

### Coordinating Agencies:

Department of Homeland  
Security/Federal Emergency  
Management Agency

### Cooperating Agencies:

Department of Agriculture  
Department of Commerce  
Department of Defense  
Department of Energy  
Department of Health and Human Services  
Department of Homeland Security  
Department of Justice  
Department of Transportation  
Department of Veterans Affairs  
General Services Administration  
American Red Cross  
National Voluntary Organizations Active in  
Disaster  
Corporation for National and Community  
Service

## INTRODUCTION

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### Purpose

The Mass Evacuation Incident Annex to the *National Response Framework (NRF)* provides an overview of mass evacuation functions, agency roles and responsibilities, and overall guidelines for the integration of Federal, State, tribal, and local support in the evacuation of large numbers of people in incidents requiring a coordinated Federal response.

### Scope

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This annex:

- Establishes the criteria under which Federal support to mass evacuations is provided.
- Provides a concept of operations for Federal-level mass evacuation support.
- Identifies the agencies and organizations involved in a federally supported mass evacuation.
- Defines the roles and responsibilities of Federal entities in planning, preparing for, and conducting mass evacuations in support of State, tribal, and local authorities.
- Identifies guidelines to improve coordination among Federal, State, tribal, and local authorities when Federal evacuation support is required.

### Authorities

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- Homeland Security Act of 2002
- Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 93-288) as amended
- Homeland Security Presidential Directive 5, Management of Domestic Incidents
- Post-Katrina Emergency Management Reform Act of 2006
- Pets Evacuation and Transportation Standards Act of 2006
- Americans With Disabilities Act (ADA) of 1990
- Sections 504 and 508 of the Rehabilitation Act of 1973, as amended
- Title VI of the Civil Rights Act of 1964

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- Age Discrimination Act of 1975
- Executive Order 13166, Improving Access to Services for Persons With Limited English Proficiency
- Executive Order 13347, Individuals With Disabilities in Emergency Preparedness

### Policies

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The Post-Katrina Emergency Management Reform Act of 2006 authorizes the use of Urban Area Security Initiative (UASI) or Homeland Security Grant Program funds for States to develop catastrophic mass evacuation plans. The Department of Homeland Security/Federal Emergency Management Agency (DHS/FEMA) will primarily augment State, tribal, and local government plans and operations and secondarily be capable of implementing a federally supported evacuation and/or a federalized evacuation when requested or required.

Under the Americans With Disabilities Act, transportation providers must permit passengers with disabilities to be accompanied by their service animals.

DHS/FEMA recognizes and commits to a government-to-government relationship with American Indian and Alaska Native tribal governments.

### Planning Assumptions

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Federal evacuation measures will be taken:

- When State, tribal, or local governments indicate that their resources may or have become overwhelmed and the Governor(s) or tribal official(s) request Federal assistance; or
- In catastrophic incidents when State and local governments are incapacitated, and the President directs that Federal mass evacuation support is required.

State authorities in affected areas, in conjunction with authorities in other States, will decide on the destinations for evacuees, and will regulate the flow of transportation assets accordingly.

Federal agencies, working with State, tribal, and local governments, will ensure the Governor(s) of State(s) receiving evacuees from an impacted area agree to accept these individuals prior to evacuation.

The incident may cause significant disruption to the area's critical transportation infrastructure, hampering evacuation operations. Federal assistance is supplied in response to a State or locally mandated mass evacuation and is coordinated with the supported State, tribal, or local government.

State, tribal, and local governments recognize there is substantial need to coordinate with Federal support agencies on population movement. Federal agencies will coordinate their actions with State, local, and tribal governments. Federal agencies will support State, tribal, and local governments to ensure the Governor(s) of the State(s) receiving evacuees from the affected State(s) agree to accept these individuals prior to evacuation.

State authorities in affected areas, in conjunction with authorities in other States, will decide on the destinations for evacuees and will regulate the flow of transportation assets accordingly.

Federal resource requirements for a precautionary evacuation are based on the expected magnitude of the event and request of the Governor(s) of the potentially impacted State(s). State policies and guidelines governing household pet evacuations are utilized when

incorporating household pet issues into evacuations. State, tribal, and local planners are aware that individuals may choose to not evacuate if directed to leave their animal(s) behind.

Residents of the evacuated area will need to return to the area post-event if possible. Plans and methods are necessary to facilitate return of evacuated residents.

Members of the special needs population may require additional support or assistance in certain functional areas.

### Key Considerations

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- **Lead Time Required To Conduct Mass Evacuations:** It may be necessary to activate plans as much as 72 hours prior to the time an evacuation is likely to be ordered. Resources may need to be mobilized as much as 48 hours prior to the start of evacuations to have sufficient capacity in place once the evacuation order is given.
- **Limits in Weather Forecasting:** The variables in forecasting track, intensity, and forward speed of tropical weather systems (the most likely and frequent reason for evacuations) make it extremely difficult for decisionmakers to commit costly resources as much as 5 days before the onset of tropical storm-force winds. In some cases, storms at this stage are not sufficiently well formed to indicate the need for evacuation.
- **Interdependencies Between Shelters and Transportation:** The transportation solution to a mass evacuation is based on the numbers of people needing evacuation, availability of privately owned transportation, numbers of evacuees with special mobility and medical needs, the time available to conduct operations, and the distance to (and availability of) shelters. If shelters are located too far from embarkation points, transportation assets (buses, trains, and aircraft) cannot be recycled and may only make one trip during the operation. As a result, the distance traveled may reduce capacity to evacuate exponentially. It is critical to identify and predesignate general and special needs population shelters as close to the embarkation points as safely possible. The designation and distance to household pet shelters or shelters that will accommodate pets are equally important to the success of an evacuation.
- **Special Needs of Children:** It is critically important to recognize the special needs of children during mass evacuations. In a no-notice evacuation, children could be gathered in large numbers away from their parents, whether at schools, childcare facilities, summer camps, hospitals, or other locations. Reunification of children separated from their parents will be an issue during evacuation and consideration must be given to accomplishing this.
- **Special Needs Populations:** Accommodations must be made for the special needs of the citizens of the affected area. These needs may include practical and/or functional assistance in communication, mobility, maintaining independence, and medical care.
- **Animals:** The requirements for transporting and arranging for shelter and care of animals when they need to be relocated from their homes are of significant importance. There are special evacuation requirements for each category of animals within the *NRF*:
  - **Service Animals:** The ADA defines service animals as any guide dog, signal dog, or other animal individually trained to provide assistance to an individual with a disability including, but not limited to guiding individuals with impaired vision, alerting individuals with impaired hearing to intruders or sounds, providing minimal protection or rescue work, pulling a wheelchair, or fetching dropped items. Under the ADA regulations, service animals have access to the same facilities as the humans they serve.

- **Household Pets:** Planning for and accommodating household pets as a component of mass evacuations is critical. History demonstrates that many residents will refuse to evacuate or resist rescue if they are forced to leave their household pets behind. Therefore, without advance planning, the tracking, embarkation, transportation, care, feeding, and sheltering of household pets can significantly impact the ability to safely evacuate the general population.

Through its contracts with bus and air carriers, DHS/FEMA will evacuate service animals when accompanying their owner/keeper, consistent with Federal laws and within the terms and conditions of the relevant transportation contracts. Alternative methods for owner and pet evacuation will be provided for household pets.

DHS/FEMA, in coordination with State, tribal, and local governments, will assist in identifying and providing locations to which household pets may be evacuated; providing logistical support for the care, immunization, and quarantine of household pets; providing specifications for vehicles that can be used to evacuate household pets; and coordinating with private industry for household pet evacuations.

Emergency Support Function (ESF) #6 – Mass Care, Emergency Assistance, Housing, and Human Services will encourage State, tribal, and local entities to plan for the co-location of pet shelters near general populations when possible during Federal evacuations to receiving cities/States. ESF #6 will provide coordination of animal owner identification, tracking, reunification, and social support. ESF #6 will also coordinate pet issues, including pet evacuation, care, and sheltering, with appropriate government and nongovernment support agencies.

ESF #8 – Public Health and Medical Services will assist in providing emergency veterinary care for sheltered and rescued animals, epidemiological monitoring and reporting of emergency-related animal health issues, and management of human bite/injury cases.

ESF #15 – External Affairs will work with State, tribal, and local authorities to ensure that animal evacuation and response instructions and status updates are communicated appropriately and in a timely manner.

- **Environmental Contamination:** Evacuation efforts may be impacted when they are taken in response to a large-scale hazardous materials (HAZMAT) incident. Evacuation decisionmakers should consult with available HAZMAT officials as appropriate regarding the location of embarkation sites and evacuation routes. At the Federal level, all-hazard HAZMAT assessment support is provided by ESF #10 – Oil and Hazardous Materials Response, and the Interagency Modeling and Atmospheric Assessment Center. For radiological incidents, the Federal coordinating agency for the incident under the Nuclear/Radiological Incident Annex, the Federal Radiological Monitoring and Assessment Center, and the Advisory Team for Environment, Food, and Health provide additional support to decisionmakers.
- **Victim Decontamination:** State, tribal, and local officials retain primary responsibility for victim screening and decontamination operations when necessary in response to a HAZMAT incident. Appropriate personnel and equipment must be available. Without appropriate decontamination and proof of decontamination, neighboring States/jurisdictions may resist accepting evacuees/patients that are contaminated. Federal resources are limited, and are coordinated through ESF #8.

- **Events With and Without Warning:** The Concept of Operations applies to events for which there are warnings (e.g., hurricanes, flooding) as well as events for which there are no warnings (e.g., industrial accident, terrorist attack).
- **Critical Infrastructure:** A mass evacuation could present a range of implications for many of the critical infrastructure and key resources (CIKR) sectors both within the impacted areas and across the Nation. The evacuation could directly affect CIKR operations, supply lines, and/or distribution systems. The *NRF* CIKR Support Annex details the processes for expedited information sharing and analysis of impacts to CIKR, prioritized recommendations, and protocols to consider incident-related requests for assistance from CIKR owners and operators.

## CONCEPT OF OPERATIONS

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### Situation

The conduct of evacuation operations is generally a State, tribal, and local responsibility. However, there are circumstances that exceed the capabilities of these jurisdictions to support mass evacuations. When practical and possible, precautionary mass evacuation support is provided before an event to move citizens away from a potential incident when warning is available and after an event when conditions are such that it is unsafe for citizens to remain in the area. In instances where Federal support is required, DHS/FEMA will coordinate Federal support with the State/tribal government.

### General

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Federal support to mass evacuation operations will be provided at the State/tribal level and scaled to the incident. Evacuation from a single State may be supported from the State emergency operations center, Regional Response Coordination Center (RRCC), or a Joint Field Office (JFO). Multi-State incidents could be coordinated from an RRCC. Large-scale evacuations resulting from a catastrophic event will require national-level coordination. Regardless of the scale of the incident, coordination among numerous command entities will be required to carry out the major functions of evacuation operations.

### Functions

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Federal mass evacuation support will require the cooperation of many different ESFs. For example:

- ESF #1 – Transportation provides transportation technical assistance and analysis for evacuation operations and evacuation route conditions.
- ESF #3 – Public Works and Engineering ensures debris removal and clearance of evacuation routes.
- ESF #5 – Emergency Management provides situational awareness of and coordination of mass evacuation efforts.
- ESF #6 provides information and coordination in the nonmedical mass care aspects required for mass evacuations, including housing and human services.
- ESF #7 – Logistics Management and Resource Support provides goods and services to support evacuation efforts and transportation services.

- ESF #8 provides supplemental assistance to State, tribal, and local governments in identifying the public health and medical needs of victims, to include patient evacuation and child reunification with appropriate adult.
- ESF #11 – Agriculture and Natural Resources provides information and coordination for the evacuation of household pets.
- ESF #13 – Public Safety and Security provides support of State, tribal, and local public safety and security measures (e.g., crowd control, traffic direction, and control of contra flow lanes used in evacuations).
- ESF #15 ensures that sufficient Federal assets are deployed to the field to provide accurate, coordinated, and timely information to affected audiences. Mass evacuation efforts must also be coordinated with other ESFs.

### Coordination and Communications

A mass evacuation, by its scope, may result in evacuees crossing jurisdictional lines. When Federal evacuation support is required, the existing Federal coordinating structures will be used to provide coordination of the operation (e.g., National Response Coordination Center (NRCC), RRCC, JFO, affected State, and host State Emergency Operations Center (EOC)).

All facilities and related support necessary for operations are sourced through the following ESFs when they are activated and requested to do so. However, certain Federal agencies have independent authority to respond to an incident site directly after notification of the incident. Once the ESFs are activated, those resources are provided in accordance with this annex.

- DHS/FEMA is responsible for ensuring that evacuation efforts are adequately coordinated with ESF #6 so that adequate shelter and food resources are available.
- DHS/FEMA is responsible for ensuring that State and local evacuation plans contain integrated information on transportation operations, debris and vehicle clearance, shelters, and other components and ensuring that these plans are shared with relevant ESFs at the Federal, State, tribal, and local levels.
- DHS/FEMA, in support of and in coordination with State, tribal, and local governments, is responsible for ensuring coordination with ESF #15 so that adequate information on mass evacuation operations is relayed to the public in an appropriate and timely manner.
- DHS/FEMA, in support of and in coordination with State, tribal, and local governments, is responsible for ensuring coordination with ESF #9 – Search and Rescue to ensure rescuees are provided evacuation opportunities.

### Transportation

The transportation function is responsible for ensuring the evacuation of all affected populations by providing resources to transport those individuals and households that do not have the means to self-evacuate, and ensuring sufficient transportation assets, including accessible transportation assets, are available.

- DHS/FEMA maintains contracts capable of providing bus and aviation evacuation support. If necessary, DHS/FEMA has the capability to contract additional resources. If commercial transportation is not available, additional transportation assistance may be requested from the Department of Defense (DOD) and other Federal departments. ESF #8 supports State, local, and tribal governments for patient movement in a mass evacuation. When DHS/FEMA

requests DOD support, DOD may provide air transportation and ground support capabilities for air transportation of patients on an as-available basis when approved by the Secretary of Defense.

- DHS/FEMA is responsible for ensuring that adequate resources are available for evacuation efforts, including but not limited to ensuring fuel and basic vehicle service are available along evacuation routes and vehicle location devices are available for Federal evacuation vehicles.
- DHS/FEMA, in conjunction with ESF #1, is responsible for coordinating evacuation routes with State, tribal, and local agencies and, in particular, determining the status of transportation infrastructure to be used for evacuation.
- ESF #1 will facilitate coordination between State, tribal, and local governments and Federal responders regarding the impact of outflow of persons and traffic on the entry of response teams and supplies into the affected area.
- DHS/FEMA supports mass evacuations through several activities, including processing and coordinating requests for the movement of goods, equipment, and responders through ESF #7 and DHS/FEMA Logistics.
- DHS/U.S. Coast Guard (USCG), in cooperation with ESF #1, will coordinate planning and executing of evacuations across bodies of water.

### **Fuels**

The fuels function is responsible for ensuring that adequate fuel supplies (primarily gasoline and diesel fuels) are available in an evacuation. Considerations include availability of fuel for individuals who are self-evacuating, availability of fuels for government-supplied transportation vehicles, and provision of fuel to emergency response vehicles along evacuation routes.

DHS/FEMA will coordinate with:

- State, tribal, and local governments and ESF #12 – Energy to ensure that adequate supplies of fuels (gasoline and diesel) are pre-positioned along evacuation routes.
- ESF #12 and State, tribal, and local governments to ensure that special arrangements are made for fuel staging or deliveries along evacuation routes.
- ESF #12 and ESF #13 to set up and regulate the use of separate refueling sites for the use of emergency responders during an evacuation.

The Department of Energy (DOE), ESF #12, or other authorized government entities may initiate various waiver requests or actions by other Federal agencies to facilitate evacuation, including:

- Driver-hour waivers from the Department of Transportation (DOT).
- Truck weight-limit waivers from State DOTs.
- Jones Act waivers from the Department of Commerce (DOC) or DHS.
- Fuel-quality waivers from the Environmental Protection Agency.

### **Mass Care, Emergency Assistance, Housing, and Human Services**

The ESF #6 mission is to provide sheltering/housing, feeding, bulk distribution of essential items, and family reunification support and resources to individuals and households that do not have the personal resources, or access to personal resources, to meet these needs. In an evacuation, this function must be carefully coordinated with agencies providing evacuation services.

- DHS/FEMA coordinates with State, tribal, and local entities, as well as the support agencies under ESF #6, to ensure adequate shelter and care facilities, including those for individuals with special needs, are available for receiving evacuees.
- ESF #6 will provide support to State, tribal, and local evacuation efforts by facilitating requests for food and shelter supplies, and security in support of mass evacuations.
- ESF #6 will work with State lead agencies for mass care prior to, during, and after an incident to identify potential host States.
- DHS/FEMA Voluntary Agency Liaisons (VALs) will coordinate with voluntary agencies affiliated with National Voluntary Organizations Active in Disaster (NVOAD), other nongovernmental organizations (NGOs), and private-sector entities for federally supported evacuation in affected and receiving States.

### **Public Health and Medical Support**

The medical care and special needs requirements of evacuees must be identified and appropriate support provided. This support includes oversight of specialized transportation for evacuees with medical and functional needs; care for evacuees whose needs cannot be accommodated in general population shelters; and monitoring support for individuals at pickup points.

- ESF #8 supports State, tribal, and local health care authorities by providing medical support at designated staging areas and pickup points to perform triage of citizens prior to evacuation.
- ESF #8 will coordinate medical support with special needs shelters as requested by State, tribal, and local agencies.
- ESF #8 supports State, tribal, and local governments in the evacuation of patients, including those in hospitals, hospices, and nursing homes as well as individuals who are identified at evacuation centers as having medical problems. ESF #8 is responsible for the evacuation of patients who are treated within the National Disaster Medical System (NDMS) en route to, from, or at field facilities.
- ESF #6 will coordinate emergency first aid and ESF #8 will coordinate emergency medical care with State, tribal, and local agencies at the staging areas and pickup points used in evacuations.
- ESF #8 will support ESF #11 to coordinate with State, tribal, and local governments to provide veterinary emergency first aid and care, at evacuation staging areas and pickup points. Additionally, animals will be screened at staging areas and pickup points to confirm health status and to identify potential carriers of zoonotic diseases.

### Public Safety and Security

State and local law enforcement agencies have primary responsibility for providing for public safety and security during an incident that requires a mass evacuation. During a mass evacuation, State, tribal, and local law enforcement agencies will be conducting operations in accordance with their respective plans and protocols. However, State, tribal, and local public safety and security agencies and private-sector entities could rapidly become overwhelmed and require logistics or operational support from within their States, from other States pursuant to mutual aid and assistance compacts, or from the Federal Government through ESF #13.

ESF #13 may involve assisting State, tribal, and local governments with the following evacuation-related functions:

- Security assessments of preidentified transportation facilities.
- Site security at designated evacuation locations.
- Traffic control and/or transportation security duties.
- Screening of evacuees for prohibited weapons.
- Force protection.
- General planning and technical assistance.

In addition:

- ESF #13 coordinates with State, tribal, and local authorities to ensure security and traffic/crowd control are provided at staging areas and pickup points and onboard evacuation vehicles if requested by the State, tribal, or local government. It may also provide requested support in such areas as public safety, security assessment, access control, and specialized security resources.
- On Federal property, ESF #13 is responsible for coordinating with Federal agencies to provide security for shelter facilities for evacuees.

## REQUIRED ACTIONS

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### Pre-Response/Initial Actions

DHS/FEMA works with the Governor(s) of the impacted State(s) to determine the support State, tribal, and local governments require, including the possible need for a Federal evacuation of citizens. State, tribal, and local governments provide their evacuation plans and information and any actions already taken to facilitate evacuation. All evacuation movements by air, including both civilian and military flights, must be coordinated with the DOT/Federal Aviation Administration (FAA). Coordination should include consideration for special needs populations identified by State, tribal, and local governments and service animals/household pets.

DHS/FEMA works with the Governors of potential receiving States to ensure mass care services are available to support receipt of evacuees.

DHS/FEMA will work with State, tribal, and local authorities to support contra flow planning and execution, when feasible.

DHS/FEMA will work with DOT/FAA, which manages the National Airspace System before, during, and after a major incident, to plan and carry out any evacuations using aircraft.

Chemical, biological, radiological, or nuclear contamination may impact potential evacuation routes. The Interagency Modeling and Atmospheric Assessment Center provides the official Federal prediction for airborne hazardous materials releases. ESF #10 provides all-hazards support for assessing the extent of environmental contamination, including on-the-ground sampling and monitoring. The Federal Radiological Monitoring and Assessment Center provides a coordinated Federal sampling and monitoring environmental contamination assessment for radiological incidents. The Federal interagency Advisory Team for Environment, Food, and Health develops coordinated advice and recommendations for radiological incidents for the incident command and other decisionmakers, including advice on evacuation and sheltering-in-place.

Operations and Planning personnel assigned to the NRCC, RRCC, and JFO perform the following functions:

- Determine and prioritize operational requirements.
- Coordinate with the JFO Logistics Section and ESF #7, if required, to obtain required supplies, equipment, and personnel for evacuation.
- Ensure tracking of resources. DHS/FEMA Logistics ensures that vehicle location devices, tracking software/systems, and communications equipment are in place for ensuring communication between key evacuation locations and with all evacuation vehicles.
- Coordinate with State, tribal, and local authorities and ESF #15 to ensure that the public, including the special needs population, is aware of the timeline, stages, and major routes and means of evacuation.
- Coordinate with State, tribal, and local authorities and ESF #13 to determine whether Federal public safety and security resources will be required.

## Ongoing Actions

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Operations personnel transition into operations management activities. They execute evacuation functions as follows:

- DHS/FEMA ensures that vehicles and vehicle operators are available and are dispatched to pickup points.
- DHS/FEMA ensures that transportation assets, including accessible transportation, are available at reception sites to transport evacuees to general population or special needs shelters.
- DHS/FEMA, DOD, and other key Federal, State, and local authorities involved with air evacuations will maintain constant coordination with DOT/FAA to enable air operations through air navigation services measures, including air traffic control, flow management, and airspace measures.
- The Federal response also coordinates with ESF #2 – Communications to tie in the local communications infrastructure.
- DHS/FEMA ensures that manifests are created for each Federal vehicle used in evacuation.

- ESF #6 ensures Federal resources are available to support feeding and sheltering along the evacuation route.
- ESF #6 works with NGOs and the State-designated lead agencies for mass care to provide mass care services, ensuring that resources are available to support Federal evacuation efforts in receiving States. The DHS/FEMA VALs support the State mass care efforts through information sharing, reporting, and possible identification of ad hoc agencies not yet included with the mass care operations.
- ESF #8 coordinates to provide medical staging and medical evacuation to patients and to those with medical needs.
- ESF #11 ensures that household pet and service animal evacuation activities are coordinated among impacted and receiving States and are appropriately communicated to the public.
- ESF #12 coordinates with DHS/FEMA, other Federal agencies, States, and the energy industry to ensure fuel is available to responders and citizens along the evacuation route. Private-sector fuels distributors will identify specific retail outlets to remain open and dispense fuels to emergency responders and/or evacuees. Through close contacts with ESF #12, this information will be relayed to ESF #5 in order to provide situational awareness and enhance mass evacuation coordination efforts.
- DHS/FEMA coordinates with State, tribal, and local law enforcement as well as ESF #13 to ensure the security of Federal transportation assets used for evacuation.
- ESF #15 will support State, tribal, and local efforts to ensure that citizens are aware of evacuation routes and resources available to them for the evacuation as well as for registration purposes. The Federal external affairs response will support the State, tribal, and local reach of evacuation orders, through broadcast uplink and public service announcement production and distribution; graphics and web support; and alternate formats to meet the needs of special needs populations and speakers of other languages coordinated through ESF #15. ESF #15 will also reach out to the private sector in support of State, tribal, and local governments to assist with direction on evacuations and guidance to families on schools, nursing homes, and hospitals.

## Reentry

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DHS/FEMA:

- Works in coordination with State, tribal, and local governments in planning for return of evacuees to the affected area.
- Coordinates with ESFs #3, #10 – Oil and Hazardous Materials Response, #12, #13, and #14 – Long-Term Community Recovery to ensure that the affected area is safe for individuals to return and that the infrastructure can sustain a return of the population.
- In conjunction with State, tribal, and local governments, coordinates the transportation of evacuees back to the affected area, and provides vehicles, including accessible vehicles.
- Determines housing options, to include return to affected areas, for evacuees temporarily displaced to locations away from their home of record.

**RESPONSIBILITIES**

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**State, Tribal, and Local Responsibilities**

State, tribal, and local governments have primary responsibility and authority for evacuation planning and for the transportation, sheltering, public safety, and security of persons and non-Federal property within their respective jurisdictions. The unique challenges that might confront State, tribal, and local governments during a mass evacuation could require them to request additional assistance, of either a logistical or operational nature, from within their State, from other States pursuant to mutual aid and assistance compacts, or from the Federal Government.

State and local transportation agencies play a significant role in evacuation planning and operations. The State department of transportation, in coordination with the highway patrol or State police, may institute measures to limit or control the flow of traffic on Federal and State highways to expedite the evacuation from the affected area. Operators of buses from transit agencies and school districts may be used to transport evacuees who are without access to personal vehicles. Depending on conditions and backup power sources, Intelligent Transportation Systems technologies, portable cameras, and traffic count detectors can provide critical feedback on evacuation operations. Variable message signs can be deployed quickly to guide evacuees, and through emergency radio broadcasts State and local transportation agencies can provide updated information to evacuees and officials to facilitate the evacuation. Information for the public should be made available in English and in alternate languages and formats as may be required for the local population.

The specific roles of State governments in evacuations vary from State to State. (However, air evacuations require coordination with DOT/FAA regardless of the involvement of other Federal agencies.) In general, State laws provide the Governor authority to declare an emergency and assume extra powers and responsibilities to protect the health and safety of the citizens of the State. Specific powers relating to an evacuation include:

- Create, amend, or rescind rules or directives to provide the necessities of life or supplies and equipment.
- Direct State and local law enforcement officers, to include State/Title 32 National Guard units.
- Prescribe evacuation routes, transportation modes, and destinations.
- Control ingress and egress to the disaster area and the occupancy of premises in the disaster area.
- Order, direct, compel, or recommend an evacuation.

Municipalities, counties, and parishes are given responsibilities to protect the health and safety of their citizens including the authority to order an evacuation of their jurisdiction and to provide first responders.

**Coordinating Agency: DHS/FEMA**

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DHS/FEMA regions and Headquarters provide guidance and technical assistance to State, tribal, and local governments for the development of mass evacuation plans, including possible multi-State coordination. State, tribal, and local plans should:

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- Be built on worst-case, but realistic, scenarios.
- Identify planning gaps and capability shortfalls.
- Be built upon internal State structure and emergency operation plans.
- Address the integration of Federal or other State support for the previously identified gaps.
- Identify Federal support requirements.
- Identify special needs including patient and other medical needs.
- Identify animal evacuation considerations.
- Create operational plans for embarkation/debarkation, including all necessary resources and staffing, and define roles and responsibilities. Multi-State plans must address the coordination of these resources.

DHS/FEMA:

- Identifies logistical support plan for mass care activities.
- Processes and coordinates requests for Federal and civil transportation support for the movement of goods, equipment, and responders as directed under the *NRF*.
- Establishes protocols for communicating with host States.

DHS/FEMA Logistics establishes a Transportation Management Unit; activities are integrated with the Medical Management Unit (ESF #8) and Mass Care Management Unit (ESF #6).

**COOPERATING AGENCIES**

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Agency	Functions
<b>Department of Agriculture</b>	<ul style="list-style-type: none"> <li>• Through ESF #7, provides staff for and support to mobilization centers when authorized by a DHS/FEMA mission assignment.</li> <li>• Through ESF #6 provides staff and support for identifying housing for evacuees.</li> </ul>
<b>Department of Commerce/National Oceanic and Atmospheric Administration (NOAA)/National Telecommunications &amp; Information Administration (NTIA)</b>	<ul style="list-style-type: none"> <li>• Provides data on weather and other related environmental conditions for operational area in an evacuation.</li> <li>• Supports the Emergency Alert System and provides, in coordination with DHS/FEMA, public dissemination of critical pre-event and post-event information over the all-hazards NOAA Weather Radio system, the NOAA Weather Wire Service, and the Emergency Managers Weather Information Network.</li> <li>• Provides near real-time transport, dispersion, and predictions of atmospheric releases that can be used to take protective actions related to sheltering and evacuations.</li> <li>• NTIA provides vital management of the radio frequency spectrum enabling assignment of frequencies quickly to aid response efforts.</li> </ul>

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Agency	Functions
<p><b>Department of Defense</b></p>	<p>Provides evacuation support for patient movement under the NDMS on an as-requested/as-available basis when approved by the Secretary of Defense.</p>
	<p><b>U.S. Army Corps of Engineers (USACE)</b></p> <ul style="list-style-type: none"> <li>• Provides logistics resources to support the preparation and execution of ESF #3 activities.</li> <li>• As part of its execution of ESF #3 responsibilities, USACE may provide assistance with the establishment of field offices when requested by DHS/FEMA.</li> </ul>
<p><b>Department of Energy</b></p>	<p>Through ESF #12, provides coordination and resources to provide fuel along evacuation routes and for emergency vehicles used in evacuation operations.</p>
<p><b>Department of Health and Human Services</b></p>	<ul style="list-style-type: none"> <li>• Provides information on special needs and medical shelter locations.</li> <li>• Provides staff at staging areas and pickup points to provide minor medical and mental health services, as available.</li> <li>• Supports DHS/FEMA in returning medical patients to the impacted area after the event.</li> </ul>
<p><b>Department of Homeland Security</b></p>	<p><b>Transportation Security Administration</b></p> <p>Through ESFs #1 and #13, provides mass evacuation transportation security and law enforcement technical assistance and resources to Federal, State, tribal, and local mass evacuation planners, airports, and transportation providers consistent with and to ensure compliance with Federal transportation security guidelines and directives.</p>
	<p><b>USCG</b></p> <p>Provides technical assistance, resources, and coordination support for evacuations that require transportation over bodies of water.</p>
	<p><b>FEMA</b></p> <p>Processes and coordinates requests for Federal and civil transportation support for the movement of goods, equipment, and responders as directed under the <i>NRF</i>.</p>
<p><b>Department of Justice</b></p>	<p>Through ESF #13, provides liaison with State, tribal, and local law enforcement resources and guidance as to the level and types of Federal support required to ensure safety and security of evacuation operations.</p> <p>ESF #13 roles include support for security assessments of transportation facilities, site security for evacuation locations, traffic control and security, screening for weapons, force protection, general planning and technical assistance, crowd control at staging areas, pick up points, and onboard evacuation vehicles, public safety and security assessments, access control and other security requirements</p>
<p><b>Department of Transportation</b></p>	<p>Through ESF #1:</p> <ul style="list-style-type: none"> <li>• Monitors and reports damage to the transportation system and infrastructure.</li> <li>• Issues hours of service and other applicable regulatory waivers.</li> <li>• Provides air navigation services (e.g., air traffic control, flow management, Temporary Flight Restrictions, etc.) needed to enable evacuation and other response air operations.</li> </ul>
<p><b>Department of Veterans Affairs</b></p>	<p>When requested, designates and deploys available medical, surgical, mental health, and other health service support assets.</p>
<p><b>General Services Administration</b></p>	<p>Contracts telecommunications support, arranges for the facilities needed by the Federal evacuation teams, and requisitions or contracts for supplies and equipment as part of its ESF #7 responsibilities.</p>
<p><b>American Red Cross</b></p>	<p>Provides ESF #6 Mass Care liaison staff to work at DHS/FEMA locations to work with State lead agencies for mass care and DHS/FEMA in order to facilitate resource requests in support of Federal evacuations and provides information on mass care.</p>

## Mass Evacuation Incident Annex

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Agency	Functions
<b>National Voluntary Organizations Active in Disaster</b>	Provides support to mass care operations in affected States through information sharing and communication with the State/local voluntary agency counterparts.
<b>DHS Office of Infrastructure Protection (DHS/IP)</b>	Serves as the DHS executive agent for coordination of the CIKR Support Annex. DHS/IP coordinates with government and private-sector partners to ensure situational awareness, impact analysis, and prioritized recommendations regarding CIKR restoration and protection. DHS/IP deploys Infrastructure Liaisons to JFOs and other field locations including State and local EOCs.

APPENDIXES

Appendix A. Evacuation Functions of Federal and National Agencies

Cooperating Agency	ESF Coordinator	Mass Evacuation Functions										Comments	
		Coordination (Federal)	Coordination (non-Federal)	Transportation	Security	Mass Care	Manifests/Registration	Fuel	Special Needs	Household Pets	Public Information		
DHS/ FEMA	ESF #1, 6, 8, 9, 11, 12, 15	■	■	■	■	■	■	■	■	■	■	■	Though DHS/FEMA may not provide each of these directly, it is responsible for ensuring that each of these functions is adequately met.
DHS/ USCG	ESF #1			■						■			Coordinates evacuations across bodies of water. Also responsible for coordinating the disposition of those assisted by search and rescue teams to appropriate evacuation locations.
DHS/ TSA	ESF #1, 13			■	■								Through ESFs #1 and #13, assists Federal, State, tribal, and local planners to assess and validate multimodal transportation security needs for mass evacuation. Assists airport operators in the development of airport security plans; provide regulatory oversight; and coordinates Federal aviation security activities. Notifies airport operators and transportation stakeholders of threats to the transportation sector.
USDA	ESF #11					■					■		Provides guidance for the evacuation and collocation of companion and service animals. Provides staff and support for identifying housing for evacuees.
DOC/ NOAA	ESF #5											■	Provides weather-related information for the area being evacuated and along evacuation routes. Assists with public communication through use of EAS.
DOE	ESF #12							■					Coordinates with DHS/FEMA, other Federal agencies, the States, and the energy industry to provide fuel along evacuation routes and for emergency response vehicles during evacuation.

**Mass Evacuation Incident Annex**

Cooperating Agency	ESF Coordinator	Mass Evacuation Functions										Comments
		Coordination (Federal)	Coordination (non-Federal)	Transportation	Security	Mass Care	Manifests/Registration	Fuel	Special Needs	Household Pets	Public Information	
DOT	ESF #1	■	■									Coordinates with airlines and airports to determine when air operations are likely to be suspended and prioritizing which airports are critical for evacuations, ensuring these airports are operational for as long as possible (applies only to functions for which DOT is responsible).
DOD	ESF #8			■			■		■			After activation of NDMS, may assist ESF #8 in the transportation of patients (those with specific medical needs), on a by-request/as-available basis. DOD regulates all patients moved by them under NDMS. As such they utilize a tracking system under NORTHCOM for tracking the subset of patients moved by NDMS.
DOD	ESF #1			■								If commercial transportation is not available, (upon approval by the Secretary of Defense) DOD may also provide some additional transportation assistance for general evacuation under ESF #1.
DOD/ USACE	ESF #3											Provides support to repair damages to roads, bridges, and other structures along evacuation routes.
HHS	ESF #8					■			■	■		Provides staff at staging areas and pickup points to provide public health and medical services.
DOJ	ESF #13				■	■						Provides support to State, tribal, and local law enforcement entities for securing and protecting evacuees at pickup points, in transit, and at mass care sites as needed.
ARC	ESF #6					■						Responsible for coordinating with DHS/FEMA to ensure that adequate information is available about shelters and for coordinating the receipt of evacuees at various shelter locations.
NVOAD	ESF #6					■						Provides support to mass care operations in affected States.

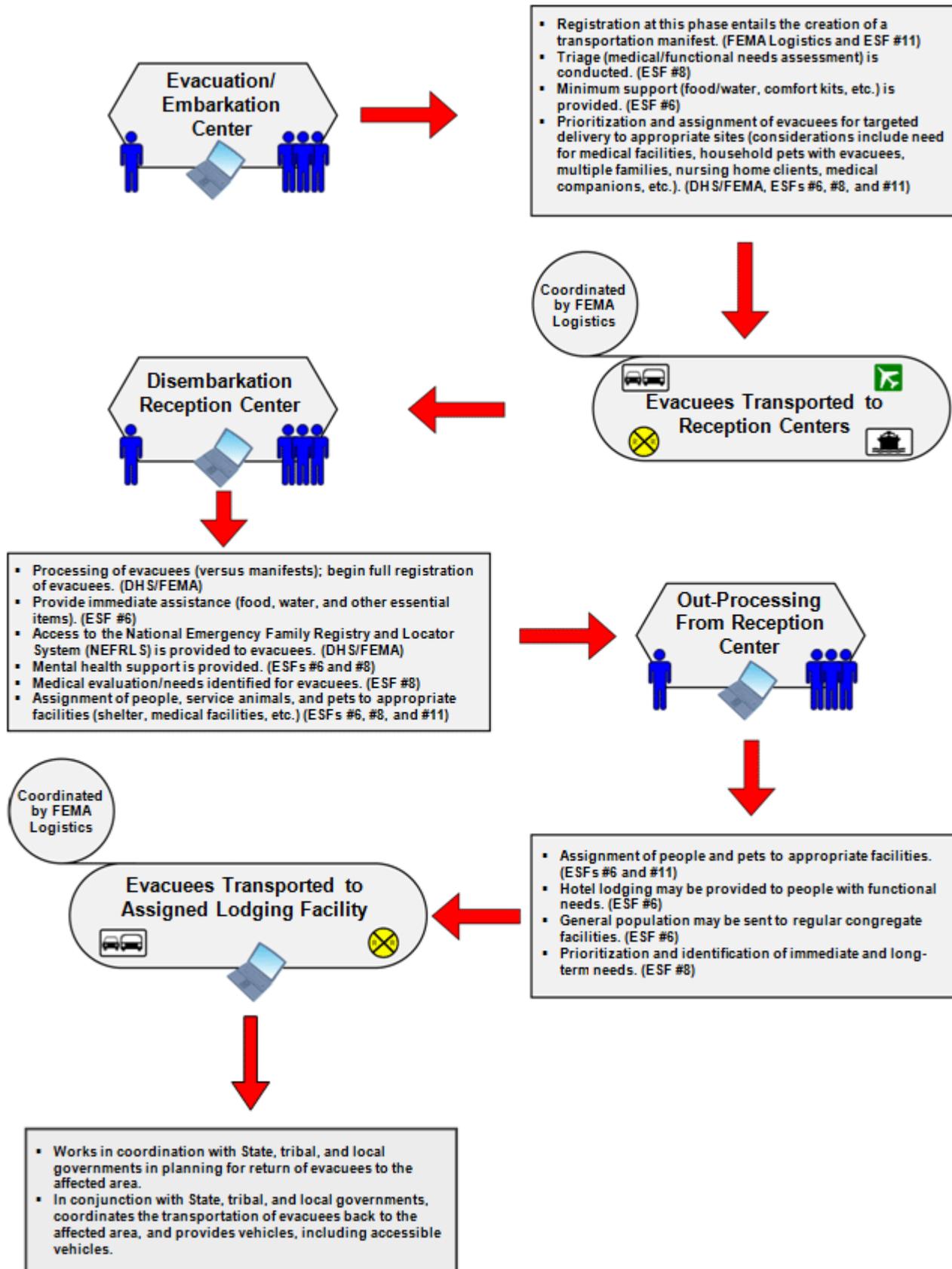
**Appendix B. Mass Evacuation Process**

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The ordering, sourcing, transportation, issuing, and movement of Federal resources generally follows the procedural steps outlined below (also see Figure 1):

- Mass evacuation resources are identified. Resources can involve supplying equipment or services.
- The local jurisdiction attempts to fill the need from existing resources. If they do not have the resource, they pass the requirement on to the State government.
- When the State receives the requirement, it attempts to fill the need. This may be done from existing resources, through commercial sources, or through Emergency Management Assistance Compacts or mutual aid and assistance agreements, if such compacts or agreements exist. If the State cannot fill the need, it requests Federal assistance.
- If a JFO has not been established, the NRCC receives the validated request for Federal assistance and determines how and if the requirement can be fulfilled.
- If a JFO has been established, the request is submitted to the JFO Operations Section, which determines if the resource is available in staging areas to fill the requirement. If the resource is not immediately available, the requirement is passed to the Logistics Section.
- The JFO Logistics Section Chief may:
  - Fill the requirement from the resources located at the logistics base;
  - Fill the requirement by direct mission assignment to another Federal agency; or
  - Prepare a requisition and recommend commercial sources for goods and services to the Finance/Administration Section as applicable.
- If the JFO cannot provide the resources, the Logistics Section Chief passes the requirement to the NRCC.
- The NRCC receives the request and determines how to meet the requirement.

Figure 1. Mass Evacuation Process Flow



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