td>Status of Key Personnel</td>
<td>Post-notification and updated every operational period</td>
<td>Evacuating, pass-through, and host jurisdictions</td>
<td>- Incident Comment&lt;br&gt;- Elected or appointed officials&lt;br&gt;- Staffing needs for response operations</td>
<td>- ESF #1 through ESF #xx</td>
</tr>
<tr>
<td>Essential Element of Information</td>
<td>Timeline</td>
<td>Responsible Entity</td>
<td>Specific Information</td>
<td>Methodology/ Source</td>
</tr>
<tr>
<td>----------------------------------</td>
<td>----------</td>
<td>---------------------</td>
<td>----------------------</td>
<td>---------------------</td>
</tr>
</tbody>
</table>
| Major Issues/ Shortfalls         | Initial assessment following notification and updated every operational period | Evacuating, pass-through, and host jurisdictions | • Actual or potential resource shortfalls  
• Anticipated requirements for mutual aid  
• Status of request for support under the Emergency Management Assistance Compact (EMAC) | • ESF #1 through ESF #xx  
• Rapid needs assessment team reports |
| Access Points to Disaster Area   | Post-evacuation/ incident and updated every operational period | Evacuating jurisdiction(s) | • Location of access points  
• Credentials needed to enter  
• Best routes to approach the disaster area | • Transportation  
• Public works  
• Military support  
• Law enforcement |
| Status of Infrastructure         | Initial estimate following notification and updated every operational period | Evacuating, pass-through, and host jurisdictions | • Status of life-safety infrastructure, including water mains, wastewater treatment, and other public utilities  
• Status of electrical generating facilities and distribution grid  
• Households without electric power  
• Households without natural gas  
• Status of natural gas transmission facilities and distribution pipelines  
• Status of refineries, gasoline, and oil distribution systems | • Transportation  
• Public works  
• Energy  
• Private utilities and municipal utility districts |
| Status of residents              | Initial estimate following notification and updated every operational period | Evacuating, pass-through, and host jurisdictions | • Confirmed and unconfirmed casualties  
• Primary threats to life safety | • Local EOCs  
• State EOCs  
• Media  
• Public (via 9-1-1 and jurisdictional hotlines) |
<table>
<thead>
<tr>
<th>Essential Element of Information</th>
<th>Timeline</th>
<th>Responsible Entity</th>
<th>Specific Information</th>
<th>Methodology/Source</th>
</tr>
</thead>
</table>
| Government Services Closures     | Initial estimate following notification and updated every operational period | Evacuating jurisdiction(s) | • Government closures  
• School closures  
• Government fuel availability  
• Emergency services suspense of services  
• Public safety communication outages  
• Search and rescue operations | Local EOCs  
State EOCs  
Media  
Public (via 9-1-1 and jurisdictional hotlines) |
| Status of Operations Outside of Region | Initial determination following notification and updated every operational period | State-level emergency management organization | • State priorities  
• Priorities outside of the state  
• Major operations in support of affected jurisdictions  
• ESFs that have been activated  
• Status of request for support under the Emergency Management Assistance Compact (EMAC) | EM |
| Status of Re-entry Operations    | Initial determination following notification and updated every operational period | Evacuating, pass-through, and host jurisdictions | • Status of life-safety infrastructure and roadways  
• Best routes to approach the disaster area | Transportation  
Public works  
SEOC and local EOC reports |
Appendix E – Checklists

The Appendix offers sample execution checklists to use during planning and executing evacuation and shelter-in-place operations.

The checklists provide actions and desirable outcomes for emergency managers and ESF agencies and sequential, time-phased references to guide decision makers, liaisons, field staff, and other stakeholders when facing a threat that could initiate large-scale evacuation and/or shelter-in-place operations. They are broken out by ESF and incident phase.

Jurisdictions may incorporate these checklists by reference to other plans, and/or they may outline adjustments to existing execution checklists.

**ESF #1—Transportation (Evacuation and Shelter Phase) Checklist:**

<table>
<thead>
<tr>
<th>ID</th>
<th>Primary Agency</th>
<th>Support Agency</th>
<th>Evacuation and Shelter-in-Place Phase Actions</th>
<th>Completed (✓)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td>Activate personnel and transportation partners to support the Evacuation and Shelter-in-Place Phase.</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Implement contraflow operations if authorized, in close coordination with</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>• ESF #5—Information and Planning</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>• ESF #7—Logistics</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>• ESF #13—Public Safety and Security</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>• ESF #15—External Affairs.</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Implement access controls to close transportation infrastructure, entrances, and/or exits determined unsafe, in conjunction with ESF #13—Public Safety and Security.</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Adjust traffic signal timing and implement other systems to expedite outbound traffic flow and public transit, in conjunction with:</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>• ESF #5—Information and Planning</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>• ESF #13—Public Safety and Security.</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Activate mobilized assets, including staging areas, roadway support and evacuation sites, in conjunction with:</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>• ESF #5—Information and Planning</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>• ESF #13—Public Safety and Security.</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Activate VMS and other messaging capabilities, in conjunction with:</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>• ESF #5—Information and Planning</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>• ESF #13—Public Safety and Security</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>• ESF #15—External Affairs.</td>
<td></td>
</tr>
<tr>
<td>ID</td>
<td>Primary Agency</td>
<td>Support Agency</td>
<td>ESF #1—Transportation Evacuation and Shelter-in-Place Phase Actions</td>
<td>Completed (✓)</td>
</tr>
<tr>
<td>----</td>
<td>----------------</td>
<td>----------------</td>
<td>---------------------------------------------------------------</td>
<td>-------------</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>If necessary, continue to halt work zone activities on primary evacuation routes, in conjunction with ESF #13—Public Safety and Security.</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Track resource requirements for those with critical transportation needs (CTN), persons with disabilities, and others with access and functional needs (AFN), evacuees, those with health and medical needs, and household pets and service animals. Provide information to ESF #13—Public Safety and Security or ESF #8—Public Health and Medical Services, as needed.</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Survey current resources and request for additional resources, as necessary.</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Maintain streetlights, traffic signals, and other evacuation-related systems in conjunction with private-sector energy businesses. Utilize alternate power sources as available.</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Coordinate with ESF #13—Public Safety and Security to remove damaged/immobile vehicles from the primary evacuation routes.</td>
<td></td>
</tr>
</tbody>
</table>
|    |                |                | Determine zero-hour criteria for halting operations and sheltering personnel (wind speed, flooding conditions, inaccessible locations, hazardous material exposure limits). Communicate these criteria to workers, responders and the public, in close coordination with:  
  ● Relevant authorities  
  ● ESF #5—Information and Planning  
  ● ESF #15—External Affairs. |             |
|    |                |                | Develop transportation objectives and priorities for the Impact Phase. |             |
|    |                |                | Insert additional jurisdictional actions as needed. |             |

1072

1073

**ESF #5—Information and Planning (Mobilization Phase) Checklist**

<table>
<thead>
<tr>
<th>ID</th>
<th>Primary Agency</th>
<th>Support Agency</th>
<th>ESF #5—Information and Planning Mobilization Phase Actions</th>
<th>Completed (✓)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td>Activate the EOC (partial or full, depending on scale).</td>
<td></td>
</tr>
<tr>
<td>ID</td>
<td>Primary Agency</td>
<td>Support Agency</td>
<td>ESF #5—Information and Planning Mobilization Phase Actions</td>
<td>Completed</td>
</tr>
<tr>
<td>----</td>
<td>---------------</td>
<td>---------------</td>
<td>----------------------------------------------------------</td>
<td>-----------</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Determine the need for contraflow.</td>
<td>✓</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Begin working with appropriate authorities to activate personnel, procedures, and resources and communicate the contraflow decision and timing to the public and other stakeholders:</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>• ESF #1—Transportation</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>• ESF #3—Public Works and Engineering</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>• ESF #7—Logistics</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>• ESF #13—Public Safety and Security</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>• ESF #15—External Affairs</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Alert and activate personnel and partners to report (either in-person or virtually) to the EOC.</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Provide personnel and relevant partners with hazard- and/or incident-specific information.</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Inform the chief elected or appointed official of the situation; coordinate the emergency declaration process, if required.</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Establish a regular briefing schedule.</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Consider contacting the field/regional coordinators to initiate a conference call with area counties and the SOC.</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Determine jurisdictional need for support from the state; request activation, if necessary.</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Coordinate with the state and region regarding shelter vacancies.</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Actively participate in state, National Weather Service, FEMA, and other agency briefings/calls, upon request.</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Compare/contrast benefits to evacuation versus sheltering in place: what is the hazard, vulnerability, and anticipated exposure.</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Determine the appropriate protective action (e.g., shelter-in-place, point-to-point evacuation, or hub and spoke evacuation).</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Communicate strategy.</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Determine zones affected (or likely impacted) by the incident.</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Analyze demographics of impacted zones.</td>
<td></td>
</tr>
</tbody>
</table>
### Mobilization Phase Actions

<table>
<thead>
<tr>
<th>ID</th>
<th>Primary Agency</th>
<th>Support Agency</th>
<th>ESF #5—Information and Planning Mobilization Phase Actions</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td>Based on projections and demographics of impacted zones, determine type, scale, and resource needs for evacuation sites, to include evacuation transportation sites, RCs, and shelters. Coordinate with the EOC to determine the transportation system to use (e.g., point-to-point, hub and spoke).</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>In coordination with ESF #7—Logistics, identify which sites to use as local forward staging areas.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>In coordination with ESF #7—Logistics, identify mobilization gaps. Determine the need to activate pre-event, standby contracts, and/or memoranda of understanding (MOU) to assist with filling identified gaps, as needed.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Participate in coordination calls; communicate situation updates with pass-through and host communities and other impacted jurisdictions.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Consider a pre-disaster declaration process, support for large evacuation events, and anticipated expenditures for Category B (Emergency Protective Measures) Public Assistance when the threat level exceeds the established threshold.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Collect any relevant plans, policies, procedures, and documents. Documents may include a jurisdictional CTN, AFN, or health and medical needs registry, if available.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Identify primary motorist and pedestrian evacuation routes, in conjunction with ESF #1—Transportation and with assistance from ESF #3—Public Works and Engineering.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>In coordination with ESF #13—Public Safety and Security, reassess risk to evacuation and shelter-in-place zones. Identify a phased system for implementation using zonal demographic data.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Estimate an evacuation timeframe for zones, in conjunction with ESF #1—Transportation.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Mobilize staging areas with resources for the Evacuation and Shelter-in-Place Phase, in conjunction with:</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>- ESF #1—Transportation</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>- ESF #3—Public Works and Engineering</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>- ESF #6—Mass Care, Emergency Assistance, Temporary Housing, and Human Services</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>- ESF #13—Public Safety and Security.</td>
</tr>
<tr>
<td>ID</td>
<td>Primary Agency</td>
<td>Support Agency</td>
<td>ESF #5—Information and Planning Mobilization Phase Actions</td>
</tr>
<tr>
<td>----</td>
<td>---------------</td>
<td>----------------</td>
<td>------------------------------------------------------</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Communicate with facilities and systems that have individual standard operating procedures. Provide mobilization assistance to health and medical facilities, incarceration facilities, and other facilities and systems, as resources are available and requested, in conjunction with:</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>• ESF #8—Public Health and Medical Services</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>• ESF #13—Public Safety and Security.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>If necessary, coordinate with ESF #1—Transportation and ESF #13—Public Safety and Security to halt work zone activities on evacuation routes.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Help mobilize VMS, HARs, and/or other message signs at pre-designated areas, in coordination with:</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>• ESF #1—Transportation</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>• ESF #13—Public Safety and Security.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Survey current resources and activate mutual aid/private sector agreements for additional resource needs.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Mobilize the selected evacuation strategy (e.g., point-to-point, hub and spoke). Mobilize selected facilities with staff, infrastructure, and resources.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Initiate vehicle tow and breakdown support along routes, in conjunction with:</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>• ESF #1—Transportation</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>• ESF #13—Public Safety and Security.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Ensure assisting agencies are communicated the nearest evacuation transportation site facilities to relocate stranded motorists.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Coordinate the strategy and resources to support evacuation and/or shelter-in-place support for pets, service animals, livestock, and other animals, in close coordination with:</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>• ESF #6—Mass Care, Emergency Assistance, Temporary Housing, and Human Services</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>• ESF #11—Agriculture and Natural Resources.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>In conjunction with ESF #15—External Affairs (both local and state), determine messaging for the time-phased, zonal evacuation and sheltering in place.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Assess family reunification needs; assist with the program as needed.</td>
</tr>
</tbody>
</table>
### Mobilization Phase Actions

**ESF #5—Information and Planning**

<table>
<thead>
<tr>
<th>ID</th>
<th>Primary Agency</th>
<th>Support Agency</th>
<th>ESF #5—Information and Planning Mobilization Phase Actions</th>
<th>Completed (✓)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td>Determine operational objectives, priorities, and rotation shifts for personnel in the Evacuation and Shelter-in-Place Phase.</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Inset additional jurisdictional actions as needed.</td>
<td></td>
</tr>
</tbody>
</table>

**ESF #6—Mass Care, Emergency Assistance, Temporary Housing, and Human Services (Mass Care Phase) Checklist:**

<table>
<thead>
<tr>
<th>ID</th>
<th>Primary Agency</th>
<th>Support Agency</th>
<th>ESF #6—Mass Care, Emergency Assistance, Temporary Housing, and Human Services Mass Care Phase Actions</th>
<th>Completed (✓)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td>From the EOC, regularly provide updates to and receive updates from activated evacuation sites (e.g., evacuation transportation sites, RCs) and other facilities, in coordination with ESF #8—Public Health and Medical Services.</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Communicate situation updates to and from the EOC, especially for pass-through and host communities and other impacted jurisdictions.</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Working with the EOC and in conjunction with ESF #15—External Affairs, ensure signage is clear and well posted and evacuation information is regularly updated.</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Ensure persons with disabilities, the AFN population, and pet populations have suitable accommodations. Request resources as needed.</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Develop objectives and priorities for Re-Entry Phase.</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Inset additional jurisdictional actions as needed.</td>
<td></td>
</tr>
</tbody>
</table>
Appendix F – Resources

Training Resources

- **FEMA National Training and Education Division**: Provides training to the emergency management community, other homeland security professionals, and our citizens to enhance their skills for preventing, protecting, responding to, and recovering from manmade and natural catastrophic events. The following evacuation-related training courses can be found at [firstrespondertraining.gov](http://firstrespondertraining.gov/).
  - MGT-412: Sport and Special Event Evacuation Training and Exercise

- **FEMA Emergency Management Institute (EMI)**. EMI is the emergency management community’s flagship training institution and provides training to local, state, tribal, Federal, volunteer, public, and private sector officials to strengthen emergency management core competencies for professional, career-long training. The following evacuation-related training courses are at [training.fema.gov/emi](http://training.fema.gov/emi).
  - G0358: Evacuation and Re-Entry Planning Course

Other Resources


Federal Evacuation Support Resources

According to the Federal Evacuation Support Annex to the Federal Response and Recovery Interagency Operational Plans, Federal support to local and state evacuations may include:

- Transportation technical assistance and analysis for evacuation operations and evacuation route conditions.

- Information and coordination of mass care services for evacuations, including tracking the movement of evacuees, sheltering, feeding, reunification, temporary housing, and human and personal support services.

- Accommodations to ensure that evacuation assistance is inclusive of individuals with disabilities and others with access and functional needs.

- Supplemental assistance to local and state jurisdictions in identifying public health, health maintenance, and medical needs of survivors, including patient movement, as well as reunification of children or older adults with an appropriate adult or family member.

- Support of local and state public safety and security measures (e.g., crowd control, traffic management, control of contraflow lanes in evacuations).
• Information and coordination evacuating animals, including household pets and service and assistance animals.

• Debris removal and clearance of evacuation routes.

• Goods and services to support evacuation efforts and transportation services.

• Military and/or commercial contract aircraft to support evacuation operations.

• Regulatory waivers and exemptions.

Federal evacuation support resources are composed of tracking and manifesting systems, reunification systems, evacuation support contracts, decision support tools, and personnel. These additional resources may be available contingent with, or in anticipation of, a Presidentially declared disaster. For more information and coordination, jurisdictions should contact their FEMA regional offices.

Tracking and Manifesting Systems

Tracking and manifesting systems coordinate the movement of evacuees, animals, and their belongings throughout evacuation and re-entry operations. Most of the tracking systems listed below do not interface with state tracking and manifesting systems.

• National Mass Evacuation Tracking System (NMETS), FEMA: Tracks movement of evacuees, their household pets or service and assistance animals, luggage, durable medical equipment, and essential belongings, as well as assists in linking information of unaccompanied minors to the Unaccompanied Minor Registry hosted by the National Center for Missing and Exploited Children and the National Emergency Family Registry and Locator System. NMETS can operate independently, using paper-based and/or advanced technology, or used in combination to support local-level, state-managed, or multistate evacuation operations. Acquired information may be used to create transportation manifests, determine sheltering requirements, and inform operational decision-making regarding the allocation of emergency resources. The software and basic training is available at no cost to the states.

• Joint Patient Assessment and Tracking System (JPATS), HHS: Tracks patients moved by the National Disaster Medical System (NDMS) from the point of entry into the patient movement system, to the NDMS health facility, and back to their originating location or destination. NDMS and other HHS teams utilize JPATS for tracking; however, HHS can also provide this tool at no cost to states.

• Emergency Tracking and Accountability System, Department of Defense (DoD), National Guard: Captures the names and other available identification information of patients as they proceed through the triage process conducted by the Homeland Response Force and/or Chemical, Biological, Radiological, and Nuclear Response Enterprise.

• Global Air Transportation Execution System (GATES), DoD: The Air Mobility Command’s aerial port operations and management information system supports automated cargo; passenger processing when DoD military airframes or DoD-contracted commercial airlines transport evacuees; reporting of in-transit visibility data to the Global Transportation Network; and billing to Air Mobility Command’s Financial Management Directorate.
• **TRANSCOM Regulating and Command and Control Evacuation Systems (TRAC2ES),**
  DoD: This automated information system combines transportation, logistics, and clinical
decision elements into a seamless patient movement automated information system. It
visualizes, assesses, and prioritizes patient movement requirements, assigns resources, and
distributes relevant data to deliver patients efficiently. The system automates the processes of
medical regulation—assignment of patients to suitable medical treatment facilities—and
aeromedical evacuation during peace, war, and contingency operations.

**Reunification Systems**

A reunification system helps reunite adults, children, and animals and helps displaced survivors
establish contact with family, friends, legal guardians, and colleagues. FEMA has the statutory
requirement to reunify unaccompanied minors with their custodial parents/legal guardians, as
well as to assist with the voluntary reunification of adults with their families, during declared
emergencies or disasters.

• **National Emergency Family Registry and Locator System,** FEMA: This web-based
  system may be activated following a Presidentially declared disaster at the request of an
  affected state to help reunite families that have become separated because of the disaster.
  Individuals and families can register online ([www.fema.gov](http://www.fema.gov) or
  [www.disasterassistance.gov](http://www.disasterassistance.gov)) or by phone (1-800-588-9822)
  when the system is activated.

• **“Safe and Well” Website,** American Red Cross: This service is provided by the American
  Red Cross for use by those affected by disasters in the U.S. and their loved ones. Registering
  is voluntary and information is modifiable at any time. The American Red Cross provides
  registration information, as needed, to other organizations to locate missing persons, help
  reunite loved ones, or provide other disaster relief services.

• **Unaccompanied Minors Registry,** National Center for Missing and Exploited Children:
  This service allows the public to report information related to children 18 and under who are
  separated from their parents, legal guardians, or other relatives because of a disaster. It
  provides a place for emergency management agencies, law enforcement, shelter staff,
hospital employees, schools, childcare institutions, and other organizations to report minors
in their care during disasters. With a Presidentially declared disaster, the National Center for
Missing and Exploited Children can also activate their Call Center to help locate children and
reunify families who were lost or separated during the disaster or subsequent evacuations.
The National Mass Evacuation Tracking System (referenced above) includes some elements
of the Unaccompanied Minors Registry, allowing the intake of information about children
separated from their parents/legal guardians.

**National Evacuation Contracts**

FEMA maintains four evacuation-specific contractual agreements with private-sector vendors for
transportation resources and operational planning support capabilities. Each evacuation contract
provides varying degrees of support; however, transportation assets are only provided through
the National Medical Transport and Support Contract or the Air Transportation Support Services Contract.\(^\text{12}\)

- **National Medical Transport and Support Contract**, FEMA: Activated to help patients and individuals who need assistance evacuating from an area at significant risk or to provide pre-hospital care and patient transport services in a region that already affected by a disaster.

- **Evacuation Planning and Operational Support for Motor Coaches Contract**, FEMA: Provides evacuation planning and supports use of motor coaches to evacuate the general population in response to Presidentially declared emergencies and major disasters within the continental United States. This contract provides generalized non-medical evacuation planning for a large-scale motor coach evacuation operation and disaster-specific non-medical evacuation planning and operational support to facilitate the motor coach evacuation of critical transportation needs general population evacuees. This contract does not provide Motor Coaches. This contract includes or may provide:
  - Activation of Central Dispatch Operations – Command & Control
  - Crisis Action Planning, if no state plans exist
  - Contractor evacuation liaison/subject matter expert support at all key motor coach operational sites
  - Fleet management coordination (deployment of management staff to motor coach operations sites).

- **Air Transportation Support Services Contract**, FEMA: This provides additional operational flexibility for the safe and efficient transportation of people, teams, equipment, and assets in response to declared or undeclared emergencies within the United States, its territories and possessions. This contract includes or may provide:
  - Aircraft/Aircrew
  - Surface movement of equipment/personnel
  - Operations – aircraft ground support services
  - Operations – passenger service support
  - All-inclusive turnkey operations for FEMA air transportation (fixed- and rotary-wing)
  - Executive jet aircraft, passenger aircraft (medium, large, or jumbo), cargo/freight aircraft, and helicopters
  - Ground support services, ground transportation services, and a cadre of aviation subject matter experts.

- **Aviation Ground Support Contract**, FEMA: Supports the ability to obtain aviation related ground support services at U.S. airports. Contract support includes passenger services for up to 20,000 non-medical critical transportation needs evacuees, including individuals with

\(^{12}\) If necessary, FEMA can contract for additional resources. If commercial transportation is not available, FEMA can request additional transportation assistance from DoD and other Federal agencies for general population and patient evacuation. DoD, through the NDMS, may provide fixed-wing air transportation for patient aero-medical evacuation with available resources, when approved by the Secretary of Defense.
disabilities and others with access and functional needs for a large-scale air evacuation at
airfields that have undergone the pre-planning component and/or crisis action or adaptive
operational planning for airfields that do not have an evacuation plan. This contract includes
or may provide:
- Passenger manifesting/holding
- All aviation ground support equipment (e.g., tugs, baggage carts), services, and personnel
- Baggage loading
- Aviation expertise, liaison, and staff support
- Aviation SMEs with contingency and emergency airfield operations experience.

**Decision Support Tools**

Various decision support tools can support evacuation planning and operations:

- **Hurricane Evacuation (HURREVAC), FEMA, USACE, National Oceanic and
  Atmospheric Administration (NOAA):** This is a storm tracking and decision support tool of
  the National Hurricane Program, administered by FEMA, USACE, and NOAA’s National
  Hurricane Center. The program combines live feeds of tropical cyclone forecast information
  with data from various state Hurricane Evacuation Studies to help local emergency managers
determine the most prudent evacuation decision time and the potential for significant storm
effects, such as wind and storm surge.

- **National Disaster Medical System Bed Availability Report:** Over 1,800 civilian hospitals
  in the U.S. are voluntary members of the NDMS Bed Availability Report, providing
  approximately 100,000 hospital beds to support NDMS operations in an emergency. When a
  civilian or military crisis activates the NDMS, participating hospitals communicate their
  available bed types and numbers to the Global Patient Medical Regulating Center. Patients
can be distributed to a number of hospitals without overwhelming any one facility.
  Participating hospitals report the current number of available beds (within four hours) and the
  maximum number of beds, by category (burns, critical care, medical/surgical, negative
  pressure isolation, pediatric intensive care, pediatrics, and psychiatric) that can be available
  within 24 to 72 hours.

- **TRANSCOM Regulating, Command, and Control Evacuation Systems (TRAC2ES),
  DoD:** This automated information system combines transportation, logistics, and clinical
decision elements into a seamless patient movement automated information system. It
visualizes, assesses, and prioritizes DoD patient movement requirements, assigns resources,
and distributes relevant data to deliver patients evacuated by DoD efficiently. The system
automates the processes of medical regulation (assignment of patients to suitable medical
treatment facilities) and aeromedical evacuation during peace, war, and contingency
operations.

- **Transportation Analysis Simulation System, U.S. Department of Transportation,
  Department of Energy, and Environmental Protection Agency:** This system includes travel
modeling procedures to meet the needs of state departments of transportation and
metropolitan planning organizations for more accurate and more sensitive travel forecasts for
transportation planning and emissions analysis. The system outputs detailed data on travel, congestion, and emissions, information that is increasingly important to investment decisions and policy setting. Since the system simulates and tracks travel by individuals, it can evaluate the benefits to and impacts on different geographies and travel markets as well. It can also evaluate highly congested scenarios and operational changes on highways and transit systems.

- **Nuclear Evacuation Analysis Code**, Department of Energy: Sandia National Laboratories developed this code to analyze shelter-evacuate strategies following an urban nuclear detonation. This tool can model a range of behaviors, including complex evacuation timing and path selection, as well as various sheltering or mixed evacuation and sheltering strategies. The calculations are based on externally generated, high-resolution fallout deposition and plume data. Scenario setup and calculation outputs make extensive use of graphics and interactive features. This software produces quantitative evaluations of nuclear detonation response options, but the outputs also help communicate technical insights concerning shelter-evacuate tradeoffs to urban planning or response personnel.

- **Real Time Evacuation Planning Model**, DHS, through the Virginia Modeling, Analysis, and Simulation Center at Old Dominion University: Originally developed for the DHS Science and Technology Directorate, this model is a free, hands-on evacuation-planning tool to help municipal and regional planners understand and prepare for emergencies. It estimates the time required for evacuating vehicles to clear a user-defined area for a variety of evacuation scenarios. The number and speed of evacuating vehicles are determined by user-assigned or modified variables, such as the time of day when an evacuation starts, evacuation rate, the population’s participation rate, and the number of people per vehicle, using parameters provided within the model.

- **Geocentric Environment for Analysis and Reasoning (GEAR™)**, USACE: This software suite simplifies the analysis/decision making process by bringing spatial data and decision analysis into one place. GEAR™ spatially and temporally enables decision analysis, allowing users to efficiently and intuitively assess, analyze, and compare alternative outcomes. Gears™ provides decision, planning, and real-time support for a broad spectrum of mission areas and specific user cases, to include humanitarian assistance and disaster response efforts, medical communities, tactical situational awareness, operational level planning, environmental analyses, socio-cultural influences, and resilience and vulnerability analyses.

**Personnel**

- **Evacuation Liaison Team**, U.S. Department of Transportation: The Evacuation Liaison Team is a non-deployable team that supports regional hurricane response efforts by facilitating the rapid, efficient, and safe evacuation of threatened populations.

**Additional Federal Evacuation Support Resources**

- **Department of Transportation (DOT)** maintains the ability to procure Mass Transit buses in support of evacuation operations.

---

13 GEAR™ is a registered trademark of Reinventing Geospatial, Inc. provided under contract to USACE.
Federal Aviation Administration (FAA) provides aviation expertise and operational support through the U.S. DOT ESF #1 function at the local, regional and national levels. This support includes:

- Establishing and managing temporary flight restrictions over disaster areas, enabling evacuation and other relief aircraft to carry out their missions more safely, flexibly, and rapidly.
- Revising aircrew rest requirements for operators conducting critical relief missions.
- Quickly restoring air navigation services, facilities, and systems damaged or otherwise disrupted in the disaster area to ensure that services needed for evacuation flights and other relief missions receive priority.
- Establishing operational cells at FAA facilities that directly support evacuation and other operational disaster response.

Federal Highway Administration (FHWA): While FHWA does not have regulatory authority to direct movement on highways, in a catastrophic event where Federal agencies are working with state authorities, the FHWA may provide technical support to state officials for highway evacuation operations.

Federal Transit Administration (FTA) regulates transit operations when needed for national defense or in the event of a national or regional emergency, or to establish and enforce a program to improve the safety of U.S. public transportation systems. FTA may not regulate the rates, fares, tolls, rentals, or other charges prescribed by any provider of public transportation.

Federal Railroad Administration (FRA) may stop or limit rail service, including freight and passenger service and some commuter rail service, to abate unsafe conditions. This authority applies to all railroad service connected to the general freight and passenger rail system, but does not extend to rail rapid transit systems not part of the general railroad system.

Non-Evacuation-Specific Resources

During notice and no-notice incidents, jurisdictions may employ the following non-evacuation-specific resources for evacuation purposes, if needed and available:

- National Disaster Medical System
- Ground transportation (e.g., cars, ambulettes, accessible transport, buses)
- Rail transportation (e.g., Amtrak, commuter trains, streetcars)
- Air transportation (e.g., commercial and military air carriers)
- Maritime transportation (e.g., cruise ships, ferries)
- Ground transportation support services (e.g., fuel)
- Geographic information systems (e.g., GeoHealth Platform).