Emergencies or disasters may require the evacuation of people from hazardous areas to areas of lower risk. During emergencies such as floods, hazardous materials spills or releases, accidents or threats involving nuclear materials, volcanic activity, major fires, and other incidents, local emergency responders or Incident Management Teams may determine that the evacuation of all or part of community or area is prudent to minimize loss of life.

Access to disaster emergency services shall not be denied on the basis of race, color, national origin, religion, sex, age or disability. The needs of special populations shall be identified and planned for. Special populations may include, but not limited to:

- physically (e.g., hearing-impaired, sight-impaired, mobility-impaired) or mentally handicapped
- non-English speakers
- the institutionalized
- the aged or infirm
- the incarcerated
- the hospitalized
- children in school
- children in day care centers
- nursing home residents
- transient populations
- people without transportation
- out of area visitors or tourists

The basic approach to evacuation is the same regardless of the type of threat. It is necessary to determine the area at risk, and then compare the risks associated with evacuation with the risks of leaving the threatened population in place. Next, managers must designate the route leading to appropriate low risk areas, provide transportation for those without private transportation, open and staff buildings to house and feed the evacuated population, and provide clear and understandable instructions to the public.

Experience has shown that during most emergency conditions for which there is advanced warning:

- 50 percent or more residents in threatened areas will evacuate their homes before ordered to do so by public officials.
- 80 percent of evacuees will seek shelter from relatives or friends rather than use designated public emergency housing facilities.
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There is a great need to focus on the problem of treating evacuation not simply as the removal of the population from areas in which they are at risk, but rather the lengthy cycle of removing, relocating, caring for, and returning the population to the original area.

For the purposes of this plan, an evacuation is the removal of persons from the path of a threat prior to impact. Removal of victims from an area impacted by a hazard is considered a rescue, and will be conducted according to local Emergency Services responder’s standard operating guidelines.

In Alaska, the authority for ordering a mandatory evacuation rests with the Governor.

**EVACUATION CONSIDERATIONS**

**Identification of Need**

Not all emergencies requiring protective action on the part of the public require evacuation. The Incident Commander must weigh the risks of the hazard danger against the risks of evacuating or sheltering in place.

**Identification of Area Affected**

Before an evacuation can be implemented, the following activities must take place:

- Identify high hazard areas, including those areas that may be impacted if the incident escalates or conditions change.
- Identify potential evacuation routes, their capacities, and vulnerability to the hazard.
- Alert and warn the public at risk. Include specific information about the risk, the protective actions that need to be taken, and the possible risks of noncompliance.

**Determination of the Time Needed for Evacuation**

The following formula can be used to estimate the time needed to evacuate a threatened area:

\[
TD + TA + TM + TT = TN
\]

- **TD** = Time from response to decision to evacuate.
- **TA** = Time needed to alert and instruct the public, usually estimated to be from 15-60 minutes, depending upon the time of day, etc.
- **TM** = Time needed to mobilize the population once warned.
- **TT** = Time required to leave the hazard area.
- **TN** = Total time required to evacuate.
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For example, it takes incident personnel 15 minutes to make the decision that evacuation is the appropriate protective action. TD=15.

- Once a decision has been made, it takes 25 minutes to activate the EAS, and to complete the door-to-door contact in the immediate risk area. (TD=15) + (TN=25) = 40.

- Once notified, it takes 30 minutes for the population to leave their homes and enter the evacuation route system, using one major route north out of the area, and one major route south. (TD=15) + (TN=25) + (TM=30) = 1 hour and 10 minutes.

- Once on the road, it takes each vehicle 15 minutes to clear the hazard area. (TD=15) + (TN=25) + (TM=30) + (TT=15) = TN 1 hour and 25 minutes total evacuation time.

Special Considerations

Large Gatherings
The relatively large concentration of persons is a particular problem. Effective communication of information to people in concentrated areas is extremely difficult. How will the information be given? If driving away from the area is not possible, what are the alternatives?

Schools
Schools in the danger area present a particularly delicate problem, as early release procedures would not be a practical alternative for evacuation, students might be released directly into the path of the impending hazard.

- Bus evacuation is not possible for North Slope Borough schools due to lack of bus service.

- If the evacuation is immediate (i.e. cloud of toxic gas), the children can be instructed to walk away from the hazard. School officials need to develop plans for the walk-away method to include routes, collection points outside the danger area, student accountability, etc.

- Students should not be allowed to use their private vehicles for emergency evacuation due to the problem of adding more vehicles to the existing confusion without traffic control.

- School officials should maintain direct control over students until they are released at relocation centers prearranged with parents. Parents should not be allowed to pick-up students at the school.

Please refer to the “North Slope Borough School District School Crisis Response Plan” or the school specific plan for more information on evacuation procedures established by the North Slope Borough School District.
Senior Centers/Elders Housing
Because of the nature of the residents, the most pressing danger is the time necessary for safe evacuation. The physical limitations of moving elderly and infirm residents would be far too long for practical rapid evacuation.

- Vans are a practical means of moving residents. The majority can be wheeled to collection points and carried to buses.
- Residents should not be released to relatives until they reach the relocation center.

Hospitals
The most critical feature in hospital evacuation would be the substantial commitment of resources and transportation.

- Many patients in hospitals are ambulatory and can be moved with vans. Many van aisles are not wide enough to accommodate wheelchairs. If this is the case, the collect and carry method discussed under nursing homes would apply.
- Some ambulances will be required. In the event that ambulances are tied up with other priorities, utilize station wagons, vans, and buses.
- Check with hospital evacuation plans, especially procedures to discharge patients to relatives and friends outside the danger area.

Utilities
If the hazard impact area threatens certain utilities, especially control centers for electrical power, telephone, or water plants, loss of those utilities must be anticipated.

Family Pets
Household pets within an evacuation area can become a substantial problem. Household pets may be kept at evacuation or shelter locations. In addition to household pets, consideration of a community evacuation shall include provisions for handling dog teams if present. Provisions need to be made to house and care for pets either at the evacuation shelter or off-site.
SHELTER IN PLACE

Not all emergencies requiring protective action on the part of the public require evacuation. A viable option of protecting the public is “shelter in place,” whereas the public is told to remain indoors at their home, place of business, school, etc. The Incident Commander must weigh the risk of the hazard danger against the risk inherent in evacuation verses protection in place. If “shelter in place” is to be used, it must be implemented using the various alert and warning systems. See Alert and Warning Section, this volume.

- Persons should remain inside their houses or other closed building until advised by public safety officials that they can leave safely.

- Persons in the affected area may need to:
  - turn off heat (if practicable), ventilation, and cooling systems and window or attic fans.
  - close all windows, doors and vents, and cover cracks with tape or wet rags.
  - keep pets and children inside.
  -Persons who are inside and experience difficulty breathing should cover their mouth and nose with a damp cloth.
  -Persons who are outside should cover their nose and mouth with a handkerchief or other cloth until you can reach a building.

- Listen to the radio or television for further information.
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EVACUATION IMPLEMENTATION GUIDELINES

BOROUGH MAYOR

- At the request of the Incident Commander or Borough Emergency Manager, sign the evacuation order.

COMMAND STAFF

- The Incident Commander, regardless of agency or whether on-scene or in the EOC, shall determine the need to evacuate an area, the extent of the area to be evacuated, develop an evacuation plan, activate the alert and warning system, and direct the implementation of the evacuation plan.

- In the event of a major evacuation in response to an incident under the overall command of a non-law enforcement agency, unified command between that agency and law enforcement agencies should be considered to facilitate coordination of evacuation operations. In addition, a law enforcement officer may be assigned to the Planning Section to assist in development of evacuation contingency plans.

- The Command Staff will utilize the alert and warning guidelines described in Alert and Warning Section, to warn the public of the emergency condition, and provide the public with evacuation and shelter information.

- The Incident Commander will establish an inside and outside security perimeter, and shall provide criteria for access to them. Security of the inner perimeter shall be the responsibility of the lead emergency response agency; security of the outer perimeter shall be maintained by the law enforcement agency. The outer perimeter will allow for the potential escalation of the hazard, thus ensuring an ample margin of safety for emergency personnel. The Field Command Post will be established within the outer perimeter (unless Command is in the EOC), and only personnel meeting command criteria for access will be allowed to enter this area.

- The Incident Commander will identify appropriate reception areas for evacuees, and shall assign personnel to provide liaison to those persons in the reception area, and security to the facility. If reception or sheltering is needed, the Logistics Function should be activated and the American Red Cross or The Salvation Army notified to begin arranging shelter and transportation.

- As the emergency response progresses and more information becomes available, the Public Information staff will utilize the procedures described in the Public Information Section of this plan to provide the media and the public with information on:
  A. Modes of transportation for evacuees unable to provide their own.
  B. The reason for the evacuation.
  C. The location of reception areas or shelters.
  D. Possible results of failure to evacuate.
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Ensure that an official evacuation order is signed by the Borough Mayor or their designee, the Law Enforcement Officer in Charge, and the Incident Commander.

- If it is anticipated that shelters will be needed, contact the American Red Cross/The Salvation Army.
- After the emergency event has ended:
  A. IMT personnel will allow the early return of persons needed to staff essential services and to open vital businesses as soon as this can be done safely.
  B. Incident Command will direct a general return to the evacuated area as soon as possible.
  C. The Public Information Officer will advise the public and the media of the termination of the evacuation order and the lifting of the security perimeter.

OPERATIONS SECTION
- Supervise personnel needed to support evacuation, including mutual aid.
- Relay strategic considerations, and develop tactics for evacuation operations.
- Implement evacuation plan.
- Establish and maintain control of outer perimeter, restrict access to those persons properly authorized and protected.
- Supervise and conduct mobile public address system and door-to-door alert and warning.
- Establish and maintain crowd and traffic control, providing for security in areas evacuated.
- Request resources through Logistics Section (if activated).
- Designate neighborhood congregation points for evacuees who need transportation to reception areas or shelters. Notify Command of persons who need assistance in leaving their homes.
- Keep Command, Planning Section, and Public Information Officer apprised of activities.

LAW ENFORCEMENT AGENCIES OPERATIONS (AS AVAILABLE)
- Assists with evacuation operations.
- Establishes and maintain outer perimeter.
- Assists with traffic and crowd control.
- Provides security for emergency housing facilities as requested.
- Law enforcement agencies do not have the capability to conduct evacuations in areas contaminated by hazardous materials.
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Fire Department Operations

- Establishes and maintains inner perimeter on hazardous materials incidents.
- Rescues trapped victims
- Assists in the evacuation process as requested.

American Red Cross ~ The Salvation Army

The American Red Cross (ARC) will assist with all emergency housing activities, including:

- Directing ARC/Salvation Army personnel to meet evacuees at reception areas and assigning evacuees to emergency housing facilities.
- Providing information to IMT concerning numbers of evacuees being sheltered, etc.

Logistics Section

- Arrange transportation for groups or individuals requiring assistance of special considerations to evacuate, such as the elderly, disabled, hospital patients, residents of nursing homes, and prisoners.
- Advise command of the activation of appropriate shelter or reception facilities.
- As requested, assist the American Red Cross/The Salvation Army in movement of volunteers to reception areas and shelters. A Facilities Unit Leader may be assigned to provide liaison and coordination between the EOC and Red Cross shelters.
- Procure additional personnel needed to support shelter operations. May include, but not be limited to, shelter security, Facilities Unit Leader, Transportation Unit Leader, etc.
- Facilitate procurement of additional barricades, signs, etc.
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PLANNING SECTION

- With input from on-scene personnel, determine and mark evacuation routes, safety perimeters, transportation pick-up points, reception areas, and shelters on EOC maps. Long evacuation routes, such as might be experienced during a national security crisis, should also designate rest areas, facilities for vehicle fuel and maintenance, and information centers.

- Provide the above information to Public Information Officer, Operations Section, and assisting agencies, such as mutual aid cooperators, and the American Red Cross/The Salvation Army.

- Document and track resources assigned to the evacuation effort, including personnel, vehicles, and facilities.

- Track and document progress of evacuation operations, provide contingency planning.

FINANCE SECTION

- Support other sections as requested.

- Document fiscal resources dedicated to the evacuation effort.

- Provide information on the financial impact of the evacuation to the planning process.

NOTE: See Shelter and Feeding Section for feeding and sheltering information.
EVACUATION STANDARD OPERATING PROCEDURES

Citizens should be informed of the need to leave a hazardous area, and the possible consequences of not leaving.

These protocols cover door-to-door and mobile public address processes. These methods may be conducted singly, however it is strongly recommended that they be used in combination, or in conjunction with the Emergency Alert System in order to provide to the target audience a means of confirmation in order for the warning system to be effective.

DOOR-TO-DOOR

Door-to-door contact is an effective, but time and labor intensive method of alerting, warning, and evacuating an area. More detailed information can be shared with the populace, and positive confirmation can be made that the individual received the warning, understood the instructions, and knows the consequences of his or her actions.

Personnel responsible for the evacuation should be provided with a written evacuation order which includes:

- Type of incident, location of incident, expected duration, and available time to evacuate.
- Recommended actions to be taken by the public.
- Implications of not following actions.
- Evacuation route.
- Reception ~ shelter location.
- Neighborhood congregation point for those needing transportation.

Citizens who obstruct the evacuation process may be arrested.
Conduct Door-to-Door Evacuation

- Knock, ring bell, etc. Allow a reasonable time for response especially at night.
- If no answer, document time and address, and move to next facility.
- If answered, “hand-out” evacuation order (preferred method) or read prepared evacuation order, and:
  - Determine how many persons are in the building and record the age and condition of the residents.
- Determine whether they intend to leave, have a place to go, and transportation. If yes to all, document time and address. Using plastic flagging, mark the building in a conspicuous place to indicate that contact has been made. Go to next facility.
- If they do not intend to leave, ask if they understand the possible dangers if they stay, document the time, address, and number of people remaining. Using plastic flagging, mark the building in a conspicuous place to indicate that contact has been made. Move to next facility.
- If they intend to leave, but have no transportation, document the number of people needing assistance, the time and address, and special transportation requirements (ambulance, handicapped van, etc.) and report this information immediately to your supervisor. Advise citizens who are able to walk to proceed to the designated congregation point. Do not stop your activities to remove them from the area.
- If they intend to leave, but do not have a place to go, refer them to the shelter or reception point. Document time and action taken. Using plastic flagging, mark the building in a conspicuous place to indicate that contact has been made. Move to the next facility.

Reporting
After clearing a portion of your assigned area, report information collected to your supervisor. Your supervisor should inform the Incident Commander or Operations Section Chief, and the Planning Section (if activated).

BECAUSE OF THE EXTRA TIME NEEDED TO ARRANGE TRANSPORTATION, INFORMATION ON PEOPLE NEEDING EVACUATION ASSISTANCE SHOULD BE TRANSMITTED AT THE TIME OF COLLECTION.
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MOBILE PUBLIC ADDRESS

Mobile public address is more time efficient than door-to-door contact, but is able to convey only a limited amount of information. It is most effective when used in combination with the EAS, and door-to-door contact. It may be used to alert and warn the public prior to the request to evacuate, or to advise of protective actions short of evacuation.

Receive assignment from officer supervising the evacuation. Your supervisor should give you a prepared statement that includes:

- Type of incident, expected duration, and available time to evacuate.
- Recommended actions to be taken by the public.
- Implications of not following actions.
- Evacuation route.
- Neighborhood congregation point for those needing transportation.
- Reception/shelter point.
- TV or radio station with more information.

Conduct Alert

Repeat message at each intersection, and at least once mid-block, depending upon length of block.

When an assigned area has been covered, note date and time, and report completion to your supervisor. Your supervisor should advise the Incident Commander or the Operations Section Chief, and the Planning Section (if activated).
As Incident Commander of the ___________________________ incident, I find that certain evacuation actions are necessary to ensure the safety of the public and the assigned emergency responders. Therefore I am (we are) issuing the following instructions:

☐ Evacuation Warning
☐ Evacuation Directive

This action is valid for the following area:

Evacuation staging areas or centers will be located at:

Local citizens affected by this action should be told to:
☐ Prepare for an evacuation.
☐ Evacuate the area and check in at the evacuation staging area or center
☐ Other (describe):

Perimeter Controls:

<table>
<thead>
<tr>
<th>Establish an Outer Perimeter at:</th>
<th>Use the following perimeter control methods:</th>
</tr>
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<tbody>
<tr>
<td></td>
<td>☐ Check Point</td>
</tr>
<tr>
<td></td>
<td>☐ Road Block</td>
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<td></td>
<td>☐ Road Closure</td>
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<td></td>
<td>☐ Mobile Patrols</td>
</tr>
</tbody>
</table>

Incident Commander  
Principal Executive Officer

Date  Time  
Date  Time

North Slope Borough Emergency Operations Plan
Approved 2007  Volume 2
Emergency Operations Guide

(INCIDENT NAME / DESCRIPTION)

INCIDENT EVACUATION PLAN

☐ ORIGINAL PLAN ☐ REVISED PLAN

PREPARED BY: ________________________________

(PRINTED NAME and TITLE)

AGENCY: __________________________________

DATE: __________________ TIME: ______________

SUBMITTED TO: ________________________________

(NAME and TITLE)

THIS PLAN CONTAINS:

☐ EVACUATION AUTHORIZATION (1 PAGE)
☐ THREATS, AREA and OBJECTIVES (1 PAGE)
☐ EVACUATION STAGES (1 PAGE)
☐ IMPLEMENTATION PLAN (2 PAGES)
☐ ANTICIPATED RESOURCE REQUIREMENTS (1 PAGE)
☐ SUPPLEMENTAL INFORMATION (___ PAGES)
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INCIDENT EVACUATION PLAN

Evacuation Authorization

1. **AUTHORITY:** Authority for evacuation during this incident is based on the following references:
   
   A. **Legal Authority:**

   B. **Disaster Plan:**

2. **RESPONSIBILITY:** The agency responsible for planning, implementing, and managing an evacuation during this incident is identified as the:

3. **INCIDENT COMMANDER:** I have determined the nature of this emergency may pose significant threat to the health and safety of persons within the area described in the attached Incident Evacuation Plan.
   
   - A. The affected Principal Executive Officer(s) is/are requested to review the attached plan, initiate necessary proclamations or declarations, and grant extraordinary authority for me to implement elements of the evacuation plan as conditions warrant.
   
   - **OR**
     
   - B. The nature of this emergency does not permit prior authorization of evacuation through normal channels. I order the immediate implementation of evacuation efforts as noted in the attached plan.
   
   - **OR**
     
   - C. The evacuation was ordered during the Initial Attack of this incident and the attached plan documents the decisions for that action.

   SIGNATURE and TITLE of INCIDENT COMMANDER
   
   DATE and TIME

4. **PRINCIPAL EXECUTIVE OFFICER (S):** As the official(s) having legal responsibility for the approval of evacuations within this jurisdiction:
   
   - A. The Incident Evacuation Plan has been reviewed, necessary proclamations or declarations have been completed, and the Incident Commander is hereby granted authority to implement elements of the plan as conditions warrant.
   
   - **OR**
     
   - B. The Incident Evacuation Plan has been reviewed, and it is my/our decision to withhold approval of the Incident Commander’s request for authority to implement elements of the plan. The basis for this decision is attached. This decision may be reviewed and amended as conditions warrant.
   
   - **OR**
     
   - C. I/we have been advised of the Incident Commander’s use of extraordinary authority to proceed with evacuation. The basis for that decision has been reviewed and I/we do not authorize continued evacuation efforts.

   SIGNATURE and TITLE of INCIDENT COMMANDER
   
   DATE and TIME
Emergency Operations Guide

INCIDENT EVACUATION PLAN

Part One: Threats, Area, and Objectives

A. THREATS TO HEALTH AND SAFETY:


B. AREA DESCRIPTION: As of _______________ (TIME, DAY and DATE) this plan is being recommended for the following area(s):


C. OBJECTIVES

1. To identify residents, businesses, public buildings and other areas from which occupants and property may need to be evacuated.

2. To locate and identify special concerns of the incident staff to include persons with conditions requiring extraordinary care, livestock or other property requiring specialized consideration and potentially hazardous materials.

3. To identify resources necessary to accomplish an evacuation.

4. To provide for the timely, safe, orderly evacuation of affected areas as ordered by the Incident Commander.

5. Provide for prompt information dissemination to the affected area.

6. Provide for prompt return of all displaced citizens.

7. ☐ A SUPPLEMENT IS ATTACHED DETAILING ADDITIONAL OBJECTIVES.