

CORPORATION OF THE CITY OF ENDERBY

REQUEST FOR PROPOSAL

City of Enderby Evacuation Route Planning

BACKGROUND

The City of Enderby ("the City") received a grant through the Union of BC Municipalities' Community Emergency Preparedness Fund to undertake an Evacuation Route Planning process ("the Planning Process") to develop a detailed Evacuation Route Plan ("the Plan"); the Plan will provide the foundation upon which the City will ensure that potential neighbourhood or community evacuations occur in a safe, strategic and effective manner.

DETAILS

The City is issuing a Request for Proposal to obtain a consultant to undertake the Planning Process and to develop the Plan, which will provide prescriptive and procedural detail on how neighbourhood or community evacuations will occur in the event of an emergency. The Plan will be an addendum to the City's Emergency Plan.

Key elements of the Planning Process include:

- Consultation with all relevant agencies and organizations (i.e. neighbouring jurisdictions, First Nations, local emergency responders, relevant utility companies, Ministry of Transportation and Infrastructure);
- Identification of key evacuation route corridors, which are reflective of the context of the emergency (i.e. fire vs. flood) and the direction that evacuees are being evacuated;
- Exploration of different methods of evacuation, depending upon the context of the emergency (i.e. speed of progression, danger to life and safety, infrastructure location and criticality);
- Consideration of both i) evacuations out of the City, and ii) evacuations from neighbouring communities that flow *through or into* the City;
- Evacuation considerations for those with special needs (i.e. elderly, individuals with mobility challenges, school children, property owners with livestock);
- Communication/notification plan for evacuations (i.e. development of communications materials, development of notification procedures for Evacuation Orders);
- Identification of roles and responsibilities of different groups and agencies (i.e. RCMP, Fire Department) along with procedural checklists for the EOC Director and Sections Chiefs;
- Preparation of maps, spatial data and metadata for evacuation routing; and
- Presenting the outcomes of the Evacuation Route Planning process to local elected officials.

The Planning Process shall be consistent with the CEPF Evacuation Route Planning 2018 Program Guide, and shall follow the Provincial Evacuation Operational Guidelines (2009) and will cover all critical elements of an evacuation planning process outlined in Section 5 of the guidelines.

GENERAL DELIVERABLES

- A completed Evacuation Route Plan that includes photos, maps, spatial data and metadata, and is in alignment with the Provincial Evacuation Operational Guidelines (2009);
- Maps need to identify evacuation routes and alternate routes, potential traffic control points, evacuation zones, key locations, assembly areas, transportation sites, and any other critical information recommended in the Provincial Evacuation Operational Guidelines (2009);
- The completed Evacuation Route Plan shall be provided to the City with:
 - Six (6) hard copies of the Evacuation Route Plan;
 - Three (3) USB drives with electronic copies of the Evacuation Route Plan; and
 - A PowerPoint Executive Summary presentation of the Evacuation Route Plan which is to be added to the USB drives (noted above), and which will be prepared and presented by the consultant to local elected officials.

REFERENCE INFORMATION

- Provincial Evacuation Operational Guidelines (2009):

https://www2.gov.bc.ca/assets/gov/public-safety-and-emergencyservices/emergency-preparedness-response-recovery/localgovernment/evacuation_operational_guidelines.pdf
- UBCM Community Emergency Preparedness Fund - Evacuation Route Planning Program Guide:

<https://www.ubcm.ca/assets/Funding~Programs/LGPS/CEPF/CEPF-2018-Evacuation%20Routes-Program%20Guide.pdf>
- City of Enderby:

<https://www.cityofenderby.com>

SUBMISSION REQUIREMENTS

Interested proponents should submit the following (weighted score listed in brackets; must achieve at least 75% in each section in order to qualify):

1. Proposal (50%)
 - a. Proposed methodology and work tasks for the Planning Process and development of the Plan;
 - b. Proposed work schedule and milestones;
 - c. Team members and roles; and
 - d. Project management process to assure quality and timely completion
2. Qualifications and References (50%)

- a. Two (2) references from organizations for which the proponent has provided services of a similar nature; and
 - b. An example of prior written work within the field of evacuation route planning or emergency management.
3. Cost (Pass/Fail)
- a. Confirmation that the proponent is able to deliver the project at an all-in cost not to exceed \$21,250 (including travel and disbursements).

INQUIRIES

Please direct all inquiries to:

Kurt Inglis, Planner and Deputy Corporate Officer/Emergency Program Coordinator
250-838-7230
kinglis@cityofenderby.com

CLOSING DATE AND TIME

April 30, 2019 at 4:00 pm.

Proposals may be submitted electronically to kinglis@cityofenderby.com, faxed to 250-838-6007, or mailed to Enderby City Hall, P.O. Box 400, Enderby, BC V0E 1V0.

TERMS AND CONDITIONS

The following terms and conditions shall apply to this Request for Proposal:

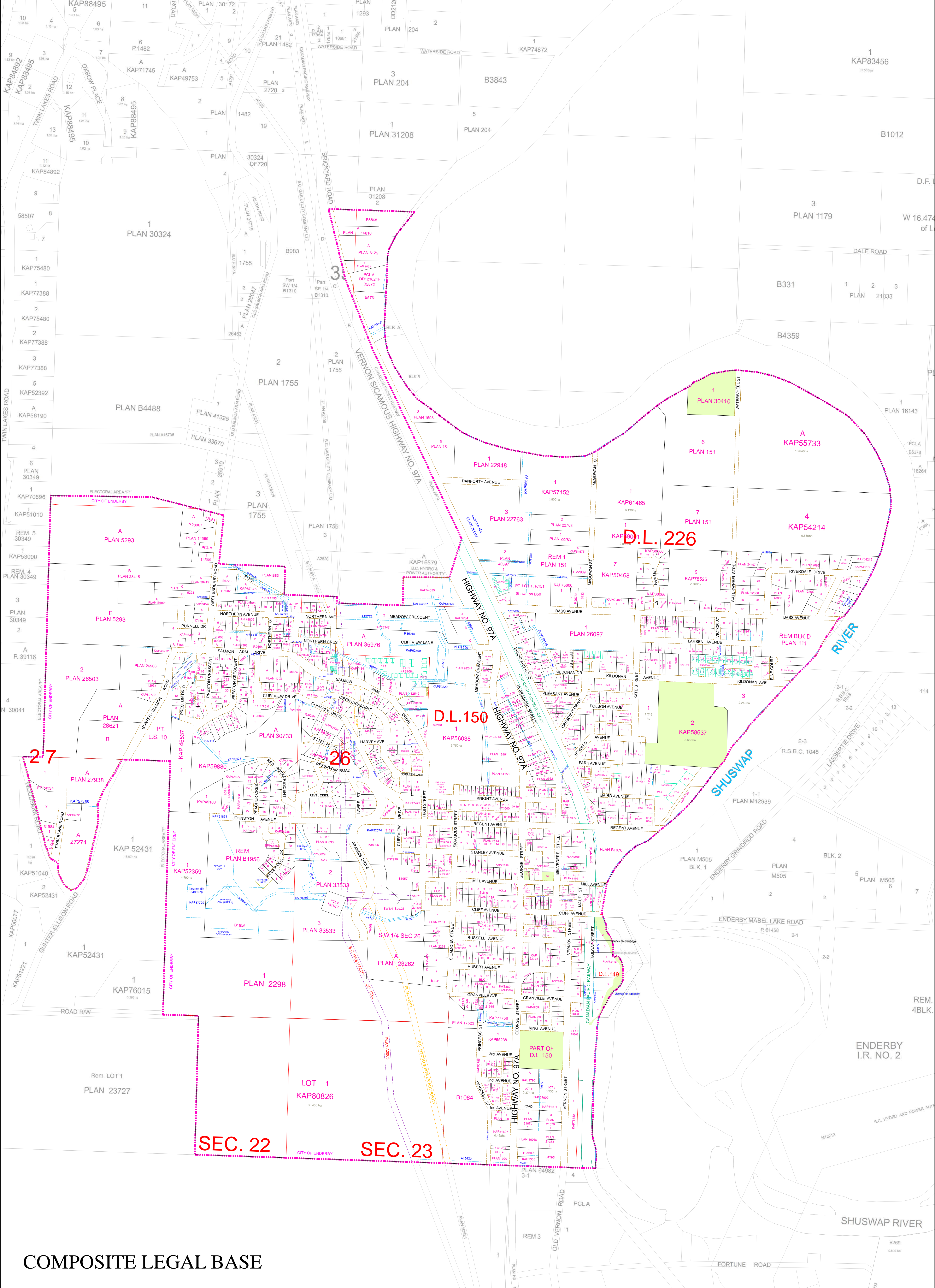
1. Verbal discussion, instructions or explanations between City staff members, agents, employees, or representatives and an interested proponent shall not become a part of or otherwise modify the Request for Proposal Document unless confirmed by written Addendum.
2. Responses to inquiries may be distributed to all interested proponents at the City's option.
3. The City may accept or reject any or all proposals for any reason, and may negotiate with a potentially successful proponent.
4. The City may reissue, amend, cancel, or extend this Request for Proposal at its sole discretion, and reserves its right to defer, change, or phase awarding of the work.
5. As part of its evaluation process, the City may request further information from interested proponents at its sole discretion.
6. Under no circumstances shall this Request for Proposal be understood as a commitment for work, a contract, or a tender. The City is not responsible for costs incurred by interested proponents in preparing a proposal.
7. The City does not, by issuing this Request for Proposal, incur any duty of care or contractual obligation to any interested proponent.
8. Interested proponents are strictly prohibited from engaging in any form of lobbying in relation to the Request for Proposal or with a view to influencing the outcome of this process.
9. Use of a subcontractor or assignment of the work may only occur with the written permission of the City, unless such use is explicitly referenced in the proposal.

10. The City is subject to the provisions of the Freedom of Information and Protection of Privacy Act (“the Act”) and all information submitted to the City become records in its care and custody for the purposes of the Act.
11. All interested proponents and the City acknowledge that all proposals are supplied in confidence and may reveal technical information of a third party. The scoring matrix and total cost for each scored proposal will be made publicly available.
12. Interested proponents shall disclose in their proposal any actual, potential, or perceived conflicts of interest it may have with the City, including its elected or appointed officials, employees, or agents acting on behalf of the City.

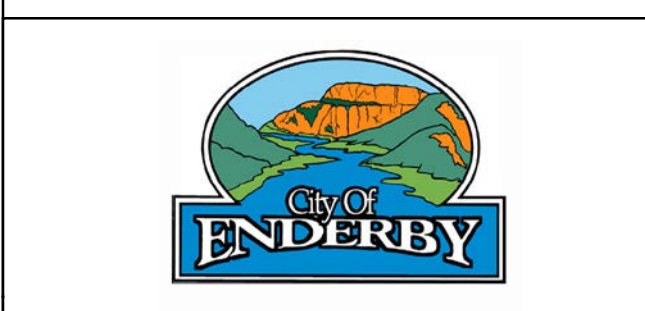
ADDITIONAL INFORMATION

Attachment 1 - City of Enderby map

Attachment 2 - Provincial Evacuation Operational Guidelines (2009)



COMPOSITE LEGAL BASE



LEGEND	
	Gas RW
	Easement RW
	Electrical RW
	Railway RW
	Roadway RW
	Property SRW
	District Lot
	Lease Lot
	Lot Lines
	River
	Strata Lot
	Strata Road
	Township Line
	Municipal Boundary

PRINTED: AUGUST 2018
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This document is a composite legal drawing. Several information sources have been used to create this drawing including the B.C. Land Titles Office, The Regional District, local Municipal Governments and a number of Provincial ministries. As such the Regional District of North Okanagan assumes no responsibility for the accuracy or completeness of this drawing. The original data sources should be contacted to verify information as needed.

REGIONAL DISTRICT OF NORTH OKANAGAN

1:5,000

City of Enderby



EVACUATION OPERATIONAL GUIDELINES (2009)



Provincial Emergency Program
Emergency Management British Columbia
Ministry of Public Safety & Solicitor General

Evacuation Operational Guidelines 2009

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Evacuation Operational Guidelines 2009

1.0 Introduction

1.1 Purpose and Scope

Evacuation is the process of removing persons from an area of imminent or actual threat to individual safety and life to an area of safety. Depending on the nature and scope of the event, evacuations may be limited to a single building or group of buildings, affect a large area such as a whole community. Successful and detailed planning is the key to effectively executed evacuations when an event occurs that requires these actions.

In 2005 a common policy and format for ordering an evacuation was implemented for all local jurisdictions in British Columbia. These operational guidelines outline the “Three Stage Evacuation Process” approved by the provincial Interagency Emergency Preparedness Council (IEPC) as well as provide guidance and tools for evacuation planning.

The “Three Stage Evacuation Process” is used for pre-planned evacuations during events that provide adequate warning and preparation time. Examples of this type of event may include forecasted flood, storm surge or approaching wildfires. In most cases during an evacuation of this type the local police service provider is responsible for the evacuation in support of the local authority.

An evacuation resulting from a hazard impact that forces immediate action, thereby allowing little or no warning and limited preparation time, is called a tactical evacuation and is ordered at the site level by the Incident Commander. Although referred to in some sections, site level tactical evacuations are outside of the scope of this document.

Alternatives to evacuation, such as “Shelter-in-Place”, are also outside of the scope of this document although some information is captured in the annexes. Shelter-in-place is one of the tools available to incident Commanders to manage the incident at the site level. Structures, strategies and operational guidelines used at the site level are not detailed in this document. For information regarding site level operations, Incident Command System and Unified Command the free online course [Incident Command System 100](#) and Annex S are excellent resources.

The information captured in this document is a guideline for the site-support level (Emergency Operations Centre (EOC)) according to the BC Emergency Response Management System (BCERMS) structure. This document assumes that the reader has a fundamental knowledge of BCERMS, ICS and EOC operations. For more information on BCERMS, visit the Provincial Emergency

Program website: <http://www.pep.gov.bc.ca>. The free online courses [Intro to Emergency Management](#) and [Emergency Operations Centre Level One](#) are also excellent resources.

1.2 Format

This guideline is divided into five sections: Introduction, Legal Authorities, Three Stage Evacuation Process, Roles and Responsibilities and Evacuation Planning. In addition, there are a number of annexes that include templates and helpful resources, including information on Animal and Livestock relocation.

2.0 Legal Authorities

2.1 Emergency Program Act

The legal authority for local authorities to order an evacuation rests within the Emergency Program Act (1993) Section 12(1). Under this section the head of a local authority or designate is permitted to declare a state of local emergency giving legal power to:

“cause the evacuation of persons and the removal of livestock, animals and personal property that is or may be affected by an emergency or a disaster and make arrangements for the adequate care and protection of those persons, livestock, animals and personal property”

Under section 9(1) of the Emergency Program Act the Solicitor General is authorized to declare a provincial state of emergency. Under a provincial declaration the Solicitor General has the authority to order evacuations as deemed necessary.

2.2 Other Provincial Legislation

Within provincial legislation the legal authority to order an evacuation rests within a number of statutes. These statutes are frequently used to authorize tactical evacuations which do not require the “Three Stage Evacuation Process” for execution. One example is the Fire Services Act which the Fire Commissioner will use to evacuate individuals from a burning building. For a detailed outline of the provincial statutes under which specific authorities can order an evacuation, please review Annex B.

2.3 Federal Legislation for non-treaty First Nations

Currently there is no federal legislation that addresses evacuations for First Nation reserves or any mechanism to declare a state of local emergency on reserve. Provincial legislation does not apply to reserve land, unless a First

Nation is a treaty First Nations. Once treaty, they are considered a local authority and provincial legislation applies.

For non-treaty First Nations communities the Indian Act, Section 81.(1)(a), states "the council of a band may make by-laws not inconsistent with this Act or with any regulation made by the Governor in Council or the Minister, for any or all of the following purposes, (a) to provide for the health and safety of residents on the reserve and to prevent the spreading of contagious and infectious diseases." Indian and Northern Affairs Canada encourages joint Evacuation Alerts and/or Orders between First Nations and neighbouring municipalities or regional districts.

Indian and Northern Affairs Canada current practice is to encourage the First Nations communities to have a draft Band Council Resolution entitled "Evacuation Order" in place prior to an event and signed by Chief and Council. See Annex F for a sample Band Council Resolution.

3.0 Three Stage Evacuation Process

Within British Columbia local authorities are encouraged to follow the Three Stage Evacuation Process of Evacuation Alert, Evacuation Order and Evacuation Rescind when preparing to perform or performing evacuations under the legislative authority of the Emergency Program Act.

3.1 Stage 1 - Evacuation Alert

The purpose of the Evacuation Alert is to inform the population at threat of a potential or impending danger. An Evacuation Alert may allow for the affected population to begin an orderly preparation to leave the affected area while informing them of the hazard as well as identify hazard/emergency zone, evacuation route(s) and Reception Centres. Evacuation alerts **do not** require a declaration of a state of local emergency.

At this point, the movement of at-risk populations, transient populations and in some cases, school populations should become a consideration and potentially a priority.

Depending on the hazard the reality of the situation may require immediate action with very short or no notice. **In some instances an Evacuation Order is immediate and no evacuation alert is given.**

Annex C provides an Evacuation Alert template.

3.2 Stage 2 - Evacuation Order

The order to evacuate all or part of an area should only be given after careful consideration of all the factors involved, and with life safety being paramount.

The hazard and situation is the primary indicator when making the decision to evacuate. In some cases clear and obvious risks will indicate the need for evacuation; in other cases a precautionary evacuation may be justified to avoid an anticipated impact or threat. Ordering an evacuation too far in advance in cases when the hazard recedes can expose the evacuees to unnecessary risk. Waiting too long to make the decision may force the community to evacuate under high risk conditions.

Under a formal written Evacuation Order the impacted population is ordered to evacuate the area specified **immediately**. It is an Order and as such does not allow for any discretionary action on the part of the population at risk. All persons in the affected area are to be told that, in the interest of their own safety and considering the risk, they are **now ordered** to leave the area. The written Evacuation Order is to be in a consistent form with no allowance for discretion clearly indicating immediate evacuation. It should be stated that while the evacuation order is in effect, the area in question will have controlled access. An Evacuation Order template is provided at Annex D.

Locating, rescuing, stabilizing and removing victims from hazardous and/or contaminated area(s) is done only by emergency services personnel with appropriate protective equipment, training and where the risk to responders is minimal. Persons who remain in an area in violation of an Evacuation Order should be advised that they cannot expect assistance if their lives are subsequently threatened by the hazard.

The RCMP provided the following information: "The police will apprehend any minors at risk if their guardians are refusing to obey the evacuation order and turn those minors over to the appropriate provincial child protection agency. Police will arrest and charge individuals who are obstructing the evacuation process or hindering first responder's in the performance of their duties. A great deal of discretion must be applied when contemplating apprehending a minor or arresting an individual as this will take the police officer away from performing evacuation duties. These powers of apprehension and arrest should only used when all other avenues have been exhausted."

A declaration of a state of local emergency must be declared for an **evacuation order** to be valid. Boundaries of the declaration of a state of local emergency **must cover all areas under evacuation**. Declarations of emergency automatically expire after seven days. If it is required to leave the evacuation order in place beyond the seven days, local authorities should ensure that the local declaration is extended. For details regarding the procedure please refer to [Guidelines for Declaring a State of Local Emergency](#).

Provincial reimbursement for costs to support evacuees is governed by the [Evacuation Living Assistance Policy](#).

3.3 Stage 3 - Evacuation Rescind

When the emergency which necessitated the evacuation is under control and the hazard/emergency zone is declared safe, a Rescind of the Evacuation Order is issued. In many situations the population should be advised that although they are being allowed to return to their homes, the risk may reoccur and the potential for the reinstatement of the Evacuation Order remains. Should a second evacuation of the same area be required, the process recommences from Stage 1 or 2 depending on the situation.

In cases where an Evacuation Alert continues to exist some local authorities combine the Evacuation Alert with the rescind notice.

If it is determined that a rescind is appropriate for a **portion** the evacuation area, it is recommended that the entire original Evacuation Order be rescinded and a new evacuation order be issued with the new boundaries. **All Evacuation Orders require a formal Rescind.**

An “Evacuation Rescind” template is provided in Annex E.

4.0 Roles and Responsibilities

4.1 Site Level

The Incident Commander, based on a combination of factors, decides if an evacuation alert or order is required. Where there is time to issue a formal evacuation alert or order the Incident Commander will contact the local government Emergency Operation Centre (EOC), providing the geographical area of concern and hazard location.

Responders at the site level are responsible for activating “on-the-ground” aspects of the evacuation plan; identifying structures, facilities, or neighbourhoods subject to evacuation alerts or orders; establishing readily identifiable perimeters and providing security within evacuated areas. Most often the local police department has on-scene responsibility for evacuation operations including traffic control, security and perimeter control.

4.2 Local Authority – Site Support Level

To issue a formal Evacuation Order a State of Local Emergency must be declared under the authority of the *Emergency Program Act*. Please refer to the [Guidelines for Declaring a State of Local Emergency](#) for further details regarding this procedure.

In addition the local authority is also responsible for:

- Performing evacuation planning including notification and Emergency Social Services;
- Activating the evacuation plan;
- Activating the local Emergency Operation Centre (EOC);
- Providing concise, consistent and accurate information to the public and the media;
- Preparing and authorizing Evacuation Alerts and Orders;
- Determining responsibilities and tasks to be accomplished;
- Ensuring senior officials have been alerted and kept informed;
- Developing a strategy to manage convergent volunteers;
- Tracking and recording information on evacuation details, such as areas and numbers evacuated through Reception Centres;
- Tracking costs and resources;
- Detailing the arrangements made to secure or relocate those essential supplies and equipment needed to sustain operations and meet evacuee needs. Consideration should include, but is not limited to, the following:
 - Food;
 - Water;
 - Beds and bedding;
 - Clothing;
 - Medical equipment and supplies;
 - Portable generators and lighting devices;
 - Telecommunication capacity for family reunification, public information and evacuee use;
 - Gas and diesel fuel;
 - Sanitation services;
 - Public works vehicles and equipment; and
 - Police and fire fighting services.

Agencies at the site level should have representatives in the local authority EOC. If possible agencies could also coordinate and release information through the EOC.

The Evacuation Checklist (Annex G) which is written for a major incident is to assist in effectively responding to an evacuation scenario. The items are **not listed in order of importance** and in most cases it will not be necessary to complete every item.

The Emergency Social Services Branch, the Police Services Branch, and the Health branch are all part of the Operations Section of the local authority EOC.

4.3 Emergency Social Services Branch

The Emergency Social Services Director is responsible for establishing and managing Reception Centres and/or Group Lodging facilities. Whenever an evacuation is implemented or anticipated, the ESS Director is notified. If sheltering is required the ESS Branch may open Reception Centres or Group Lodging facilities as well as establish staff requirements, determine equipment needs and announce the Reception Centre and Group Lodging locations. It is important that the ESS Branch and EOC Director consult in determining the location of Reception Centres and/or Group Lodging.

4.4 Police Services Branch

The Police Services Branch coordinates and supports evacuation operations, law enforcement and traffic control as well as provides police status reports to the EOC Operations Section Chief or EOC Director.

4.5 Health Branch

The Health Branch ensures that patient levels have been reduced, individuals have been evacuated as necessary from hospitals and care facilities, and that transportation and medical care is facilitated for evacuated patients. The Health Branch assists Operations in identifying the locations of at-risk populations while maintaining patient confidentiality. Through this the Health Branch will play a large role in assisting the Operations Section Chief in determining resource requirements. The Health Branch also provides status reports to the EOC Operations Section Chief or EOC Director regarding medical facilities and patients.

Note: Depending on the scope of the event the Health Branch may be located in the Provincial Regional Emergency Operations Centre rather than the local authority Emergency Operations Centre.

4.6 Information Officer

The Information Officer will work with the EOC Director to provide information to the public and the media including notice of threat, evacuation areas, Reception Centre locations, instructions for personal protective measures and ongoing support to citizens while evacuated.

5.0 Evacuation Planning

This section outlines evacuation planning participants, assumptions and elements to be carried out in advance of and/or during response.

Providing safety for the population is the principal focus of evacuation plans, and information about this population is an essential requirement of sound planning. Evacuation plans are complex and may vary according to the type of incident and geographic area involved. Evacuation plans should provide for both minor evacuations of a limited area (for example, resulting from a house fire or a gas leak) and major evacuations affecting a large portion of the local population (for instance a major chemical release). Plans should be flexible enough to accommodate both sudden emergencies and situations that provide more warning. During the planning process it is important to coordinate with all potentially involved agencies and resources regarding their roles. The planning sub-committee could include:

- Elected Officials
- Chief Administrative Officer
- Emergency Program Coordinator
- Emergency Social Services
- Community and regional planners
- Law enforcement, fire/rescue and emergency medical services, public health and safety;
- Hazard mitigation coordinator
- Information Officer
- Public works/engineering department
- Traffic department
- Multi-modal transportation providers
- Supporting social service agencies and volunteer organizations
- Search and Rescue Groups
- SPCA or animal rescue groups
- School Board(s)
- Industry
- Utilities
- Health Authorities
- Special Interest Groups (ex. corrections facilities, livestock producers)
- Critical infrastructure stakeholders
- Regulatory bodies (ex. Transport Canada)

Integrated planning with neighbouring jurisdictions, including First Nations, is also valuable in the event that a community is required to evacuate into neighbouring communities to safely avoid the hazard. If two communities have common critical resources, integrated planning should be a priority.

5.1 Evacuation Planning Principals

The key principals of evacuation planning are:

- Determination of legal or other authority to evacuate;
- Establishment of a management structure;
- Clear definitions of roles and responsibilities of local agencies;
- Development of appropriate and flexible plans based on the Hazard Risk and Vulnerability Analysis, Population Analysis and response capabilities ;
- Effective warning and public information systems and strategies;
- Assurance of movement capability including the control of evacuation traffic and means to transport persons without access to vehicles
- Assurance that evacuation does not inhibit response capabilities;
- Appropriate support and provision of shelter for evacuees;
- Appropriate support for any specific cultural, physical or religious needs;
- Appropriate security and property protection;
- Re-entry (permanent and temporary);
- Exercise and training of the evacuation plan; and
- Reviews and updates of the evacuation plan as required.

5.2 Planning Assumptions

The following assumptions should be considered and recognized when developing evacuation plans.

- Spontaneous evacuation will occur when there is sufficient warning of the threat. Between 5 and 20 per cent of the people at risk will self evacuate before being directed to do so.
- Some people will refuse to evacuate, regardless of the threat.
- Some individuals will require transportation support to evacuate.
- Some owners of animals will refuse to evacuate unless arrangements have been made to care for their animals.
- Approximately 10 - 20 per cent of the population impacted will require some form of assistance from local ESS teams in Reception Centres or Group Lodging facilities. This figure could vary depending on the composition of the community. Provincial reimbursement for costs to support evacuees is governed by the [Evacuation Living Assistance Policy](#).

- Many evacuees will seek shelter with relatives, friends or motels rather than use government-provided facilities.
- For some hazards, such as flooding and tsunami, designated evacuation routes must be used to safely evacuate people.
- The day of the week and time of day will determine if individuals/families will be at their homes or separated at work and/or school.
- Many hazards provide a warning period which allows for a planned evacuation and re-entry.

5.3 Elements of Evacuation Planning

The following section outlines activities and information that should be completed during the planning process and/or highlighted in evacuation plans. Many of these planning activities can be completed in advance of an emergency event and modified appropriately as an event develops. In addition, Annex H outlines a sample Evacuation Plan table of contents which can be used as a model when beginning the planning process.

5.3.1 Research

This step consists of:

- Reviewing local bylaws, provincial and/or federal laws, rules, regulations, executive orders etc which will provide guidance;
- Reviewing the existing plans for your jurisdiction;
- Reviewing the existing plans of neighbouring jurisdictions;
- Reviewing existing plans of other agencies/groups within your jurisdiction such as home care agencies, cattleman's association etc.; and
- Reviewing plans of agencies and industry in your community as they are developed and updated.
- Reviewing agreements with neighbouring jurisdictions, private sector organizations etc.

5.3.2 Hazard Risk and Vulnerability Analysis

A Hazard Risk Vulnerability Analysis (HRVA) should be completed to determine what areas of the community are at greatest risk from a specific hazard. HRVAs are a valuable planning tool.

The results of the HRVA can be used to help determine evacuation routes, assembly points, identify locations of potential Reception Centres or Group Lodging facilities and to identify the areas of the community that need to be carefully analyzed regarding population statistics. For further details regarding conducting an HRVA and the potential uses please review the [Hazard, Risk and Vulnerability Toolkit](#). To augment the HRVA process an Evacuation Planning

Worksheet (Annex J) should be completed for each significant hazard identified in the community Hazard, Risk and Vulnerability Analysis.

5.3.3 Safety of the Responders

Protocols and procedures to ensure the safety of the responders should be outlined in the evacuation plan. It is also important that responders are familiar with a clear consistent approach and process regardless of the situation. Training and exercising evacuations are important contributors to responder safety during an event. Stockpiling appropriate personal protective equipment is also a step that can be taken to ensure responders are properly equipped and prepared to manage evacuations.

5.3.4 Population Analysis

Determining the composition of the population base is an essential part of evacuation planning. It allows the local authority to determine the planning requirements and identify community members who could be at greater risk and may require additional assistance or guidance during the evacuation. It is also important to do an analysis for both daytime and night-time numbers particularly in large urban centres that have increased populations during the day. In areas that experience seasonal fluctuations it would be prudent to analyze population increases and decreases during different times of year as well.

The following at-risk populations should be identified and considered when conducting evacuation planning:

- children in school;
- children in day care centres;
- nursing home residents (long term);
- women and children in transition homes;
- persons with disabilities (ex. hearing impaired, sight impaired, mentally impaired, mobility impaired);
- individuals with limited means;
- non-English speaking people;
- institutionalized individuals (in hospitals, mental health facilities, short-term nursing homes (short term), incarcerated residents (in jails, juvenile facilities, drug treatment centres, etc.);
- seniors in their own homes;
- individuals with special medical needs such as oxygen or dialysis; and
- transient populations (homeless people, motel and hotel guests, seasonal workers, tourists).

Figure 1 offers an example of how population data can be captured.

The approximate number in each of the following categories is required for day and night in each geographical area of the municipality.

1. Total population
2. Adults
3. Secondary school age
4. Elementary school age
5. Pre-school age
6. Hospital patients
 - a. ambulatory
 - b. non-ambulatory
7. Residents of homes for the aged
 - a. ambulatory
 - b. non-ambulatory

A chart of the necessary information would look like this:

Categories	Geographical Area Day/Night			
	Downtown	East Side	West Side	Suburbs
Adults	1665/39	824/1740	438/596	126/321
Secondary School	85/12	321/321	258/365	21/310
Elementary School	12/0	511/411	431/321	312/310
Hospital Patients (all considered adults)	60/60		312/312	
Elderly/Special Needs	134/134		83/83	
Total	1822/111	1913/2818	1673/1806	981/1272

Figure 1 - Demographic Details

5.3.5 Roles, Responsibilities and Control

The evacuation plan should outline the roles and responsibilities of local agencies as well as outline how the different activities will be coordinated to ensure that the evacuation is carried out efficiently and effectively. A coordination or control mechanism should be put in place to ensure the evacuation is carried out as planned, and that there is an ability to react to unforeseen circumstances. An essential element of successful coordination is an effective, flexible system of communications. For further information regarding roles and responsibilities refer to Section 4.0.

5.3.6 Notification

Developing mechanisms for notifying the public is one of the most important things a local authority can do to ensure their population is aware of the evacuation and has all the information they require to feel informed and evacuate safely.

The evacuation plan should describe the means by which the local authority will notify individuals of evacuation alerts and orders and keep evacuees informed of evacuation activities and the specific actions they should take. There are a number of methods for notifying the public that can be explored, tested and formalized in the planning stage. These include:

- Broadcast media - local radio and television
- Sirens
- Public address systems
- Telephone network or tree
- Door-to-door visits
- Notice Boards
- Print Media
- Amateur Radio (particularly for Emergency Social Services, communication between Reception Centres for logistics and family reunification.)
- Internet web site

It is very important that messages are clear, concise and consistent. Developing an avenue for people to confirm the information or report changes should also be considered.

During the planning process it is important to identify and test the resources required to conduct the notification as well as the length of time required to activate and execute the notification procedure identified.

In the case of an evacuation alert or order, the information provided should include:

- The issuing authority;
- The date and time of issue;
- Time of subsequent communications (if an evacuation alert may give a timeline for acceleration to order);
- The geographic area of the Alert/Order (most often in the form of a map);
- Whether notice is an Alert, Order, Rescind;
- Details of the hazard and reasoning behind the Alert/Order;
- Evacuation routes, including conditions of roads;
- Assembly points;
- The location and name of Reception Centres;
- Transportation assistance available;
- Re-entry process; and
- Where to find further information.

Refer to Annexes C and D for Evacuation Alert and Order templates.

5.3.7 Public Information

During emergency events effective communication and public information are essential to ensure public safety. During the planning stage local authorities should identify the methods, procedures and develop templates for public information and messaging.

Annex K and L provide information and templates that can be used for public messaging. It is important that messages and notices are clear, complete and concise.

5.3.8 Evacuation Routes

The community Hazard Risk and Vulnerability Analysis can help to determine the most viable evacuation routes and alternatives. Potential areas of congestion or “choke points” on the evacuation route and a strategy for clearing or managing the blockage should be developed. The local police can help local authorities identify potential choke points and provide guidance for effectively clearing an area. During evacuation route planning it is also prudent to review alternate routes such as logging roads, privately owned roads as well as other modes of transportation such as rail or marine.

The evacuation plan should:

- Describe hazard specific evacuation options and clearly identified evacuation routes that have been developed;
- Note geographic and topographic factors that could affect evacuations (ex. dependence on a main transportation artery in and out of a jurisdiction)
- Outline the evacuation movement control procedures; and
- Outline the procedure to evacuate or implement in-place protection at special institutions and facilities, e.g. jails and hospitals and nursing homes.

It is helpful to spend time in the planning process calculating the time it could take to evacuate areas, particularly in areas of high population density. Through exercising, the time needed to complete door-to-door notifications and to clear evacuation areas can be estimated. Consider the amount of time between the evacuation order and actual movement as well as the time it will require to move from one’s home to an assembly area.

During an event the Incident Commander in consultation with the EOC will review the existing evacuation plan and select the best routes for evacuation from the hazardous area. It is important to note that the routes identified in pre-event planning may be deemed unsafe or inadequate and at the time of an event a new route could be identified. Notification of changes in the selected routes will be

made to the Information Officer, and Director, as well as field personnel. The following factors should be considered:

- most evacuees utilize their own personal transportation during an evacuation;
- the time frame for evacuation i.e. how many autos per lane per hour can be accommodated on most roads;
- the average vehicle capacity is four persons however vehicle occupancy during an evacuation is generally lower. An average occupancy rate of two persons per vehicle would be a more realistic estimate for most neighbourhoods;
- potential to encourage sharing vehicles to reduce congestion;
- potential to use multi-modal forms of transportation for evacuation; and
- the local law enforcement/traffic management authority assessment.

5.3.9 Traffic Control Points

Evacuation plans should outline traffic control measures and potential traffic control points along the evacuation route. Traffic controls may be established at key intersections and at access control points to major evacuation routes as needed. In some cases, it may be necessary to control traffic on other routes to minimize the impact on the evacuation traffic.

5.3.10 Transportation Resources and Planning

The transportation resources available to the community for assisting evacuees as well as the methods for accessing these resources and organizing transport services should be determined in advance. Transportation resources include local bus systems, airplanes, marine transportation and fuel. When planning the transportation of evacuees, also consider the capacity of the road network and the length of time required to arrange to mobilize the vehicles and leave the area. In some cases counter-flow can be used to increase the road capacity but it requires careful consideration and coordination.

If a transportation resource identified is shared with a neighbouring community it is essential they are consulted to ensure the same resource is not being depended on.

5.3.11 Access Control and Security

Provisions that have been made to control access and provide security to an evacuated area should be outlined in the evacuation plan. As an area is being evacuated, access controls must be established. Security may be obtained by establishing staffed access control points and barricades at key locations around the perimeter.

The objectives of access control are:

- to provide a controlled area from which an emergency evacuation will take place
- to prevent entry to the evacuation area by unauthorized persons;
- to protect lives by controlling entry into evacuated area; and
- to maintain security, law and order in the evacuation area.

Criteria for allowing entry into closed areas will be determined for each incident.

- **No Access** – Prohibits the public from entering the closed area. Authorized personnel (i.e., local/provincial workers) can enter as required. Media representatives may be allowed access on a controlled basis depending on the degree of risk.
- **Limited Access or Temporary Re-entry** – Allows persons into closed areas according to access criteria established by the Incident Commander. Examples of criteria include retrieving essential documentation or medication from an evacuated home. Entry criteria should define the persons who will be allowed, whether motor vehicles are allowed and the procedures to be followed. Providing access passes to residents when distributing the evacuation order is one option for controlling authorized entry. Using this method, residents in the area can easily identify themselves to security personnel.

5.3.12 Assembly Points

Assembly Points or Areas are designated areas within the community which are to be used in the case of emergency situations. They are intended to provide a safe area for individuals to congregate while either waiting for emergency personnel to respond or to receive transport to Reception Centres and/or Group Lodging facilities

Evacuation plans should identify assembly areas or temporary evacuation sites and the procedures to move people from temporary sites to Reception Centres.

5.3.13 Emergency Social Services

Under the *Local Authority Emergency Management Regulation*, communities must coordinate their own Emergency Social Services (ESS) program. Emergency Social Services provides short-term assistance to British Columbians who are forced to evacuate their homes because of fire, floods, earthquakes or other emergencies. This assistance includes food, lodging, clothing, emotional support and family reunification.

The Hazard Risk and Vulnerability Analysis as well as the population analysis are essential tools in determining the locations of Reception Centres, Group Lodging and to estimate the number of people that will require ESS services. The

population analysis can also be used to estimate the number of people requiring special care, for example, hospitalized or institutionalized populations.

For further information regarding Emergency Social Services, Reception Centres and Group Lodging, please visit <http://www.ess.bc.ca/index.htm>. For information regarding the ESS program in your community, contact your local Emergency Program Coordinator.

5.3.14 Re-entry

A detailed assessment of affected areas must be completed before a return to evacuated areas can be considered. During this assessment the following should be determined:

- Need for security for any unsafe structures
- Utility restoration; and
- Any secondary hazards.

The evacuation plan should describe the provisions for the orderly return of people to their homes. Before allowing individuals to return, security for unsafe structures should be organized. Consistent public messaging is an essential element for orderly, effective re-entry. If necessary the public should be made aware of any potential for another evacuation.

A [Community Recovery Tool Kit](#) is available on the PEP website to assist local authorities in developing their community recovery plan and associated programs. Recovery activities work best when local expertise and resources are combined and shared among volunteers, government and private businesses.

5.3.15 Plan Maintenance

As communities and the surrounding environment change it is important to update evacuation plans to keep them current and applicable during an emergency. Establishing a process for reviewing and revising evacuation plans is an excellent way to ensure the plans are kept up-to-date. Capturing lessons learned from exercises and event debriefs is also an important measure in keeping plans current.

Annex A: Abbreviations and Definitions

Assembly Points/Areas Assembly Points or areas are designated areas within the community which are to be used in the case of emergency situations. They are intended to provide a safe area for individuals to congregate while either waiting for emergency personnel to respond or to receive transport to Reception Centres and/or Group Lodging facilities. Can also be known as staging areas.

At-Risk Populations For the purposes of this document at-risk populations are described using the functional needs framework as described in the work of Kailes and Enders in the U.S. with their study *Moving Beyond 'Special Needs': A Function Based Framework for Emergency Management and Planning*.

The framework includes people with disabilities as well as individuals who do not identify as having a disability, but have limitations in any of the following key functional areas:

1. Communication needs: limited ability to speak, see and hear, read or understand English, limitations in learning and understanding;
2. Medical needs: assistance with bathing or feeding, managing medications, on Dialysis or oxygen, operating power-dependent equipment to sustain life;
3. Independence needs: maintaining functional independence with medical equipment such as wheelchairs, walkers, or scooters;
4. Supervision needs: persons with dementia or Alzheimer's, prisoners and unaccompanied children;
5. Transportation needs: persons who cannot drive due to disabilities, age, addictions, legal restrictions, socio-economic factors.
6. The functional needs approach points to a diverse group of individuals potentially in need of additional assistance before and during emergencies.

Choke Points "Chokepoint" is synonymous with "bottleneck" and is often an area of high centrality in the transportation system.

EOC - Emergency Operations Centre	A pre-designated facility established by a local authority to coordinate the overall agency or jurisdictional response and support to site operations. When the site-level response requires resources or coordination not immediately available at site, an EOC should be activated.
ESS – Emergency Social Services	ESS are those services that are provided short term to preserve the emotional and physical well-being of evacuees and response workers in emergency situations.
Evacuation	Removal of people from an area that is either directly or imminently to be impacted by a disaster or emergency.
Evacuation Alert	The population in an area is informed that they may be required to evacuate in the near future and that they should prepare accordingly. While Evacuation Alerts may give the population an estimated notice period for evacuation, the reality of the situation may require immediate action with very short notice. Evacuation Alerts do not require a declaration of a state of local emergency.
Evacuation Order	The population is ordered to evacuate an area according to a formal written document that outlines the area in question and why an evacuation is necessary. Evacuation Orders are based on the authority granted through the declaration of a state of local emergency covering the impacted area under the Emergency Program Act. This is an order and as such does not allow for any discretionary decision on the part of the population. They must leave the area immediately.
Evacuation Rescind	When the emergency which necessitated the evacuation is under control and the hazard/ emergency zone is declared safe, a Rescind of the Evacuation Order is issued.
Group Lodging	A Group Lodging facility is the location designated by the local ESS team, in cooperation with the local authority, which provides dormitory style accommodation for people displaced from their homes as a result of an emergency or disaster. These services are usually provided in local community centres, school gymnasiums and arenas. At a Group Lodging facility individuals will normally be provided with a sleeping space, meals as well as information about the emergency situation.

Hazard Risk and Vulnerability Analysis

The purpose of Hazard, Risk and Vulnerability Analysis (HRVA) is to help a community make risk-based choices to address vulnerabilities, mitigate hazards and prepare for response to and recovery from hazard events.

“Risk-based” means based on informed choices of alternate unwanted outcomes. In other words, communities make risk reduction choices based on the acceptability of consequences and the frequency of hazards.

Hazard, risk and vulnerability analysis (HRVA) is not an end in itself. The purpose of hazard, risk and vulnerability analysis planning is to anticipate problems and possible solutions to help save lives and property, reduce damage, and speed a community’s recovery. HRVA helps us work towards disaster-resilient communities.

Incident Commander

The individual responsible for the management of all incident operations at the incident site.

Tactical evacuation

A tactical evacuation is an evacuation resulting from a hazard impact that forces immediate action, thereby allowing little or no warning and limited preparation time. Tactical evacuations include those carried out by the Office of the Fire Commissioner and Ministry of Forests and Range.

Pre-planned evacuation

A pre-planned evacuation is an evacuation resulting from an event that provides adequate warning and preparation time.

Reception Centres

A Reception Centre is the location designated by a local authority ESS Team, as a safe gathering place for people displaced from their homes as a result of an emergency or disaster. At a Reception Centre, individuals may register to receive Emergency Social Services (food, clothing, and/or lodging) as well as information about the emergency situation.

Relocation

Removing animals from an area that is safe at the present time but may become hazardous and/or contaminated in the near future.

Self-evacuation

When individuals make the decision to evacuate although there is no official Evacuation Order in place for their area.

Shelter in Place

Shelter-in-Place is a protective measure that encourages the population to stay indoors and perform safety measures (such as closing windows) for the duration of the threat.

Traffic Control Points

Points along the evacuation route that have stations to control the flow of traffic.

Annex B: Legal Authorities

<p>Emergency Program Act (1993), Section 12(1) and 9(1)</p>	<p>Permits the head of a local authority to declare a state of local emergency, and that allows the local authority to order an evacuation should it be necessary.</p> <p>Permits the Solicitor General to order an evacuation if a provincial state of emergency is declared.</p>
<p>Fire Services Act, Section 25</p>	<p>25 (1) If an emergency arising from a fire hazard or from a risk of explosion causes the fire commissioner to be apprehensive of imminent and serious danger to life or property, or of a panic, the fire commissioner may immediately take the steps he or she thinks advisable to remove the hazard or risk.</p> <p>(2) For the purposes of subsection (1), the fire commissioner may evacuate a building or area, and may call on the police and fire prevention authorities who have jurisdiction to provide assistance.</p>
<p>Public Health Act 28 (1), 29 (2) (a), 31 (1), 31 (2) (b) (ii).</p>	<p>(28 (1)) If the circumstances described in section 27 [when orders respecting infectious agents and hazardous agents may be made] apply, a medical health officer may order a person to do anything that the medical health officer reasonably believes is necessary for either or both of the following purposes:</p> <p>(a) to determine whether an infectious agent or a hazardous agent exists, or likely exists;</p> <p>(b) to prevent the transmission of an infectious agent or a hazardous agent.</p> <p>(29(2a)) A medical health officer may order a person to remain in a specified place, or not enter a place.</p> <p>(31(1)) If the circumstances described in section 30 [when orders respecting</p>

	<p>health hazards and contraventions may be made] apply, a health officer may order a person to do anything that the health officer reasonably believes is necessary for any of the following purposes:</p> <ul style="list-style-type: none"> (a) to determine whether a health hazard exists; (b) to prevent or stop a health hazard, or mitigate the harm or prevent further harm from a health hazard; (c) to bring the person into compliance with the Act or a regulation made under it; (d) to bring the person into compliance with a term or condition of a licence or permit held by that person under this Act. <p>(32(2)b ii) A health officer may issue an order under subsection a person who has custody or control of a thing, or control of a condition, that is not in compliance with the Act or a regulation made under it, or a term or condition of the person's licence or permit.</p>
<p>Environmental Management Act Section 80(2)</p>	<p>If an officer considers that</p> <ul style="list-style-type: none"> (a) a spill that has occurred may pose a hazard to health or the environment, or that there is an imminent threat of a spill that may pose such a hazard, and (b) action is necessary to address the hazard or threat, <p>the government may carry out actions to address the perceived hazard or threat and the long term impacts on the environment resulting from the spill including evacuate persons.</p>

<p>Petroleum and Natural Gas Act - Division 7 — Wild Well Control</p>	<p>105 (1) When the [Oil and Gas] commission believes that, because of hazardous conditions in a field or at a well, it is necessary or expedient to close an area and to shut out all persons except those specifically authorized, the commission may make an order in writing setting out and delimiting the closed area.</p>
<p>Forest Practices Code of British Columbia Act Section 85</p>	<p>(1) "A designated forest official may, by order, require a person to leave an area specified in the order if the government is engaged in fire control or suppression operations. (2) A person who receives an order under subsection (1) must immediately comply with the requirements of the order. (3) A designated forest official may make an order under subsection (1) whether or not the area specified in the order has been declared a restricted area."</p>
<p>Wildfire Act, Section 11, 13 and 14</p>	<p>(11) If the minister considers it necessary or desirable to limit the risk of a fire, to address a public safety concern or to avoid interference with fire control, the minister by order may designate a specified area as a restricted area for a specified period.</p> <p>Requirement to leave specified area 13 (1) If the government is engaged in fire control, an official by order may require all persons in an area specified by the official to leave the area.</p> <p>(2) Each of the persons that is the subject of an order under subsection (1) must comply with the order.</p> <p>(3) An order under subsection (1) may be different for different categories of persons.</p> <p>Notice of orders under sections 10 to 13</p>

	<p>14 (1) Despite section 63, notice must be given in accordance with this section of an order made under any of sections 10 to 13.</p> <p>(2) The notice required under subsection (1) is sufficiently given to all persons in or near the applicable specified area under sections 10 to 13 if the notice includes a copy of the order or contains particulars or a summary of the order and is</p> <p>(a) posted in or near the specified area,</p> <p>(b) published in or near the area in a manner that the official giving the notice considers will come to the attention of persons in or near the specified area, or</p> <p>(c) broadcast in a manner that the official giving the notice considers will come to the attention of persons in or near the specified area.</p> <p>(3) Without limiting subsection (2), a notice under any of sections 10 to 13 is sufficiently given to any person if the notice includes a copy of the order or contains particulars or a summary of the order and is delivered to the person.</p>
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Annex C: Evacuation Alert Template

EVACUATION ALERT

An Evacuation Alert has been issued by _____ (*local authority*) at the Emergency Operations Centre (EOC).

(*Briefly describe event and potential risk*) Because of the potential danger to life and health, the _____ (*local authority*) has issued an Evacuation Alert for the following areas:

- Geographic description including boundaries and properties potentially impacted.

An Evacuation Alert has been issued to prepare you to evacuate your premises or property should it be found necessary.

Residents will be given as much advance notice as possible prior to evacuation; however you may receive limited notice due to changing conditions.

- Provide map or description of potential evacuation route and map of evacuation alert area.

WHAT YOU SHOULD DO WHEN AN ALERT IS IN EFFECT

Upon notification of an **ALERT**, you should be prepared for the evacuation order by:

- Locating all family members or co-workers and designate a Reception Centre outside the evacuation area, should an evacuation be called while separated.
- Gathering essential items such as medications, eyeglasses, valuable papers (i.e. insurance), immediate care needs for dependants and, if you choose, keepsakes (photographs, etc). Have these items readily available for quick departure.
- Preparing to move any disabled persons and/or children.
- Moving pets and livestock to a safe area.
- Arranging to transport your household members or co-workers in the event of an evacuation order. If you need transportation assistance from the area please call _____ (*contact number*).
- Arranging accommodation for your family if possible. In the event of an evacuation, Reception Centres will be opened if required.
- Monitoring news sources for information on evacuation orders and locations of Reception Centres.

Further information will be issued at (*insert time or meeting location*) or should the situation change _____ (*or visit local authority website at*).

For more information contact: _____ (*Local Authority Contact- Potentially Call Centre*).

(*Signature of Board/Chair or Designate, Mayor or Designate*)

(*Name of Local Authority*)

Annex D: Evacuation Order Template

EVACUATION ORDER ISSUED (DATE AND TIME)

Pursuant to (cite legal authority) an Evacuation Order has been issued by (local authority) due to immediate danger to **life safety** due to (briefly describe event). Members of the (local police department and other applicable agencies) will be expediting this action.

The Evacuation Order is in effect for the following areas:

- Geographic description including boundaries and properties impacted.
- Include map of evacuation area and evacuation route.

WHAT YOU SHOULD DO:

- You must leave the area **immediately**
- Follow the travel route provided and register at (ESS Reception Centre address and name of facility).
- If you need transportation assistance from the area please advise the individual providing this notice or call (contact number).
- Close all windows and doors
- Shut off all gas and electrical appliances, other than refrigerators and freezers
- Close gates (latch) but do not lock
- Gather your family: take a neighbour or someone who needs help
- Take critical items (medicine, purse, wallet, and Keys) only if they are immediately available. Take pets in pet kennels or on leash.
- Do not use more vehicles than you have to.
- Do not use the telephone unless you need emergency service.

YOU MUST LEAVE THE AREA IMMEDIATELY

For more information contact: (Local Authority Contact- Potentially Call Centre).
(Signature of Board/Chair or Designate, Mayor or Designate).
(Name of Local Authority).

Annex E: Evacuation Rescind Template

EVACUATION RESCIND (DATE AND TIME)

The Evacuation Order, pursuant to (cite authority and legislation) issued (date and time) to the area(s) (geographic locations(s)) is rescinded. (indicate if Evacuation Alert is in place) .

An Evacuation Order may need to be reissued: however if that is deemed necessary the process will re-commence.

For more information contact: (Local Authority Contact – Potentially Call Centre) .

(Signature of Board/Chair or Designate, Mayor or Designate) .

(Name of Local Authority) .

Annex F: Sample Band Council Resolution

BAND COUNCIL RESOLUTION EVACUATION ORDER

Whereas, the Chief and Council are the duly elected leadership of the _____ First Nation, and as such:

1. Are the local government authority of the _____ First Nation within the meaning of the *Indian Act*;
2. Are responsible for the health and safety of all residents within the lands that have been set aside for the use and benefit of the _____ First Nation:

And whereas Chief and Council have been notified and or have consulted with the Provincial Emergency Program and or Indian Affairs that a flood is imminent;

Therefore be it resolved that the Chief and Council or its delegate are hereby ordering that the _____ First Nation community(s) be evacuated.

Be it further resolved at all inhabitants of _____ First Nation communities and reserves report to the pre-determined reception centres pursuant to the _____ First Nation Emergency Evacuation Plan.

Chief

Councillor

Councillor

Councillor

Annex G: Evacuation Checklist

EVACUATION CHECKLIST

Site Level

- Ensure all agencies that will be involved are consulted prior to evacuation.
- Determine evacuation area.
- Establish a perimeter to exclude people from entering the evacuation area—indicate perimeter on map.
- Establish a policy on whether persons will be advised or ordered to evacuate.
- Assemble, brief and deploy personnel.
- Announce evacuation plan decisions (boundaries and evacuation routes).
- Distribute evacuation alerts and/or orders.
- Door-to-door canvassing and house marking.
- Work with local volunteer groups who are providing on the ground support to evacuation such as Search and Rescue.
- Continue to monitor the situation and re-evaluate the need to evacuate, keeping all field units up to date regarding changes.
- Provide advice and information on any special precautions that should be taken during and after the event.
- Determine the number of people needing transportation.
- Determine actions required to establish access control.

Agency in charge _____

Resources assigned

Police

Fire

Public Works

Other _____

- Determine any specialized resources required.

Agency in charge _____

Resources assigned

HazMat Teams (special equipment needed)

Fire Department (level of Personal Protective Equipment (PPE) needed)

Decontamination (set up area)

Ambulance Service (triage and treatment area)

- Transportation
- Transit (level of PPE needed)
- Other _____

Hazardous Material Event – Potential Shelter in Place

- Discuss and decide on appropriate alternate strategies.
- Seal off the area.
- Selective or partial evacuation.
- Issue a recommendation to close windows and shut off heating and ventilating systems in the threat area. Inform EOC.
- Issue a recommendation for people to stay indoors. Inform EOC.
- Monitor the release and revise projected end of incident times.
- Consider changing tactics on consultation with all relevant parties.

Site Support Level – Emergency Operations Centre

- Activate Emergency Operation Centre.
- Determine appropriate sections to activate (ex. Logistics, Planning, Finance)
- Track numbers of evacuees and any reported injuries.
- Keep all field units updated regarding changes.
- Provide additional resources to site as required. (ex. transportation resources)
- Document the decision process.
- Notify local elected officials and the Provincial Emergency Program (1-800-663-3456)
- Appoint an Information Officer, with support and back up.
- Track all costs related to the incident.
- Establish and announce a telephone number for persons to call for information on the incident.
- Establish and announce a telephone number for evacuees to call for progress reports and re-entry times.
- Prepare, print and distribute incident information for persons in the affected area.
- Assemble and brief a standby force of personnel to assist with evacuation and EOC operations if the need arises.
- Establish structure to announce public information to the community.

- Provide advice and information on any special precautions that should be taken during and after the event.
- Provide situational awareness information to Provincial Regional Emergency Operations Centre.
- Consider resources needed to conduct Emergency Evacuation Operations and advise potential mutual aid agencies.

Emergency Social Services Branch

- Consider Reception Centre locations, number of people who will need to be assisted and for what length of time.
- Establish appropriate facility for Reception Centre outside of any potential risk area
- Activate local ESS to set up needed Reception Centres and Group Lodging facilities
- Ensure Reception Centre locations are announced and provided to people impacted.
- Consider at-risk population evacuation needs.
- Consider potential for domestic animals to be evacuated with families and alert pet care providers.
- Dispatch transportation to special facilities and identified areas where assistance is required.
- Keep evacuees at the Reception Centres and Group Lodging facilities informed of incident progress and projected return times.
- Establish and announce a telephone number for persons to call for information regarding friends and family for family reunification.

Return to home and re-entry

- Decide on allowing return into evacuated area in consultation with all relevant parties.
- Schedule a debriefing with all parties to evaluate the evacuation plan.
- Make suggested changes in this procedure to the Emergency Program Coordinator and the Emergency Program Executive or Management Committee.

Annex H: Sample Table of Contents Local Authority Evacuation Pre-Plan

1. Introduction/Background

Provide a general overview of the hazards which may confront the jurisdiction and the need for effective contingency plans.

2. Authority

Describe the authorities under which the local authority can authorize an Evacuation Order as well as the other agencies with the ability order an evacuation in the jurisdiction covered by the plan.

3. Purpose and/or Objectives

Outline the purpose and/or objectives of the document, for example: To describe the provisions that have been made to ensure the safe and orderly evacuation of people threatened by a natural or man-made hazard.

4. Situation

Identify the emergency conditions that would necessitate an evacuation, potential impact areas by hazard and population analysis. This section is based on the Hazard, Risk and Vulnerability Analysis as well as the population analysis.

5. Assumptions

Describe the basic assumptions that guide the planning process. Some examples include:

- *Some people will refuse to evacuate, regardless of threat; and*
- *Approximately 20 % of evacuees will require congregate care shelter.*

See Section 2.2 for further examples.

6. Concept of Operations

Describe the Concept of Operations including organizational structure, command and control structure and roles and responsibilities of involved agencies. Describe the specific responsibilities of all key staff and emergency appointments, such as:

- *Local Authority (Mayor/Chair)*
- *Incident Commander*
- *Evacuation Coordinator*
- *Emergency Manager/Coordinator*
- *Law Enforcement*
- *Public Works*
- *Public Information Officer*

- *Emergency Social Services*
 - *Health Services Coordinator*
 - *School Superintendent*
 - *Animal Control Coordinator*
 - *Other Tasked Organizations*
7. Evacuation Routes, Assembly Areas and Transportation
Describe evacuation routes, assembly areas, traffic control points and modes of transportation established to move and protect people from the potential hazards which may confront the community.
 8. Notification
Describe the procedures and methods for notifying the public.
 9. House Marking
Outline the protocols and guidelines for house marking.
 10. Special Provisions for At-risk Populations
Describe provisions for evacuation of at-risk populations such as children in school/day care; people with disabilities or institutionalized or transient populations.
 11. Security
Describe arrangements for security and protection of property in evacuated area and identify access control points and access control to evacuated area.
 12. Emergency Social Services
Identify potential locations and facility/logistical requirements for Reception Centres and Group Lodging facilities.
 13. Animal Care and Livestock Evacuation
Describe any provisions for the care of domestic animals or for the evacuation of livestock.
 14. Public Information
Describe the means government will use to keep evacuees and general public informed on hazard conditions, evacuation activities and action they should take to ensure their safety.
 15. Reciprocal Agreements/Arrangements
Describe any agreements or arrangement with neighbouring jurisdictions available to facilitate evacuation operations.

16. Administration and Logistics
Describe the administration and general support requirements for the various evacuation functions.
17. Plan Development and Maintenance
Identify responsible party, procedures and timelines for ensuring that the plan is maintained and that lessons learned are identified.
18. Potential Attachments
 - *Templates of:*
 - *Declaration State of Local Emergency*
 - *Evacuation Alert*
 - *Evacuation Order*
 - *Evacuation Rescind*
 - *Maps of:*
 - *Potential Hazard Areas*
 - *Evacuation Routes and Traffic Control Points*
 - *Potential Evacuation Zones based on HRVA*
 - *Key Locations (e.g. Assembly Areas, Reception Centres, Group Lodging facilities)*

Annex I: Checklist for Coordinating Planning

- Gain support from the Emergency Program Executive Committee
- Determine planning team membership
- Develop a draft table of contents for review and discussion
- Develop planning meeting schedule and agenda
- Perform required research and community analysis
- Develop maps and organizational charts
- Develop first draft of the evacuation plan
- Circulate for review and feedback
- Finalize draft and circulate
- Present final copy to elected officials
- Develop communications strategy to inform public of process and identified evacuation routes, procedures and re-entry plan
- Ensure maintenance and develop update schedule

Annex J: Evacuation Planning Worksheet

Evacuation Planning Worksheet (Instruction Annex J1)

Threat Information					
Type	Details				
Fire					
Natural disaster					
Hazardous materials					
Civil disturbance					
Impact	Details				
Life safety					
Environmental					
Other					
Comments					
Population/Location					
Population size – numbers of	Persons:		Animals:		
Density	<input type="checkbox"/> High	<input type="checkbox"/> Medium	<input type="checkbox"/> Low		
Type	<input type="checkbox"/> Residential	<input type="checkbox"/> Commercial	<input type="checkbox"/> Industrial		
Special Considerations					
Type	Yes	No	Type	Yes	No
Jails			Transportation available		
Schools			Different languages spoken		
Hospitals			Hearing/sight/mobility impaired		
Population indoors (shut-ins)			Transients		
Shelters available			Familiar with the area		
Location/Distance (Plot on Map)					
Distance from incident to population:	M	KM			
Direction threat is from population:	<input type="checkbox"/> North	<input type="checkbox"/> South	<input type="checkbox"/> East	<input type="checkbox"/> West	
The terrain is:	<input type="checkbox"/> Flat	<input type="checkbox"/> Slightly sloped	<input type="checkbox"/> Steep	<input type="checkbox"/> Very steep	
Available evacuation routes:					
Comments:					
Hazardous Material Conditions					
Condition:	<input type="checkbox"/> Contained	<input type="checkbox"/> Not contained	<input type="checkbox"/> Controlled	<input type="checkbox"/> Uncontrolled	
	<input type="checkbox"/> Continuous	<input type="checkbox"/> Not continuous	<input type="checkbox"/> Stable	<input type="checkbox"/> Unstable	
Description:	<input type="checkbox"/> Puff	<input type="checkbox"/> Pool	<input type="checkbox"/> Plume	<input type="checkbox"/> Other	
Location:	<input type="checkbox"/> Ground level	<input type="checkbox"/> Elevated	<input type="checkbox"/> Accessible	<input type="checkbox"/> Inaccessible	
Temperature:	Ambient Temp:	On Fire:	Heated:	Cooled:	
Refer to the Hazardous Materials Data Sheet for more Information					

Time					
When threat is likely to occur:	Time:		Date:		
Time threat will last:	Hours:	Days:	Weeks:		
Rate					
Rate of threat/release	<input type="checkbox"/> Rapid	<input type="checkbox"/> Moderate	<input type="checkbox"/> Slow	<input type="checkbox"/> Stopped	<input type="checkbox"/> Unknown
Rate of threat movement	<input type="checkbox"/> Rapid	<input type="checkbox"/> Moderate	<input type="checkbox"/> Slow	<input type="checkbox"/> Stopped	<input type="checkbox"/> Unknown
Will contact population in:	Minutes:		Hours:	Days:	
Greatest threat will occur in:	Minutes:		Hours:	Days:	
Time Needed for Implementing Protective Actions					
Action	Minutes		Hours		
Deploy Response Personnel					
Develop Message					
Give Public Warning and Instructions					
Public Mobilization and Travel Time					
Special Needs for Mobilization and Travel Time					
Time Needed for Environmental Monitoring					
Comments:					
Communications					
Communicate with public	Yes	No	Communicate with responders	Yes	No
Able to warn public?			Able to communicate with all agencies?		
Able to warn Institutions?			Able to communicate with media?		
Able to warn transients?			Able to communicate with mutual aid?		
Able to warn hearing impaired?			Able to use phone system?		
Able to instruct and update?			Able to use outdoor alerting?		
Comments:					
Resources and Responder Capabilities					
Mobilize Needed Specialized Resources	Yes	No	Communicate with Responders	Yes	No
Able to mobilize existing resources?			Able to stop the threat?		
Able to mobilize additional resources?			Able to direct/control threat?		
Able to obtain specialized resources?			Able to neutralize the threat?		
			Able to identify the material?		
Comments:					

Annex J1: Worksheet Instructions

General Instructions

1. Complete all sections of the worksheet, entering information on the lines provided. Place a check in the box provided when applicable.

Section Instructions

The following instructions are provided for further clarification:

Section	Instructions
Threat Information	Identify the threat type(s) and the potential impact(s). Provide details as appropriate.
Population/Location	Identify the population threatened. Identify any special considerations that will impact your protective actions planning.
HazMat Conditions	If this is a HazMat incident, provide additional details about the condition of the release/spill. This information should be used in conjunction with the Hazardous Materials Data Sheet.
Time	Indicate time frames regarding the threat and time needed to implement protective actions.
Communications	Assess communications capabilities.
Resources and Responder Capabilities	Assess the capabilities of mobilizing resources and controlling the threat.

Annex K: Public Information Messaging: Frequently Asked Questions

1. What is an Evacuation Alert?

An Evacuation Alert is a notification of a hazard risk in your area. Evacuation Alerts are issued to advise the affected population of the potential for loss of life from a hazard, and that they should be prepared to evacuate in the near future.

Everyone in the affected area should prepare to move to a safe area quickly.

To prepare for the potential evacuation:

- Gather essential items such as medications, eyeglasses, valuable papers, immediate care needs for dependants, and, if you choose, valuable keepsakes, photographs, etc. Make them available for immediate access for a quick departure.
- Know the location of all family members and determine a planned meeting place should an evacuation be called while separated. Determine an out of area contact to be used for family reunification and to pass messages between impacted family members.
- Prepare to evacuate people with disabilities, elderly and children. Ensure family members all carry appropriate information on health issues and needs (particularly children).
- Relocate livestock to a safe area immediately, if possible.
- Ensure you have appropriate means to contain your pet should evacuation be necessary and you wish to take your pet with you (crate, kennel, small animal bag, leash, etc). Ensure you have a supply of special diet pet food should your pet require it. If you choose not to bring your pet, ensure that there is some indication on the outside of your residence informing responders of the presence of a pet(s) and any challenges this may present.
- If possible arrange accommodation for your family in the event of an evacuation. Emergency lodging will be provided if necessary.
- Ensure you have sufficient gasoline in the vehicle you have chosen to use for the evacuation.
- *Outline suggestions relevant to the impending hazard that could protect the property such as hosing down the house or sandbagging.*
- Follow the instructions which have been provided to you in the Evacuation Alert.

If you need transportation, the Evacuation Alert provides information regarding transportation assistance.

Community emergency plans have been prepared to ensure your safety. It is important that you follow the directives you are given by the authorities to ensure your safety.

2. What is an Evacuation Order?

An Evacuation Order is issued by authorities having jurisdiction in response to hazards with the potential to cause loss of life or injury the residents to identified affected area(s). Evacuation Orders are issued in the interest of life safety. Members of the RCMP, Search and Rescue, Fire Departments, and the Local Authorities may be involved in expediting evacuation through door to door contact, the electronic media, etc.

When an evacuation is ordered:

- Gather personal/family emergency kit including a flashlight and portable radio if possible;
- **Take everything you will require for an extended stay;**
- Follow the instructions which have been provided to you in the Evacuation Order;
- Proceed quickly and calmly to nearest evacuation site (temporary or permanent);
- Report to the ESS Reception Centre indicated and register with the people staffing that centre. This will allow for effective communications from the evacuation team and will facilitate contact by friends or relatives.

If you need transportation, the Evacuation Order provides information regarding transportation assistance.

Community emergency plans have been prepared to ensure your safety. It is important that you follow the directives you are given by the authorities to ensure your safety.

Annex L: Public Information Messaging Template

This is _____
Rank/Title/Position *Name*

from the _____
Agency/Department

A _____
size/intensity *incident*

_____ *has occurred/is occurring* _____ *in* _____ *location*

Because of the potential danger to life and health _____
the authority

_____ *has/have* _____ *ordered/recommended* everyone within _____
 # _____ *blocks/kilometres/metres*

of that area to _____
evacuate/ shelter-in-place _____ *Immediately/as soon as possible*

If you are in the following areas, you _____
must/should _____ *leave the area/get inside a building*

This message will be repeated. Specific instructions and locations will be given

If you are in the following areas, you _____
must/should _____ *leave the area/get inside a building*

_____ *immediately/as soon as possible*. The areas involved are as follows:

_____	_____
<i>North/South/East/West</i>	<i>Location: street, highway or other significant geographical point</i>
_____	_____
<i>North/South/East/West</i>	<i>Location: street, highway or other significant geographical point</i>
_____	_____
<i>North/South/East/West</i>	<i>Location: street, highway or other significant geographical point</i>
_____	_____
<i>North/South/East/West</i>	<i>Location: street, highway or other significant geographical point</i>

Annex M: Sample Evacuation Instructions

1. Stay calm.
2. Gather your family; take a neighbour or someone who needs help.
3. Evacuation Alert: Assemble essential items (diapers, baby food, clothes, medical, eyeglasses and money). Be ready to leave at a moments notice.
4. Evacuation Order: Take critical items (medicine, purse, wallet, and keys) only if they are immediately available. Take pets in pet kennels or on leash.
5. Turn off appliances (stove, light, and heaters).
6. Do not use more vehicles than you require.
7. Do not use the telephone unless you need emergency service.
8. Go immediately to the home of a friend or relative outside the evacuation area, or to the ESS Reception Centre located at: _____.
9. Regardless of whether you require Emergency Social Services support, contact or visit the ESS Reception Centre (or follow the instructions below:

as soon as possible to ensure you are registered as an evacuee. This will assist the local Emergency Program with their response and ensure that your safety can be verified with family and friends outside the area.

10. Emergency Response Workers will be stationed at intersections along the way to direct you.
11. If you need transportation, call: _____ or _____.
12. Children attending the following schools will be evacuated to:

School	Evacuation Location

- a) Do not drive to your child's school. Pick your child up from the authorities at the evacuation location identified above.
- b) Keep the windows and vents in the car closed.
- c) Other: _____.

Annex N: Domestic Animal Care and Relocation

Evacuation and care of domestic animals is an increasingly important issue for emergency managers and the public. Providing options for domestic animal care during emergencies is one way to prevent homeowners from remaining in evacuation zones because they refuse to leave pets behind. It is the decision of the local authority emergency program if the community would like to incorporate domestic animal care into emergency planning and response.

If a community does provide domestic animal services there are a number of considerations including:

- Communication to owners that the ultimate responsibility to find alternative lodging for domestic animals lies with the animal owner.
- Emergency management organizations and animal care agencies should work together in order to coordinate the expertise and resources of both emergency managers and animal care providers.
- Domestic animals need to be housed in a facility separate from Group Lodging facilities due to potential allergies from exposure.
- Protocols for rescue workers who encounter animals are also helpful.
- Local authorities should become familiar with public health considerations and liability.
- Food and medical care for domestic animals.
- Clear guidelines should be communicated to owners, for example, how much food to bring, if kennel cases are required etc.
- Care of individuals always takes priority over the care of domestic animals.

In most cases Emergency Social Services coordinates pet services with assistance from local animal shelters and non-profit organizations. An Operational Guideline for Pet Services is currently under review by the Provincial Emergency Program.

Annex O: Livestock Relocation

Livestock are an important source of livelihood in many communities across British Columbia. During emergencies the primary responsibility for animal protection lies with the individual producers and livestock owners. Under the *Emergency Program Act* local authorities have the legal authority to order livestock relocation under a declaration of a state of local emergency. Costs for the relocation of livestock in agricultural areas and for support provided to livestock producers are eligible response costs under the [Financial Assistance for Emergency Response and Recovery – A Guide for BC Local Authorities and First Nations](#) and do not require a local declaration. Due to the risks to livestock, high level of logistics and time required to relocate livestock, this process is ideally initiated as soon as a potential threat is identified as imminent.

The Ministry of Agriculture and Land provides support and may help develop procedures for animal relocation. During response a representative of the Ministry of Agriculture and Lands will be located in the Provincial Regional Emergency Operations Centre or, if required, the ministry will open a Ministry Regional Operations Centre to help support relocation activities.

With assistance from the Ministry of Agriculture and Lands, local authorities should develop animal relocation plans in conjunction with livestock producers and associations. Potential stakeholders in this process include:

- Commercial horse and riding associations
- Cattlemen's Association
- Milk Producers Association
- Pork Producers Association
- Poultry Associations
- Dairy producers
- Beef cattle producers
- Sheep producers
- Goat producers
- Llama producers
- Pork producers
- Poultry producers
- Commercial stables

Planning considerations for livestock relocation include:

- Development of livestock relocation planning committee;
- Number of livestock in the area;
- Mapping of agricultural areas/zones;

- Method to inform livestock owners (town meetings, notices, media);
- Transportation of livestock including determination of appropriate relocation routes;
- Availability of livestock haulers
- Identification of feed, water and appropriate shelter for animals;
- Potential equipment needs;
- Insurance/liability;
- Carcass disposal;
- Contact information of producers;
- Empty barns in the area that could be used for relocation;
- Milking facilities that could potentially be used to milk lactating cows;
- Identification of volunteer farm help to assist with relocation;
- Veterinarian services for large animals;
- Methods for identifying stock (ex. tag or paint brand);
- Relocation triggers and considerations (ex. stress of movement to the livestock, time required to move livestock); and
- Procedure for monitoring areas threatened by hazard.

The aftermath of potential hazards should also be considered such as:

- Impact on grazing lands, paddocks, stables and livestock barns;
- Clean-up, return of temporary pastures and holding areas to original state;
- Biohazard implications;
- Procedure for return of animals to home farm; and
- Carcass disposal.

Annex P: Shelter in Place versus Evacuation

	Advantages	Considerations
Shelter-in-Place	<ul style="list-style-type: none"> • Can be used when other protection measures could put the population in danger • Provides immediate protection • Low morbidity rates • Low financial impact • Requires limited resources in short term situations. 	<ul style="list-style-type: none"> • Offers a limited level of protection • Not suitable for many hazards (ex. Fire) • Assumes that shelter and surrounding land is stable and provides some insulation from hazard • Assumes that critical infrastructure is not impacted (utilities, etc) • Should not be considered for long-term response • Importance of personal preparedness/appropriate supplies in households • Regular communications and information to population extremely important • Potential need for counselling or psycho-social support • Highly stressful for those relatives and friends that are outside the impacted area • Where activities in response to a hazard may involve a combination of shelter in place for some and evacuation for others, it may be more difficult to convince residents to shelter in place.

<p>Evacuation</p>	<ul style="list-style-type: none"> • Excellent and effective protective measure • Suitable for sustained responses • Allows responders to focus on containing hazard 	<ul style="list-style-type: none"> • Emotional and stressful for evacuees • Can be particularly stressful or high-risk for at-risk populations such as elderly or hospitalized individuals • Potential need for counselling or psycho-social support • Regular communications and information to population extremely important • Potentially high financial implications for both the responding agency(s), evacuees and the community (job loss/suspension etc.) • Large amount of resources required to coordinate
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Annex Q: Sample Shelter in Place Instructions

1. Get inside your home or other building as quickly as possible.
2. Close all doors, windows, fireplaces, vents or other openings. Use duct tape, foil or plastic wrap to seal leaks.
3. Turn off all heating, ventilation and air conditioning systems. Close vents.
4. Close drapes, curtains and shades. Stay away from external windows.
5. Use stairwells whenever possible. Limit the use of elevators.
6. Use telephones only if you need immediate emergency service.
7. Turn on the radio or television for information.
8. The hazardous material is toxic. The signs and symptoms of overexposure are as follows: _____ . If you have any of these signs or symptoms and the order to shelter in place is still in effect, contact medical help by telephone at: _____. If the shelter in place order has been rescinded, seek immediate medical help at the following location: _____ . If the situation is life-threatening or you are unable to move, dial the emergency response number in your area: (most often 9-1-1) _____ .
_____ .

Annex R: References and Resources

[Guidelines for Declaring a State of Local Emergency](#) (Provincial Emergency Program)

[Community Disaster Recovery Guide](#) (Provincial Emergency Program)

[Community Planning Toolkit](#) (Provincial Emergency Program)

[Hazard, Risk and Vulnerability Analysis Toolkit](#) (Provincial Emergency Program)

[Response Toolkit](#) (Provincial Emergency Program)

[Financial Assistance for Emergency Response and Recovery – A Guide for BC Local Authorities and First Nations](#) (Provincial Emergency Program)

[Evacuee Living Assistance Policy](#) (Provincial Emergency Program)

Online course [Incident Command System 100](#) (Justice Institute BC)

Online course [Intro to Emergency Management](#) (Justice Institute BC)

Online course [Emergency Operations Centre Level One](#)

[Evacuation Planning](#) (Emergency Management Australia)

[Emergency Evacuation Planning Guide For People with Disabilities](#) (NFPA)

[Road Map to Emergency Planning for People with Disabilities](#) (BC Coalition for People with Disabilities)

[Integrating Emergency Management and High-Risk Populations](#) (Red Cross)

[The Role of Transportation in Emergency Evacuations](#) (Transportation Research Board)

Annex S: SAR Generic Flood Response Pre-Plan

Click on the following link to review the Search and Rescue Generic Flood Response Pre-Plan developed in advance of the 2007 Freshet Season. Although hazard specific, there are numerous useful and generic aspects of this document that can be used by local authorities and SAR groups when planning alert and order distribution as well as managing evacuations.

http://www.pep.bc.ca/management/SAR_Flood_Pre-plan.pdf