

CITY OF SEATTLE

COMPREHENSIVE EMERGENCY MANAGEMENT PLAN

EMERGENCY OPERATIONS PLAN

EVACUATION ANNEX

REVISED AUGUST 2015

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1. INTRODUCTION

1.1 Purpose

This plan describes the strategies for managing evacuations which exceed the day-to-day capabilities of departments in the City of Seattle. The strategies are built using an all-hazards approach to preparing for and managing evacuations. They are designed to be applied in any event regardless of the threat or hazard that precipitates the need to evacuate. In most cases, evacuation carries the highest “life safety” priority in incident management.

The City of Seattle fully utilizes the National Incident Management System (NIMS) and its concepts in all emergency and disaster related efforts.

1.2 Scope

This annex supports, and is a part of, the City of Seattle Comprehensive Emergency Management Plan (CEMP) and applies to all City departments, offices, staff, and elected officials.

1.3 Plan Limitations

During day-to-day emergency operations, city response agencies may advise persons to take protective actions in a discrete, specified area. Typically, the situation involves homes, businesses or apartment buildings immediately adjacent to an incident site. This may be caused by situations such as gas line breaks, apartment or residential fires, barricaded subjects, flooding affecting a few homes in a single area, etc. The procedures for accomplishing and implementing these actions are included in individual departmental procedures and are not part of this document. This annex addresses situations where protective actions are needed, and the resources to carry out these measures exceed the day-to-day capabilities described above.

1.4 Situation

A situation statement that applies to all hazards can be found in the CEMP-Base Plan, Section II A. In addition to the all-hazard situation statements, the following specifically apply to the concepts of public warning:

- Use of this plan will occur for all hazards which could necessitate evacuation and sheltering operations involving all or parts of the City of Seattle.
- It may be necessary for the public to evacuate or to shelter-in-place due to a variety of situations. These cases are considered to be “protective actions.” The boundary of the protective actions area may be extremely limited or may be widespread in scope. In most cases, evacuation carries the highest “life safety” priority in incident management.
- Evacuations will require strategies that specifically address the challenges associated with moving high risk populations.
- Each jurisdiction retains its own authority for conducting emergency actions within its boundaries. Jurisdictional authority ends at the jurisdictional boundaries.

1.5 Assumptions

A list of assumptions that apply to all hazards can be found in the CEMP-Base Plan, Section II C. In addition to the all-hazard assumptions, the following specifically to the concepts of evacuation:

- Most people at risk will evacuate when local officials recommend that they do so. A general estimate is that 80 percent of those at risk will comply when local officials recommend evacuation. The proportion of the population that will evacuate typically increases as a threat becomes more obvious and serious to the public.
- Some evacuations may involve multiple jurisdictions due to the direct impacts; transportation routes; the location of safe zones, evacuation centers, or human and pet shelters; or the need for outside resources.
- Evacuations will likely involve a variety of buildings (residential, commercial, schools, daycares, retail, public, medical, etc.), geographic area (parks, transportation routes, etc.) population (residents, visitors, people in transit, workers) and people in a variety of situations (sleeping, driving, walking, biking, working, caring for children, etc) .
- The regional transportation system will become disrupted during large scale evacuation events involving the City of Seattle. Transportation mobility will improve through a regionally coordinated plan to ensure the movement of traffic away from the evacuation zone.
- During a large evacuation, there may not be enough transport capacity available for the number of people and pets needing to evacuate.
- Almost every evacuation will require issuance of a public warning statement. The City of Seattle outlines public warning strategies in a separate annex to the CEMP. A high level of coordination will be necessary to effectively communicate protective action, evacuation corridors, and shelter information to evacuees.
- An evacuation will require expedited coordination between all City departments to maintain an efficient and safe movement of traffic during an evacuation.
- Evacuations will require substantial personnel and equipment, which could stress and/or exceed the capabilities of the City of Seattle. Specific procedures may need to be developed regarding the pre-deployment of mutual aid personnel and equipment resources as required.
- The process for evacuation routes, evacuation centers, shelters or termination of evacuations will vary based on the specific hazard, degree of vulnerability, number of people impacted, and projected area of impact.
- Most evacuations involving several square blocks or more will stress the limited capabilities of roadways leading into and out of the area, particularly during peak travel hours. Traffic factors will impact the time it will take to complete an evacuation.

- Pre-designation of evacuation routes is impractical without verification of safe routes and surviving or safe congregation points and shelter locations.
- Some people will not receive the order to evacuate, or understand the order if it is received.
- Some people will not have the ability and/or resources to evacuate without assistance.
- Some people will choose not to evacuate.
- Pets may be in the evacuation zone, particularly if it includes a residential area.
- Evacuations may be spontaneous without government direction.
- Evacuating and displaced populations will include individuals subject to judicial and/or administrative orders restricting their freedom of movement, such as sex offenders and parolees

1 5.1 Assumptions for High Risk Populations

The following concepts apply specifically to high risk populations and evacuations:

- In an incident involving environmental quality issues, such as a hazardous materials incident or a flood event, people with compromised immune systems or serious health issues (e.g., emphysema or asthma) may need additional assistance.
- Special resources may be needed to decontaminate high risk individuals that have durable medical equipment and/or a variety of medical conditions.
- Evacuated populations will include people with access and functional needs, such as limited mobility, visual impairments, reliance on service animals, prescription medication requirements, durable medical equipment, limited English proficiency, etc.
- During evacuations, the physical and mental health of some people in the high risk population will deteriorate faster than those in the general population.

High risk individuals may also:

- Have difficulty communicating with rescuers during an evacuation event (e.g., hearing or speech impairment, behavioral or cognitive impairment).
- Choose not to evacuate during a disaster, and then become trapped and require rescue.
- Be resistant to search and rescue personnel during an evacuation or rescue operation.
- Become separated from their caregiver or the community with which they live.
- Have durable medical equipment and/or a service animal that need to be rescued with them.

1.6 Key Terms

Protective Action Notice: A statement which instructs people to take immediate action to protect their life due to a danger or impending danger.

Evacuation: National Incident Management System defines evacuation as an organized, phased, and supervised withdrawal, dispersal, or removal of civilians from dangerous or potentially dangerous areas, and their reception and care to safe areas.

Incident Command System (ICS): The Incident Command System organizational element responsible for overall management of the incident and consisting of the Incident Commander (either single or unified command structure) and any assigned supporting staff.

Incident Commander (IC): The individual responsible for all incident activities, including the development of strategies and tactics and the ordering and release of resources. The IC has overall authority and responsibility for conducting incident operations and is responsible for the management of all incident operations at the incident site.

Incident Command Post: The field location where the primary functions are performed. The ICP may be co-located with the Incident Base or other incident facilities.

Shelter-in-Place: The act of taking immediate shelter in a readily accessible location that puts as much indoor air and mass between the individual and the hazardous outside air, such as a basement or centrally located medium to small room.

1.7 Legal Authorities Specific to Evacuation

- City Municipal Code, Chapter 10.02.020 - Authority of Mayor to issue certain orders
- City Municipal Code, Chapter 10.02.070 -Comprehensive Emergency Management Plan.
- RCW 38.10 – Emergency Management Assistance Compact (revised 2001). In accordance with RCW 38.52, cities, townships, and counties are responsible for the evacuation of their own residents.
- Public Law 99-499, Superfund Amendments and Reauthorization Act (SARA) of 1986, Title III, Emergency Planning Community Right-to-Know Act (EPCRA).
- Pets Evacuation and Transportation Standards Act of 2006.
- PL 110-325 - Title 42 Chapter 126 Americans with Disabilities Act -ADA (1990)
- National Incident Management System (updated 2013): <http://www.fema.gov/national-incident-management-system>
- Presidential (Policy) Decision Directive 5 (2003) as amended: <http://www.fas.org/irp/offdocs/nspd/hspd-5.html>
- Presidential (Policy) Decision Directive 8 (2011) as amended: <http://www.dhs.gov/presidential-policy-directive-8-national-preparedness>

- Executive Order 13166, Improving Access to Services for Persons With Limited English Proficiency
- Executive Order 13347, Individuals With Disabilities in Emergency Preparedness

2. CONCEPT OF OPERATIONS

2.1 Actions by Phases of Emergency Management

Describe how evacuation actions will be coordinated between the EOC (City and County), DOC (SPOC, RMC, TMC), and the Field.

2.1.1 Normal Operations

Normal operations involve any mitigation and preparedness activities associated with managing evacuations. This phase consists of the following major tasks:

- Where possible, undertake mitigation for known hazards that have in the past led to evacuation.
- Seek improvement to preplanned evacuation routes if needed.
- Coordinate City of Seattle planning and policies with County, regional, State, and Federal agencies to ensure management of evacuations.
- Review and test department level evacuation plans and procedures.
- Conduct public education awareness campaigns to increase citizen awareness on the issues and actions required during evacuations

2.1.2 Response

Response begins when there is awareness that an incident or event may occur or is already in progress. This includes any pre-event activities that may be undertaken prior to the onset of conditions or the event and consists of the following major tasks:

- Identify areas where previous major evacuations have occurred and additional areas that may require large-scale evacuation in the future due to known hazards.
- Review the population of the risk areas and identify facilities that may require special assistance during evacuation (hospitals, nursing homes, schools, etc.) to determine potential transportation requirements.
- Review the transportation options and corridors for public transit in the risk areas and identify possible public transit options for evacuation, including accessible options.
- Identify transportation providers and leverage or develop MOUs.
- To the extent possible, identify individuals with special medical needs who would require assistance in evacuating and maintain contact information for those individuals.

- Ensure that there are transportation options for pets during evacuations.
- Include evacuations when conducting emergency drills and exercises.
- Conduct public information programs to increase citizen awareness of possible reasons for evacuation, preplanned evacuation routes, availability of transportation, the need to take appropriate food, clothing, medicines and other disaster supplies during an evacuation, and to include pets in the planning. Also remind people of the importance of helping neighbors who may need assistance during an evacuation. The education campaign could also emphasize the importance of car-pooling, and inform citizens of where to obtain timely information in event of a mass evacuation.

2.1.3 Recovery

Recovery includes short-term and long-term efforts to rebuild and revitalize areas affected by disaster. For the purposes of this plan, recovery will include the following tasks:

- Support communication systems and reunification of families.
- Initiate return of evacuees, when it is safe to do so.
- Carry out appropriate public information activities.
- Coordinate temporary housing for those who cannot return to their homes.
- Coordinate assistance for those with access and functional needs in returning to a safe housing situation.
- Initiative recovery activities for evacuees who have suffered loss of or damage to their homes or businesses as outlined in the Seattle CEMP –Recovery Plan.
- Consolidate paperwork for the post-incident after action review and possible State and Federal reimbursement.

2.2 Agency and Positional Responsibilities

All departments and agencies with responsibilities in this annex are responsible for the development and maintenance of their own Standard Operation Procedures.

2.2.1 All City Departments

- Develop, maintain, and test Continuity of Operations Plans (COOP) including the evacuation of City occupied facilities.
- Support evacuation operations by providing personnel and/or resources as requested by the Seattle EOC.
- Maintain expenditure records to facilitate reimbursement

2.2.2 *Mayor of the City of Seattle*

The Mayor, as the ultimate authority, approves any evacuation or shelter-in-place order for the City of Seattle. The Mayor may:

- Issue a declaration of Emergency or Civil Emergency Order when appropriate
- Authorize activation of the City’s Emergency Operations Center
- Provide necessary guidance and leadership
- Through ESF-15, and in conjunction with appropriate department PIO’s, coordinate the dissemination of information through the Joint Information Center located at the Seattle EOC.

2.2.3 *Lead Agency or Incident Commander*

During the initial phase of the evacuation, evacuation activities will be managed and directed from the field incident command post. Once the EOC is sufficiently staffed, certain activities may be delegated to the EOC as appropriate. Responsibilities for the lead agency at the incident command (or unified command) are:

- When practical, provide recommendations to the Mayor regarding need for evacuation.
- Defining the evacuation/shelter- in-place footprint. This effort will usually be led by the lead agency as defined in the City of Seattle CEMP – Base Plan, Section IV, C, 1.
- Through the agency Public Information Officer (PIO), coordinate the development and delivery of emergency public information and warning to ensure effective communications of evacuation procedures.
- Determine any other recommended protective actions.
- Identify any recommended transportation routes/corridors for evacuees and emergency response personnel.
- Determine mass transit resources or other modes of transportation (air, rail, water/boat) as appropriate to the incident.
- Field warning operations (door-to-door, public address systems, etc).
- Identify collection points.
- Identify of staging areas for evacuation related resources.
- Track assigned and unassigned resources supporting evacuation operations.
- Initially identify populations’ specific needs and special considerations.

2.2.4 *Seattle Transportation/ESF-1*

- Identify evacuation routes and adjust routes to changing conditions.

- Develop transportation plans for evacuees, which include the feasibility of using transportation modes such as air, water, rail, road, and public transportation.
- Develop, implement, and continually adjust traffic plans to ensure that evacuation routes are kept clear.
- Monitor traffic congestion.

2 2.5 *Seattle Public Utilities/ESF-3*

- Monitor water quality and flow.
- Provide subject matter experts for events involving water quality or dam safety.
- Assist with traffic plans by providing barricades and/or personnel to assist at traffic control points.

2 2.6 *Seattle Fire/ESF-4*

- Manage evacuation operations including defining the course of action, recommended protective actions, parameters of evacuation zones, transportation routes, field warning operations (door-to-door, public address systems, etc.) and all hazards for which they are lead agency.
- Serve as lead agency for coordinating with outside agencies as appropriate any evacuation and re-entry plans involving waterways in or adjacent to the City of Seattle.
- Provide subject matter expertise for all hazards on which Fire is the lead agency.
- Coordinate the management of pre-hospital patient care and movement of Emergency Medical Service (EMS) resources with ESF-8.
- Provide Command Staff level participation in the Mayor’s Emergency Executive Board.
- Through the Fire Alarm (911 communications) Center, facilitate notification of, and communication between, the incident command post and neighboring jurisdictions who may be within an evacuation zone defined as determined by the incident commander.

2 2.7 *City of Seattle OEM/ESF-5*

- Coordinate the development and update of this annex. This responsibility is assigned to the Planning Coordinator of OEM unless otherwise specified by the Director of the OEM.
- Coordinate the activation of the EOC in support of any evacuation.
- Ensure continued coordination through the incident particularly with outside agencies including County, State, Military, and/or Federal resources.
- Coordinate the development of any re-entry plan developed at the EOC.

2.2.8 Human Services Department/ESF-6

- Identify population's specific needs and special considerations prior to, during and after an evacuation.
- Ensure human and pet evacuation resources, and shelter resources if needed, have been identified and activated.
- Coordination of human services functions in the field.
- Serve as ESF-6 coordinator when EOC is staffed and activated.
- Define potential animal population requiring attention.
- Ensure that pets are included in all plans and transportation options that evacuate people.
- Recognize that evacuation and transport of pets will require significant logistical support (e.g. specialized, climate control transport) if pets are not integrated into their owners' evacuation options.
- Work with public information to include messaging reminding evacuees not to leave leave pets behind.
- Assess reunification support and coordinate efforts with ESF-8 and 13.

2.2.9 Parks

- Ensure shelter resources have been identified and activated.

2.2.10 Finance and Administrative Services/ESF-7

- Provide resource support.
- Provide reports on the condition and status of all City facilities within any established evacuation zone.
- Staff ESF-7 in the EOC.

2.2.11 Seattle Police/ESF-13

- Manage evacuation operations including defining the course of action, recommended protective actions, parameters of evacuation zones, transportation routes, and field warning operations (door-to-door, public address systems, etc.) and on all hazards for which they are lead agency.
- Provide crowd and traffic control, site, and perimeter security.
- Investigate crime scenes and collect evidence.
- Assist in the development of traffic plans and management of evacuation routes.

- Provide Command Staff level participation in the Mayor’s Emergency Executive Board.
- Through Seattle Police Communications, facilitate notification of, and communication between, the incident command post and neighboring jurisdictions that may be within an evacuation zone defined as determined by the incident commander.

2 2.12 Public Health Seattle-King County/ESF-8

- Provide subject matter expertise for events where a health emergency may necessitate quarantine or an evacuation of an area.
- Provide guidance and technical assistance regarding medical facilities, long term care facilities, adult day facilities and health care agencies for planning and carrying out emergency evacuation and relocation of medically dependent persons.
- Coordinate transportation arrangements for individuals under client care who require Access Van support or have special transportation needs evacuating.

2 2.13 Department of Planning and Development (DPD)

- Coordinate the inspection of structures within the evacuation zone in conjunction with ESF-4, ESF-13, and FAS (for City owned facilities).

2 2.14 King County Metro

- Provide mass transportation for movement of evacuees to designated public shelters, evacuation staging areas, or other safe areas as requested.
- Coordinate and notify the Seattle EOC of the resources used, destination and number of people transported.
- Assist in the development of traffic plans to ensure continuation of mass transit outside the evacuation zone.

2 2.15 US Coast Guard

- Manage port and water traffic when impacts extend to area waterways.
- Assist with maritime-based evacuation assets when appropriate.
- Provide a liaison to the Seattle EOC when requested.

2 2.16 Port of Seattle

- Coordinate with the Seattle EOC when evacuations impact port property.
- Serve as liaison with air/freight carriers for possible evacuation transportation modes.

2.3 Authority to Issue Evacuations

As the Chief Elected Official, the Mayor has the ultimate authority on whether or not to issue an evacuation or shelter in place order. However there will be instances where, due to factors such as time or accessibility, it may not be possible to obtain Mayoral approval. In cases where a delay could result in unacceptable risk to the public, the authority to evacuate rests with the following individuals (in order of authority):

1. The Director or Chief whose department is the designated lead for the hazard listed in the CEMP-Base Plan Section IV, C, 1.
2. If applicable, the on-scene Incident Commander whose department is the designated lead for the hazard listed in the CEMP-Base Plan Section IV, C, 1.

In cases where the event involves a community-wide emergency or other unique incident, evacuation decisions will be made at the EOC. In these situations, the determination to take protective actions will be made by a group of ESF leads at the EOC and led by the EOC Director. At a minimum, this group will consist of the senior EOC representatives present from Seattle Police, Seattle Fire, Seattle OEM (as the EOC Director), and Seattle Transportation.

2.4 Transportation Considerations

2.4.1 *Transport of Evacuees*

Every effort should be made to encourage evacuees to leave in their own vehicles, if it is safe to do so. Given the significant number of residents without a vehicle, King County Metro buses will be used to transport evacuees and their pets. All transportation requests should be routed through the EOC, if it is activated or the Seattle OEM Staff Duty Officer if not activated.

The Seattle Police Department has a limited number of police officers who are certified to drive full-sized commercial buses. This pool of drivers could be used to fill a gap in volatile situations or if King County Metro drivers are not available.

2.4.2 *Schools*

Additional coordination concepts to consider include the coordination of students. Any required school evacuations should be coordinated with the affected school system. Normally, school buses will be used for this transportation whenever practical and may be a resource if not in use at that time.

2.4.3 *Selection of Evacuation Routes*

In most cases, the selection of evacuation routes will be done in the field at the incident command post. In some cases this responsibility may be delegated to a subject matter expert within Seattle Transportation, The Traffic Management Center (if open), or the Seattle EOC (if activated). Considerations that should be considered when selecting an evacuation route are:

- Shortest paths to established shelters or safe area(s).
- Maximum number of lanes that provide continuous flow through the evacuation area.
- Roadways that are not expected to become impassable while the evacuation is in progress.

- Existing signal control and signal coordinated corridors.
- Routes that minimize traffic crossing conflicts at intersections.
- Availability of infrastructure to disseminate real-time conditions and messages to the traveling public (e.g., media, AlertSeattle, variable message signs).
- Minimal number of potentially hazardous points and bottlenecks on evacuation routes such as bridges, tunnels, roadways at risk for landslides.
- Maximum existing capacity.
- Ability to add capacity on a temporary basis.
- Availability of real-time traffic flow and route condition information to decision makers and the public (e.g., from closed-circuit television cameras, traffic detectors, or spotters).

2.4.4 Traffic Control

When possible, Seattle Police, in conjunction with Seattle Transportation (or ESF-1 if the EOC is activated), will establish traffic control at all incident exit/entry points around the evacuation zone. Priority status will be given for barricade requests and from all City sources. A traffic plan supporting an evacuation will identify specific actions that will ensure a smooth flow from evacuation zones to the host shelter or zones of safety including:

- Traffic control points and the responsible agency for providing staffing and operational control
- Barricade plans including location and staffing
- Potential one way / reverse lane operations

Special consideration will be given to personal protective equipment that may be needed by personnel at barricades or traffic control points. In appropriate situations, plans should look at the use of non-traditional personnel such as non-essential City employees to staff barricades.

2.5 Perimeter Security Plan

A security plan will be developed as a part of any evacuation plan to prevent re-entry before conditions are safe and possible looting. The foremost consideration in any security plan will be personnel safety. Plans should establish access control points to limit entry into evacuated areas and, where possible, conduct periodic patrols within such areas to deter theft by those on foot. To the extent possible, the security plan should include measures to insure continued fire protection.

2.6 Management of High Risk Populations

Public information statements will include information targeted towards high risk groups. For example, who to call when transportation or evacuation assistance is needed (9-1-1, 3-1-1 or a specially established hotline).

Public warning notification tools have been identified that will reach high risk populations at the same time as the general population. Field incident action plans also will target high risk groups or facilities

with door-to-door notifications wherever practical. Additional information on public warning notifications for high risk and non-English speaking populations can found in Public Warning Annex the CEMP – Emergency Operations Plan.

The housing, mass care, and management of high risk populations is addressed in ESF-6 Appendix to the CEMP –Base Plan.

2.6.1 Considerations for ADA populations

- Coordinate the use of school buses, transit buses, or specialty vehicles to pick up people with access and functional needs at prearranged locations (e.g., group homes, nursing homes, pick-up points).
- Coordinate with ESF-1, ESF-6, ESF-8 and ESF-9 to transport high risk people with functional and access or medical needs.
- Coordinate with ESF-8 and ESF-9 to transport high risk people with medical needs.
- Prioritize the needs of people with disabilities when loading general, public transportation to ensure that those with disabilities are properly situated for transport.

Additionally, transportation resources that can be used for the transportation of high risk populations include, but are not limited to the following:

- Paratransit vehicles.
- Ambulances.
- Portable steps and/or ramps for bus/train entry.
- Appropriate transport vehicles provided by nonprofit community partners.

2.6.2 Evacuation Involving Schools

Seattle Public Schools have detailed plans on evacuation of school campuses. These plans provide for the use of school buses to transport students to other campuses. Evacuation of schools should be done in coordination with school district security and conform with these plans to the extent that time and circumstances permit. School Districts should be prepared for the arrival of parents at schools that have been either evacuated or used as a shelter for displaced students.

2.7 Coordination with Other Jurisdictions

In some cases, an evacuation in the City of Seattle could require coordination with other jurisdictions based on the size and geographic location of the incident. In cases where the zone of evacuation includes other jurisdictions, communication of essential information will occur through one or both of the following methods:

- City of Seattle public safety dispatch (Police and/or Fire) to the other jurisdictions' public safety dispatch center.

- Communication from the Seattle OEM Staff Duty Officer to the designated Emergency Management Staff Duty Officer of the affected jurisdiction.

2.7.1 King County OEM/King County ECC

The Seattle EOC will coordinate with the King County OEM Duty Officer or the King County ECC on:

- Staff and resource needs in support of evacuation operations
- The establishment and use of shelter facilities outside the City of Seattle
- Establishment of (when feasible) a regional traffic plan specific to the evacuation needs. Considerations may include route identification, signage, and traffic control.
- Monitoring of traffic flows and patterns on routes leading into and out of the City.

2.7.2 University of Washington

The City of Seattle will coordinate with the University of Washington (main campus) through the following means:

- Through the University of Washington Police Dispatch Center
- University of Washington OEM Duty Officer.

2.8 Re-Entry

Following an evacuation it will eventually be necessary to repopulate evacuated areas. In most events, the reentry plan will be developed at the EOC. Evacuees will typically remain in shelters or safe areas until they receive communications that it is safe to reenter. However, evacuees will often try to return to the evacuation area as soon as possible to assess the state of their property. Since they may be unable to enter the impact area, they will require sheltering closer to the impact area.

2.8.1 Reentry Task Force

The Seattle EOC will develop a re-entry task force that will be responsible for development and implementation of procedures for managing the re-entry of business owners and residents who have a legitimate need to re-enter the evacuated area. This task force will:

- Coordinate with City leaders and those who are at the incident command post to develop criteria to determine who can re-enter the evacuation zone, under what circumstances and when.
- Established a centralized point for fielding requests from businesses and residents who need to re-enter the evacuation zone prior to the order being lifted.

The task force will be responsible for the development of the overall reentry plan.

2.8.2 Authorization for Reentry

In most cases, the authorization for reentry will be made by the Mayor supported by the Mayor's Emergency Executive Board. Subject matter experts from City departments including the lead agency

and Seattle Police may be called up to provide advice to the Mayor and/or the Emergency Executive Board.

2.8.3 Considerations for Allowing Re-Entry

The following considerations should be assessed before repopulation can take place including:

- Is the danger still present? (Lead agency, ESF-13, ESF-4)
- Have the necessary inspections have taken place? (Department of Planning and Development)
- Have safety and security concerns been addressed? (ESF-13, ESF-4, ESF-8)
- Is there a security plan for re-entry? (ESF-13)
- Have essential services been reestablished? (ESF-1, ESF-2, ESF-12)
- Are there resources available for managing repopulation? (ESF-7, All appropriate departments and ESF's)
- Have re-entry routes been identified? (ESF-1)
- Has appropriate messaging been developed for release? (ESF-15)
- Is there transportation for those who were evacuated, including pets? (ESF-1)
- Have arrangements been made for high risk populations including companion animals? (ESF-6)
- Has the Mayor authorized re-entry?

Once it been determined that it is safe for reentry and a plan has been implemented, evacuees may return. Some evacuees will be able to return to their homes; others may attempt to return to the impact area but their homes may have been significantly damaged or destroyed. Sheltering may still be required for those who are unable to occupy their homes.

Please see [Appendix 3](#) for guidance on development of an event specific re-entry plan.

2.9 Guidance for Large Scale or Spontaneous Evacuations

Certain hazards or situations may require the evacuation of large or densely populated areas of the City. These evacuations may be planned or spontaneous. The following concepts should be considered in large scale or spontaneous evacuations:

- Coordinate evacuation plan development and its implementation through the EOC.
- If possible, attempt to develop an incident specific plan. Planning concepts can include a sector based approach to the evacuation by geography and/or time of evacuation. Provide maps or diagrams to the media.
- Provide a clear message to the public. Utilize the Mayor and/or senior uniformed personnel to deliver the message.

- Consider ongoing use of “live” media broadcasts, particularly radio, from the EOC to provide the latest traffic and evacuation information
- Utilize ASL interpreters when delivering on-camera emergency and safety information.
- Clear outbound traffic routes of construction and other impediments
- Utilize live traffic control at critical intersections that can improve traffic flow.
- Notify the King County OEM (or the ECC if activated) to assist with coordination traffic management with outside communities.
- Post Tow Trucks or “push” vehicles at appropriate locations to immediately clear stalled or wrecked vehicles
- Have ESF-1 and ESF-13 collaborate on the possibility of establishing one-way traffic lanes if this will improve traffic flow

2.10 Guidance for Shelter In Place

Depending on the nature of the threat, it may be appropriate to direct citizens to “shelter-in-place” as opposed to evacuating. The act of sheltering-in-place consists of sealing off a room or building to protect occupants from external threats. Normally, sheltering-in-place is a short term action needed to mitigate an immediate threat. The threat could include chemical, radiological, industrial or weather related threats. Key factors for directing citizens to sheltering-in-place include:

- Is the outside environment more hazardous, or likely to be more hazardous, than the interior environment?
- Is the duration of the threat event limited to the extent that a sealed building can sustain life until the threat has abated?
- Can people be safely evacuated before onset of hazardous conditions?

Upon directing people to shelter-in-place, the “worst case scenario” should be considered when determining the size and scope of the affected area. When evaluating the options of sheltering-in-place vs. evacuation, decision makers should consider the inherent dangers of evacuation. Specific protective measures that may need to be communicated to the community include:

- Immediately move people and pets indoors
- Close and lock all exterior doors and windows
- Turn off all heat and air conditioning systems
- Close chimney flumes and all other openings into the structure
- Access disaster preparedness materials (72-hour kit, cell phone, radio etc.)
- Move to an interior room or basement (if appropriate)

- Monitor broadcasts for additional instructions

3. ADMINISTRATION AND MAINTENANCE

The Office of Emergency Management is responsible for revisions and updates to this annex. Revisions and updates are incorporated in to the City’s Emergency Management Strategic Plan.

3.1 Record Keeping

Responding departments should maintain records of Protective Actions Notifications, press releases, warning logs, and other relevant materials related to the incident. If time and resources permit, consider keeping a record of individual and neighborhood notifications.

3.2 Post Incident Review

The Seattle CEMP Base Plan, Section IV. D, outlines the process to be used to ensure a proper after action review is conducted for all EOC activations and significant events. A standard template of questions is asked for all incidents. In addition to that consideration should be given to evaluating the concepts in this plan. Specific elements to consider in any post incident evaluation include:

- The use and effectiveness of transportation and route selection between the evacuation zone(s) and shelter(s).
- Assessment of public compliance with issued protective action notices.
- The coordination between transportation (ESF-1) and Incident Operations to safely evacuate residents.
- Appropriate assignment of responsibilities
- The effectiveness of collaborating with neighboring jurisdictions, schools , and businesses
- The ability to ensure that populations with access and functional needs were safely evacuated.

4. APPENDIX 1 – GENERAL EVACUATION/SHELTER-IN-PLACE CHECKLIST

GENERAL EVACUATION CHECKLIST

✓	Action Item	Assigned
Initial & Ongoing Actions:		
	Determine area(s) at risk: <ul style="list-style-type: none"> • Determine population of risk area(s) • Identify institutional facilities and populations with access and functional needs in risk area(s) • Approximate number of people in the evacuation zone 	
	Notify Mayor of situation and attain authorization of evacuation (time permitting)	
	Notify OEM Duty Officer to activate the EOC.	
	Determine evacuation center and/or human and pet shelter requirements & preferred locations.	
	Determine traffic control requirements for evacuation routes.	
	Estimate public transportation requirements & determine pickup/staging points.	
	Determine temporary shelter requirements & select preferred shelter locations.	
	Develop and disseminate any Protective Action Notice.	
	Coordinate with institutional facilities and ESF-8 regarding precautionary evacuation.	
	Ready evacuation center(s) and/or human and pet shelter(s) selected for use.	
	Ensure that appropriate communication tools have been used to alert those with access and functional needs.	
	Coordinate with transportation providers to ensure vehicles & drivers will be available when and where needed.	
	Coordinate with school districts regarding closure of schools in the evacuation zone.	
	Advise neighboring jurisdictions that may be affected of evacuation plans.	
	Advise King County ECC and State Duty Officer that evacuation recommendation or order will be issued.	
	Through the Joint Information Center (JIC) provide additional information to the public through the media. Emergency public information should address: <ul style="list-style-type: none"> • What should be done to secure buildings being evacuated • What evacuees should take with them • Where evacuees should go & how should they get there • Provisions for populations with access and functional needs and those without transportation 	
	Provide traffic control along evacuation routes & establish procedures for dealing with vehicle breakdowns on such routes.	

	Provide transportation assistance to those who require it.	
	Provide security in or control access to evacuated areas.	
RETURN OF EVACUEES		
	If evacuated areas have been damaged, reopen roads, eliminate significant health and safety hazards, & conduct damage assessments.	
	Determine requirements for traffic control for return of evacuees and their pets.	
	Determine requirements for & coordinate provision of transportation for return of evacuees.	
	Advise King County ECC and State Duty Officer that return of evacuees will begin.	
	Advise evacuees through the media that they can return to their homes and businesses; indicate preferred travel routes.	
	Provide traffic control for return of evacuees.	
	Coordinate temporary housing for evacuees that are unable to return to their residences.	
	Coordinate with institutional facilities regarding return of evacuees to those facilities.	
	<p>If evacuated areas have sustained damage, provide the public information that addresses:</p> <ul style="list-style-type: none"> • Documenting damage & making expedient repairs • Caution in reactivating utilities & damaged appliances • Cleanup & removal/disposal of debris • Recovery programs as outlined in the CEMP –Recovery Plan 	
	Terminate temporary shelter & mass care operations.	
	Maintain access controls for areas that cannot be safely reoccupied.	

5. APPENDIX 2 – PLANNING CONSIDERATIONS FOR EVACUATION OF THE DOWNTOWN CORE

During the business day, downtown Seattle becomes the most densely populated area in the region. Along with the number of workers, a significant number of people now live downtown. It is also the seat of government for both the City of Seattle and King County. A significant disaster requiring the partial or complete evacuation of the downtown core presents a number of unique challenges that will have to be addressed.

Any call for mandatory evacuation will be made by the Mayor of the City of Seattle and be broadcast using multiple communication methods in order to reach downtown workers and building owners. A call for sheltering-in-place can also be made directly to building security personnel. Building owners or major employers may be called upon to assist in these notifications using internal (building or company) tools or by other available means of communication.

Prior to any evacuation, property managers, businesses and building owners should have established and practiced plans that cover how their facility will evacuate in case of an emergency.

Key Assumptions

- A significant number of downtown workers rely on mass transportation to get to and from work.
- High winds may cause damage from flying debris.
- Falling ice can be a life threatening hazards during a significant winter storm.
- Workers can leave downtown quickly if an orderly phased plan can be implemented.
- A sustained power outage in the downtown core presents significant transportation and worker movement challenges.
- The Downtown area has multiple venues which regularly hold large-scale events, including during the regular work week.

Concept of Operations

Any evacuation plan involving the downtown core should be developed in the Seattle EOC and involve input from key agencies including:

- Seattle Police
- Seattle Fire Department
- King County Metro
- King County Metro Police
- Downtown Seattle Alliance.
- Building Owners and Management Association
- Century Link/Safeco Fields; Convention Center

As a part of any downtown evacuation plan, transit corridors should be established for the:

- Movement of vehicles
- Exclusive use of mass transit (e.g. 3rd avenue).
- Exclusive use of emergency vehicles

Any plan should identify assembly areas for those without transportation. At a minimum an assembly area should be designated:

- North of downtown for those who need to travel to points north.
- South of downtown for those traveling south of Seattle. Consideration should be given to areas that allow for embarkation of passengers onto trains (e.g. Sounder) as well as buses.
- East of downtown (east of I-5) for those working on First hill or who may not be able to get to one of the other two locations.
- King County Metro should establish shuttle transportation between the 3 assembly areas to allow for the movement of people.

Assembly areas need to allow for:

- Adequate transportation flow for buses and trolleys
- Space for embarkation of passengers onto multiple buses at the same time.
- Accessibility for people with access and functional needs.
- Pets
- Space for shelter, cots, food, and other support elements that may be needed by those waiting for transportation for prolonged periods.

Role of City Departments

Seattle Police

Seattle Police will lead the development of any evacuation and/or re-entry plan for the downtown core. This includes:

- Coordinate with Seattle Department of Transportation (ESF-1) on how best to manage traffic flow in and out of the downtown core
- Implement appropriate street closures and facilitate any downtown evacuation plan prior to, or during an event.
- Establish barricade perimeters and entry check points after an evacuation has been ordered.
- Establish entry policies to allow critical building owners, or tenants, access to “restricted” areas of downtown following a disaster.
- Provide resources for fulfilling requests to block off streets to effect post-event repairs.
- Provide traffic control on downtown streets where needed.
- Maintain order on downtown streets in the aftermath of an event.

Seattle Transportation

- Lead the development of an overall transportation plan for movement into and/or out of the downtown core.
- Remove debris from downtown streets after an event.
- Facilitate replacement/repairs to traffic control equipment as needed.



Seattle Fire

- Provide expertise to evaluate (and when necessary make recommendations about) the safety guidelines outlined in any evacuation or re-entry plans.

King County Metro

- Coordinate with SPD and SDOT on:
 - Establishing assembly areas for picking up evacuees
 - Ensuring any identified transportation corridors meet the needs (and are compatible with the use) of buses and trolleys.
- Provide information regarding availability of Bus and Light Rail operations to/from downtown businesses.
 - Prior to event (based on early closures and dismissals)
 - Service levels, availability, and timetables after an event

6. APPENDIX 3 – RE-ENTRY PLANNING CONSIDERATIONS

The following should be considered planning guidance for the development of event specific re-entry plans following medium or large scale evacuations.

Tiered reentry process

Any re-entry plan should consider the use of a tiered process for the access and management of personnel and resources in controlled areas. A tiered process allows for categorizing responders, recovery personnel, businesses, and residents into groups based upon safety considerations and priority of access to disaster areas. Tiered re-entry allows for quick deployment of resources and minimizes public exposure to hazardous conditions. The three-tiered system described below can be considered a starting point for the development of an event specified tiered plan:

- **Tier 1: Incident Stabilization:** Stabilize significant health and safety hazards to allow movement inside disaster area, establish access control, deploy first responders, identify and evaluate hazardous material threats, clear roadways, conduct search and rescue.
- **Tier 2: Damage Assessment/Critical Infrastructure Restoration:** Conduct preliminary damage assessments; re-establish critical infrastructure, public safety and hospital services; begin restoring power and utilities; manage debris; restore vital services and health care facilities.
- **Tier 3: Restoration of homes and businesses:** Allow for the return of general public. Begin reopening of businesses.

Perimeter security and access control plan

Seattle Police in conjunction with SDOT and other stakeholders will develop and implement an access control plan. Some key elements that a security access control plan should include are:

- Identification of the perimeter and whether an inner or outer perimeter is needed.
- Access or control points for entry and egress,
- Resources needed for execution of the plan including personnel, equipment, and materials,
- Which response tier is allowed in the zone or zones within the perimeter,
- The level of scrutiny that should be placed on the credentials, placards or agency identification for each responder.

Credentialing Policies

Credential policies should address the following:

- Identify the letter of access form that may be issued to individuals who require access through a checkpoint or into a secure perimeter or building.
- Identify vehicle placard form that will be used by public safety personnel to identify vehicles who have permission to be inside secure perimeters.



- Personal Identity Verification including a list of acceptable (recognized) forms of Identification.