

City of Cordova



ANNEX E: EVACUATION and SHELTER IN PLACE

Purpose

This annex provides for the orderly and expeditious movement of people to a safe area from an area believed to be at risk, when emergency situations necessitate such action. Additionally, this annex describes the implementation of shelter-in-place procedures, if necessary.

Situation

- The City of Cordova is subject to a number of potential natural and technological hazards which might require the evacuation of segments of or the entire the population. These include, but are not limited to major structural fires, power failure, tank farm damage, fuel shortages, tsunamis, earthquakes, flooding, acts of terrorism, and hazardous materials releases.
- Cordova is not considered to be a potential nuclear weapon target site under Nuclear Attack Planning Base - 1990 (N.A.P.B. - 90), a planning guide issued by the Federal Emergency Management Agency (FEMA) in April 1987. However, the community could be subject to conventional weapons attack or fallout from nuclear weapons detonated elsewhere in Alaska.

Assumptions

It is assumed that:

- In most instances there will be sufficient time available to warn the general public of an impending disaster and permit at least some evacuation effort.
- People who refuse to follow evacuation instructions will be left alone until all who are willing to leave have evacuated. Time permitting, further efforts will be made to persuade the stay-puts to evacuate.
- Many evacuees will seek shelter with relatives and friends outside of the evacuated area.
- Cordova will not be the recipient of evacuees from neighboring jurisdictions
- All MOU's needed for outside help are maintained and updated
- A Marine vessel (cruise ship) accident in the vicinity may require evacuation to Cordova, as well as subsequent short term sheltering.

******See ANNEX G: MASS CARE and SHELTERING***

Limitations

Due to community isolation, evacuating the entire population from Cordova would be difficult. There are no roads leading out. Mass evacuations would need to be facilitated by airplanes, ferries, ships or boats.

- Severe winter conditions, darkness, or dangerous roads conditions could restrict movement of the population in general and prevent or hinder access to shelter sites..
- The capacity of private vehicles and busses used for local evacuation is a limiting factor, as is the number of busses in Cordova (4).

Concept of Operations

Evacuation may prove to be the only practical means of protecting people from the effects of some disasters. The number of people to be evacuated will depend upon the nature of the incident. This could range from evacuation of a few families in the event of a localized fire to a major evacuation for a tsunami or hazardous materials spill incident. Evacuation involving only a small number of people can be handled without elaborate measures by on-scene Police and Fire Department personnel. Large scale evacuations will normally involve activation of the Emergency Operations Center (EOC) and mobilization of off-duty personnel. Additionally, circumstances may warrant shelter in-place procedures.

- There are a number of factors that will be considered prior to ordering an evacuation/shelter-in-place. These include:
 - Overall threat and nature of threat.
 - Time until onset.
 - Weather.
 - Evacuation routes and their susceptibility to the hazard.
 - Availability of shelters.
- Citizens of Cordova will be notified/warned using the criteria described in the Annex B: WARNING.

*****See ANNEX B: WARNING**

- After the initial evacuation/shelter-in-place procedures, citizens will be updated with relevant information, at least daily, by the PIO. This information will include actions to follow throughout the event , as well any decisions to terminate sheltering-in-place

*****See ANNEX D: EMERGENCY PUBLIC INFORMATION**

- Special needs populations will be notified by Cordova Family Resource Center, through the volunteer Disaster Registry, to ascertain whether they need extra help in evacuating/sheltering-in-place. Hospital residents and patients will be evacuated with the help of hospital personnel and CVFD.

EVACUATION

- Public education will be provided to the Citizens of Cordova regarding evacuation procedures.
- Those people who own or have access to a vehicle will be urged to pick up others enroute to the evacuation safe area. If time permits, transit and school busses will also be utilized to move evacuees to a safe area. MOU's will be established with the appropriate entities for the use of busses. Although the above mentioned sources of transportation will accommodate most of the evacuees, it may be necessary for some people to flee on foot to the nearest safe area.
- Cordova School District will implement their internal evacuation plans, if necessary.
- Vehicles that encounter mechanical problems and are blocking roadways will be pushed off the roadway.
- The urgency of the need to evacuate will generally require a reception center that will be known to the citizens, safe from tsunamis, and always available to temporarily shelter evacuees from inclement weather, until regular shelters can be opened. Mt. Eccles Elementary School is the designated temporary shelter/reception center.
- Plans to return evacuees to their homes in an orderly and safe fashion will be initiated by the Planning Section as soon as it is evident that there WILL be evacuees. CVFD, Public Works, and family friends will be assisting the return of evacuees, including the special needs population, back to their homes. In the case of hospital residents and patients, CVFD and hospital personnel will assist in returning evacuees to the hospital.
- Factors considered prior to making the decision to return evacuees to their homes/businesses will include:
 - Overall threat
 - Condition of the individual homes or businesses
 - Whether access routes are clear and safe

SHELTER IN PLACE

- Public education will be provided to the Citizens of Cordova regarding shelter in place procedures.
- Once a shelter in place is called, residents are expected to immediately go indoors, bring all children and animals with them, and to close and lock windows and doors. All ways in which

outside materials may enter the shelter area should be eliminated, including closure of fireplace dampers, shutting off ventilation or climate control systems, and prepare an area for pets to eliminate waste that does not require allowing them outside. If told to do so via television or radio, those sheltering should seal their rooms with duct tape and plastic. Upon reaching shelter, those who were outside for a period of time seeking shelter after the shelter in place was called and who may have been exposed to chemical contaminants should remove all outer clothing, put it in a plastic bag, and wash with warm water. After an announcement that the shelter in place is over, residents should go outside and open all doors and windows to ventilate the shelter. Similar processes should be followed in cars, workplaces, or schools.

- Factors considered prior to making the decision to terminate sheltering-in-place will be:
 - Input from technical experts
 - Weather and wind patterns
 - Condition of the affected area
 - Whether or not the hazardous material is stabilized/neutralized

PET SHELTERING IN PLACE

- ❖ If a shelter in place is called, owners are responsible to shelter their pets.
- ❖ In an evacuation, pets will not be allowed in public shelters, but will be housed in an established pet shelter, which will be operated by the Pet Shelter Manager. In a mass evacuation of the entire population, pets will be accommodated, but must have individual kennels.

Organization and Assignment of Responsibilities

The person making the decision to evacuate/shelter in-place will vary depending upon the circumstances.

- In a rapidly developing situation such as a major fire or hazardous materials spill, the decision will normally be made by the senior Fire or Police Department official at the scene. The criticality of the situation simply does not allow for any delay since evacuation procedures must be affected immediately. Within the City of Cordova, Fire and Police Department officials are authorized to carry out large-scale warning and evacuation operations in accordance with departmental SOP's.

- There are other circumstances, however, when time may be available to permit a more coordinated approach to the decision making process. In general, flooding, distant tsunami generation, ash fallout, or attack related situations present such an opportunity. There will normally be ample warning before a flood actually occurs and most strategists believe there will be a buildup phase prior to any overt hostile action. In such circumstances, the Incident Commander, Policy Section, and Operations Section Chief should be apprised of the situation and become part of the decision making process. Regardless of the situation, it is mandatory that these officials be notified at the earliest opportunity of evacuation actions being taken, even if it is after the fact.
- The Incident Commander has overall authority for evacuation efforts within the City of Cordova.
- Police and Fire Department officials are responsible for issuing immediate, on-the-scene emergency evacuation orders as necessary and directing the evacuation effort. The City Manager/Incident Commander will be notified anytime evacuation orders have been issued.
- Small scale evacuations will normally be handled by field forces of the Police and/or Fire Department in accordance with departmental SOP's.
- Large scale evacuations of a major portion of the population, out of Cordova entirely, would be accomplished through AK Airlines, Alaska Marine Highway, or the fishing fleet. Receiving neighboring jurisdictions could potentially be Anchorage or Valdez.
- The Public Health Nurse will address any associated health concerns or actions that returning evacuees should take when returning to homes or businesses.
- The PIO will be responsible to disseminate the information.
- Disaster events requiring the relocation of major segments of the population will normally be of a magnitude that requires activation of the Emergency Operations Center. Once the Emergency Operations Center has been activated, all evacuation efforts will be coordinated by the Operations Section and the Logistics Section within the EOC.

Organizational Chart for Evacuation and Shelter in Place

***RED indicates activation of that entity for EVACUATION and SHELTERING in PLACE

Policy Section:
Mayor, City Council,
City Manager, and
Medical Advisor

Incident Commander :
City Manager or Designee
(Possibly a Unified Command)

Command Staff
Public Information Officer : Mayor
Safety Officer:
Liason Officer:
Information Services
Director

Operations Chief:
Public Works Director

Planning Chief:
City Planner

Logistics Chief:
City Clerk

Finance/Admin Chief:
City Finance
Director

Fire Rescue, EMS:
Fire Chief

Law Enforcement:
Police Chief

Public Works :
Public Works
Supervisor

Medical Branch

Specific responsibilities for the following jobs are found in the Position Checklist. The abbreviation for each position is found in the table below.

Incident Commander	IC
Operations Section Chief	OSC
Communications Unit Leader	ComUL
Police Department	PD
Cordova Volunteer Fire Department	CVFD
Harbor Department	HAR
Cordova School District	CSD
Emergency Management Coordinator	EMC
Public Works	PW
Facilities Unit Leader	FUL
Emergency Management Organization	EMO
Logistics Section Chief	LSC

POSITION CHECKLIST: EVACUATION and SHELTER in PLACE

***If it is a PRIMARY responsibility, it will be in **BOLD and underlined**

Responsibility/Task	<u>Who is Responsible?</u>
PREPARATION	
Maintain a personnel alerting or call-up roster for evacuation procedures	<u>CVFD</u>
Maintain/update the volunteer Disaster Registry, identifying special needs citizens	<u>EMC</u>

Maintain primary and secondary communications systems and regularly test warning systems	<u>ALL ENTITIES</u>
Review assignments of all personnel and brief those who will have emergency tasks to perform	<u>ALL ENTITIES</u>
Have vital equipment in the condition necessary for evacuation procedures	<u>ALL ENTITIES</u>
Identify, by specific hazard, areas that may require evacuation	<u>EMO</u>
Inventory population within hazard areas that may require evacuation	<u>EMO</u>
Develop evacuation/shelter in place plans, procedures, and training programs for public information on warning signals and evacuation routes in the community	<u>EMO</u>
Identify transportation resources for use during emergencies	<u>EMO</u>
Identify critical supplies and equipment that may have to be moved and arrange for transportation of same if an evacuation is declared	<u>ALL ENTITIES</u>
Identify special needs population groups requiring special assistance during evacuation (i.e. senior citizens, handicapped and disabled, etc.). The volunteer "Disaster Registry" must be used to facilitate locating and assisting the at-risk population.	<u>EMC</u>
Maintain/update current MOU's with neighboring jurisdictions that may receive evacuees	<u>EMC</u>
RESPONSE	
Identify appropriate evacuation routes, taking into account road capacities, conditions, and weather	<u>PW</u>
Ensure shelter facilities are properly signed	<u>FUL</u>
Prepare emergency public information about evacuation routes and procedures and disseminate this information as appropriate	<u>PIO</u>
Notify DHS&EM of possible evacuation and State assistance required to support the evacuation	<u>IC</u>
Move critical supplies and equipment to a safe area, according to departmental SOP's	<u>ALL ENTITIES</u>
Manage, or possibly relocate incarcerated persons, if necessary	<u>PD</u>
Determine population numbers that must be relocated, appropriate reception areas, and evacuation routes and resources to support an efficient and effective evacuation effort	<u>IC</u>
Issue evacuation or shelter in place orders	<u>IC or PD</u>
Evacuate or shelter in place students, if necessary	<u>CSD</u>
Disseminate emergency public information on affected areas requiring evacuation,	<u>PIO</u>

evacuation routes and reception areas for the relocated population	
Coordinate traffic and perimeter control, as well as security for the evacuation area	<u>PD</u>
Procure the volunteer “Disaster Registry” for special needs population groups and evacuate them. Patients and Long-Term-Care residents at the Cordova Community Medical Center may require ambulance transportation	<u>IC</u>
Coordinate reception areas for receiving the relocated population	<u>CSD and/or FUL</u>
Provide Situation Leader with the current status of Evacuation operations/resources	<u>OSC</u>
Maintain records accurately, including using NIMS logs daily (ICS Form 214)	<u>UNIT LEADERS</u>
RECOVERY	
Prepare emergency public information about procedures to return to homes/businesses or to terminate shelter in place	<u>PIO</u>
Arrange transportation for essential workers to commute to hazardous areas	<u>LSC</u>
Coordinate the relocation of the sheltered population or their return to evacuated areas	<u>IC</u>
Coordinate traffic control for return	<u>PD</u>
Assist displaced citizens in returning to their homes/businesses	<u>LSC</u>
Address any associated health concerns or actions that returning evacuees should take when returning to homes or businesses	<u>PHN, PIO</u>
Coordinate with Public Information Office to disseminate recovery and disaster assistance information	<u>ALL ENTITIES</u>
Take actions necessary to restore public confidence	<u>ALL ENTITIES</u>
Restock supplies and equipment used in the event and return any equipment obtained from other agencies after proper cleaning/inspection	<u>ALL ENTITIES</u>
Submit an itemized list of all damaged equipment and supplies Finance/Administration Section	<u>ALL ENTITIES</u>
Perform a post incident briefing and an incident critique	<u>ALL ENTITIES</u>
Complete and submit necessary reports and paperwork to appropriate agencies	<u>ALL ENTITIES</u>