EVACUATION

EXECUTIVE GROUP
EMERGENCY MANAGEMENT DIRECTOR with assistance of LIAISON DIRECTORS

EVACUATION COORDINATION

RESPONSE FUNCTIONS

WARNING

EMERGENCY PUBLIC INFORMATION

MOVEMENT CONTROL

SECURITY

SUPPORT FUNCTIONS

MASS CARE

SOCIAL SERVICES

TRANSPORTATION

STATE SUPPORT:
Emergency Support Function #5
Emergency Management

Lead Agency: Nebraska Emergency Management Agency

E-1

2014
EVACUATION

I. PURPOSE

This Annex provides direction and planning guidance for the implementation of a timely and orderly evacuation of all or any part of Banner County when it is determined that such action is the most effective means available for protecting the population.

II. SITUATION

A. The most likely causes of evacuation are grassland fires, highway accidents, thunderstorms, a tornado, winter storms, and hazardous materials incidents.

B. Some degree of flooding along the Pumpkin Creek occurs on an almost annual basis. This flooding would present no real danger to lives or property. Occasionally, a flash flood on Harrisburg could damage public and private property. Maps showing the 100 year flood plain are located at the Region 22 Emergency Management office at 1801 Avenue B in Scottsbluff. Failure of the Watershed Dam, two (2) miles east of Harrisburg, could affect less than 1% of Banner County’s population. See Appendix 1 for flooding details.

C. Anhydrous ammonia and other hazardous materials are stored throughout the county. A hazmat spill, release or accident could require an evacuation. Transportation accidents on Highway 71 or 88 could affect evacuation movement.

D. There is one non-residential facility where large gatherings occur as a routine or on a periodic basis. This facility is the Banner County School Building located in Harrisburg, with a population of approximately 250 students and faculty. Normally the Banner County School is the focal point for athletic and scholastic events. This facility should develop and exercise their specific evacuation plans and may coordinate with Region 22 Emergency Management for planning information or to participate in jurisdictional or regional joint exercises.

III. ASSUMPTIONS AND PLANNING FACTORS

A. Each jurisdiction will develop a Primary Evacuation Plan specific to the community and their needs. This Plan addresses at least the listed assumptions and planning factors, yet keeps in mind that unique situations may cause departure from portions of the Primary Plan. This Primary Evacuation Plan will be the guide for local or incident evacuation decisions.
B. While some evacuations allow time for incident planning, the worse case assumption is that there will be little or no warning of the need to evacuate. The evacuation decision could occur day/night and in all weather conditions.

C. All evacuation decisions and resultant actions are event or incident driven.

D. Evacuation plans will give due consideration to closing of schools, malls, businesses in the risk areas or during pandemic events.

E. Evacuation plans will give due consideration to special needs populations that require transportation and populations with companion or service animals.

F. Evacuation plans will give due consideration to the transportation and sheltering of household pets.

G. All safe and practical modes of transportation will be considered for evacuations. Most people will use their own vehicles to leave the evacuated area. Fuel shortages may occur and evacuation routes may be blocked with vehicle breakdowns.

H. Maximum traffic congestion should be expected.

I. In urban areas, additional time is required to inform citizens, develop assembly areas, load and transport those needing mass transportation, prepare public announcements of designated assembly areas, review or create usage agreements for use of privately owned assembly areas. Plans to transport mobility impaired individuals to the safe areas should be in place and is essential in the Primary Evacuation Plan.

J. There would not normally be time to obtain manpower support from outside the county. Local government resources could be severely stressed with many responders and their families affected by the evacuation.

K. Evacuees will have little preparation time and may require maximum support in shelter/reception centers, particularly in the areas of food, bedding, clothes, and medical supplies. Many will be concerned about the care and welfare of pets and animals.

L. Reception centers and shelters, within the county and neighboring counties, need as much advance notice as possible. At the time of public announcement of the evacuation order, shelters may not be fully set up to handle the evacuees, especially those with special needs or those at risk. Special needs and medical shelters are for medically fragile people who require care provided in hospitals and nursing homes. People with disabilities that are medically fragile can be integrated into a shelter setting appropriate to their needs which is typically mass care.
M. Voluntary evacuation could occur after the public has been advised of a potential problem or danger, even though the situation does not warrant an official evacuation. Under this situation:

1. Voluntary evacuation in excess of 50 percent of the residents of the affected area is a possibility if there is an extended danger period.

2. News reports of a hazard situation may cause some voluntary evacuation.

3. If evacuation is directed for a small area, then voluntary evacuation of adjacent areas should be expected.

4. A large percentage of voluntary evacuees will leave because they have a place to go such as to relatives, friends, etc.

5. Those concerned about their pets, livestock, research and commercial or production animals should be advised to implement their individual family/business evacuation plan that addresses the care and welfare of their animals.

6. Following an event, fear and panic can be expected from individuals, first responders, care providers and the worried well; all of which will stress support agencies beyond those directly involved with the movement of people.

N. Animal owners have the primary responsibility for the survival and well being of their animals and are responsible for all costs associated with the care and well being of their animals.

1. Some evacuees, not having their own transportation, will still want to take and be sheltered with their pets.

2. Some animals will pose a threat to other animals and humans. Therefore animals being evacuated by public means should be appropriately restrained, muzzled or confined.

3. Household and service animals require the same general care as people; food, water, exercise, places for relief, security, etc.

O. Some people will refuse to evacuate.

P. State and federal highways receive priority snow removal by the Department of Roads and are expected to be open at all times. County roads in the area are mainly graveled, and the road networks are sufficiently developed that alternate routes can be developed if temporary closures are experienced.
Q. The Banner County Emergency Management Liaison and Region 22 Emergency Management Director will share local plans with neighboring or regional jurisdictions so that roles and responsibilities are defined and traffic control, sheltering, public information and other essential functions are coordinated and monitored. The most recent version of a county’s LEOP can be found on the NEMA website: www.nema.ne.gov.

R. An evacuation communications plan will be developed and implemented to maintain coordination between Incident Command, the EOC, responders, receive sites and the evacuees and non-evacuating populations.

S. Plans to reconstitute or return citizens back to their homes, schools and businesses will be developed concurrently with the incident evacuation plan. This plan will consider staged or phased time periods for returns. Any health and general safety concerns and available emergency shelter should be addressed should the returning individuals find their homes uninhabitable, permanently or partially.

T. Re-entry plans will give due consideration to expected medical or health issues, the recovery of the dead, the recovery and disposal of animal remains.

U. Re-entry and restoration of the affected area may take weeks to months. Return plans should address this issue for returning evacuees.

IV. ORGANIZATION/RESPONSIBILITIES

The overall responsibility for issuing evacuation orders rests with the chief elected executives of the affected political subdivisions. When there is an immediate need to protect lives and provide for public safety, the Incident Commander can make the decision to evacuate. Key organizational requirements are:

A. Political Subdivision’s Chief Elected Official (CEO)

1. When circumstances permit, the CEO will formally declare the evacuation order; maintain the management, direction and control, and support of the evacuation. The CEO may also issue a disaster declaration as in any “all-hazard” disaster.


B. Banner County Emergency Management Liaison and/or Region 22 Emergency Management Director

1. Responsible for advising the Executive Group on the evacuation decision, for coordinating evacuation support activities, coordination with the Incident
Commander, providing for special transportation needs, sheltering issues, schools and businesses, and managing resources.

2. Will coordinate the development of the Evacuation Incident Action Plan with Incident Command and the other agencies involved in an evacuation.

3. Co-authors the evacuation communications plans with the Communications Officers and the Incident Commander.

4. Notifies the PIO and with the IC, determines the JIC activation level.

C. Banner County Sheriff/Law Enforcement Agencies:

1. Responsible for conducting actual evacuation efforts, for designating evacuation routes, providing traffic and movement control, and establishing security of the evacuated area.

2. If necessary, they will also assist in warning the public by whatever reasonable means is available.

3. Coordinates with the EOC and IC on the development, implementation and demobilization of the evacuation plan.

D. Banner County Volunteer Fire Department:

1. Responsible for on-scene control and for advising executives on the evacuation decision for hazardous material and fire incidents.

2. Responsible for fire security in evacuated areas and assistance in warning the public.

3. Coordinates with the EOC and IC on the development, implementation and demobilization of the evacuation plan.

E. Banner County Highway Superintendent/Public Works Director

1. Responsible for maintenance of the evacuation routes and for providing traffic control devices.

2. May be assigned the responsibility for care and maintenance of portable toilet facilities, monitoring emergency fuel supplies and distribution, and dealing with disabled vehicles blocking the evacuation routes.

3. Coordinates with the EOC and IC on the development, implementation and demobilization of the evacuation plan.
F. Local government and/or non-governmental schools, animal shelters, zoos, refuges, veterinary facilities, voluntary animal care organizations:

1. These entities may provide advice to the public about the welfare needs of the animals, availability of space within their facilities, trained staff to assist in mass care shelters, and resources such as food, cages and medical supplies for evacuated animals.

2. These groups may provide insight and additional information on animal care during an evacuation for inclusion into the Primary Evacuation Plan and will cooperate with local law enforcement agencies and the EOC during an incident.

3. Individuals with pets and service animals are responsible for their animals care, maintenance and welfare at public shelters, if such shelters are available.

G. Public Information Officer:

1. Responsible for the dissemination of emergency information advising the public of what evacuation actions to take, availability of shelters and re-entry.

2. Responsible for rumor control and responding to requests for information from the media and messages to the non-evacuating population.

H. American Red Cross (ARC):

1. After the initial response, the ARC is responsible for coordinating mass care activities including registration, lodging, and feeding. The Salvation Army and other service organizations may provide support as defined in Annex I.

2. The Red Cross may provide animal friendly sheltering or information to registered evacuees of animal sheltering options.

I. Panhandle District Office, Nebraska Department of Health and Human Services:

Will ensure that Social Service programs are continued and supported by other area programs, such as the Aging Office of Western Nebraska, and may assist in crisis counseling and other activities for the handicapped, infirm and elderly. Social Services actions are defined in Annex G.

J. Game and Parks Commission:

1. Will assist evacuation efforts in state parks and recreation areas during major emergency/disaster operations,
2. Will support other law enforcement agencies as practical.

K. Affected Facilities (Hazardous Materials Incident):

The Facility Emergency Coordinator will advise local and State officials if the facility management recommends evacuation or in-place shelter.

V. CONCEPT OF OPERATIONS

A. Direction and Control

1. The primary responsibility for evacuation activities rests with the local government. Public officials are expected to:

   a. Provide security and access control for the evacuated area,
   b. Provide temporary shelter and mass care support for the evacuees,
   c. Coordinate the return of people to their homes as safety permits,
   d. Manage recovery operations,
   e. Return to normal operations.

2. The Emergency Operating Center may be activated because of the primary hazard event. Executive direction and control of the incident and any ensuing evacuation may be conducted from the EOC as outlined in Annex A. The Banner County Emergency Management Liaison and/or Region 22 Emergency Management Director may coordinate all evacuation support activities.

3. Large-scale evacuations spanning multiple jurisdictions or regions require comprehensive response strategies. To facilitate resource support and coordination of the Incident Command Post(s) across local or regional boundaries, it is suggested that a Regional Unified Command structure or Multi-Agency Coordination Centers (MACC) be established.

4. Reception plans of the counties or cities agreeing, by established Mutual Aid Agreements or MOUs, to host evacuees and the designated shelters for large-scale or regional evacuations need to be implemented early in the response. Area hospitals will be alerted to the situation.

5. Implement appropriate portions of the jurisdiction’s COOP-COG Plan to ensure that vital and essential functions of government services continue
during and after a disaster, especially when government facilities and staff are affected.

B. Evacuation Order

1. The Chief Executive (Chair of the Banner County Commissioners) will normally order an evacuation.

2. In situations where rapid evacuation is critical to the continued health and safety of the population, the Incident Commander may order an evacuation.

3. During floods, evacuation orders will generally be initiated after evaluation and recommendation of the Board Chairman, the Banner County Fire Chief, and/or the Banner County Sheriff. Dam failure/flooding considerations are in Appendix 1 of this Annex.

4. In the event of a radiological incident/accident, the evacuation order will be based on the recommendation of the Nebraska Health and Human Services System.

5. All evacuation orders will contain instructions for at-risk populations to take medications, supplies and special equipment with them or to notify Region 22 Emergency Management Director for transportation assistance.

6. All governmental agencies will account for their financial expenditures from the time of the threat or incident occurrence, during and after the evacuation and re-entry.

7. All potentially impacted jurisdictions supporting the response will be alerted to evacuation decisions and briefings as the response progresses.

C. Evacuation Decision Considerations

Evacuation may be only one of several protective action alternatives. Decision makers must exercise care to ensure that a directed evacuation will not place the affected population into a more dangerous situation than posed by the primary hazard. When ordering the evacuation, the following considerations should be addressed:

1. Weather conditions,

2. Evacuation routes, their capacities and susceptibilities to hazards,

3. The availability and readiness of shelters for evacuees,

4. Effective means of providing public information and direction, especially to those with physical, behavioral, cognitive and medical conditions.
5. Modes of transportation for evacuees and for those unable to provide their own,

6. The location in the evacuation area of functional needs individuals including apartment complexes, schools, businesses, and other congregate areas. These may pose unique evacuation problems and the evacuation itself could be more life threatening than the initial hazard.

7. In the event of a hazardous material incident the choice needs to be made between evacuation and in-place shelter. The decision should be based on the speed, and density of the plume and the chemical substance involved.

D. Evacuation Area Definition

The definition of the area to be evacuated will be determined by those officials recommending or ordering the evacuation based on the advice of appropriate advisory agencies. In the case of hazardous materials incident/accidents, fire chiefs should refer to DOT Hazardous Materials Emergency Response Guide book, or follow the recommendation provided by CHEMTREC. In all cases, the hazard situation will be continually monitored in case changing circumstances, such as a wind shift, require redefinition of a potentially affected area. The PIO will ensure that the evacuation area is described to the public in understandable terms.

E. Public Notification

Persons to be evacuated should be given as much warning time as possible.

1. Pre-evacuation Warning: For slow moving events, pre-evacuation notice should be given to affected residents. Residents should be advised that they might have to move out with little or no additional notice. Those with concerns for their pets should be advised to implement their family evacuation plans. Consideration should be given to early evacuation of schools and large gatherings. Hospitals and nursing homes will be kept fully advised of the situation and be given earliest possible warning because of the extra time required to evacuate.

2. Evacuation Warning: All warning systems will be utilized to direct the affected population to evacuate. Wherever possible, the warning should be given on a direct basis as well as through the media. The use of vehicles moving through the affected area with sirens and public address is usually effective. Door-to-door notification should be considered, particularly in rural areas. Responders should sweep the evacuated area to ensure all persons have been advised. Persons refusing to follow evacuation instructions will be left alone until all who are willing to leave have been provided for. Time permitting, further efforts may be made to persuade them
to evacuate. In accordance with the jurisdiction’s Primary Evacuation Plan, persons with animals refusing to evacuate may be advised that further attempts at evacuation will be made only when there is the capability to do assist them without risking the lives and safety of the rescuers. See Attachment 1, Responsibilities of Household Animal Owners.

3. **Emergency Public Information:** The Public Information Officer will ensure that evacuation information is disseminated to the media in a timely manner. Instructions to the public such as traffic routes to be followed, location of temporary reception centers as well as situation updates will be issued as that information becomes available. Specific public information guidelines are contained in Annex D.

4. Both government and non-government shelter agencies and managers need to be notified and briefed early in the process: Shelters require lead time in preparation to receive evacuees. In large scale or regional events, the host counties, cities, villages beyond the affected jurisdiction(s) need notice as soon as possible in the response phase.

F. **Movement**

Law enforcement agencies will direct and control the vehicular and pedestrian traffic flow during the evacuation.

1. Banner County’s primary evacuation plans require evacuation routes to be selected by the Banner County Sheriff at the time of the evacuation decision.

2. Evacuation procedures and instructions will be part of the warning and subsequent public information releases.

3. If at all possible, two-way traffic will be maintained on all evacuation routes to allow continued access for emergency vehicles. Specific traffic control points will be determined at the time based on anticipated traffic volume and identifiable problem areas.

4. Law Enforcement Communications will coordinate the use of wrecker services needed to clear disabled vehicles.

5. Traffic control devices such as signs and barricades will be provided by the Banner County Highway Department.

6. Fuel shortages that could be experienced by the evacuees will be addressed under the primary plan.
G. **Transportation**

The Region 22 Emergency Management Director and Banner County Emergency Management Liaison will determine requirements for special transportation and coordinate with the EOC and social service support agencies, for the use of transportation resources to support the evacuation, especially for transportation dependant populations.

1. **Assembly (Staging) Area:** If the potential evacuated population is of significant size, there could be many people without private transportation. Convenient centralized locations in the evacuation area, such as schools or churches, will be identified as assembly areas. These locations will be announced in evacuation instructions issued by the Public Information Officer. Residents will be instructed to go to the assembly areas for transportation. The transportation of persons with animals, other than service animals, will be a consideration in the Evacuation Action Plan.

2. **Functional Needs Transportation:** There could be cases where elderly, infirm or handicapped persons in the evacuation area will not be able to get to the assembly point or would need special type of transport. The Region 22 Emergency Management Director will make provisions for the use of government or volunteer vehicles to transport these individuals. The public will be instructed to notify the Region 22 Emergency Management office, transportation officer or Hotline (a special number may be provided) of any special transportation problems.

3. **Health Care Transportation:** The rescue unit from the Banner County Fire Department is the primary resource for medical transportation needs. Ambulances from Valley Ambulance in Scottsbluff can be used to augment specific transportation needs. The health care provider should maintain a list patients using durable medical equipment and arrange for transportation for this specialized need.

4. **Transportation Resources:** School buses operated by the Banner County High School would be available during emergencies. The Region 22 Emergency Management Director maintains an area listing of all such resources. See Annex L.

H. **Mass Care of Evacuees**

While many evacuees will go to the homes of friends and relatives, there may be requirements for temporary mass lodging and feeding. The jurisdiction may have to provide temporary receptions centers until the Red Cross can establish short term shelters. Mass care of evacuees will be managed by the American Red Cross. Mass Care operations are covered in Annex I.

I. **Health Care Facilities**
There are no Health Care Facilities in Banner County. Health care evacuation considerations are addressed in Annex G.

J. **Schools**

1. The one school in Banner County has internal emergency evacuation plans.

2. The Banner County School has 10 radio-equipped buses capable of carrying a total of 488 passengers. Banner County School has 2 Suburban vehicles capable of carrying 16 passengers and 2 passenger vehicles capable of carrying 10 passengers. Total passenger carrying capacity is 514. Under normal circumstances, no additional buses would be necessary to evacuate the school.

K. **Access Control**

1. Law enforcement agencies will establish a perimeter control to provide security and protection of property. An access pass system will be established.

2. Curfews may need to be established to limit risks to responders and victims who might wish to remain or re-enter the disaster area.

L. **Re-entry**

Reoccupation of an evacuated area requires the same considerations, coordination, and control of the items undertaken in the original evacuation and is addressed in the initial and all revised Evacuation Action Plans. The chief executives will make the re-entry decision and issue a Re-entry order after the threat has passed, the evacuated area has been inspected and found safe by fire, law, health, and utilities personnel. Some specific re-entry considerations are:

1. Ensure that the threat which caused evacuation is over,

2. Ensure that search, rescue and recovery missions are completed so that survivors and any human or animal remains have been attended to and recovered.

3. If needed, ensure that homes have been inspected to determine if they are safe to return to and unsafe structures are so marked to prevent entry.

4. Determine the number of persons in shelters who will have to be transported back to their homes,
5. If homes have been damaged, determine the long term housing requirements,

6. Coordinate traffic control and movement back to the area,

7. Implement the portion of the Evacuation Plan that provides assistance to individuals with lost or missing family members.

8. Inform the public of proper re-entry actions, particularly cautions they should take with regard to reactivating utilities in addition to issuing instructions for proper clean-up and debris disposal.

9. Implement the portion of the Evacuation Plan that provides assistance to individuals requiring counseling (see Annex G), or financial or housing assistance.

M. **State Support**

Under disaster conditions, evacuation support and resources may be available from a number of state agencies. Assistance will generally be requested through the Nebraska Emergency Management Agency. Assistance includes manpower, transportation, supplies and technical advice. The following agencies may become involved in the emergency evacuation of an area.

1. **Department of Roads:** The Department of Roads will provide updated information on road conditions, load bearing capacities and usability to support evacuation or rerouting of traffic. They will also provide equipment and manpower to maintain or repair roads and bridges to usable condition in support of an evacuation. Personnel may assist in traffic control by erecting barricades, warning lights and signs, or providing manpower.

2. **Health and Human Services System:** The Nebraska Health and Human Services System will make recommendations to local authorities and the Nebraska Emergency Management Agency regarding health problems within an area which may dictate that evacuation of that area is necessary. If an evacuation is initiated, maintenance of the health standards in reception areas will be closely monitored. This agency is responsible for the prevention of overcrowding, spread of disease, and the development of unsanitary conditions/practices.

3. **State Fire Marshal:** The State Fire Marshal may recommend that evacuation of an area be initiated because of an existing fire emergency. The State Fire Marshal may coordinate manpower from local fire departments for disaster assistance.
4. **Nebraska State Patrol:** The State Patrol will establish control points for traffic control, assist in maintaining order, issue passes to prevent unauthorized entry into areas, obtain medical help and direct emergency vehicles to the proper destination within the disaster area.

5. **Nebraska National Guard:** The National Guard will provide support to the civil authorities when authorized by the Governor. Any National Guard facility or area may be used as an assembly or dispersal area in support of evacuation procedures with the approval of the Nebraska National Guard on request by the Nebraska Emergency Management Agency.

6. **Game and Parks Commission:** The Game and Parks Commission field personnel may be able to provide information on local conditions or augment law enforcement personnel in traffic control. The Game and Parks Commission also has boats available to assist in evacuation during floods.

N. **Non-Governmental Organizations**

The Nebraska Humane Society and the local affiliates may provide advice to the public about the welfare and sheltering needs of the animals, trained staff to assist in mass care shelters, and resources such as food, cages, and medical supplies for evacuated animals.

VI. **ADMINISTRATIVE**

A. After each evacuation of any scale, the incident involved officials, first responders, Region 22 Emergency Management, other support agencies and jurisdictions, and possibly interested citizens will conduct a post-incident critique and write after-action reports (AAR) and evaluations. These documents will be the basis for review of and revision of policy.

B. The Region 22 Emergency Management Director and Banner County Emergency Management Liaison are responsible for annual review and update of this Annex. The After Action Reviews (AARs) and evaluations will provide guidance in this annual update.

VII. **TRAINING AND EXERCISING**

A. **Training**

The training program will be consistent with the Homeland Security Exercise Plan process. All training supported by the Homeland Security grant process must be DHS (Department of Homeland Security) approved.
B. **Exercising**

All exercises and drills will be evaluated and any follow-up activities conducted in accordance with the Homeland Security Exercise and Evaluation Program (HSEEP) and Corrective Action Plan (CAP).

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