

EVACUATION

ANNEX O

I. PURPOSE

The purpose of this annex is to provide for the orderly and coordinated evacuation of all or any part of the population of Tillamook County if it is determined that such action is the most effective means available for protecting the population from the effects of any actual or pending disaster.

II. SITUATION AND ASSUMPTIONS

A. Situation

1. The movement of people out of Tillamook County risk area(s) is complicated by physical barriers which limit the number of traffic routes available throughout the county.
2. There are several emergency situations that might require an evacuation of part or all of Tillamook County. Localized evacuations might be needed as a result of a riverine flood, hazardous-materials accident, major fire or transportation accident. Mass evacuation could be required in the event of a tsunami, hurricane or enemy attack.
3. The relocation of people from their homes, schools and places of business can cross several jurisdictional lines, with no one person or agency having the authority and responsibility for carrying out an area or county wide evacuation.

B. Assumption

1. It is assumed that the public will receive and understand official information related to evacuation. Most of the public will act in its own interest and evacuate dangerous areas when advised to do so by local government authorities. Some of the population can be expected to spontaneously evacuate a risk area to areas of their choice prior to receiving official evacuation instructions, however, some individuals may refuse to evacuate.
2. While some disaster events are slow-moving providing ample reaction time, the worst case assumption is that there will be little or no warning of the need to evacuate.
3. The decision to evacuate could occur day or night and there could be

little control over the start time.

4. There would not normally be time to obtain manpower support from outside resources. Local government resources could be severely stressed.
5. Many evacuees may seek shelter with relatives or friends rather than use designated shelter facilities.
6. Most evacuees will use private transportation means; however, transportation may need to be provided for some evacuees.

III. CONCEPT OF OPERATIONS

A. General

There are several factors that must be considered when planning for evacuation. Among these are to determine the characteristics of the hazard itself. Magnitude, intensity, and spread of onset are all significant elements. These will determine the number of people to be evacuated and the time and distance of travel necessary to ensure safety.

Other important facets are the availability of evacuation routes, their capacities, and their vulnerability to the hazard. Mode of transportation is also significant and provision must be made for those people unable to supply their own transportation.

Executive direction and control of the incident and any ensuing evacuation will be conducted from the Emergency Operating Center (EOC) and on-scene command posts.

The American Red Cross has entered into an agreement with Tillamook County to provide sheltering and shelter management for Tillamook County when evacuations are necessary and requested by the Director of Emergency Management.

B. Phases of Emergency Management

1. Mitigation

- a. Identification of areas potentially in need of evacuation (i.e., flood plains, tsunami hazard zones, areas near hazardous materials, etc.)
- b. Discourage development in hazard zones, particularly residential development.

- c. Develop a public education program to increase citizen awareness of reasons for possible evacuation, routes to travel, availability of transportation, reception locations, appropriate food, clothing, and other essential items to pack when evacuating, etc.

2. Preparedness

- a. Identify population groups who may require special assistance during evacuation (senior citizens, disabled, hospital, nursing homes, etc.)
- b. Plan evacuation routes, taking into account traffic capacities and likely road conditions.
- c. Educate the public about evacuation procedures.
- d. Coordinate with reception areas.

3. Response

- a. Advise citizens to evacuate when necessary.
- b. Arrange to evacuate special populations needing assistance.
- c. Provide traffic and perimeter control, as needed.
- d. Activate shelter operations through the American Red Cross or contact shelter manager in reception area, as appropriate. Each Red Cross shelter has a registered nurse for monitoring and providing medical assistance.
- e. Keep the public informed about emergency conditions and other vital information.
- f. Arrange for continued operation or rapid restart of essential services in hazard area.

4. Recovery

- a. Initiate return, where possible.
- b. Provide traffic control for return.
- c. Conduct public information activities.

- d. Establish Disaster Application Center (DAC), if appropriate.

IV. ORGANIZATION

The evacuation function is organized around the Tillamook County Board of Commissioners who have overall authority. The County Emergency Management Director will direct and control the evacuation of the unincorporated areas of the county. The evacuation of people within a city's jurisdictional boundaries will be the responsibility of the city's executive head of government.

Emergency Management will coordinate the emergency relocation and evacuation of county populations. To aid in coordinating evacuation activities between jurisdictions the EOC will be activated and staffed by representatives of any federal, state and local jurisdictions involved in the emergency. Staff at the EOC will be responsible for monitoring all evacuation activities and recommend essential operations required to accomplish the evacuation with limited loss of time, life and property.

Evacuation instructions and information for the public will be coordinated through Emergency Management and disseminated using the news media, door-to-door contacts, mobile sirens and public address systems. The county warning system established by Annex H will be used when providing evacuation instructions and information to government officials, organizations and institutions. The Cooperative Extension Agent shall be requested to assist in providing farmers and agribusiness with evacuation information and instructions and to assist the Emergency Management Director as needed.

V. ASSIGNMENT RESPONSIBILITIES

A. The County Board of Commissioners

- 1. Responsible for making the decision to evacuate any part of the unincorporated area of Tillamook County.

B. Emergency Management Director

- 1. Direct the release of evacuation warnings, instructions and information.
- 2. Decide which areas of Tillamook County should be evacuated and which reception areas should be used to receive and care for the evacuees. Activates American Red Cross Response to open evacuation shelters, which meet ADA requirements, including restrooms.

3. Advise citizens to evacuate, when appropriate.
4. Direct public information and press releases to the media on what areas are being evacuated and what areas are being used as reception areas.
5. Coordinate with the news media to provide evacuation instructions to the public and to special groups.
6. Coordinate requests for assistance and support with the cooperative extension service in evacuation of rural and agribusiness communities.
7. Coordinate evacuation effort with local governments as well as with selected reception area governments.
8. Direct the relocation of essential resources (personnel, equipment, supplies) to reception areas.
9. Establish Disaster Application Center(s) (DAC), as needed.
10. Provide reception centers with Liaison Officers to coordinate the needs of the evacuees.
11. Provide the Executive Group with information on shelter facilities, evacuation routes, departure times, and people without private transportation.
12. Identify high hazard areas and number of potential evacuees to include the number of people requiring transportation to reception areas.
13. Coordinate evacuation planning to include:
 - a. Movement Control
 - b. Health/Medical requirements
 - c. Transportation needs
 - (1) Coordinate transportation needs for special population groups and emergency goods and services through area schools, churches, and other organizations with transportation assets.
 - (2) Coordinate all transportation requirements to include

relocation of essential resources to reception areas.

- (3) Provide the Emergency Management Director with location(s) where people are to go to await needed transportation in the evacuation area in order that the location may be announced to the public.

d. Emergency public information materials

Shelter/reception

- (1) Coordinate with the American Red Cross, Salvation Army, and other service organizations for shelter/mass care operations.
- (2) Coordinate with the Superintendent of Schools, pastors of churches, administrators of government buildings and/or owners of private buildings that are to be used as lodging and/or feeding facilities, to acquire their permission and to have the facility open and ready to receive evacuees.
- (3) Provide food or feeding and other welfare assistance to evacuees.
- (4) Coordinate special care requirements for unaccompanied children, the aged, handicapped, and others requiring special consideration.
- (5) Provide first aid, counseling, and other assistance.
- (6) Manage government disaster assistance programs.

C. County Sheriff

1. Coordinate law enforcement activities with other emergency services.
2. Designate evacuation routes.
3. Direct and coordinate crowd and traffic control operations.
4. Assist in evacuation by providing perimeter and/or traffic control and road blocks.
5. Assist in the removal of stalled vehicles and equipment from evacuation routes.

6. Evacuate and relocate prisoners.
7. Coordinate law enforcement activities with other emergency services.
8. Provide security for the vacated area.
9. Assist in warning the public.
10. Provide information to the Emergency Management Director for news releases to the public on the evacuation routes.
11. Provide crowd and traffic support to the state, cities, and neighboring jurisdictions through mutual aid.

D. County Fire Chiefs/Fire Marshal

1. For hazardous materials and fire incidents, responsible for on-scene control and for advising the Emergency Management Director of evacuation decision.
2. Responsible for fire security in the vacated area.
3. Assist in warning the public.
4. Assist in evacuating the aged, handicapped, and other special population groups.

E. Public Information Officer

1. Disseminate emergency information from the Emergency Management Director advising the public of evacuation action to be taken.
2. Coordinate with area news media for news releases.

F. Public Works

1. Provide traffic control devices.
2. Assist in keeping evacuation routes open.
3. Assist in recovery operations.

G. Health and Medical

1. Coordinate and monitor evacuation of hospitals and nursing homes.

- H. American Red Cross (through agreement)
 - 1. Coordinate opening of mass care facilities when evacuation begins.
 - 2. Coordinate operations with the EOC.

VI. DIRECTION AND CONTROL

A. General

The Board of County Commissioners is the overall authority for the evacuation effort. All activities will be coordinated through the EOC, which will serve as the source of all direction and control.

B. Evacuation Notice

The Board of County Commissioners will normally advise the public to evacuate a hazard area. In situations where rapid evacuation is critical to the continued health and safety of the population, the on-scene senior official may advise the public in the immediate vicinity to evacuate. In the event of a radiological incident/accident, the extent of the evacuation area will be based on the recommendation of the Bureau of Radiation Control, State Department of Health.

C. Evacuation Area Definition

The definition of the area to be evacuated will be determined by those officials recommending the evacuation based on the advice of appropriate advisory agencies. In the case of hazardous materials incidents/accidents, evacuation information is available in DOT P 5800.4, Emergency Response Guidebook as well as provided by the Chemical Transportation Emergency Center (CHEMTREC). In all cases, the hazard situation will be continually monitored in case changing circumstances such as a wind shift requires redefinition of the actual potential affected area. The command authority will ensure that the evacuation area is defined in terms clearly understandable by the general public and that this information is provided to the Public Information Officer for rapid dissemination.

D. Public Notification

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

- 1. Pre-evacuation Warning: On slow-moving events, pre-evacuation notice should be given to affected residents if it appears that hazardous conditions may warrant such action. Residents should be

advised that they may have to evacuate upon thirty (30) minutes notice or less.

2. Evacuation Warning: All warning modes 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 law enforcement and fire emergency vehicles moving through the affected area with sirens and public address is usually effective. When used, two vehicles should be employed: the first will get peoples' attention and the second will deliver the evacuation message.

Door-to-door notification should be considered, particularly in rural areas. Residential and health care institutions will be notified directly by the EOC or on-scene authorities. Law enforcement personnel will sweep the evacuated area to insure all persons have been advised and have responded. Persons who refuse to follow evacuation instructions will be left alone until all who are willing to leave have been provided for, then, time permitting, further efforts will be made to persuade them to evacuate.

3. Emergency Public Information. The Public Information Officer will ensure that evacuation information is disseminated to the media on a timely basis. 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 PIO procedures are contained in Annex J (Emergency Information).

E. Special Facilities

1. Facilities which are expected to require special planning and resources to carry out evacuation include hospitals, day-care centers, prisons, institutions for the handicapped or disabled, and nursing homes. All facilities of this type within the area to be evacuated will be warned of the emergency situation using the Tillamook County Warning System Directory.
2. All special facilities located in predetermined hazard areas will be identified by facility name, address, phone number, and contact person(s) along with any unique support requirements.

F. Movement

It is anticipated that the primary evacuation mode will be in private vehicles. Actual evacuation movement efforts will be conducted by the law enforcement agencies involved.

1. Evacuation routes will be selected by law enforcement officials at the time of the evacuation decision. Movement instructions will be part of the warning and subsequent public information releases.
2. If at all possible, two-way traffic will be maintained on all evacuation routes to allow continued access for emergency vehicles.
3. Law enforcement communications will coordinate use of wrecker services needed to clear disabled vehicles.
4. Traffic control devices such as signs and barricades will be provided by Public Works Department.

G. Access Control

In an evacuation, the problem of access control and area security become extremely important. Law enforcement agencies will establish a perimeter control to provide security and protection of property left behind. Fire departments will take measures to insure continued fire protection. Refer to the appropriate annex for detailed procedures.

H. Re-entry

Reoccupation of an evacuated area requires the same consideration, coordination, and control of the items undertaken in the original evacuation. The re-entry decision and order will be made by the Emergency Management Director after the threat has passed and the evacuated area has been inspected by fire, law, and utilities personnel for safety. Some specific re-entry considerations are:

1. Ensure that the threat which caused evacuation is over.
2. Ensure that homes have been inspected to determine if they are safe to return to.
3. Determine the number of persons in shelter who will have to be transported back to their homes.
4. If homes have been damaged, determine the long-term housing requirements.
5. Coordinate traffic control and movement back to the area.
6. Inform the public of proper re-entry actions, particularly cautions they should take with regard to reactivating utilities. In addition, issue

proper cleanup instructions, if necessary.

VII. CONTINUITY OF GOVERNMENT

Lines of succession to each department head are according to the standing operating procedures established by each department.

VIII. ADMINISTRATION AND SUPPORT

A. Forced Evacuation

Mandatory evacuation authority does not exist in the State of Oregon; but authority does exist to control ingress and egress to and from a disaster areas and the movement of persons and the occupancy of premises in the area after a disaster occurs.

B. An inventory of available passenger transportation assets is contained in the Evacuation Incident Log.

IX. ANNEX DEVELOPMENT AND MAINTENANCE

The Emergency Management Director is responsible for working with the agencies specified in Section V in the maintenance and improvement of this annex. Each agency will develop SOP's that address assigned tasks.

X. APPENDICES

Appendix 1 - Emergency Organization Chart

Appendix 2 - Crisis Relocation Concept

Appendix 2

TILLAMOOK COUNTY, OREGON

EVACUATION

CRISIS RELOCATION CONCEPT

When the Governor of Oregon announces activation of the statewide crisis relocation plan, the formal evacuation of people from risk to host areas will begin. This phase of crisis relocation will be characterized by time constraints, high density population movement, and limited space on roadways. Evacuation, therefore, will be successful only with the cooperation of the many jurisdictions involved. Risk area governments will be expected to direct evacuation of their jurisdictions; provide for crowd and traffic control on their own road systems, and support the crowds and traffic control operations of other jurisdictions.

The transportation requirements of essential workers are a complicating factor in the movement plan. These workers will continue to work at essential jobs even as crisis relocation takes place. Their commuting routes may conflict with the flow of evacuating residents. Traffic control will have to be provided at jurisdictional boundaries and as needed within the jurisdictions. The need for crowd control, similarly, must be anticipated. Control methods will include traffic signals, road blocks and barricades, detours, signing, aerial and electronic surveillance, public information and instruction, and the direction of crowd and traffic control personnel.

Risk area residents who cannot arrange for private transportation will be provided transportation by city, county, and private transportation carriers. Vehicles may include commuter vans, public transit, school buses and commercial haulers.

Tillamook County has been designated a host county for the relocated residents from Washington County. Approximately 35,000 persons could seek shelter during a crisis period and Tillamook County would prepare to move people into reception and care facilities located throughout the county.

Time constraints, limitation of routes and capacity of hosting facilities to absorb the increased population would greatly stress local resources.

The basic method of control will be emergency information packets distributed to the public showing the various allocation areas along with corresponding departure times.