

Alaska Evacuation Planning Guide



Developed by:

**Department of Military and Veterans Affairs, Division of Homeland Security
and Emergency Management**

In cooperation with:

Department of Natural Resources, Division of Forestry

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Section 1: Evacuation Planning Defined

Introduction to Evacuations

The mass evacuation of a particular area is necessary when a hazard, be it natural or manmade, threatens the safety of those within the area. An evacuation occurs when members of the community must move out of the path of the hazard.

The term evacuation refers to the relocation of people, whether optional or mandatory, out of a high risk area prior to an event. The removal of victims from an area impacted by an emergency is considered a rescue and will be conducted according to local emergency responder standard operating procedures. Shelter-in-place is also a component of the evacuation planning process. More often than not, evacuations in Alaska involve moving people from one part of the community to another rather than out of the community. The elderly, medically frail, and young children are most likely to need evacuation out of the community.

Evacuations, though sometimes necessary, cause financial, physical, psychological, and social disruption. International research shows that long-term psychological and social harm is caused to individuals and communities after an evacuation, particularly in the case of permanent resettlement. People evacuated during an emergency are almost twice as likely to suffer illness as those involved in the emergency but not evacuated. Poorly managed evacuations can create a strong resentment of government, decreasing the ability of the government to effectively manage a future emergency. Despite these risks, disasters can often pose a greater risk to life safety. The decision to evacuate should not be taken lightly but should not be feared either.

The basic approach to evacuation is the same regardless of the type of threat. It is necessary to determine the area at risk and compare the risks associated with evacuation against the risks of leaving the threatened population in place. Next, managers must designate the route leading to appropriate low risk areas, provide transportation as needed, open and staff buildings to house and feed the evacuated population, provide clear instructions to the public, and assist the evacuees in returning home. Evacuation management involves not just relocating a population from a high risk area to a low risk area, but also caring for that population during the event and returning them safely after the event. Research shows during most events for which there is advanced warning:

- 50 percent or more residents in threatened areas will evacuate their homes before ordered or advised to do so by public officials.
- 80 percent of evacuees will seek shelter from relatives or friends rather than use designated public shelters.

Evacuation Options

There are two options available to emergency managers when considering an evacuation. These can be used separately or in combination as dictated by the event.

- Shelter-in-place
- Evacuate
 - Partially or by area/zone
 - Out of Community

Shelter in Place

A directive to shelter-in-place is an instruction for people to remain at their current location whether it is home, office, or elsewhere. As people generally recover from emergency situations faster in familiar areas, sheltering in place is considered the preferable option and is used when the nature of the hazard suggests leaving shelter would place people at greater risk.

Hazards which may require sheltering in place include:

- Radiation release
- Toxic chemical spill/release
- Act of terrorism
- Pandemic
- Snow storm
- Wind storm
- Avalanche/rock slide
- Light volcanic ash fall

Note: Evacuation would probably be required of people in the immediate vicinity of a hazard such as a toxic chemical spill, radiation release, or act of terrorism.

Evacuation

Evacuation means instructing people to leave their current location and move to pre-identified safer locations. This includes assisting with transportation, shelter, food, and other logistical needs. When evacuation is necessary, people should be accommodated as near to their homes as possible.

Hazards requiring evacuation may include:

- Wildfire
- Flooding
- Hazardous materials release
- Avalanche
- Volcanic activity (other than light ash fall)
- Landslide
- Infrastructure failure
- Earthquake/Tsunami
- Sea storm

Types of Evacuations

While the steps followed during an evacuation will stay the same, the actions necessary for the public will vary depending on the hazard and amount of warning.

The following terminology was generated through a group process involving state and local partners.

Evacuation Watch

This prepares the affected community or area for a possible threat and evacuation. It is not immediate but could be warranted within a specified time frame. This could be used under threat of a distant tsunami or with warning of an incoming storm.

Individuals issued an Evacuation Watch are not usually required to evacuate; however, doing so would be to their advantage.

Evacuation

This is implemented when there is an immediate threat and a suggested evacuation is imminent or immediate. Residents are advised to evacuate and not return until informed by emergency response personnel.

Evacuations may be out of the community, but are usually from one threatened section of the community to a safer section. Evacuation orders may come with prior warning, but may also result from an immediate threat without warning. A no-notice evacuation happens when circumstances require immediate implementation of contingency plans. Examples include: hazardous materials release, tsunami, flash flood, or active shooter type events. This situation can pose significant disadvantages, as a no-notice evacuation can congest transport corridors and cause panic if not managed properly.

Phased Evacuation

Planning for a zone-by-zone evacuation may be a viable solution to logistic problems encountered with large scale evacuations or when evacuations are caused by escalating hazard risks. Area specific evacuations may be decided by topography or may be based on geographically determined suburbs. This will depend on the nature of the hazard. Phased evacuations require extensive pre-planning, operational coordination, and public information management strategies.

Mandatory Evacuation

A mandatory evacuation is ordered when the risk to residents is too great to allow them to remain in place. Mandatory evacuations place a great burden on emergency service resources and a duty of responsibility on authorities to ensure care for people who are evacuated.

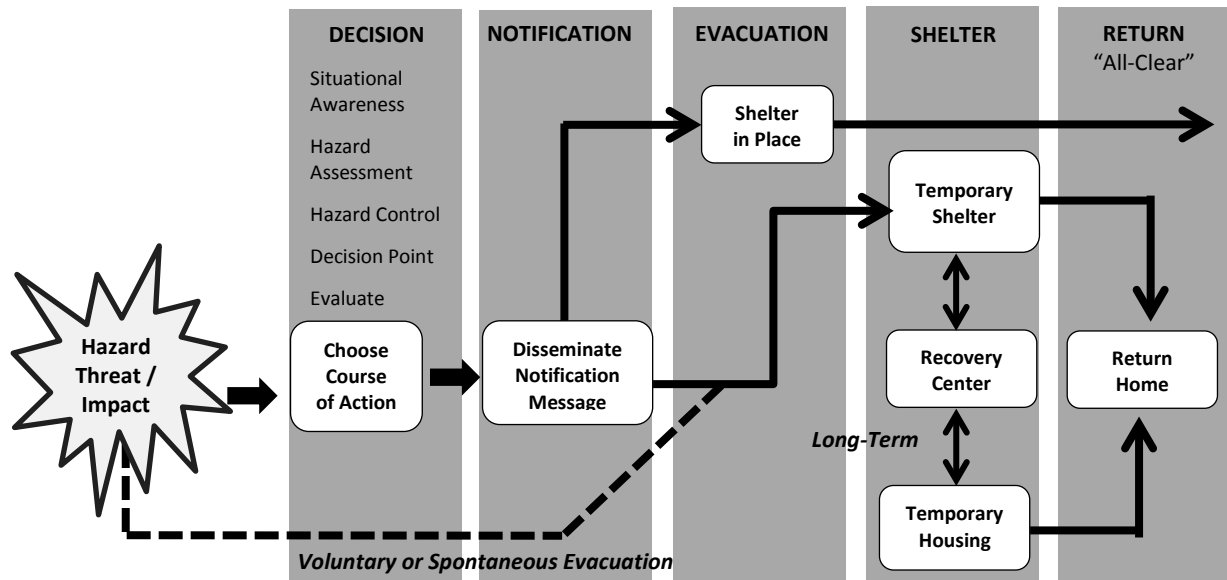
In Alaska, the authority for ordering a mandatory evacuation rests only with the Governor or an official of a fire department registered with the Alaska Fire Marshall's office [AS 18.70.075 and .090]. Local governments may decide to create a local ordinance to authorize the implementation of evacuations by people other than fire department officials. Mandatory evacuations or evacuations by force are not widely supported in Alaska and should only be discussed in the case of unaccompanied minors, people under the influence of drugs or alcohol, or people unable to make sound decisions due to mental illness or other special considerations.

Phases of Evacuation

All evacuations move through five distinct phases, no matter the hazard. The demands on emergency managers and resources change as the evacuation progresses through each phase. Evacuation plans should consider all phases.

- Decision (to implement an evacuation)
- Notification of officials and public
- Evacuation
- Shelter
- Return

The diagram below shows the evacuation phases, including shelter in place and voluntary evacuations:



Decision

The decision phase constitutes the period when intelligence from the field is measured and a choice is made whether to order an evacuation or advise people to shelter-in-place. Evacuation plans should clearly state who in the community is authorized to make such decisions. Include some redundancy to account for designees being out of the community or unable to make the decision due to an effect of the event.

The decision making process should include the following sequence:

Situational Awareness → Hazard Assessment → Hazard Control → Decision Point → Evaluate

Notification

The notification phase occurs after a decision has been made. Notifications are issued to the public advising them of the situation and what action they should take. This notification can be made via radio, siren, phone tree, door-to-door, or by any other means effective for the community and situation.

Evacuation

The evacuation phase describes the actual physical movement of people from a building, area, or zone under threat to a safe area. Every effort should be made to assist with transportation and logistics, including managing traffic. Trained staff or volunteers should be used to help direct traffic and avoid congestion as much as possible.

Evacuee Collection Point

- Evacuations may require the use of evacuee collection points. Which allow for the registration and accountability of evacuees prior to sheltering or movement to safe locations.

Temporary Re-entry

- Incident Commanders or local officials may choose to allow residents to return to their property on a temporary basis for essential items or to assess activities. A timeframe should be established such as a 2, 4, or 6 hour re-entry time. This should be coordinated between the local officials and the residents.

Shelter

The shelter phase of an evacuation involves designating a location for evacuees to wait, out of the elements, until it is safe for them to return home. Depending on the event, this shelter phase could continue for several days. Long term shelter operations or temporary housing are aspects of recovery and do not need to be addressed in evacuation planning. Accommodation should be made for all residents and detailed records kept of who is staying in the shelter overnight and who is physically present at any given time to maintain accountability.

Return

The return phase involves assessing the area for further hazards, informing the evacuees and public, coordinating their return, and transitioning to the recovery phase of operations. Return should only occur when the threat is no longer imminent and residents have full access to the area.

Section 2: Planning Process

The Evacuation Plan

Written evacuation plans will vary in style and format depending on the nature of the region, potential hazards and risks, and existing plans. It is important to note that the written evacuation plan should, where possible, avoid repeating information that appears in other plans. However, linkages to these documents should be mentioned.

When planning for evacuation, all relevant issues should be discussed, regardless of whether they are documented elsewhere.

Plan Requirements

Issues to be addressed in an evacuation plan include:

- Who has authority to make a decision
- Conditions under which an evacuation may be necessary
- Conditions under which people shelter in place
- Identified at-risk people/communities who may require evacuation and assistance and procedures
- Command, control, and coordination instructions (including designation of those authorized to order an evacuation)
- Notification instructions to be issued to the media and public
- Specific plans and procedures that address:

- Circumstances of the emergency
- Transportation (e.g. arrangements for those without vehicles)
- Evacuation of specific high-risk locations
- Evacuation routes
- Shelter locations
- Means of accounting for evacuees
- Welfare support for evacuees
- Security of evacuated areas
- Procedure for the return of evacuees

Evacuation Planning Process

Like all emergency plans, the planning process is at least as important as the final written plan. This is an ongoing process requiring frequent reviews and updates as the community changes. Engaging with stakeholders in discussions and assessment activities will help to ensure:

- All aspects of planning are considered
- There is buy-in from key stakeholders and the community
- Stakeholder roles and responsibilities are outlined and agreed
- Stakeholders understand the evacuation plan details
- All key organizations have their own procedures in place for evacuations
- All key organizations' plans are integrated
- Deficiencies in resources are identified and addressed accordingly

Like most emergency events, evacuations typically start at the local level and escalate as the impact or anticipated impact of the hazard grows. Planning for evacuations should reflect this reality. Those with local authority should lead planning activities in their area with support from the State of Alaska's Division of Homeland Security and Emergency Management (DHS&EM).

Coordinating planning activities between DHS&EM and local communities will facilitate collaborative planning across local borders, resource sharing, and streamlining general planning activities, while still allowing community needs and issues to be addressed. This will provide an integrated plan between DHS&EM and the community.

Planning Timeline

Evacuation planning is a lengthy process and should be considered an ongoing endeavor which continues to improve in successive iterations. The time taken for planning activities will be directly related to:

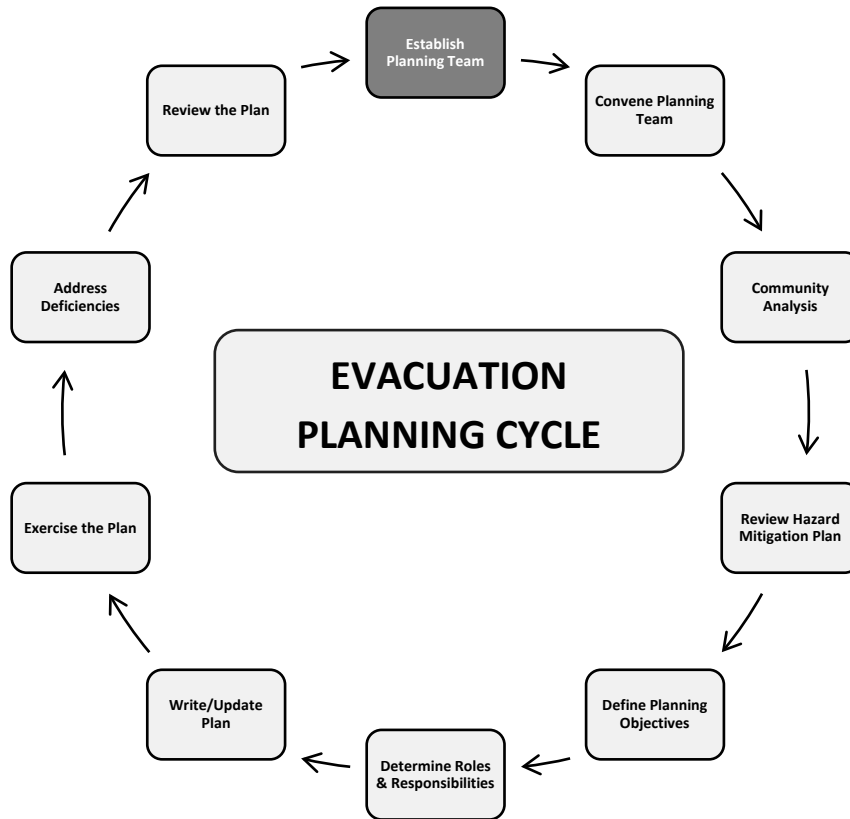
- Geographic size of the region
- Regional topography
- Regional hazards and vulnerabilities
- Demographics
- Size and density of the population

- Number of agencies involved in the planning process
- Available resources

Evacuation Planning Steps

Evacuation Planning Model

The diagram below is a model for evacuation planning.



Establish and Convene Planning Team

Planning for an evacuation cannot be done by a single agency or in isolation from other emergency management planning. Studies and experiences from around the world have shown that evacuation plans, as true for other emergency plans, are most effective when they are developed with all relevant stakeholders and reviewed and exercised regularly. Relevant stakeholders can include community leaders, representatives from potential shelters, local and state police and fire, facilities with potential hazards such as hazmat, hotels and others dealing closely with tourists, and community groups that could help with the evacuation such as the Red Cross.

The evacuation planning process provides an opportunity for all stakeholders to participate in discussions, allowing full consideration of the issues relevant for the area and for affected agencies. It also provides a relationship-building opportunity for those involved in the implementation of the plan and facilitates an awareness of the plan itself as it is formulated.

A planning team should be assembled to include representatives from all groups or agencies involved in conducting an evacuation. It is important that agencies have appropriate representation in order to ensure that:

- Decisions can be made with authority
- An appropriate level of buy-in occurs from these agencies
- Additional agency work generated will occur
- Senior agency staff are familiar with the plan

A smaller group of senior representatives may be useful for making planning decisions. Smaller working groups may be of beneficial for detailed work on specific topic areas and annexes.

Community representatives should be included in the planning process. Local communities may already have their own community plans in place, which may need to be integrated into local authority evacuation plans. The evacuation planning process needs feedback to/from community plans.

Community representatives may be most beneficial later in the planning process when the evacuation plan (or concepts) begins to take shape. Community input is vital and should be planned for and encouraged.

Community Analysis

Understanding the demographics of a community is important for deciding potential courses of action during an evacuation. It also aids with analyzing the potential effects of an evacuation on the community. Some important considerations are:

- Socioeconomic make-up
- Vehicle ownership
- Pet ownership
- School locations
- Hospital and age care facility locations
- People with disabilities

Further details regarding some of these issues are covered later in this guide.

Statistical and geospatial information systems (GIS) data will be very helpful in evacuation planning. Although further steps in the planning process can proceed without this information, a final complete plan must be designed with these issues in mind.

Review Hazard Mitigation Plan

Different hazards and risks may require different courses of action. The need for hazard-specific evacuation plans will be identified based on the results of a region's hazard and risk assessments.

If hazard and risk assessments have already been conducted for the area, these should be analyzed in preparation for the rest of the planning process.

If no hazard and risk assessment has been conducted or the existing analysis is out of date, a new hazard and risk assessment should be carried out in order for accurate evacuation planning to continue. Consider the hazard history and geography of the region. Contact the Mitigation Planning team at DHS&EM for assistance at mva.dhsem.mitigation@alaska.gov.

Define Planning Objectives

The planning team must clearly define planning objectives. Defining planning objectives early will help keep the planning team on track and ensure the final product stays focused. Objectives define the extent of the final plan and help keep the planning process on track. Objectives should include a timeline of measurable milestones and take into account:

- Pre-existing plans
- Type/extent of hazard and its risks
- Speed of onset
- Demographics
- Number of people to be moved
- Geographic areas to be evacuated
- Socioeconomic factors
- Vulnerable communities
- Available resources

Determine Roles and Responsibilities

All agencies involved in an evacuation should have their roles and responsibilities clearly stated in the evacuation plan and be involved in the planning process. It is important to ensure all agencies are clear about their own responsibilities and those of others during an evacuation. To facilitate this section, ensure the planning team includes representatives authorized to make decisions and speak to their organization's capabilities.

Some new responsibilities may need to be allocated to appropriate agencies for the purposes of evacuation. Certain agencies have clearly defined responsibilities under existing legislation. Others will have well-developed roles and responsibilities due to current arrangements or mission statements.

All community groups and vulnerable communities should be engaged as part of planning to ensure they have input into plans that will affect them. The planning process resources must address how an evacuation will be managed. These arrangements must fit within the existing community structure and resources, and must allow for adequate control and coordination during an event. The evacuation management arrangements must be documented within the final plan. Once the plan has been agreed upon by the planning group, it should be put in writing and formatted so that it is easy to read and understand.

Write or Update Plan

Once the planning team is established, use meetings to develop evacuation procedures for the community, accounting for all considerations mentioned in this guide or applicable to the community. Begin drafting the

plan early to allow for revisions and discussion. Once the planning team is satisfied with the written document, the plan should be approved by the local government(s) and shared with all relevant local and state organizations. The written plan should follow the same basic template as other emergency plans and include:

- Cover Page
- Approval and Implementation
- Record of Changes
- Table of Contents
- Introduction
 - Authority
 - Purpose
 - Acronyms and Abbreviations
 - Definitions
- Concept of Operations
 - General
 - Evacuation Decisions
 - All-Hazard Evacuation Planning
 - Shelter Requirements
 - Transportation
 - Traffic Control
 - Warning and Public Information
 - Special Facilities and Special Needs Populations
 - Non-Resident/Tourist Evacuations
 - Animal Evacuations
 - Access Control and Security
- Demobilization and Reentry
- Actions by Phases of Emergency Management
- Roles and Responsibilities
 - Organization
 - Assignment of Responsibilities
- Direction and Control
 - General
 - Evacuation Area Definition
- Increased Readiness Levels
- Administration and Support
 - Reporting
 - Records
 - Resources
 - Post Incident Review
 - Exercises
 - Plan Development and Maintenance
- References
 - Regulations, Policies, Agreements
 - Supporting Plans and Procedures
- Appendices

See DHS&EM Evacuation Plan Template.

Exercise and Validate the Plan

Exercises should be conducted to test the validity and robustness of the plan. Exercises may range from tabletop to full-scale. The latter are more effective. Ideally, exercises should be held every one to two years to cover staff turnover and community changes. Exercises not only ensure the plan is still applicable but also ensure the community and leadership know what is expected of them.

All agencies detailed in the plan should exercise local evacuation arrangements. This is a good time to offer community groups a day for voluntary exercises (e.g. schools, emergency volunteers, etc.).

Address Plan Deficiencies

The evaluation of the plan during exercises and real events may highlight issues which need corrective action. These issues must be addressed post-evaluation to enhance the workability of the plan and ensure operational success. Exercises and real event activations of the plan should be discussed as soon as possible and

deficiencies in the plan noted and addressed. After Action Reports should be used to outline concerns and detail a course of action for remediation.

Review the Plan

All agencies involved in an evacuation should review and adopt the documented plan, including community leadership.

Repeat

Following adoption of the evacuation plan, the planning process should be repeated regularly. As with an evacuation plan's original planning cycle, all stakeholders should be included to continue awareness and buy-in.

Additional Planning Issues

Resource Deficiencies

Evacuation plans should be designed around currently available resources. The planning process may identify resource deficiencies; these should be noted for the planning team to explore options for gaining access to additional resources through written agreements or grant funding. The plan should also take into account potential resource shortfalls due to staffing issues such as travel or an inability to respond due to the event.

Other Work

Throughout the planning process, agencies involved will likely identify work they need to undertake internally in order to meet the evacuation plan needs (such as the development of specific procedures). This work will become an integral part of evacuation planning as the development of agency procedures is critical to the success of the evacuation plan. The evacuation plan and planning process should be used by participating agencies to write or update their own agency evacuation plans. The planning team should make every effort to ensure plans do not contradict each other.

Community Education

Educating community members on whether they are at risk, what they will need to do in the event of an evacuation, what messages to expect and who will be delivering messages is a crucial part of emergency readiness. Once evacuation plans are complete, the best education strategy for the region can be determined and integrated with current community education programs and activities. Once the evacuation plan is approved it is important to incorporate aspects of the plan into outreach and community education to ensure the public knows what to do and where to go for information during an event.

Section 3: Planning Considerations

Maps and Signage

Maps and geospatial information systems (GIS) can be very helpful in evacuation planning. Maps and GIS can create a visual representation of risk levels throughout the community as well as evacuation routes and ideal shelter locations.

These maps can show several layers of information and assist planners before an event and decision makers during an event. Communities within a region should consider working together on mapping for shared risks. Community members, especially elders, can be very helpful in developing maps. This can be a great way to gain wider involvement in the planning process. Finalized maps should be shared with the community to ensure the public knows what to do in case an immediate evacuation is needed. Placing signs showing evacuation routes around the community will help share this information.

GIS Mapping Information

GIS mapping information may include:

- Hazard specific inundation areas or impact zones
- Demographic information
- At risk/vulnerable communities
- Evacuation routes
- Primary and secondary shelters
- Boundaries
- Topographic information
- Emergency services and relevant agencies
- Critical infrastructure and key resources

Use of Signage

Signs can be very helpful in directing traffic during an evacuation. They can be placed permanently along roads pre-identified as evacuation routes or can be kept in storage until needed. Procedures must clearly reflect the storage location of signage and the responsibilities for maintaining and placing signs. The planning process should identify protocols for sign placement which have been arranged in consultation with the appropriate road authority.

Standardization

It is recommended that evacuation signs be standardized to promote state and national consistency. There are nationally recognized hazard-specific and generic signs for marking evacuation routes and safe places. Grant funding may be available to secure these signs and public outreach should be conducted to teach what each sign means.

Example

The signs below are examples of recommended pre-placed tsunami evacuation signage:



The above signs are typically blue and white. They have been changed for this document for the purpose of black and white photocopying.

Community Groups and Functional Needs Populations

Planning must be community-based and represent the various needs of the whole population. Understanding the composition of the population—such as accounting for people with disabilities, those with access and functional needs, and the needs of children and the elderly—must occur from the outset of the planning effort.

Having an understanding of the numbers and locations of those at particular risk has a number of benefits. This information aids in the generation of an evacuation plan customized to the needs of the whole community and leads to better decision making during an event. The process of finding this information will engage local leaders and community groups with wider elements of the community, promoting overall readiness. In doing so, local leaders may be able to develop specific plans for the community to incorporate into the overall evacuation plan.

Functional Needs

Functional Needs Support Services (FNSS) in an evacuation event will enable individuals with functional needs to maintain their independence in a shelter situation. FNSS accommodations can include:

- reasonable modification to policies, practices, and procedures
- durable medical equipment (DME)
- consumable medical supplies (CMS)
- personal assistance services (PAS)
- other goods and services as needed

Children and adults requiring FNSS may have physical, sensory, mental health, and cognitive and/or intellectual disabilities affecting their ability to function independently without assistance. Others that may benefit from FNSS include women in late stages of pregnancy, elders, and people needing bariatric equipment.

FNSS Groups

High-risk populations within the community who may need additional assistance during an evacuation or shelter include:

- Non-English speakers or English as a second language
- Remote/isolated communities
- Elderly and/or infirm
- People with disabilities
- Tourists
- Seasonal workers
- Hospitals and other medical organizations
- Prisons or similar institutions

Non-English Speaking/English as A Second Language

English is a second language in many parts of Alaska. Significant populations of Alaska Native, Russian, Asian, Polynesian and Hispanic residents should be addressed in Evacuation Planning. Engagement with the ethnic community and advocacy groups may help in identifying these communities. This population may also include large numbers of tourists or seasonal workers during peak seasons.

Remote/Isolated Communities

The Alaska Department of Commerce, Community and Economic Development (DCCED) may be useful in helping local authorities and emergency management support groups, like a Local Emergency Planning Committee (LEPC), identify at-risk and vulnerable groups in a rural community, particularly remote communities where capabilities may be minimal.

The Alaska Department of Health and Social Services (DHSS), as well as local and tribal health organizations can also be a useful mechanism by which to engage with vulnerable and isolated rural communities.

Elderly and Infirm

Nursing homes and hospitals should be considered during planning as well as senior centers and adult day centers. Discussions with such facilities can help them to develop their own evacuation plans and reduce the draw on community resources during an event. If given advance warning, it may be practical to evacuate this population out of the community prior to onset.

People with Disabilities

Consider consulting with support organizations when planning. In dealing with their clients, support agencies can help promote the principles of individual/family emergency plans and how to deal with receiving warning messages and evacuation orders. Public transport options may need to be considered for those with disabilities. Do not overlook the capacity or capability of people with disabilities to help themselves and others.

Tourists

Tourists are a challenge for evacuation operations as:

- Numbers are variable and imprecise
- Tourists do not know the local area or hazards
- They are not likely to know how to evacuate or where to access help

For statistics on numbers of tourists and likely tourist “hot spots,” contact regional tourism organizations or discuss the issue with local government for information specific to the community.

Each community has a duty to assist tourists when they are threatened by a local hazard. This may be best achieved by supporting tourism industry staff training. There is a misconception that warning tourists of local hazards could negatively impact the industry. Research has shown such warnings do not affect the tourism trade, but do have a positive effect in the event of emergencies. In promoting hazard awareness local leaders and groups like a Local Emergency Planning Committee (LEPC) should engage in discussion on these issues with the tourism industry, usually through local tourism associations.

Season Workers

Companies employing seasonal workers should take steps to educate and account for their employees. Seasonal workers may have limited visas for access to the United States and limited proficiency in English. Many communities see their populations more than double when seasonal workers arrive and need to consider these additional strains on resources and shelter space were an event to occur during peak season versus during off-season.

Hospitals/Organizations

Local government and anyone involved in the planning process should work with local hospitals, clinics and other health organizations to understand the exact nature of health care in the community. These facilities will likely already have emergency plans and standard operating procedures in place. The evacuation plan should reference these existing plans and should not recommend contradictory actions.

Health care may consist of:

- Public hospitals
- Private hospitals
- Nursing homes
- Hospices
- Home patients
- Private medical practices

Hospitals and similar facilities may have a large number of patients to be moved during an evacuation. It is important to consider time and complex logistics involved in evacuating health care facilities when calculating warning times for a geographic area and determining what support may be required by these facilities.

In addition, the event may quickly overwhelm the staff. For this reason, district health boards and hospitals should be consulted during planning to ensure appropriate medical facilities are identified for use during events. The planning team should also ensure facilities have their own plans for evacuation and patient surges. The planning team should consider forward patient movement during an event that overwhelms local capacity.

An understanding of the nature of health care facilities in the community is vital that plans can reflect the health care requirements that will be needed to support evacuees. This is of particular importance when evacuees are likely to be accommodated out-of-region, regardless of whether evacuees are supporting themselves.

Prisons/Institutions

Like hospitals, prisons and residential institutions have a large immobile population that will need to be moved early in case of evacuation. Local planners should contact prisons in their regions in advance to confirm warning systems are understood and communications channels and contacts are confirmed. To enable early, secure, and orderly prisoner movement and logistics coordination, the local decision makers should advise the prison Incident Controller as soon as any evacuation, shelter-in-place, or return decisions are made for vulnerable groups.

This planning falls outside the scope of the local planning team's evacuation planning, except where a local Corrections Official is a member of the LEPC. However, during emergency operations, the emergency response team should liaise with their prison Emergency Operations Center (EOC) counterparts in order to coordinate transport methods, routes and timings. The prison should self-manage transport, reception, foodstuffs, security, etc. for prisoner transfer and should not require access to emergency management (EM) reception, shelters or registration facilities.

Families of staff and prisoners may require support as members of the public.

Education Facilities

Engagement with early childhood centers, public and private schools, colleges and universities and other such educational facilities in evacuation planning is of critical importance. Evidence from emergencies around the world has shown that children are particularly vulnerable to psychological stress during traumatic events, and evacuation planning should be mindful of the welfare needs of children. The actions of educational facilities during an event can have a major influence on reducing the distress of children and parents.

Many communities in Alaska rely on community schools for sheltering during major events. This can be problematic for many reasons, especially if school is still in session.

Additionally, educational facilities are logistical challenges during evacuations due to their large day-time population of students who are principally dependent on public and private transportation. In the event of a local or regional mass evacuation, transportation for school students will have to be well coordinated and it is preferable to have options organized well in advance.

Exact transportation plans for educational facilities may vary from hazard to hazard and will be dependent on many issues such as onset time and resources available.

Transportation options may include (but are not limited to):

- Sending students home as per normal at standard finishing times, to evacuate with their families (suitable only for slow onset).
- Sending students home early by bringing forward finishing times and arranging transportation to come earlier. This requires considerable planning and communication as parents will need to leave from work or home to pick children up from school.
- Arranging wholesale transportation away from school and out of the evacuation area (to be reunited with family later).

This option is the least preferable, but may be the only available choice.

Any transportation options and plans must be well understood by parents of students, as the reaction of parents can further complicate an emergency response. Parents need to be assured that their children are being taken care of, whether they are sheltering-in-place, being sent home, or being evacuated directly from their school. They need to trust that the school's evacuation plans will look after their children and know where to go for reunification.

Engaging with the Community

Community groups possess the knowledge of, relationships with, and the resources for assisting their own community. Community groups' offer one of the best methods of promoting the preparedness messages in their particular community and it is more likely messages will be received if community groups are included in planning and exercises. This will also promote community buy-in and understanding of evacuation plans and strategies. Through engagement processes with community groups, opportunities may emerge for utilizing these groups as resources during evacuations and other emergency situations.

Engaging specifically with vulnerable groups during the planning process can help determine solutions to potential challenges faced in evacuation. In addition, engagement with these vulnerable groups may help identify appropriate warning methodologies as well as provide a conduit to needs-tailored community education.

Identification of vulnerable communities is best achieved through the employment of statistical analysis, community surveys, or discussions with local groups (such as Welfare Advisory Groups). Central government agencies may also have useful data, such as the Alaska Department of Health and Social Services, Alaska Native Tribal Health Consortium, and/or local health organizations. Focus groups with local community leaders are also useful for gaining information on communities while establishing or reinforcing relationships and networks.

Community Forums

Working directly with community groups can be very time-intensive. It may be helpful to establish a regional community forum by inviting representatives from several community groups (not just vulnerable groups) to discuss readiness and response issues. Community forums can transcend evacuation planning alone and can provide a useful mechanism for community inclusion in all local emergency planning. Forums can be used to build relationships which can promote ongoing engagement between communities, government organizations, and agencies.

Presentation of Data

The exact format and presentation of this information will depend on what is appropriate for the planning team; however, enough detail should be given so that it is easily understandable to those with minimal involvement in the collection process. Collected information should remain confidential and only used for the purposes of planning and communications.

Vulnerable Groups Database

Suggested information for a vulnerable groups database includes:

- Nature of vulnerability
- Estimated numbers
- Areas of concentration
- Suggested ways of assisting these people and their needs
- Sources of further information

Evacuation of Domestic Animals

The evacuation of agricultural livestock is beyond the scope of the planning team and community evacuation plans. The primary responsibility for the management of stock (including during an emergency) lies with farmers, and as such, farmers should make their own contingency response plans which incorporate local hazards. The planning team may want to work with farmers to identify evacuation routes or facilities in the interest of protecting valuable economic investment and facilitating recovery.

Pets and other domestic animals are also the primary responsibility of their owners during evacuations. Local officials may provide assistance during an evacuation depending on the level of infrastructure in place. While protection of pets may fall to their owners, many people will not evacuate to a location that will not also shelter their pet. They may put themselves in harm's way to protect or stay with their pets. The planning team should discuss the level of support for pets the community will provide.

Livestock/Large Animals

Livestock forms a critical part of local businesses and regional economies and not evacuating these animals may slow the overall economic recovery prospects of a region, leading to greater individual disadvantage for farmers.

Experience has shown that during an emergency, people are often reluctant to evacuate and leave behind their livestock or large animals, in much the same way as they are reluctant to leave without their pets. Pre-event engagement and education activities may assist in encouraging farmers to plan on evacuating without their livestock in events where their stocks are not able to be evacuated.

In addition to large transportation challenges, the evacuation of any livestock is critically dependent on being able to relocate livestock to a suitable "receiving" or "destination" farm. The receiving farm must have the

capacity to feed and water evacuated livestock for the required relocation time, which could be anywhere from weeks (e.g. flooding) to potentially years (e.g. volcanic eruption).

These responsibilities are the responsibility of the owner or manager of the stock and should be contained within business contingency response plans. The planning team should encourage farmers to work together regionally to develop a cooperative system of engagement in the event of an evacuation.

Household Pets

While protecting human life should always take precedence over protecting animal life, many households in Alaska have at least one pet. During disasters, animal owners frequently put themselves in danger and disrupt evacuation efforts to ensure the safety of their pets. For this reason, the care of domestic animals in disasters is important to the care of human life. There are several organizations, such as the American Society for the Prevention of Cruelty to Animals (ASPCA) that can assist in developing a pet shelter. Local veterinarians should be included in this conversation.

Service Animals

Service animals are domestic animals trained to perform a specific service to assist their owner. These animals must be allowed in shelters and consideration should be made as to how to house individuals and families with service animals.

Sled Dogs

Sled dog teams can complicate evacuations. The evacuation of sled dogs is ultimately the owners and handlers responsibility.

Considerable amounts of time could be spent relocating dog teams; therefore, relocation should start early. The responsible parties should have a pre-identified location so once an event has begun action for removal will not be delayed.

Public Education

In addition to increasing public awareness of local hazards and risks, localized public education campaigns and ongoing education should focus on public readiness. This includes addressing warning systems, evacuation signals, routes, and maps, and promoting household emergency plans and getaway kits. Printed material on evacuation awareness should detail some of the social support in place following an evacuation and emphasize the importance of registering following an evacuation. Public education can be promoted through involvement in the planning process and engagement of the public in exercises.

Public Education Method

Suggested public education methods include:

- Publications/signage
- Presentations
- School kits
- Advertisements
- Direct mail
- Notices/events in public places
- Public relations opportunities

Note: Some of methods used for disseminating warnings during evacuations may also be appropriate methods for pre-event public education activities

Outreach

Information about the evacuation plan can be provided in places that people already use to get information. This may include:

- Libraries
- Information centers
- Public notice boards
- Motel and hotel receptions
- Medical centers
- Pharmacies
- Fire stations
- Police stations
- Tourist hotspots

In areas with large numbers of tourists or seasonal visitors, information should be provided at places often used by visitors, and in multiple languages.

Public Relations

Making the most of public relation opportunities can assist in spreading messages about the evacuation plan and assist in strengthening relationships with media outlets. Some opportunities which may be of use in this way are:

- Articles in local papers
- Articles in community papers
- Utilizing local radio stations
- Regular briefings for media

Mutual Aid and Assistance

The evacuation planning team should consider not only the evacuation of their own community but surrounding communities also. Planning to assist neighboring communities will be particularly important for hub communities who may end up receiving evacuees as the only close town large enough to provide support. Communities should also ensure the recipient community knows of this plan and can provide a shelter. This is particularly important when planning where to send evacuees if they cannot be housed within the affected community or region. In addition to supporting evacuees from within its boundaries, evacuation plans should consider:

- Receiving external evacuees (from neighboring regions)
- Supporting neighboring evacuation plans
- Evacuees moving through the region (i.e. additional traffic/road congestion)

Receiving External Evacuees

Communities should be prepared to receive evacuees from neighboring communities. It is important to be aware that the receipt of evacuees from neighboring regions may (in the case of long-term mass evacuations)

have a serious effect on local arrangements, the local economy, local infrastructure and services, general and public health services, and social dynamics. Evacuation and recovery strategies should take these issues into account. Considering the large percentage of evacuees who choose to stay with family rather than at public shelters, neighboring communities may receive evacuees informally through family ties. This can increase demand for public services and place a strain on community supplies.

Mutual Aid Agreements

As with all emergency scenarios, neighboring communities may need to provide assistance during a mass evacuation operation. This may be to supply equipment, personnel, logistics support, or establish evacuation and Recovery Centers.

Memoranda of Understanding (MOU) or mutual aid agreements may be useful to establish criteria for assistance to ensure that adequate support can be delivered when evacuating large numbers of people, whether from within or outside the community borders. Emergency management and/or local officials from neighboring communities must be included when planning to move evacuees into those regions.

Vital Records

The identification, protection, and ready availability of vital records, databases, and hardcopy documents are critical elements of a successful evacuation plan and program. Vital records may be defined as records required to facilitate the local government's essential operations, to protect legal and financial interests. Many records marked as permanent in general record schedules or as archival in record disposition authorities will be vital. In this document, "vital records" refers to information systems and applications, electronic and hardcopy documents, references, and records needed to support community functions during an event. Communities should create a way to identify, track, and manage their vital records. The best method of protecting vital records is through duplication and dispersal. These records are not limited to local government; all community businesses and organizations should plan what to do with their records in the event of an emergency. Accessing records post-disaster can speed up the recovery process.

Emergency Operating Records

These include records and databases essential to the continued function of the community or of an organization during and after an event. Examples of these records are emergency plans and directives, staffing assignments, and related policy or procedural records.

Rights and Interests Records

These include records critical to carrying out an organization's essential legal and financial functions. These records include those with such value that their loss would significantly impair the continuation of the community functions, to the detriment of the legal or financial rights and entitlements of the community and the affected individual(s). Examples of these records are accounts receivable files; contracting and acquisition files; official personnel records; Social Security, payroll, retirement, and insurance records; and property management and inventory records.

Each community has different functional responsibilities and business needs. A community should decide which records are vital to its operations and then should assign responsibility for those records to the appropriate personnel, who may be a combination of community personnel, personnel in the chief information officers department, and records management personnel.

Section 4: Planning for Decision Making

Decision Making

Decision to Implement an Evacuation Plan

There are no hard-and-fast rules as to when to order an evacuation. Like the evacuation plan itself, the parameters around the decision to order an evacuation should be flexible enough to suit the unique circumstances surrounding the impact, or likely impact, of hazards to a community. Given that the first preference is for people to shelter-in-place, the decision to order an evacuation needs to consider all available data on the situation. As a result, it is imperative that accurate intelligence is being received from the field.

The issues discussed in this section are applicable during evacuation operations and during planning. It is important to plan for as many of these issues as possible prior to an event. This eases the pressure on decision makers by providing clear decision making processes and triggers.

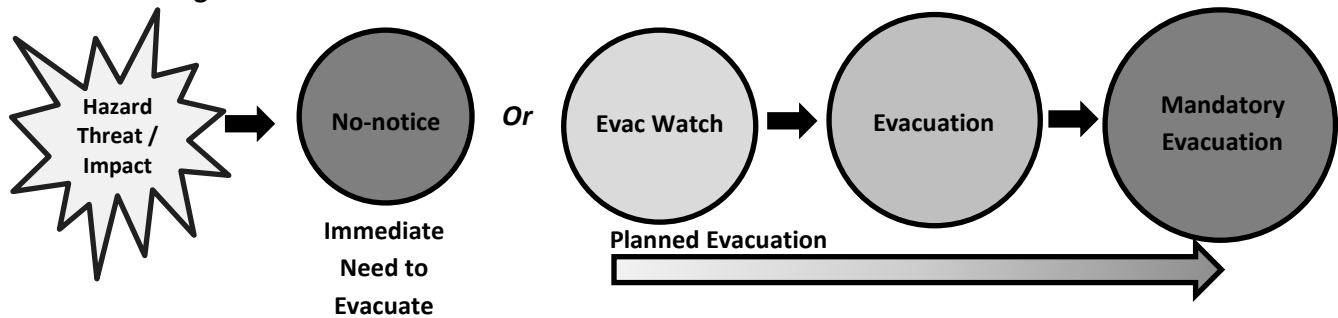
Shelter-in-Place

In most emergencies, people are better off sheltering where they are. This is especially true when there has been a significant disruption to transportation following a major accident, power failure, or infrastructure failure. This also applies when going outside could expose people to hazardous contaminants, such as in the case of a hazardous chemical spill, biological, radiological or terrorist event. It should be noted that the above examples do not preclude an evacuation, as area evacuations may still be necessary depending on vulnerabilities and influencing factors (e.g. wind direction).

Evacuate

Evacuations should only occur when the risk of sheltering in place is greater than the risks associated with leaving. Evacuation should be considered when one or more of the situations below exist:

- Personal safety is under continuing threat
- There are properties classified as unsafe or insanitary or both and there is a lack of suitable shelter or alternative accommodation
- Public health is gravely threatened
- Food and water are not available
- The burden of caring for people in the area is far greater than it would be if they were evacuated.

Evacuation Progression**General Considerations for Decision Making****Introduction**

There are many factors which must be taken into consideration when planning for, or deciding to order, an evacuation. Some of these include:

- Safety
 - Due consideration must be given to the risks to evacuees and emergency workers
- Vulnerability analysis
 - Local vulnerability analysis should identify the best course of action for given hazards, be it evacuation or sheltering in place
- Time available for evacuation
 - Amount of time available before a hazard strikes will determine whether immediate evacuation is required or if a staged evacuation is a more suitable option
- Time of day
 - Time of day will affect methods used for warning people, as well as availability/access to resources and personnel. Seasonal holiday periods may also be a factor regarding resources and personnel, as well as increasing the size of the population
- Number of evacuees
 - Number of people that need to be moved, their level of vulnerability to the hazards, and the transportation they have available are all issues that will inform planning and decision making about transportation
- Egress routes
 - Certain routes will be more suitable than others for particular hazards and timeframes. Traffic conditions may need to be changed accordingly (e.g. contra flow, lights, etc.)
- Resources
 - Physical assets in place and human resources available to conduct the evacuation will impact what courses of action are available
- Environmental factors
 - Seasonal environmental conditions (hazard-related or otherwise) may alter what is required during an evacuation, or the planning associated with an evacuation
- Social factors

- Social issues surrounding the evacuation of communities, and particularly vulnerable communities who may need particular assistance or attention
- Information and intelligence
 - During an operation, accurate and reliable field information and intelligence is crucial for controllers to be able to confidently order an evacuation

Decision Points

Hazards requiring evacuation vary within a community and between communities. As such, there are no specific guidelines determining evacuation areas or the time-frame required for a decision to be made and an evacuation completed. The plan will need to offer a variety of options for evacuation routes and safe places; it should offer a guide on making such decisions in the event the primary shelter or evacuation point has been compromised. GIS maps and knowledge of the community and local geography will be essential in such decision making.

Pre-determined decision points for actions such as mobilization of resources and issuing warnings are extremely beneficial. These can be used as a guide to decision-making under specific circumstances. It is good practice during evacuation planning to consider local vulnerability analyses in order to determine evacuation areas and time scales (including triggers for escalation) for predictable hazards. For example, river height indicators may be pre-established as triggers to evacuate certain at-risk residents.

The table below shows an example of how predetermined flood heights can act as Decision Points for planned actions:

River Height (Feet) (Above Normal Range)	Event	Response
1	No Reported Damage	Visually Inspect Flood Gauges
2	No Reported Damage	Activate EOP and follow notification procedures
3		Commence Evacuations
4	North Road access flooded	
6		Evacuations Completed
8	Airstrip Flooded	Notify FAA/ADOT and SEOC
10	Town Inundation	

Time Management

Time is a crucial resource when conducting evacuations. It is useful to evaluate time scales to determine how much time may be available, and whether additional resources will be needed.

This section may only apply to the more urban areas of Alaska and may not apply to rural communities with limited infrastructure.

Evacuation Timing

Many factors should be included in the decision to evacuate populated areas. Population density and type, road type and conditions (pre and post event), and the type of vehicles are just a few of the factors that influence evacuation timing. Table-top exercises and GIS data should be used to assist in the planning process. Computer based timing models are also available to assist in the planning phase. Factors that will influence evacuation timing may include:

- Time of day
- Weather and road conditions
- Type of disaster
- Resource mobilization times
- Population density vs. number of personal vehicles
- Shipping docks/ports and/or high commercial traffic areas
- Central business districts
- High tourist populations
- Vulnerable populations

Calculating Times

Decision support tools and local knowledge should be used to calculate evacuation times. The nature of the disaster or event will likely influence the decision to implement the evacuation plan. Local knowledge and subject matter experts should be consulted during the planning process for a better understanding of the challenges surrounding timing. Timing indications are dependent on levels of public education and awareness. Workshops, surveys, and community consultation are some methods of gauging approximately how long it may take for warnings to be accepted and evacuees to be ready.

Mobilization Times

Mobilization describes the period of preparing emergency managers, emergency services, support agencies, and equipment to facilitate the effective and efficient movement of evacuees. Ideally, these human and physical resources should be in place prior to implementing an evacuation plan. Mobilization times in an area indicate when the decision to evacuate must be made in relation to the public order to evacuate.

Mobilization time requirements are best assessed through both table-top and practical exercises. Understanding mobilization time allows for planning how much notice is required of those facilitating the evacuation to be ready before the main body of evacuees starts moving. Mobilization should consider the briefing and movements of agencies such as police, fire service, AK DOT and the placement of traffic management devices, such as road blocks and signage, and the movement of additional support resources.

Evacuation Travel Times

Actual travel times of evacuees can be complicated to estimate. Routes should be timed at different times of day during the planning phase and multiplied by 1.5 to provide a conservative estimate of travel times during a disaster based on the previously mentioned factors that may influence timing.

The last influencer to estimating evacuation times is the destination of the evacuees. The question, "Where are the evacuees going?" needs to be asked during the planning phase. Workshops and public meetings can be

helpful to educate the community for safe and efficient evacuations. Shelter locations may dictate how and where evacuees go during the evacuation phase.

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.

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.

Section 5: Planning the Notification Phase

Overview

The notification phase is defined as the period between public awareness of an emergency, through official messages, until they have physically evacuated. Plans for this phase should detail how the public will be informed of the need to evacuate and provided further details on how to evacuate and where to go. The plan should detail a variety of notification sources to be used and include prewritten messages that can be tailored to the specific event. During this phase, public information management should be aimed at disseminating information that is:

- Clear
- Accurate
- Consistent
- Timely
- Specific to the situation
- From a credible source

The public needs to be advised through official channels if they can expect to be affected, to what extent, and what actions they should take. Notifications may take the form of advice that a hazard is impacting, or may be expected to impact; an instruction to shelter-in-place; or a direction to evacuate.

Note: Natural notifications may feature in the design of evacuation plans and education (e.g. earthquakes as a notification of near-source tsunami). The public awareness of such natural notifications may determine the actions of responding agencies. Public outreach and education will determine how well the community responds to such events.

Keeping the Public Informed

Throughout all phases of an evacuation, effective public information management is critical to ensure any uncertainty felt by those affected during the impact of a hazard is minimized. Timely, consistent, and well delivered information will give the public a sense of control and understanding of the situation, limit their anxiety levels, and reassure them that emergency services are responding to the situation. This in turn aids responders in the field with the execution of their tasks.

Responsibility

Prior to an emergency event, plans and procedures must clearly identify which organization, and who within that organization, is responsible for issuing notifications and who authorizes the content of notifications.

Notification Methods

Multiple Sources for Notifications

Research has shown that people tend to have the most faith in sources that they trust, such as friends and family. These sources will tend to be thought of as more reliable than others, such as those from the government.

As a result, it is important to distribute emergency information via as many channels as possible and to realize that no single method of public notification is all encompassing. This also highlights the importance of including community groups in the development of emergency plans, as it ensures a greater level of understanding which will aid in creating respect and trust in government agencies.

The appropriate methods for the dissemination of notifications should be identified during the planning process and procedures for the release of notification information should be decided. Different methods will suit different geographic regions and community groups. Depending on the methods of notifications suitable for a given region, memoranda of understanding may need to be established between various organizations and agencies. Appropriate alternatives should be considered to allow for potential failures of electricity or telecommunications. Multiple notification methods should be used to account for infrastructure failure during an event.

Suggested Methods

Methods for disseminating official notifications include:

- Media releases
- Radio messages
- Television announcements
- Television news or on-screen crawlers
- Internet websites
- Email
- Telephone/phone trees
- Text messages
- Fax
- CB radio

- Sirens
- Public address systems (both static and vehicle mounted)
- Door knocking
- Community groups
- Warning systems

Some of these methods may also be appropriate for pre-event public education activities along with those discussed in Section 3.

Media Releases

Local media can be asked to broadcast or publish information about the evacuation and should be briefed in advance about what sorts of messages to expect, what they mean, and who they will come from. Media will also actively seek information during an emergency.

Websites

Websites can be used to provide detailed information about the evacuation. During emergencies they are frequently visited and should be updated as quickly and as often as possible. Decide which of the organizations involved in the evacuation will use their websites to provide information about the plan and about an evacuation in progress. Make updates easy to find and read.

Emails

Specific evacuation notification email lists can be used. An email notification can be issued very quickly, however only some of the people receiving it will open it as soon as it arrives.

SMS Text Messages

Notification messages can be sent by text to people who have asked to receive such a service. A specific list must be created for this. The technology for these services is already used by some transport operators to relay timetable delays, and by other businesses to provide updates about their services.

Sirens

Sirens, if used, should be different than any other sirens in the area (e.g. volunteer fire departments) and there must be repeated communication and public education about what they mean and about testing in order to avoid confusion.

Loud Speakers

In some areas, it might be possible to use an existing public loudspeaker network, or build a new one. Care should be taken to find out how many people would be able to hear messages broadcast through the system. Some agencies, such as police and fire service, may have the capacity to use vehicles fitted with loud speakers to broadcast messages.

Door Knocking Resources

Trials and experience have shown that door knocking, when conducted by the emergency services, is the most effective method of issuing notifications however, extremely resource intensive and slow in delivery.

Field trials have shown that the average rate of door knocking for evacuation notification is 12 houses per team per hour. This is based on teams of 2 people in a typical urban community. If door knocking is used as a method of ordering evacuations then it is recommended that doorknockers:

- Are uniformed members of a recognized organization
- Work from a script
- Provide handouts of written information to residents if possible

Public Information Considerations

Public information management is an extremely important part of evacuation management. Clear, accurate, and timely information is crucial to ensuring an efficient evacuation. It ensures that evacuees and other community members are informed of support services available and the likely length of time away from home. Well managed information will tell the community where to go, how to get there, and what to bring with them.

Public information management helps to reassure the public that emergency management and services are acting in response to the situation. This helps reduce anxiety levels and increases the likelihood that instructions will be followed.

Effective Communication in Evacuation

Effective communication, to the public and among emergency managers, is essential and enables an evacuation to be carried out with maximum response from organizations and evacuees and minimal injuries to evacuees and staff. Effective communication helps ensure that all organizations know their roles and the evacuees understand what is expected of them. This can also be used to help family and friends obtain information about evacuees without overloading local phone lines.

Communication Stages

Communication about evacuation plans should occur during planning, during calm periods as community outreach, and during evacuations, including the return phase.

Audiences

The audiences for communication can be put into four broad categories:

- Operational – organizations that will be involved in evacuating people
- Welfare – organizations that provide welfare support during and following an evacuation
- Influencers – organizations and individuals that can be sources of information to the community
- Community – those expected to take action based on the communication received

An organization can fit into more than one audience. For example, a school used for a shelter can be a welfare location and an influencer.

Consistent Messages

Communications from all organizations involved in the evacuation plan must give consistent messages. This is important when a plan is being developed and explained, and is absolutely crucial during an evacuation. Conflicting or confusing messages during an evacuation can lead to people not responding or responding inappropriately. It can also lead to a loss of trust in authorities and potential injury and loss of life.

The key messages need to be tailored for local circumstances and can be drafted during the planning process. These can include information about:

- Who is responsible for the evacuation plan
- Who is in charge during an evacuation
- How to contact the right people for information
- How the community will be advised of the plan and of an evacuation
- What signs, symbols, warnings, and advisories mean
- Key operational and welfare information (what to do, routes, transport, assembly areas, destinations, etc.)
- Where detailed information is available
- Local hazards
- Individual, family, and workplace responsibilities
- Assurance messages

Where and How To Communicate

There are three key factors in planning how to communicate messages about an evacuation plan: use of multiple sources, repetition of information, and timeliness of information. These apply to communications about the plan and communications during an evacuation.

During an event and when conducting public education and outreach, use as many different methods of communication as possible. One method will only reach some of the people some of the time. Pre-event education around the evacuation plan for an area can be scheduled around events specific to that area for optimum effect and exposure.

Messages must be repeated and communication must be on-going. People do not necessarily use the same media each day and their frequency of media usage will change throughout the day. Education and warning messages must compete for public recognition against the enormous volume of information and advertising transmitted each day via the media. In addition, populations change and people need reminders.

Prepare templates to aid in getting warning messages out quickly during an operation. During an emergency the public demand for information is extremely high and this demand needs to be met as soon as possible to prevent the spread of misinformation through unofficial channels.

Engaging with Social Media

Social media resources should be established and used prior to an event. Work with local leadership to determine who is authorized to post to social media sites and how often such posts should occur. Social media can be an excellent way to reach out to the community, especially younger members. Keep in mind the use of

social media requires access to internet, particularly mobile internet, which may be interrupted during a disaster but will probably be restored quickly. Communities and groups who are not receiving adequate information may use social media to seek additional assistance outside the established disaster response framework. Be sure to monitor social media during an event, even if leadership is not using it to share information, and attempt to stop misinformation.

Planning

Organizations involved in planning and carrying out an evacuation should be involved in crafting the information to be communicated to the public and determine how it will be communicated. During an evacuation, it is vital that all agencies involved know what is being announced publicly and by whom.

Consider forming a small communications planning group (made up of staff from agencies involved in planning and participating in evacuations) to develop key messages and plan how to communicate those messages. If many agencies are involved, the communications planning group should be representative of the key agencies so that it remains a manageable size. The planning team should also include members of media venues used to disseminate information such as local radio and television stations.

Structure of Written and Verbal Notifications

Notification Information

As a general guide, information included in a Notification/Evacuation message should comprise:

- Issuing authority
- Date and time information is issued
- Brief description and details of event
- Area(s) affected / to be affected
- Instructions to those affected
- Actions to be taken
- What to take if evacuation is required
- Securing of premises and personal effects when leaving
- Evacuation routes to use
- Assembly areas
- What to do with pets / livestock
- Response activities being conducted
- Statement to follow directions given by emergency service personnel
- Timing for the next notification update
- Direction as to where to seek further information (e.g. established 800 number)

Notification Message Templates

When an evacuation is ordered, the public must be clearly informed of the actions to be taken and to whom the notification applies. Notification templates should be designed during the planning process in order to speed up the delivery of messages during an emergency event. These templates should be included with the plan. When needed, the person responsible for public information should be able to tailor those templates depending on the nature of the hazard, the speed of onset, the time available, the time of day, and population fluxes such as peak tourist season.

Ideally, any anticipated messages for agencies should have a pre-designed template format (which has been agreed to in advance) in order to assist the speed with which notifications can be made. Templates planned during non-time-critical periods will decrease the workload during an operation and will guide emergency

managers in collating the required data. Templates of this nature will aid in maintaining clarity and consistency of information which helps to ensure a well-executed operation. With this in mind, it is ideal to aim for consistency of templates and messaging within and across the community. This can be established by collaboratively creating documents in working groups, sharing ideas through the sector and assessing these documents during exercises. At the very least, the content requirements and methodologies of these communications should be collaboratively agreed on and recorded as appropriate in plans and/or procedures.

Notification messages should take into account vulnerable groups present in the community including tourists, seasonal workers, hearing impaired, and those with limited English.

Information to Emergency Services

In addition to notifications and information disseminated directly or indirectly to the public, consideration must be given to information that will be issued to, and passed to, the emergency services undertaking the evacuations and the wider emergency management community. Ideally this will be in the form of an action plan coordinating and detailing all agency actions during the evacuation. The biggest issue will be how to create and disseminate this action plan in a timely manner.

Section 6: Planning the Evacuation Phase

Overview

The evacuation phase relates to the movement of people away from the area of immediate danger. Issues of particular concern during this phase are the control of traffic flow, evacuation routes, safety of evacuees, accountability, and access to and security of the evacuation zone.

Influencing Factors

Several factors influence the ability of local leaders to coordinate a mass evacuation. These factors need to be evaluated in order to gain a realistic picture of how many people can be removed from a threatened area.

Factors include:

- The size of the area to be evacuated
- The number of people needing to move
- Specific infrastructure in the evacuation area (e.g. hospitals, prisons, lifeline utilities)
- Time available
- Personnel within the local and neighboring emergency services and volunteer organizations
- The resiliency of local transportation infrastructure
- The capacity of the local transport system

Families

Dislocation from sources of social support significantly adds to the stress on evacuees and can considerably reduce their ability for recovery in a timely fashion. If time permits, allow families to assemble together before they evacuate the area. Only in the most immediately life-threatening situations should people be evacuated without being able to gather with their family first. If families cannot gather be sure to keep track of where

people are going and have some way of updating families on each member's status. Ensure parents understand where their children will be taken if the school must be evacuated while in session.

Transportation

A mass evacuation is likely to cause a significant strain on transportation systems and infrastructure. Careful planning will help emergency managers identify weaknesses in existing infrastructure and develop solutions.

The nature of the hazard and the demographics of the population will affect methods of evacuee transportation. In cases of self-evacuation, there is an assumption that evacuees have access to private transportation. In some larger communities it may be wise to have arrangements for mass public transportation in order to relieve congestion on the roads and protect those without private transportation. Account for community members who will be unable to evacuate without assistance. It may be worth establishing a voluntary registration system where people who need assistance can register their address and the nature of the assistance they need. This can speed up the work of volunteers and first responders providing assistance and help ensure accountability for the residents of the evacuated area.

Public Transportation

Consideration should be given to the use of public transportation as appropriate and available. Memoranda of understanding may be needed between the local government and transportation companies to ensure timely activation of services. Depending on the nature and size of the evacuation, planning may need to include transportation options from outside the local area to supplement vehicles as well as to allow for any potentially evacuated staff.

Planning arrangements should also allow for the discontinuation or alteration of normal services preceding or during the evacuation effort. Evacuation planners may wish to have pre-designated evacuee collection points (evacuation assembly areas) to allow for ease of coordinating mass public transportation. Luggage limitations of public transportation vehicles must be assessed against the anticipated belongings that will be carried by evacuees to gauge the capacity and appropriateness of specific transportation.

In some circumstances, evacuation by vehicles may not be the most appropriate option for some areas. Especially in the case of immediate evacuation such as from an incoming tsunami, pedestrian evacuation may be the most efficient means of getting out of the way of the incoming hazard. Use public education to teach the community what to look for in an ideal evacuation location during such events. Particularly in flood and tsunami events, this evacuation may be up to the top of a building instead of out and away from a location. This is called evacuation-in-place. Public transportation may be needed once the initial threat has receded to transfer people from their current location to a shelter.

Transportation of Pets

Vehicle capacity will also be affected by people wishing to evacuate with their pets. It is recommended in such circumstances, that pets in carry-cases can be carried on public vehicles. In order to deal with domestic animals too large for carry-cases, separate animal vehicles may be required. It may be possible to make these

arrangements through local animal control officials. Procedures for registering animals being transported in separate vehicles from their owners should be considered.

Transport Work Group

Establishing a Transportation Work Group is recommended in order to assist with evacuation transport strategies during the planning process and support the controller to coordinate strategies during evacuation operations.

The Transportation Work Group may develop a Traffic Control Management Plan which will include details of temporary changes to traffic control to facilitate traffic management during the evacuation. This may be planned, or partially planned, prior to an event with specific details adjusted during the operation to accommodate the unique issues of the day.

Roads and Traffic Control

Managing Traffic Flow

Good information flow is critical for a well-coordinated and efficient egress from the evacuation area. Regardless of the nature of the evacuation, a streamlined process for the distribution of traffic information must be devised well in advance. During an evacuation, the status of the land transport system must be continually updated, informing evacuees and others on-the-road to any changes. Although multiple systems of dissemination should be used, radio stations will be the most effective means of communication.

Routes and Signage

The planning process should designate primary and secondary evacuation routes from an anticipated affected area. This should be coupled with the identification of routes into the affected areas for the use of emergency services or returning empty public transportation.

Evacuation routes should be designed with due consideration to local area hazard maps to ensure that selected routes are appropriate for any anticipated hazards. The process of mapping should also identify any potential bottlenecks in traffic movement. Early identification of these issues allows for planning of alternative routes or the development of other solutions as needed. Additionally, public works planning can be guided towards alleviating such problems by increasing transportation infrastructure capacity.

Identified routes should be mapped for inclusion in procedures and can be used as the basis for designing evacuation route signage. It is recommended that local authorities publish information about evacuation routes and when to use them. This includes maps and road signs indicating direction. Advanced public knowledge of evacuation routes is likely to reduce disruption during an evacuation and increase the speed of egress, both during self-evacuation and in coordinating public transport.

Roads and Traffic Management

In order to increase the speed and coordination of mass evacuation, planning should consider the management of roads. Critical intersections should have traffic control points established to disperse evacuees correctly.

Planning should include the number of personnel and resources required to execute proposed traffic management strategies. It may be necessary to bring in external personnel/resources, as local response capacity may be reduced. Additionally, inbound roads must be closed to ensure that entry into the evacuation area is made only by those who are authorized to do so.

Contra Flows

Reversing traffic flows on roadways (contraflow) may be an option for some evacuation plans.

Contraflow can capitalize on the number of lanes moving away from the evacuation zone, and hence allow a faster evacuation time; however, contraflow will generally be easier to implement in isolated or rural areas, where there are only one or two access roads. Due to the large number of intersecting roadways in urban areas, the logistics of setting up road blocks, diversions, and signage, and ensuring that the inbound lanes are free of traffic is extremely resource-intensive, personnel-dependent, and time-consuming.

These issues must be considered in planning and assessing mobilization times when using the Evacuation Timing Model on page 30 of this guide. The same issues should be considered against the time and resources available during potential mass evacuation situations.

Regardless of perceived difficulties in establishing contraflow, the Transportation Work Group should engage in pre-event modeling and analysis to ascertain how long it would take to establish traffic management, what resources would be required, and what difference this would make to an evacuation. Having modeling calculations and resource requirements allows the planning group to accurately assess all possible options.

Authority for Road Closure

Under Alaska statute, only registered fire department personnel and the Commissioner of the Department of Transportation hold the authority to close a road.

Welfare En Route

For large scale mass evacuations it may be necessary to deploy resources along chosen evacuation routes in order to ensure that traffic flow continues and to ensure the welfare of those being evacuated.

Consideration should be given to the following:

- Ambulance/medical responders (including health logistics supply)
- Firefighting/rescue appliances and personnel
- Tow-trucks or brake-down services
- Refueling facilities
- Alternative emergency transport (in case of any permanent breakdowns)
- Restrooms if evacuees are required to travel significant distances

Required resources should be stationed at tactical locations and should be staged prior to the evacuation order. Consideration should also be given for environmental/logistical issues that may influence welfare requirements (e.g. drinking water).

Security in Evacuated Areas

Evacuation planning should make preparation toward maintaining the security of the evacuated area. Crime levels during natural disasters are equivalent to the typical amount of crime in non-emergency times, however evacuees and the public at large will need to be reassured that steps are being taken to ensure the security of their property. It is important that public information messages contain statements as to what protective action is being taken (e.g. police or security patrols around the evacuated area, etc.).

However, careful consideration should be given to exactly how many staff and resources are used for security purposes as this can remove personnel from more critical jobs such as further evacuation, rescue and traffic control. Police may be able to establish primary security cordons; however, their resources will be needed elsewhere. Additional long-term security arrangements should be planned.

The safety of personnel used for security purposes needs to be carefully considered when deploying in or near an evacuated area.

Section 7: Planning the Shelter Phase

Overview

The shelter phase primarily relates to receiving, registering, and temporarily accommodating evacuees. As the length of the evacuation increases, the support requirements will also increase. This phase requires careful coordination of local government and volunteer organizations to provide emergency accommodation for those in need and to ensure welfare requirements of the evacuees are assessed and met. Evacuation plans need to have the capacity to assist those evacuees without access to housing or commercial accommodation.

Shelter Phase Issues

There are three broad issues to be addressed during this phase, regardless of the size of the event:

- Registration
- Accommodation (food, water, and shelter)
- General health and public health

The physical size of the event and the number of evacuees will determine the logistics of how these issues are handled.

Need for Shelter

During evacuations people may seek shelter in second homes, hotel/motel accommodation, or with family and friends before seeking public shelter. However, in a mass evacuation those who are immobile, without social networks, or without financial resources will require accommodation from other sources.

Small-Scale Evacuations

For smaller events, an all-in-one shelter and recovery center may be all that is required to service evacuees. Such a center will have facilities for temporary emergency accommodation, registration of evacuees regardless of where they are staying, and recovery services.

Large-Scale Evacuations

When the volume of evacuees is likely to be large, a traditional shelter may not be adequate in size to cope with the excessive number of people or with the social issues associated with accommodating a large number of people for a prolonged period. In such a scenario, it is recommended that two physically close (yet separate) facilities are established; one to act as a primary shelter and one to act as a recovery center or “one-stop-shop” for those affected by the event.

A shelter provides temporary emergency accommodation and registration services for those needing to stay in the shelter. A recovery center provides a range of social, support, and recovery services for all evacuees, and registration services for any evacuees not staying at the shelter. The recovery center itself does not provide accommodation.

Separation of Centers

In the case of a mass evacuation, physically separate recovery centers and shelters. This will promote better logistical coordination between shelters and recovery centers and better coordination of evacuees. They also reduce disruption, stress, and anxiety levels at shelters among staff and long-term occupants.

In addition, this operational approach is easier to scale down as people leave the shelters for other longer term accommodation while the recovery center continues to operate. These arrangements are most likely to be used for inter-area evacuations where local authorities and/or support organizations are receiving and accommodating evacuees from neighboring regions.

Multiple Shelters

Several shelters may be required in mass evacuations simply because of the excessive number of evacuees. These may be in multiple regions or just within one town. Staffing requirements will obviously be higher when operating multiple centers. Plans may need to include arrangements to bring in additional support staff from outside the region. If a town or area is likely to require multiple shelters, then only one Recovery Center should be required. However, appropriate attention must be given to the need for well trained and managed staff. If there are shelters in different regions, then each region will require a separate recovery center.

Registration

Registration is an extremely important function during an evacuation. The Alaska Red Cross provides access to information for concerned relatives and provides a useful tool for reuniting family members and friends while they are in emergency accommodation. Community evacuation plans should include a strategy to encourage self-evacuees to register via the Alaska Red Cross. This aids repatriation activities and supports accountability.

The Alaska Red Cross Registration Form is the standard registration form to be used for the registration of evacuees. Contact the Red Cross directly for more information.

Facilities and Logistics Issues

When assessing potential shelters and recovery centers there are many considerations which should be taken into account. Some specific considerations with regard to mass evacuation are:

- Shuttle services
- Phone banks
- Security
- Signage
- Staffing levels
- Traffic control
- Waste management
- Access to health care

Shuttle Services

For long term sheltering, shuttle services to local facilities (e.g. libraries, banks, shops, medical centers) will help evacuees with establishing routines and keeping busy. shuttles can also be used to transport people between shelters or to their neighborhood during temporary openings.

Phone Banks

Multiple free phone facilities should be set up in shelters to allow evacuees to get in contact with family, friends and services as needed. A phone number for the shelter will be needed for inbound calls to evacuees. This may need to be coordinated through a receptionist position.

Security

On-site security for shelters and recovery centers is important for the well-being and peace of mind of all occupants. This does not need to be a police officer; it can be a designated volunteer who is clearly identifiable and will contact law enforcement as needed.

Signage

Desk functions, facilities, and the requirements of recently arrived evacuees should be clearly sign-posted in any center to limit congestion and aggravation and help reduce anxiety. Locations of key facilities, shelter rules, contact information, and arrival instructions should be clearly posted throughout the shelter.

Staffing Levels

Consideration should be given to staffing levels at all centers to cope with the likely number of evacuees to be processed or cared for. Consider pre-disaster training for volunteers. The Red Cross of Alaska can assist with this training.

Traffic Control

The design of any center should take into account the anticipated number of vehicles that may arrive on site. Allowances should be made for vehicle movements and parking.

Waste Management

Waste management for both garbage and sewage will need to be arranged with relatively short notice; therefore, pre-event arrangements may be necessary.

Access to Health Care

Local health care facilities should be assessed to establish their ability to cope with an influx of patients during a large evacuation. Support plans may have to be devised with the local district health board to support these facilities in such times. Another possibility may be to establish a mobile clinic or health post to temporarily supplement existing health infrastructure. If possible, plan to establish a first aid post in the shelter for minor injuries.

Pets and Animal Welfare

It is reasonable to assume that many evacuees will arrive at shelters with their pets. To accommodate this, the planning team must consider arrangements for handling pets.

Animal Housing

For hygiene reasons, animals must be housed away from the main accommodation area of the shelter. However, access to this area must be readily available for owners. An accommodated animal remain the responsibility of their owners due to resource issues, and as it is likely that owners will want to take care of their pets. This must be communicated clearly to evacuees before evacuating.

Local animal control, volunteer groups, or boarding kennels may be able to assist with animal housing and transport issues.

For people with disabilities who have companion animals, there is a need to consider how they can remain together within a shelter. This may be achieved by providing a separate room/area within the shelter with facilities to care for the animals and their owners together, or a completely separate evacuation center that caters for people with disabilities and their companion animals.

Animal Supplies

Plans should consider the need for pet supplies such as food and kitty litter, and the availability of veterinary services. The planning team should determine how much of this burden the community will take on and educate pet owners about their responsibilities.

Spontaneous Volunteers and Donation of Goods

Introduction

Reception centers and shelters are likely to become dumping grounds for well-intentioned donations of goods as well as a site where people wishing to help will come to volunteer their time.

Plans for Donations

Local leaders and volunteer groups involved in running shelters must have plans in place to manage donations and volunteers of this nature. If plans are not in place prior to the establishment of a center, then the unstructured management of volunteers and goods will place enormous strain on the staff at the shelter and take them away from duties associated with the care of evacuees.

Ensure all shelter staff is aware of the planning arrangements for donated goods and volunteers, so they can best direct on-the-day volunteers or donors. Place signs around the shelter directing volunteers to a sign-in desk or those with goods to donate to a receiving area, which does not necessarily need to be located at the shelter. Plans for spontaneous volunteers and donations should include a communication strategy to inform the public of how they can best help.

Section 8: Planning the Return Phase

Overview

The return phase covers the period from issuing an all-clear message informing evacuees that it is safe to go home to transporting those who are returning and their arrival back into the evacuated area. This phase may be drawn out as evacuees may have to return in stages as the areas are declared safe. The timely return of evacuees is crucial as the sooner they return home the sooner they will find themselves actively engaged in the recovery process; this increases long-term psychological recovery.

Decision Making

Before being declared safe, the evacuated area must be carefully assessed. Area hazard and risk assessment should be coordinated by the local government and activities should be carried out by the appropriate agencies and authorities as required.

Assessment of the evacuated area should include:

- Presence/status of original hazard and risks
- Potential for reoccurrence
- Infrastructure safety (engineering assessments)
- Building safety (engineering assessments)
- Restoration of utilities
- Availability of local accommodation (particularly if many homes are uninhabitable)
- Hygiene
- General security

All-Clear

As with evacuation warnings, the all-clear needs to be disseminated using as many methods as possible with clear, consistent, and accurate messages.

All-Clear Information

As a general guide, information included in an all-clear message should comprise:

- Issuing authority
- Date and time
- Brief description and details of event
- Area(s) now safe
- Instructions to those affected (as applicable)
- How to return home
- Road/traffic conditions
- Security of area
- Return routes
- Assembly areas (if applicable)
- Response activities still underway in area
- Statement to follow directions given by emergency service personnel
- Recovery services available
- Direction as to where to seek further information

Effectiveness

As with warning messages, there are several factors determining the effectiveness of an all-clear message. Messages will be most effective when they are issued from a source of authority, are clear and easy to understand, and are repeated regularly. All-clear messages must also be disseminated via as many communication channels as possible and must cater to people with disabilities, language barriers, and other special needs. Most importantly, the all-clear must plainly state which areas are safe if the entire evacuated area has not been cleared.

Physical Return

Transport

The nature of transportation for the return of evacuees will reflect the evacuation itself. If evacuees were largely unassisted, then the return will see the roads filled with private vehicles. If a large number of public transportation vehicles were used, then a similarly coordinated effort will be needed for the return.

Staged Return

If dealing with a large number of returnees, promoting returning by stages (e.g. by suburbs) may be preferable. This will be particularly useful if dealing with self-evacuees and where it is likely that major transport arteries will become congested as residents return. It is likely that following a mass evacuation, any return activities will be in stages, as only parts of the affected areas may be assessed as habitable while other areas continue to be uninhabitable for some time. Careful planning around staged returns will be required, particularly with regard to public information management. Evacuation plans should include a strategy and process for dealing with the return phase.

Traffic Management

Traffic control will pose a large logistical challenge during any return operation. It will be important to have a well-planned traffic management system in place before beginning the return process. This may include the use of road blocks, contraflow, police and traffic control staff.

Traffic control strategies need to be designed in conjunction with any staged returns to minimize the impact on transport infrastructure. The same en route logistical issues considered for the evacuation may also have to be considered for the return phase.

Communications through various sources should keep the travelling public updated on the state of traffic, roads, and current conditions.

Accompanied Or Temporary Return

In certain situations, the return phase may also include accompanied or temporary returns. This is a time where residents are allowed to return to their home for a very short visit accompanied by emergency service personnel in order to collect important or valuable possessions.

This option can be used when homes may still be damaged and still uninhabitable. In cases of mass evacuation, this option may be difficult to facilitate due to the scale of impact and number of evacuees.

Recovery

Once the main threat or event is stabilized, emergency management personnel should switch from a response focus to a recovery focus. Large scale events could be in the recovery stage for several years. Communities should develop a recovery plan to go into effect in conjunction with and following an evacuation plan. Recovery planning should begin as soon as possible after the initial event and prior to allowing an evacuated population to return home. Open communication and access to relevant information are crucial in the recovery process.

Section 9: Developing the Plan

Overview

An evacuation plan should build on past and present planning efforts. The planning team should utilize all existing community plans to build continuity when applicable.

Writing of the plan should begin early in the process using existing information and planning assumptions. The template provided in this section is basic and can be modified to fit the level of infrastructure and capabilities of the community.

Sources of community information include:

- AKDHSS / Division of Public Health
- AKDCCED / Division of Community and Regional Affairs

Process

Anyone affected by or referenced in the plan should be involved in the planning process. Additionally, the whole community should be engaged in the planning process because disasters begin and end locally and typically affect the whole community in some way.

Steps in the Planning Process

- Step 1: Form a Collaborative Planning Team (Gather Stakeholders)
- Step 2: Understand the Situation (Community Assessment)
- Step 3: Determine Goals and Objectives
- Step 4: Plan Development
- Step 5: Plan Preparation, Review, and Approval
- Step 6: Plan Implementation and Maintenance

For further information and explanation see the: Developing and Maintaining Emergency Operations Plans; Comprehensive Preparedness Guide (CPG) 101 Version 2, November 2010.

Community Assessment

Understand The Situation

Planners should begin the problem-solving process by conducting research and analysis on the jurisdiction's threats, hazards, and resources. Giving consideration to potential risks a jurisdiction faces brings specificity to the planning process. If risks are viewed as problems and operational plans are the solution, then hazard and threat identification and analysis are key steps in the planning process.

Plan Development

First, develop and analyze courses of action. This is a process of generating and comparing possible solutions for achieving the goals and objectives identified in Step 3. Use a process that combines aspects of scenario-based, functional, and capabilities-based planning. Depict how the operation unfolds by using a visual process that shows relationships among the incident's actions, decision points, and participant activities that allow the planner to anticipate challenges and potential requirements.

Typically, such a process follows these steps:

- *Establish the timeline.* Planners typically use the speed of an incident's onset to establish the timeline. Placement of decision points and response actions on the timeline depicts how soon the different entities enter the plan.
- *Depict the scenario.* Planners use the scenario information developed in Step 3 and place the incident information on the timeline.
- *Identify and depict decision points.* Decision points indicate the place in time, as incidents unfold, when leaders anticipate making decisions about a course of action. They indicate where and when decisions are required to provide the best chance of achieving an intermediate objective or response goal (i.e., the desired end-state). They also help planners determine how much time is available or needed to complete a sequence of actions.
- *Identify and depict operational tasks.* For each operational task depicted, some basic information is needed.

- What is the action?
- Who is responsible for the action?
- How long should the action take and how much time is actually available?
- What has to happen before?
- What happens after?
- What resources does the person/entity performing the action need?
- *Select courses of action.* Planners must compare the costs and benefits of each proposed course of action against the mission, goals, and objectives. Based on this comparison, planners then select the preferred course of action to move forward in the planning process. To the extent possible and appropriate, senior officials should approve course of action decisions during plan development.
- *Identify resources.* Initially, the planning team identifies resources needed to accomplish operational tasks in an unlimited manner. Once the planning team identifies all the requirements, they begin matching available resources to requirements. The plan should account for unsolvable resource shortfalls so they are not just “assumed away.”
- *Identify resources.* Initially, the planning team identifies resources needed to accomplish operational tasks in an unlimited manner. Once the planning team identifies all the requirements, they begin matching available resources to requirements. The EOP should account for unsolvable resource shortfalls so they are not just “assumed away.”
- *Identify information needs.* Planners identify a “list” of the information needs for each of the response participants, including the time they need it, to drive decisions and trigger critical actions.
- *Assess progress.* This process should be periodically “frozen” so the planning team can:
 - Identify progress made toward the end-state.
 - Identify goals and objectives met and new needs or demands.
 - Identify “single point failures” (i.e., tasks that, if not completed, would cause the operation to fall apart).

The planning team should work through this process by using tools that help members visualize operational flow, such as a white board, “sticky note” chart, or some type of project management or planning software.