

SA 2

Emergency Operations Plan – Supporting Annex 2 *Evacuation*

Section 1: Introduction

1.1 Lead Agency

Department of Defense, Veterans, and Emergency Management – Maine Emergency Management Agency (MEMA)

1.2 Supporting Agencies

- Department of Administrative and Financial Services (DAFS)
- Department of Agriculture, Conservation and Forestry (DACF)
- Department of Defense, Veterans, and Emergency Management – Maine National Guard (MENG)
- Department of Transportation (DOT)
- Department of Education (DOE)
- Department of Public Safety (DPS)
- Department of Environmental Protection (DEP)
- Department of Health and Human Services (DHHS)
- Department of Corrections (DOC)
- Department of Inland Fisheries and Wildlife (IFW)
- Department of Marine Resources (DMR)
- Department of Labor (DOL)
- American Red Cross (ARC)

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Section 2: Purpose, Scope, Situation, and Assumptions

2.1 Purpose

The Evacuation Annex provides an overview of mass evacuation functions, state agency roles and responsibilities, and overall guidelines for the integration of state, tribal and local support in the evacuation and re-entry of large numbers of people in incidents requiring a coordinated and phased state response.

This annex describes general practices that can be applied to all evacuation and re-entry operations. Hazard-specific evacuation information can be found in the corresponding annex of the EOP, to include:

- Hurricane and tropic storms: Incident Annex 1 – Hurricane
- Hazardous materials release: Emergency Support Function 10 – Oil and Hazardous Materials
- Radiological release: Incident Annex 4 – Nuclear Power Plant

2.2 Scope

This annex is applicable to all locations in Maine and to all agencies, organizations, and personnel with evacuation and re-entry responsibilities.

For purposes of this annex, the term “local government” when used alone, will generally include both municipal and county government. Use of the terms “municipal government” or “community” however, will apply to only towns and cities.

2.3 Situation

The conduct of evacuation operations is generally a local and tribal responsibility. However, there are circumstances that exceed the capabilities of these jurisdictions to support mass evacuations. When practical and possible, precautionary mass evacuation support by the state of Maine is provided before an event to move citizens and visitors away from a potential natural or manmade incident when warning is available (a forecasted event) and after an event when conditions are such that it is unsafe for citizens and visitors to remain in the area (an unforecasted event). In instances where state and/or federal support is required, MEMA will coordinate that support with local government, and if requested, with tribal government, in accordance with the EOP and the Concept of Operations defined here.

2.4 Assumptions

- State of Maine evacuation measures will be taken when local/county or tribal governments indicate that their resources may or have become overwhelmed and local/county or tribal official(s) request state assistance; or in catastrophic incidents when local/county governments are incapacitated, and the Governor directs that state mass evacuation support is required.
- County Emergency Management Agencies (EMAs), in consultation with local officials, the local chapter of the ARC, and state and local law enforcement, will designate shelters to be opened to support evacuation operations.
- County EMAs working with local and tribal governments will ensure that local and tribal officials receiving evacuees from an impacted area agree to accept these individuals prior to evacuation.
- The public will receive official notification of ordered or recommended evacuations of all or part of the threatened area and most people will act in their best interest and evacuate when advised to do so.

Some spontaneous evacuation (also known as shadow evacuation) will occur before it is recommended by government authority.

- Companion animals (service animals and household pets) will be evacuated to animal shelters in or near general or special needs population shelters and will be accompanied by their owners until sheltered.
- People with functional needs may require additional support or assistance in certain areas.
- County Emergency Management Agencies, in consultation with adjacent counties and the State Emergency Operations Center, will advise local jurisdictions within their county when to evacuate for forecasted events.
- Evacuation of federal facilities (Portsmouth Naval Base, Brunswick Naval Air Station, etc.) is a federal responsibility and is not addressed in this plan.
- Evacuation of clients and staff from public, private, and non-profit congregate care facilities such as hospitals, nursing homes, other long-term care facilities, boarding homes/schools, jails/prisons, etc., are the responsibility of that facility.
- All levels of government will use the following evacuation planning tools to estimate impacted areas and evacuation requirements for forecasted and unforecasted events:
 - U.S. Army Corps of Engineers' (USACE) Hurricane Evacuation Study (HES) for Maine
 - Sea, Lake, and Overland Surge from Hurricanes (SLOSH) Models
 - Computer-Aided Management of Emergency Operations (CAMEO)

Section 3: Concept of Operations

3.1 General

Mass evacuation is considered when there is an immediate or imminent threat to large numbers of people in multiple jurisdictions. Once a mass evacuation decision is made, the characteristics, speed, path, magnitude, and duration of the hazard are considered, and hazard areas identified. These factors determine the number of people to be evacuated, time available, evacuation routes, and the distance of travel necessary.

The state of Maine supports mass evacuation and re-entry operations by organizing its actions into three phases: pre-response/initial actions; ongoing actions; and re-entry. Within each phase, the state makes policy decisions and provides multi-agency coordination of state and federal resources that are needed by local and tribal government to safely remove people from threatened or hazardous areas, shelter them until the threat or hazard has passed, and return them safely to pre-evacuation areas or to alternate locations if pre-evacuation areas are uninhabitable.

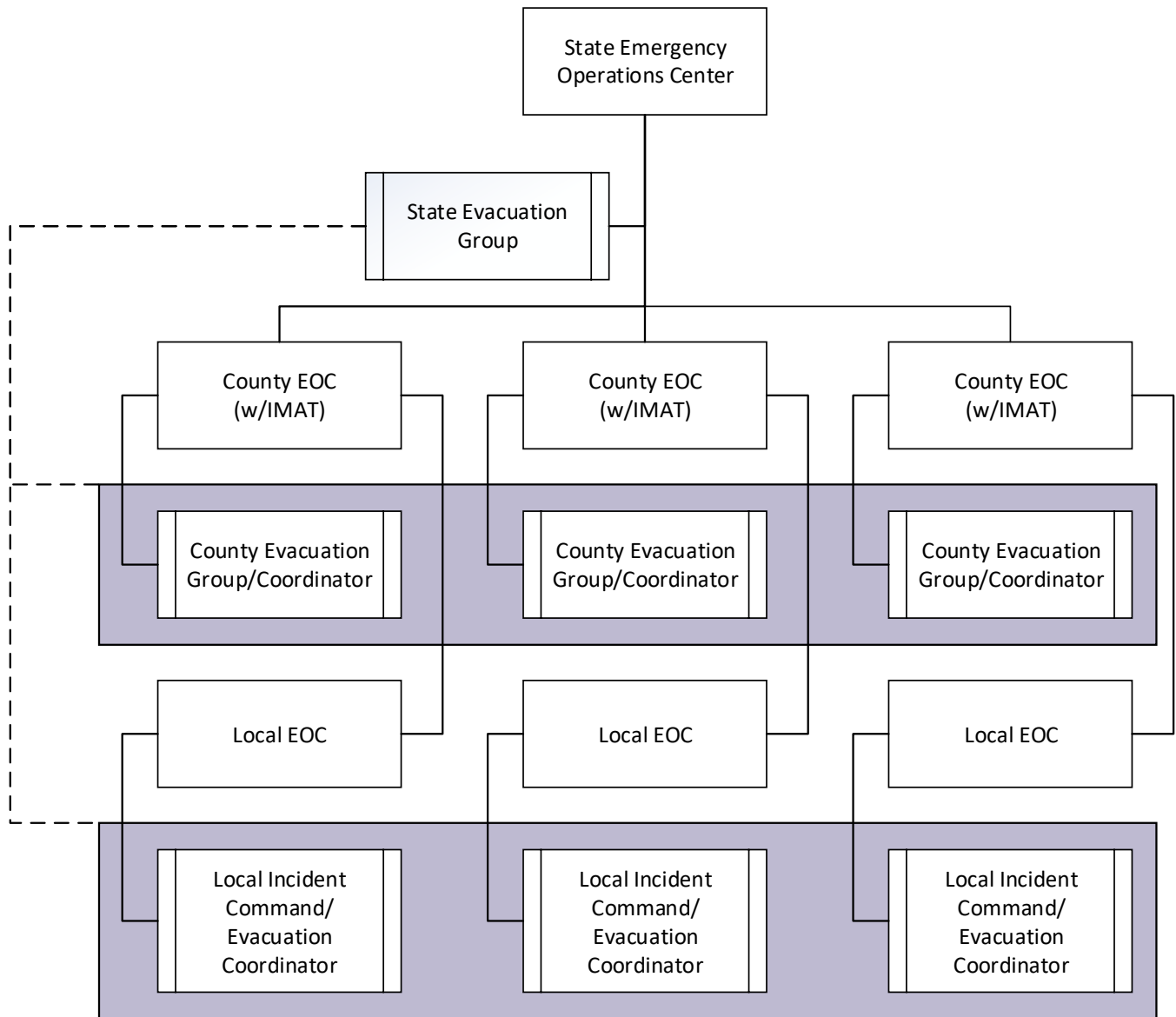
This annex addresses large-scale evacuation operations that are likely to cross municipal, county, state, and/or international boundaries and borders. The successful implementation of the evacuation functions described in this annex is dependent upon the successful and synchronized execution of several other functions described in annexes throughout this EOP. The interrelationship of these various functions cannot be overemphasized.

3.2 Policy, Coordination, and Control

a. Policy

In accordance with Title 37B, M.R.S.A., the Governor may, if operating under a declared state of emergency, compel a mass evacuation. When compelled, he will lead the mass evacuation and re-entry policy group which will include: Commissioner, DOT; Commissioner, DPS; Executive Director, MTA; Commissioner, DVEM; and Director, MEMA. Other adjunct members will be at the Governor's invitation.

b. Coordination¹²



i. General

Emergency Operations Centers (EOCs) will be activated at all levels of government to coordinate and manage resources for mass evacuation and re-entry operations. Tasks common to all EOCs during mass evacuation and re-entry operations include, but are not limited to:

- Pre-coordinate with adjacent jurisdictions to which it intends to send evacuees for shelter or other services.
- Review and activate the evacuation plan and implementing instructions (e.g., SOPs, checklists, etc.).
- Activate contracts, mutual aid, and other agreements for needed resources.

¹ County EOCs in the projected impact areas should consider requesting an Incident Management Assistance Team (IMAT).

² All Requests for Assistance (RFAs) will be submitted to the next higher EOC (with possible exception for metro areas, which may submit them directly to the SEOC).

- Establish and maintain contact with and submit resource requests to the next higher EOC.
- Integrate external resources when they are provided.
- Coordinate mass evacuation and re-entry operations with special attention given to children, people with functional needs, the transit-dependent, and household pets.
- Provide support to the Incident Commander (IC) and/or Evacuation Group/Coordinator (EG/C).

ii. State Emergency Operations Center

- Provide information and assistance to municipalities through the County EOC.
- Coordinate federal support except in those instances where federal agencies have independent authority to respond directly after notification of the incident.
- Coordinate cross border evacuation with the state of New Hampshire and Canadian Provinces that border Maine. Cross border coordination may be delegated to the counties that lie along borders.
- Assign an Evacuation Group (EG) which reports directly to the Operations Section. MEMA is the lead agent for this group and key supporting agencies include, Maine State Police (MSP), DOT, MTA, and ARC. Adjunct members will be added as needed.

See **Appendix A. Organizational Chart – State Emergency Operations Center.**

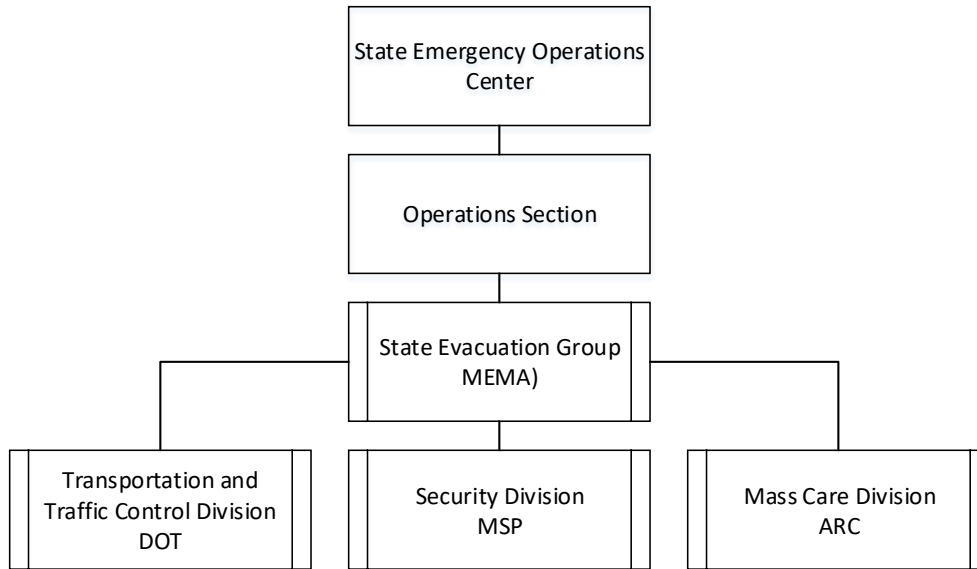
iii. County Emergency Operations Centers

- Provide information and assistance to municipalities;
- Coordinate inter-municipal evacuation and re-entry operations;
- Coordinate evacuation and re-entry operations for unorganized territories;
- Coordinate cross border evacuation with border state/provinces, when directed;
- Assign an EG or EC, who coordinates with the state Evacuation Group (state EG), and municipal ECs (or ICs).

iv. Municipal Emergency Operations Centers

- Provide information and assistance to local officials and citizens;
- Assign an IC and/or EC who coordinates with the county EG/C and operational elements on the ground.

c. Control



Evacuation Group/Coordinator and/or Incident Commander

Communities must assign an IC and/or EC to direct and manage municipal and other assigned resources needed for evacuation and re-entry operations. Counties must assign an EG or EC to do the same for resources under the control of the county. Tasks common for EG/C or IC at all levels include, but are not limited to:

- Form and lead an incident management team and synchronize key mass evacuation and re-entry functions of: transportation and movement control, public safety and security, mass care, public information, and other functions as needed.
- Analyze the threat and its implications, develop a course of action to include identifying areas that may require evacuation, and establish a decision timeline
- Implement the evacuation plan with special attention given to children, people with special needs, and the transit-dependent, and household pets.
- Maintain contact with corresponding EOCs both horizontally and vertically for situational awareness and resource support.
- Synchronize inter-jurisdictional evacuation and re-entry operations.
- Coordinate with the corresponding EOCs both horizontally and vertically to alert and warn the public of a mass evacuation.
- Oversee the execution of ground, air, and waterborne (coastal island) evacuation operations.

3.3 Forecasted Mass Evacuations

Most mass evacuations are expected to be in response to forecasted natural hazard events such as hurricanes, nor’easters, tsunamis, or wildfires. The state of Maine, in coordination with local and tribal officials will engage in the following phased approach when responding to these events:

Phase I: Pre-Response/Initial Actions (forecasted event)

This phase begins during the period leading up to a mass evacuation and continues through the mass evacuation until all roads have been cleared of traffic and first responders have taken refuge.

i. **Transportation and Movement Control**

Transportation: Communities will coordinate for and employ multiple modes of transportation and will designate various pick-up points for people that are transit-dependent. Modes must not only accommodate the general public, but people with special needs (especially mobility needs) and people with companion animals (service animals, and household pets). Communities and counties will also designate and coordinate other transportation hubs such as “Parks and Ride”, debarkation points for ferry service, staging areas for responders, and refuel points (with power generation equipment) for evacuees and responders. Reception and processing sites for the travelling public arriving at or near shelters will be identified and managed by counties with assistance from host communities and volunteers. Manifests will be used at pick-up points and other points of embarkation to account for passengers on public transportation. DOT will be the lead agent for supporting communities with their transportation needs.

Movement Control: Organizing and controlling the movement of traffic to ensure the safe passage of evacuees from threatened areas to areas of safety and shelter can be complex and requires advanced planning and coordination by all levels of government. Movement control for the purposes of this plan consists of Traffic Monitoring Measures that are used to maintain situational awareness of mass evacuation and re-entry operations, Traffic Control Measures which are used to route, re-route, funnel or divert traffic, and Evacuation Support Services that are needed to assist evacuees and responders along the route to keep traffic moving without undue hardship. Communities will provide movement control within their jurisdictions with assistance from the county, as needed. MSP and DOT are the lead state agencies for coordinating ground movement control along state and federal evacuation routes. Marine Patrol (MP) will be the lead agency for sea movement control to/from islands and the mainland. All other state law enforcement agencies and the MENG must be prepared to support the lead agencies.

See **Appendix A. Transportation and Movement Control** and ESF-1 Transportation, for additional information.

ii. **Public Safety and Security**

General: Effective safety and security during Phase I evacuation operations is critical for the orderly movement and sheltering of large numbers of people while ensuring the protection of private and public property, left behind. State, local, and tribal law enforcement agencies will provide public safety and security during mass evacuation operations in accordance with their respective plans and protocols. In the absence of detailed protocols, the division of labor among law enforcement agencies outlined below will be in effect.

Municipalities: Within their jurisdictions, municipalities are expected to plan and provide security in evacuated areas, on evacuation routes, and at pickup points, reception areas, staging areas, and shelters. Other tasks may include security onboard evacuation vehicles, traffic/crowd control, screening of evacuees for prohibited weapons, and force protection. Municipalities will likely need and request augmentation from non-municipal public safety and security sources, both volunteer and non-volunteer, and government and non-government. These resources must be judiciously

planned for and pre-coordinated in advance given that several other communities will be competing for the same resources, at the same time. This is particularly important for communities in high or recurring hazard areas such as coastal or watershed municipalities or those that are in close proximity to facilities that are known to use, produce, transport, or emit highly toxic and/or large quantities of biological, chemical or radiological materials. County and state public safety and security resources, in particular, will be in high demand during mass evacuation operations, and must be coordinated for in advance. Local and statewide mutual aid must also be considered when planning for security gaps. Emergency medical services, law enforcement, and fire protection will be provided by existing support arrangements and augmented through mutual aid and/or requests for assistance through the county EOC.

Counties: In the absence of security protocols among all levels of government or among adjacent jurisdictions, the county sheriff, in coordination with state law enforcement agencies, is primarily responsible for providing, security and incident response and management along evacuation routes within their jurisdiction, to include unorganized territories, but outside of the local jurisdictions targeted for evacuation.

State: State law enforcement resources and MENG will be employed throughout the area of evacuation operations to conduct security. MSP is primarily committed to security and incident response and management along state identified evacuation routes that are outside of the affected municipal jurisdictions. All other state law enforcement agencies will support MSP in their duties, and must be prepared to support county and local law enforcement agencies with security to local and county evacuation routes, shelters, reception sites, pick-up points, staging areas, and evacuated areas. The MENG must be prepared to augment local law enforcement in providing security in evacuated areas.

See ESF-13, Public Safety and Security, for more detailed information.

iii. **Mass Care**

Mass Care Options: Evacuees will seek one of several options for protection from a natural or manmade threat. Most will seek the homes of friends or relatives while others will seek community-based or ARC surveyed shelters, most of which are schools or other public facilities. Selected individuals will choose to shelter-in-place despite almost all efforts by local officials to move them to a safer area. Out-of-state visitors are more likely to seek commercial lodging opportunities or return to their place of origin. Custodians of off-season or inactive congregate living settings such as college dormitories, military barracks, or National Guard armories, may provide their facilities if sought by local or state officials as an adjunct to pre-identified shelters. See ESF-6, Mass Care, Emergency Assistance, Housing, and Human Services.

Routes to Shelters: In all cases, planned evacuation routes at all levels of government will lead to or pass by community-based or ARC shelters that are available to the general population, people with special needs, and household pets. See local and county evacuation plans for evacuation routes in those areas, and see **Appendix H. Natural Hazards**, for state evacuation routes to be used during severe coastal storms.

Locations of Shelters: Locations of ARC shelters and known community-based shelters are maintained in the Federal Emergency Management Agency’s (FEMA) National Shelter System (NSS), a database of disaster shelter related information that is accessible by state and county emergency managers and ARC officials. The decision to activate these shelters is made by the county emergency manager after consultation with the ARC. Community-based shelters are activated by local officials in the community within which they are located.

Special Needs Shelters: People with special needs who are not accompanied by anyone who can assist with those needs, or who require special equipment or facilities, or who require additional assistance from shelter personnel to accommodate their needs will be transported to a special needs shelter. These shelters may be under the same roof as a general population shelter in order to take advantage of common shelter functions, but must be segregated and staffed by healthcare or other professionals suited to the need at hand. DHHS will activate the Medical Reserve Corps to help staff these shelters, and will verify credentials of all healthcare workers volunteering for a special needs shelter by registering them with Maine Responds, a statewide volunteer management system that verifies credentials.

Pet Shelters: Service animals generally accompany owners to general population and special needs shelters while household pets will be segregated from these facilities and placed in pet shelters. Many counties have organized and trained Community or County Animal Response Teams (CARTs) or variations of a CART to assist with the evacuation and sheltering of household pets. County based pet shelters are found in county emergency operations plans. Pet shelters should be as close as possible to the general population or special needs shelters where their owners are located. Transportation must be arranged between human and pet shelters if they are separated beyond a reasonable walking distance. Municipalities may also make arrangements with their local humane society or veterinary facilities for the caring of household pets during an evacuation. See ESF-11, Agriculture, Animals, and Natural Resources.

Refuges of Last Resort: Municipalities must also plan for refuges of last resort. These facilities are primarily for those first responders that unable to reach more secure shelters further away from the impacted areas. They may also be needed for people who have chosen not to evacuate until the last moment and will otherwise be stranded on a road or in some other unprotected area when the hazard presents itself.

Farm Animal Shelters: Municipal and county emergency managers should assist farmers in planning for the evacuation and sheltering of domestic livestock in advance of a threat that would cause a mass evacuation. Fair grounds are an example of where livestock could be transported to. See ESF-11, Agriculture, Animals, and Natural Resources.

iv. Public Health and Medical Support

First Aid: First aid is available on state ferries, selected modes of ground transportation, from courtesy patrols, and at ARC shelters. Communities are strongly encouraged to offer first aid at local pick-up points, reception sites, and at community-based shelters. Evacuees should be encouraged by local officials to have a first aid kit in their evacuation preparedness kits or “Go-Bags.”

Emergency Medical Services: Ground and air emergency medical services will be provided in accordance with local and county EOPs and ESF-8, Public Health and Medical Services.

Patient Decontamination: Decontamination of evacuees will be conducted in accordance with local and county EOPs and ESF-8, Public Health and Medical Services, and ESF-10, Oil and Hazardous Materials.

Hospital Care and Mental Health Services: Services will be provided in accordance with ESF-8, Public Health and Medical Services.

Mass Prophylaxis: Prophylaxis against an infectious disease that may have caused the mass evacuation will be conducted in accordance with ESF-8, Public Health and Medical Services.

Disease Surveillance: The Maine CDC will initiate infectious disease surveillance in all activated, general population and special needs shelters less those that fall within the jurisdictions that have a local public health program (Portland and Bangor). Local public health programs, however, may request direct assistance from Maine CDC to establish or support local surveillance programs for shelters. See ESF-8, Public Health and Medical Services.

v. Public Information

Alert and Warning: See local and county EOPs and ESF-15, External Affairs, for information on how the state of Maine disseminates emergency information.

Joint Information Center: The Joint Information Center (JIC) is located at the SEOC and is the nexus for all public messaging during mass evacuation and re-entry operations. The JIC must release public advisories as early as possible to allay fears and facilitate a smooth operation. Information requirements that are needed for the public throughout all phases of mass evacuation and re-entry operations include, but are not limited to:

- Status of the threat and its implications.
- Instructions on what individuals and families can do to prepare themselves and their pets.
- Instructions on how to find separated family members and pets.
- Locations of local pick-up points, reception sites, and activated shelters (with vacancy).
- Mass transit and ferry schedules of projected and actual impact areas for evacuation and re-entry operations.
- Status of evacuation routes.
- Refuel points for evacuees in projected/actual impact areas.
- Areas to be evacuated and when and areas to be re-entered and when.
- Closures of key health and safety facilities in the impacted area.
- Instructions for unaffiliated volunteers and people with unsolicited donations.

The timeliness, accuracy, and consistency of information are important when using various methods to provide information and instructions to the public. Funneling information and instructions through local officials is the most effective way to notify the public.

Informing the Disconnected: Municipalities should develop methods to reach the general population to include citizens who are not engaged with or connected to traditional broadcast media outlets or who are “off the grid”. Door-to-door contact or mobile loud speaker messages are sometimes the best way to ensure residents are notified.

Informing People with Special Needs: Using non-traditional means to reach people with special needs must also be used. NOAA radios with options to vibrate or flash are one method that can be used to notify people who are deaf.

Reverse 9-1-1: This is an effective way of notifying residents who own land-line telephones. However, people who use cell phones as their only means of communication cannot be reached this way, nor can those with digital phones in areas where the power is out.

See ESF-15, External Affairs, for more plan information and guidance.

Phase II: Ongoing Actions (forecasted event)

This phase begins when all roads have been cleared of traffic and 1st responders have taken refuge. It ends when the evacuated areas are safe to re-enter. This does not imply that evacuated areas are habitable, in which case alternative and longer-term lodging arrangements will have been made for sheltered citizens.

i. Transportation and Movement Control

Transportation: Evacuation of citizens and visitors are complete during this phase. Evacuation vehicles and first responder vehicles are parked in staging areas that are away from the threat or in positions that will minimize or eliminate damage from the hazard. Privately-owned vehicles are parked in Parks-and-Ride or adjacent to shelters where the occupants are staying. Watercraft in areas of projected impact have been taken ashore or relocated and moored/anchored in protected water areas. Selected evacuation and first responder vehicles will be co-located at shelters and other population centers in order to perform tasks needed to support shelter operations. Examples:

- Connect shelter residents to other family members;
- Transport pet owners to pet shelters for feeding and caring of their animals;
- Transport shelter clients to clinics or retail pharmacies for prescription drugs/sundry items.
- Provide for health, safety, and security issues.

County EOCs will coordinate the necessary transportation requirements at each shelter or population center. Information from evacuation vehicle manifests will be provided to the reception center or shelter where passengers disembark. Response and re-entry transportation plans and operations will be reviewed and coordinated at this time.

See **Appendix E. Transportation and Movement Controls** for details on mass evacuation transportation during this phase, and ESF-1, Transportation, for additional information.

Movement Control: Movement control *devices* such as cones, signs, and wooden barricades that could turn into flying debris or missiles during a high wind event will be secured during this phase. Evacuation Support Services will discontinue. Movement control personnel such as those staffing traffic control points will seek shelter. EOCs and EG/C and ICs will maintain situational awareness of key roads and evacuation routes to the extent possible. Response and re-entry movement control plans and operations will be reviewed and coordinated at this time.

See **Appendix E. Transportation and Movement Controls** for details on mass evacuation transportation during this phase, and ESF-1, Transportation, for additional information.

ii. Public Safety and Security

The focus of public safety and security during this phase will be on shelters and other population centers where evacuees have sought protection. It will also focus on the security of evacuated areas until which time security personnel must seek shelter themselves or when they must don personal protective equipment, depending on the hazard. Traffic incidents along evacuation routes will be brought to conclusion to the extent possible. People that are that are lingering lost, or otherwise going to be in harm's way are escorted to refuges of last resort. Stray pets are caged and taken to refuges of last resort. All law enforcement and security personnel take shelter while maintaining communications with the appropriate EG/C and IC. Follow on security is planned and coordinated.

See local and county EOPs and ESF-13, Public Safety and Security, for more detailed information.

iii. Mass Care

Mass care operations: Mass care operations will be a primary focus during this phase. Other functions such as transportation, public safety and security, public health, and public information will focus around sheltered residents and other large population centers.

Reconnecting families: One of the most important shelter functions during this phase is connecting children with their parents/guardians and connecting other separated family members or companions. Maine will use one or both web-based systems that are available for reconnecting people. Computer terminals that can access both systems will be available in active ARC shelters and all DHHS regional offices. These systems are:

- The ARC “Safe and Well” Website: This web-based page allows people affected by a disaster to post “safe and well” messages that their loved ones outside the disaster area can view. Registering oneself on the Safe and Well Website is entirely voluntary.
- FEMA’s National Emergency Family Registry and Locator System (NEFRS). When activated, this system is designed for use when individuals or families are displaced due to a major disaster.

One other mechanism that is available for someone that is reporting or looking for information on a missing child, is the National Center for Missing and Exploited Children's Hotline which can be accessed by dialing 1-800-THE- LOST (1-800-843-5678). Phones and assistance will be available at ARC shelters and DHHS regional offices to access this hotline.

Special Needs Shelters: Uninterrupted maintenance of special needs shelters is critical during this phase. Shortages of skilled medical care, and specialized supplies and equipment must be minimized with pre-identified sources of back-up. Redundancy is essential. EMS personnel must be easily accessible for special needs or elderly shelter clients that need immediate transport to hospitals or for clients who expire and need transport to a morgue.

Pet Shelters: Transportation must be available at all general and special needs shelters for transporting pet owners to pet shelters for the feeding and caring of their animals.

See ESF-6, Mass Care, Emergency Assistance, Housing, Human Services for more detail on sheltering operations for the general population, people with special needs, and pets.

iv. Public Health and Medical Support

First Aid: First aid will continue to be available at ARC Shelters. Communities are strongly encouraged to offer first aid at local at community-based shelters as well.

Emergency Medical Services: EMS will be available at or near shelters, with special emphasis on special needs shelters. EMS leaders must maintain communications with EG/C and ICs at all levels and maintain situational awareness of all evacuation routes and hospital routes throughout this phase. To the extent possible, landing zones for aero-medical evacuation operations must be identified in proximity to special needs and general population shelters.

Ground and air emergency medical services: Medical services will be provided in accordance with local and county EOPs, and ESF-8, Public Health and Medical Services.

Hospital Care and Mental Health Services: Hospital and mental health services will be provided in accordance with ESF-8, Public Health and Medical Services.

Mass prophylaxis: Prophylaxis against an infectious disease that may have caused the mass evacuation will continue, if required, in accordance with the ESF-8, Public Health and Medical Services.

Disease surveillance: Maine CDC will continue infectious disease surveillance in all activated, general population and special needs shelters, less those in Portland and Bangor that are providing that service locally.

Environmental Health: Additional environmental health monitoring and response activities may be required during this phase depending on the disaster. Potential areas of concern include, but are not limited to, issues involving public and private drinking water sources, subsurface waste water, radiological or chemical releases, presence of toxins, etc.

v. Search and Rescue

SAR operations will be a primary response focus during this phase. See ESF-9, Search and Rescue, this EOP for details on SAR operations.

vi. Victim and Equipment Decontamination

Victim and Equipment Decontamination will be conducted in accordance with local and county EOPs, ESF-10, Oil and Hazardous Materials, and ESF-8, Public Health and Medical Services.

vii. Environmental Decontamination

It is highly probable that some form of environmental decontamination will be needed as a result of a natural or man-made disaster. Underground oil/gas tanks becoming contaminated and or breaking free under flood or storm surge conditions is one example. See ESF-10, Oil and Hazardous Materials for more information.

viii. Debris Removal

The priority of debris removal operations is the clearance of primary evacuation and re-entry routes and routes to emergency medical care. EOCs at all levels will need regular updates from public works departments and contracted entities on debris removal operations as it will impact several other mass evacuation functions. See the state of Maine Debris Removal plan which can be found under separate cover and/or in ESF-3, Public Works and Engineering.

ix. Public Information

The JIC will continue to be the nexus for all public messaging during this phase. The JIC target sheltered populations with updated information about the event and provide instructions on what they must do. Timeliness, accuracy, and consistency of information will continue to be important when communicating to evacuees using various methods. See local and county EOPs and ESF-15, External Affairs, for additional guidance on disseminating public information and instructions.

Phase III: Re-entry (forecasted event)

This phase begins when the evacuated areas are safe to re-enter and/or when alternative and longer-term lodging arrangements have been made for sheltered citizens. It ends when all citizens have safely re-entered the evacuated area and/or have been lodged in alternative settings.

i. General

Only municipal authorities will determine when it is “All-Clear” for residents to return to their evacuated homes and neighborhoods. Clearance may be granted incrementally by neighborhood or section of the town/city, or for the entire town/city at once. When municipal authorities, in consultation with local code enforcement officers, technical experts from utility companies, or other consultants from public or private sectors, decide that it is safe to return, re-entry operations into the evacuated area will be initiated. Communities that require home inspection prior to making an “all-clear” determination may request inspection assistance through local or statewide mutual aid. Inspections of homes on islands will be particularly challenging if ferry service is not available. See the public information section below for plans on notifying residents of all-clear determinations.

ii. Transportation and Movement Control

Transportation: The same sources of transportation assistance that were used to evacuate citizens and visitors will be used to relocate displaced individuals to and from alternative locations for

short or long-term accommodation, or to return an individual or household to their pre-disaster pick-up point (or primary residence – resources permitting), or alternative location.

It is likely that following a mass evacuation, any return activities will be in stages as only parts of the affected areas may be assessed as habitable or “all-clear” for some time. Staged returns may also be needed if major transport routes become congested. Priority of return should begin with those with special medical needs, families with small children, and people that are transit-dependent/disadvantaged. Priorities may also follow geographical areas deemed most appropriate by local authorities to reenter.

Care must be made not to return island residents to ferry points of embarkation before knowing if ferries are running and if so, what the ferry schedule is. Likewise, people that are transit-dependent/disadvantaged should not be returned until it is verified that basic services and commodities are available.

County and Local EG/C and ICs must identify and announce fuel points for both recovery/responder personnel, mass transit resources if different from routine fuel points, and returnees with privately owned vehicles.

As in Phase I, manifests must be generated by all sources of mass transit during re-entry operations to record information on returnees. Accuracy and timeliness of citizen accountability will be greatly enhanced for post-re-entry operations with proper documentation.

Movement Control: Organizing and controlling the movement of traffic to ensure the safe passage of returnees is just as important during re-entry operations as it was during evacuation. Transportation operators, movement controllers, returnees, and various other support people will be tired and stressed, thereby creating the conditions for accidents and careless mistakes. It is important during this phase that transportation and personal safety is emphasized throughout the re-entry process beginning at the shelters and points of embarkation.

See local and county EOPs, **Appendix E. Transportation and Movement Control**, and ESF-1, Transportation for additional information on transportation and movement control.

iii. **Public Safety and Security**

Effective safety and security during re-entry operations is equally as critical as it was for Phase I, given the large numbers of people who want to return to their homes as soon as possible. That, plus the anxiety of not knowing the status of property left behind will create conditions that will challenge safety and security personnel. State, local, and tribal law enforcement agencies will continue to conduct public safety and security operations during re-entry in much the same manner they did during Phase I.

In the absence of detailed protocols, the division of labor among law enforcement agencies outlined in Phase I will be in effect. Municipalities will continue to use external security support during re-entry operations for as long as needed until local resources are prepared to resume all public safety and security duties for the community. Recalled resources from county, state, or

federal levels must be replaced, without underlap, with commensurate resources until the local IC/EC releases them.

See local and county EOPs, ESF-4, Firefighting, ESF-8, Public Health and Medical Services, and ESF-13, Public Safety and Security for additional information.

iv. Mass Care

As re-entry operations get underway, the need for sheltering will begin to diminish. To conserve the mostly volunteer force that is staffing shelters and to minimize resources needed for remaining shelter clients, shelters may be consolidated and re-consolidated until all clients have been returned to their residences or have found alternative living arrangements.

General Population and Special Needs Shelters: The opened/closed status of shelters across the state will be maintained in the NSS and will be communicated to the JIC by the SEOC on a regular basis. The JIC will make regular announcements to media outlets about shelter status throughout all phases of the operation. State and county EOCs, and local chapters of the ARC are able to monitor shelter status in the NSS. The decision to de-activate ARC shelters rests with county emergency managers after consultation with the local chapter of the ARC. Community-based shelters are de-activated by local officials in the community within which they are located.

Pet Shelters: Household pets and their owners will need to be reconnected when re-entry operations begin. Transportation coordinators at the county and local level will accommodate this as they plan transportation service back to the evacuated areas. All unclaimed pets will be sent to the nearest humane society for 14 days after the last general and special needs shelter closes. Any animals remaining past 14 days will be handled by the facility as it sees fit.

Farm Animal Shelters: Municipal and county emergency managers should assist farmers in planning for the re-entry of domestic livestock, resources permitting.

See ESF-6, Mass Care, Emergency Assistance, Housing, and Human Services, for more detail on sheltering operations for the general population, people with special needs, and pets.

v. Public Health and Medical Support

First Aid: first aid will continue to be available at ARC shelters and in selected transportation modes during re-entry operations. Ground and air EMS and healthcare and mental health services will also be provided in accordance with local and county EOPs as well as ESF-8, Public Health and Medical Services

Disease surveillance: The Maine CDC will continue to conduct infectious disease surveillance in all active, general population and special needs shelters. Surveillance efforts will diminish commensurate with the closing of shelters. Surveillance data and information will be processed, analyzed and acted upon by public health officials, as required.

Environmental health: Environmental health monitoring and response activities may continue during this phase depending on the disaster. Potential areas of concern include, but are not limited

to, issues involving public drinking water sources and wells, subsurface waste water, radiological or chemical releases, presence of toxins, etc. Local officials must request assistance through the SEOC for referral to the Environmental Health Division of Maine CDC before announcing “All-Clear” areas if there are questions about the health and safety of residents returning to impacted areas.

vi. Environmental Decontamination

Unresolved environmental contamination issues must be reported to the local Incident Commander and/or EOC for referral to the Maine Department of Environmental Protection during this phase. See ESF-10, Oil and Hazardous Materials, for more information.

vii. Accountability of Evacuees and other Disaster Victims

Accounting for evacuees and disaster victims, and reconnecting families will continue to be a priority during this phase. Active ARC shelters and DHHS regional offices will continue to offer access to, and assistance with, the web-based ARC “*Safe and Well*” system and FEMA’s NEFRS, if activated. They will also offer access to the National Center for Missing and Exploited Children's Hotline.

viii. Public Information

Municipal authorities must communicate “All-Clear” determinations for their community or parts of their communities through multiple means to include through EOC channels to the JIC. Posting the information to various websites, local kiosks, etc., should also be considered.

Joint Information Center: The JIC remains the clearing house for all public messaging during re-entry operations. “All-Clear” areas/communities, transportation schedules into evacuated areas, ferry schedules, and other pertinent information listed in Phase I of this plan must be sent to the JIC for distribution to all media outlets, statewide. See ESF-15, External Affairs, for additional information.

Timeliness, accuracy, and consistency of information continue to be important when using various methods to provide information and instructions to the public. Funneling information and instructions through local officials is the most effective way to notify the public.

ix. Emergency Repatriation

The U.S. Department of Health and Human Services (U.S. DHHS) has primary responsibility for the reception, temporary care and onward transportation of evacuees returned to the U.S. under a declaration of national emergency. U.S. DHHS may also be asked by the State Department to assist in other large-scale evacuations. U.S. DHHS has delegated this responsibility to Maine DHHS. Federal, state, and volunteer agencies assist in emergency repatriation according to agreements negotiated at the national, state, regional and local levels.

The Bangor International Airport is designated as a reception point for repatriated persons from Europe. Onward transportation is provided by commercial, military, and privately-owned means.

The SEOC coordinates the use of other federal, state, and local agencies in the effort and manages the public information duties.

See the **Emergency Repatriation Plan** under separate cover.

3.4 Unforecasted Mass Evacuations

For events with little or no warning like a chemical or biological release, large explosion, or earthquake, local and state officials will follow as many of the activities outlined above for forecasted events, as possible. Special planning considerations for an unforecasted mass evacuation and re-entry are as follows:

Phase I: Pre-Response/Initial Actions (unforecasted event)

i. Pre-Response:

- With little or no time to emplace movement control and monitoring devices, municipalities must make it clear to citizens and visitors in advance where the municipal pick-up points and evacuation routes are located.
- Municipalities must pre-establish traffic control points to support evacuation operations based on a thorough hazard analysis of the area and be prepared to evacuate citizens in any cardinal direction that is not bounded by natural or man-made obstacles.
- Scripted public information messages must be developed to reduce time and increase accuracy in warning citizens and instructing them what to do when an evacuation order is issued.
- Community plans must be flexible given that evacuation distances will vary depending on the hazard and the prevailing winds, and lengths of stay at shelters will change depending on the hazard and its effects.
- Keeping evacuation routes clear of disabled vehicles and debris is critical therefore plans must include pre-coordinated arrangements with towing companies and other service agencies.
- Personnel decontamination is more likely to be a factor and must be planned for in advance.
- There is a higher probability of “worried well” and signs of mental anguish among evacuees thereby necessitating plans to request and employ DHHS and/or ARC mental health disaster teams at shelters and other population centers.
- All levels of government must review plans and procedures to ensure a synchronized effort.

ii. Initial Actions:

- A hasty hazard analysis is conducted by local and county EMAs to determine level and scope of threat to the public.
- A Unified and/or Area Command(s) is formed.
- Alert and warning messages are sent directly to media outlets by impacted jurisdictions and copied to EMAs, time permitting. EOCs and the JIC will be the conduit through which future public messages will flow, once they’ve been established.
- Areas threatened down-wind of the hazard must be alerted, evacuated, and cordoned off from people trying to return to the area.
- Traffic signals may need to be re-set to facilitate a continuous flow away from the impacted or downwind area.

- Requests for contra-flow and pass through at toll booths for state and federal roads will be routed through MEMA (until the SEOC is activated) to the State Policy Group for decision. The policy group may meet via conference call.
- Communities must pre-identify community-based shelters suited for the environmental and climatic conditions at the time if sheltering-in-place is not acceptable. County EMAs and ARC Chapters will open regional ARC shelters initially to receive evacuees.
- Hazmat and other response teams will be requested through emergency management channels until EOCs are activated.

Phase II: Ongoing Actions (unforecasted event)

- The decision to shelter-in-place or evacuate will depend on the hazard.
- All response teams and state agencies must be prepared to commit resources to mitigate the hazard.
- Search and Rescue operations commence in accordance with ESF-9, Search and Rescue. Urban SAR is requested through county EOCs to the SEOC.
- Emergency Medical Services are provided in accordance with ESF-8, Public Health and Medical Services.
- Personnel and equipment decontamination sites are identified and communicated to county and SEOC. Decontamination is initiated and completed in accordance with ESF-10, Oil and Hazardous Materials.
- Children could be gathered in large numbers away from their parents, whether at schools, childcare facilities, summer camps, hospitals, or other locations. Reunification of children with parents/guardians must become a top priority once children are safe at shelters. Announcements of where schools and other congregated groups evacuated to will be made through the JIC to media outlets. The ARC “*Safe and Well*” web-based system will also be used to reconnect families. Access to “*Safe and Well*” will be available through computer terminals in ARC shelters, and at other venues as determined by local officials.
- All other functions to support mass evacuation and re-entry operations when little or no-warning is given will be conducted in accordance with local and county EOPs, and the ESF annexes found in the EOP.

Phase III: Re-entry (unforecasted event)

Re-entry operations will closely mirror those outlined for a forecasted event above.

Only local elected officials must announce areas that are “All-Clear” for re-entry. The announcement may be made through multiple sources, which must include through EOC channels to the JIC.

Section 4: Responsibilities

4.1 Gubernatorial Responsibilities

- Issue a state of emergency, when indicated, and waive selected regulations, as needed, to facilitate response to disaster situations.
- In a wide-scale disaster situation, the Governor is empowered under a state of emergency to order, or delegate his authority to order, a mass evacuation to protect the lives of the citizens of the state of Maine.
- Preside over policy decisions regarding mass-evacuation and re-entry operations with implementation provided by all levels of law enforcement, as required.
- Provide personnel support to the JIC.

4.2 Local/Tribal Responsibilities

- Establish policy for emergency operations that includes evacuation and re-entry.
- Develop, maintain, and implement an evacuation plan based on a local hazard analysis that is consistent with the state mass evacuation and re-entry plan and that accommodates transit-dependent people, people with special transportation and sheltering needs, and companion animals (service animals and household pets).
- In those communities where governing officials have enacted an emergency ordinance, the local chief elected official or his designee declares a state of emergency and orders an evacuation.
- If immediate action is needed, emergency services personnel at the scene of a hazardous incident are normally authorized to order an evacuation of the threatened area.
- Coordinate for emergency services support and hosting of evacuees with adjacent jurisdictions (municipalities and counties).
- Identify and activate an EG/C or IC and an EOC when implementing the evacuation plan.
- County Sheriffs advise local EMA directors of gubernatorial evacuation orders and direct the evacuation when there is no local law enforcement capacity.
- Regularly inform the next higher EOC on the status of evacuation and re-entry operations and forward requests for assistance, as needed;
- Be prepared to receive, integrate, and coordinate with state and federal resources that are needed to support a local or multi-jurisdiction evacuation.
- Assist with public information and education.
- Use the same definitions and symbols used in this annex, to the extent possible. This will simplify understanding of evacuation operations across municipal, county, and tribal lines. One exception could be the symbology used for intra-city/town evacuation routes that lead to state evacuation routes.
- Consider:
 - Limits in weather forecasting
 - Interdependencies between shelters and transportation
 - Special needs of children
 - Special needs populations
 - Animals (including service animals, livestock, and household pets)
 - Environmental contamination

- Victim decontamination
- Events with and without warning
- Critical infrastructure
- Identify Evacuation Zones that would be impacted by identified hazards. Each municipality is a planning area for which evacuation may be necessary. Areas within a municipality identified as vulnerable to specific hazards are also planning areas for evacuation purposes. Designate evacuation zones based on flood zone and surge inundation areas (SLOSH); downwind areas of hazmat threats such as a chemical plant, and based on other known threats.
- Designate local pickup points for people without transportation, people with special needs. Consider commercial coach pickup points/deposits, school bus stops; town/city centers; high population sites; commonly known sites (e.g., post office, town hall, school, churches, etc.).

4.3 Lead Agency

Maine Emergency Management Agency (MEMA)

- Provide planning guidance/assistance to cooperating state agencies, and local/tribal government through its exercise and training program and through staff assistance.
- Coordinate the development and implementation of this plan with cooperating state agencies, county EMAs, the Maine VOAD, and FEMA Region 1.
- Establish the SEOC and coordinate an interagency response to all phases of mass evacuation and re-entry operations.
- Respond to requests for assistance from county/tribal or metropolitan area EOCs.
- Establish the JIC to coordinate public information and education during all phases of the operation.
- Establish and lead an EG under the Operations Section of the SEOC to direct and control state resources in accordance with this plan.
- Coordinate resource needs with FEMA Region 1 and directly with federal organizations that have a presence in Maine.
- Synchronize and/or coordinate mass evacuation and re-entry operations with adjacent jurisdictions (New Hampshire and selected Canadian Provinces) during all phases.

4.4 Supporting Agencies

a. Department of Administrative and Financial Services

- Provide automation equipment, internet connections, and limited IT support needed at ARC shelters and DHHS regional offices to establish and operate web-based family locator systems and analog telephone service.
- Coordinate with labor unions (MSEA-SEIU local 1989; MSTA; AFSCME; MSLEA) to waive selected agreements that would constrict or hinder employees subject to those agreements, to successfully implement mass evacuation and re-entry operations.
- Provide dedicated communications and GIS support to the State EG.

b. Department of Agriculture, Conservation, and Forestry

- Provide liaison to SEOC when it is activated at level 2 or higher.

- Provide staff assistance to EG/C for the evacuation of companion animals (service animals/household pets).
- Facilitate resources needed for the evacuation of farm animals from the affected area to places of refuge.
- Serve as support agency to MSP and DOT respectively, for all security and movement control functions needed to execute this plan.
- Be prepared to provide aviation support, as a traffic monitoring measure, during evacuation and re-entry operations
- Be prepared to assist with courtesy patrol along evacuation routes.

c. Department of Defense, Veterans, and Emergency Management – Maine National Guard

- Provide liaison to SEOC when it is activated at level 2, or higher.
- Serve as support agency to MSP and DOT for all security and movement control functions needed to execute this plan.
- Be prepared to augment local law enforcement to secure evacuated areas prior to the start of mass evacuation operations and through re-entry operations.
- Be prepared to transport evacuees.
- Be prepared to provide the following resources to support mass evacuation operations: evacuee transportation, communications equipment, water storage, power generation, food preparation.

d. Department of Education

- Prepare, approve, and disseminate policy changes that address prolonged closure of schools due to a mass evacuation.
- Facilitate the use of pupil transportation resources by local and county emergency managers/evacuation coordinators for the evacuation and re-entry of the general population to and from shelters or transportation hubs, if needed.
- Facilitate use of schools or school facilities by local and county emergency managers/evacuation coordinators as temporary shelters for the general population, special needs populations, and companion animals in the impacted areas, if needed.

e. Department of Environmental Protection

- Be prepared to respond immediately to reports of environmental contamination, particularly if the alleged site(s) impede the flow of traffic during mass evacuation and re-entry operations or if it is creating the conditions for a secondary evacuation of people or animals.
- Assist municipalities in establishing equipment decontamination sites in preparation of or in response to environmental contamination incidents.

f. Department of Health and Human Services

- Provide liaison to SEOC when it is activated at level 2, or higher.
- Provide disease surveillance and control in all activated shelters.
- If required, implement the state mass-prophylaxis plan to support evacuations caused by biological or chemical releases.

- Provide other public health services needed in or around shelters, population centers or disaster impact areas such as environmental health monitoring and response, vector control, continuation of daily observed therapy of Tuberculin patients, etc.)
- Be prepared to provide disaster mental health services in shelters and other population centers.
- Coordinate and provide evacuees with access to foreign language translation services at all transportation hubs, reception centers and shelters where telephone service is available.
- Provide access to and assistance with web-based family locator services in all regional DHHS offices, statewide, during all phases of this plan. Systems include the ARC “Safe and Well” system, and NEFRLS.
- Activate the state’s MRC and coordinate staffing and management of all required special needs shelters.
- Activate “Maine Responds” to credential all volunteer health care providers designated to work at special needs shelters.
- Be prepared to provide public health nursing support in non-traditional settings at non-traditional times, 24/7.
- Be prepared to provide health and environmental safety assessments in communities that are considering re-entry of citizens into evacuated areas (e.g., drinking water quality, toxin levels, etc.).
- Initiate and oversee reentry procedures for repatriates, if required.
- Be prepared to modify the administration of other health and human services for displaced clients (e.g., WIC, food stamps, etc.).

g. Department of Inland Fisheries and Wildlife

- Provide liaison to SEOC when it is activated at level 2, or higher.
- Serve as support agency to MSP and DOT for all security and movement control functions, respectively, needed to execute this plan.
- Provide aviation support, as a traffic monitoring measure, during evacuation and re-entry operations

h. Department of Labor

- Provide liaison to SEOC when it is activated at level 2, or higher.
- Be prepared to expand unemployment services for displaced persons in the affected areas.
- Coordinate recommendations with the Governor’s Office to vacate or waive labor regulations that would hinder or restrict effective mass evacuation and re-entry operations.

i. Department of Marine Resources

- Provide liaison to SEOC when it is activated at level 2 or higher.
- Serve as lead agent for movement control and security in coastal waters during mass evacuation and re-entry operations.
- Provide support to coastal jurisdictions and islands at ferry service points of embarkation and debarkation, and to harbor masters during harbor evacuation operations.
- Serve as support agency to MSP and DOT for all security and movement control functions needed to execute this plan.

- Coordinate directly with the USCG for support in managing evacuation and re-entry operations in coastal waters.

j. Department of Public Safety

- Provide liaison to SEOC when activated at level 2 or higher.
- Provide a senior law enforcement official with decision making authority to serve as lead agent in the State EG for all security functions, and as co-lead agent (along with DOT) for all movement control functions needed to execute this plan.
- Provide resources to control traffic (e.g., TCPs) and secure all state or federal evacuation routes.
- Assist county sheriffs in advising local EMA directors of gubernatorial evacuation orders and direct the evacuation when there is no local law enforcement capacity.
- Be prepared to provide resources to assist local and tribal law enforcement in controlling traffic and securing local and tribal evacuation routes.
- Be prepared to provide resources to assist local and tribal law enforcement in securing pick-up points, reception sites, staging areas, shelters, and evacuated areas.
- Coordinate for EMS resources along evacuation routes, at shelters, and at other population centers.
- Be prepared to assist local efforts to coordinate transportation of people with special mobility or medical needs.
- Provide EMS support to special needs and regional general population shelters, and other shelters as available.
- Coordinate aero-medical evacuation operations throughout the evacuation area and identify landing zones near special needs shelters and regional general population shelters.
- Provide aviation support, as a traffic monitoring measure, during evacuation and re-entry operations

k. Department of Transportation

- Provide liaison to SEOC when activated at level 2, or higher.
- Provide a senior transportation official with decision making authority to serve as co-lead agent in the State Evacuation Group for all movement control functions needed to execute this plan.
- Prioritize and coordinate use of (uncommitted) public/commercial transit resources for communities with transit-dependent populations.
- Conduct traffic analysis to identify the most appropriate highways to meet evacuation requirements beyond those listed in this plan.
- Coordinate emplacement and removal of all traffic movement control devices and monitoring measures along state evacuation routes.
- Perform traffic flow analysis during mass evacuation and re-entry operations.
- Coordinate with local DPWs, debris removal operations along state evacuation routes.
- Coordinate pre-evacuation re-fuel operations of designated public and commercial fuel stations.
- Coordinate courtesy patrols along evacuation routes.

Section 5: Supplemental and Procedural Documents

- Hurricane Evacuation Study
- Critical Transportation Needs Concept of Operations Plan

Section 6: References

- Title 37-B, section 742, M.R.S.A.
- Title ___, State-Wide Mutual Aid Agreement, M.R.S.A.
- State of Maine DOT, Transit Emergency Directory, 2008
- Post-Katrina emergency Management Reform Act of 2006
- Pets Evacuation and Transportation Standards Act of 2006
- Americans With disabilities Act (ADA) of 1990
- Sections 504 and 508 of the Rehabilitation Act of 1973, as amended
- Age Discrimination Act of 1975
- Executive Order 13166, Improving Access to Services for Persons With Limited English Proficiency
- Executive Order 13347, Individuals With Disabilities in Emergency Preparedness
- Federal Emergency Management Agency, CPG 1-6, October 1993, Disaster Operations - A Handbook for Local Governments.
- Federal Emergency Management Agency, CPG 2-15, September 1984, Transportation Planning Guidelines for Evacuation of Large Populations.
- Federal Emergency Management Agency, CPG 2-16, December 1984, Guide to Hurricane Preparedness Planning for State and Local Officials.
- National Response Team of the National Oil and Hazardous Substances Contingency Plan, NRT-1, March 1987, Hazardous Materials Emergency Planning Guide.
- U.S. Nuclear Regulatory Commission, and Federal Emergency Management Agency, NUREG-0654 FEMA-REP-1 Rev. 1 Supp.1, September 1988, Criteria for Preparation and Evaluation of Radiological Emergency Response Plans and Preparedness in Support of Nuclear Power Plants, Chapter II, Section J.
- Federal Emergency Management Agency, SLG 100, August 1990, Guide for Increasing Local Governments Civil Defense Readiness During Periods of International Crisis.
- U.S. Army Corps of Engineers, July 2007, Maine Hurricane Evacuation Study Transportation Analysis 2007.
- Pre-Disaster Emergency Declaration Requests:
http://www.fema.gov/pdf/hazard/pre_disaster_requests.pdf
- Eligible Costs Related to Evacuations and Sheltering:
http://www.fema.gov/pdf/government/grant/pa/9523_15.pdf
- Eligible Costs Related to Pet Evacuations and Sheltering:
http://www.fema.gov/pdf/government/grant/pa/9523_19.pdf
- Host-State Evacuation and Sheltering Reimbursement:
http://www.fema.gov/pdf/government/grant/pa/9523_18.pdf;
http://www.fema.gov/pdf/government/grant/pa/9523_18b.pdf
- Emergency Medical Care and Medical Evacuations:
http://www.fema.gov/pdf/government/grant/pa/9525_4.pdf
- Also see Authorities and References in Section VII. of the National Response Framework

Section 7: Appendices

Appendix A. Transportation and Movement Control

a. Transportation

i. Modes

Transportation modes that are available to move masses of people to safety are varied and numerous. Communities expect to rely upon privately owned vehicles and school buses for most evacuation needs while Island communities will rely on ferry service and privately owned watercraft. While these are acceptable options for the general population, specially configured vans and emergency services vehicles will be needed for people with special mobility and medical needs. Other modes must be specifically designated for people with companion animals (service animals and household pets).

Ground transportation options include, but are not limited to: commercial coaches (buses); vans from Community Action Programs (CAP), touring companies or the DOT Go-Maine Program; taxi/limousine services; and in selected areas, the Amtrak Downeaster. See DOT Transit Emergency Directory 2008 for ground transportation resources available to evacuation planners.

Air and sea transportation options include, but are not limited to: military or commercial aircraft, both rotary and fixed wing; private and commercial watercraft; U.S. Postal System boats; public ferry service; and USCG vessels.

Community Considerations:

- Communities must judiciously plan for various transportation modes to accommodate the transportation needs of their community, while remaining cognizant of the needs of adjacent communities.
- Transportation for people with special mobility needs and those with companion animals must be coordinated with resources needed by long-term-care facilities and other congregate care settings.
- Mass transit is preferable in more heavily populated areas as it will reduce traffic and reduce evacuation clearance times.

ii. Pick-up Points

Pick-up points and other points of embarkation must be designated throughout the community for people who are transit-dependent/ disadvantaged. Common locations include ferry terminals, commercial bus stops, school bus stops, public buildings such as the post office or town hall, and other sites in high population areas that are within reasonable walking distance.

Community Considerations:

- Pick-up points should be easy to find and prominently marked.
- Pick-up points should have someone there in an official capacity to manage the site.

- In more populated settings, security and crowd control should be planned for.
- A transportation manifest of all passengers on board must be filled out before the public conveyance departs.
- Passengers with pets or service animals should be previously instructed to arrive with pets on a leash and muzzled if necessary or in a carrier. Extra restraint devices should be on hand at the site.
- Limited supplies of drinking water and snacks may be helpful for those going on longer rides or waiting for long periods.
- Other considerations: first aid kits, overhead cover for inclement weather; a volunteer to serve as pick-up point manager.

iii. **Parks and Ride**

This transportation hub is for people with privately owned or rented vehicles who would park their vehicle and board some form of public transportation, en-route to a shelter or other safe haven. This would reduce traffic on roadways, reduce clearance times of evacuation routes and decrease the number of vehicles at shelters. Maine has several parks and ride along collector roads that can be used for this purpose.

iv. **Reception Centers**

Reception Centers are used for very large scale evacuations. Evacuees are assessed and processed at the reception center and transported to the appropriate shelter or area that is designated as safe and secure.

County Reception Centers: Managed by county reception center teams and/or state Volunteer Reception Center (VRC) teams under the direction of the County EG/C. Locations might include: state parks, large vacant retail stores or manufacturing plants, high schools, or armories.

v. **Staging Areas**

Staging areas will be used for responders/workers that are assisting with the evacuation and response, such as law enforcement vehicles, Fire/EMS, public works vehicles, towing trucks, courtesy patrols, response teams, etc. Staging areas will be used to gather, coordinate efforts, stock supplies (food, water, fuel, sanitation items, etc.). Staging area managers must be prepared for delays and prolonged activity, thus necessitating food and lodging for responders. Separate staging areas should be considered for evacuee transportation vehicles, such as school bus yards, commercial bus yards, etc. where facilities, fuel, and security are already available for like-type vehicles.

- LSAs: Managed by the local/county incident commander or evacuation coordinator. Locations might include: public works areas, large vacant retail stores or manufacturing plants, athletic field parking areas, high schools, or fairgrounds.
- State Staging Areas (SSAs): Managed by the State EG. Locations will likely be DOT facilities, armories, airports, military installations, state parking areas, and state parks. Federal staging areas will be designated separately or shared with state areas. Other sites may include intermodal sites, transportation/ transfer sites/hubs etc. such as those in Auburn, Fairfield/Waterville and Bangor.

vi. **Refueling Points**

- Communities will coordinate fuel points for evacuees (in evacuation areas) that will be topped off prior to evacuation operations. They will also coordinate separate fuel points for responder vehicles/equipment at or near staging areas.
- Counties will designate refuel points along evacuation routes preferably at or near comfort stations/rest areas.
- DOT through its contract with Irving Oil is prepared to top off fuel points at state staging areas and selected fuel stations in communities that need assistance.
- Courtesy patrols, operated by DOT, will carry 5-gallon cans of fuel for vehicles along the evacuation route that have run out of fuel.
- Use of mobile fuel stations will be used as a last resort.
- ESF-12, Energy, is currently under development to address fuel issues in more detail.

vii. Coordination and Control

Communities will coordinate use of public transportation through the IC/EC. Community ICs/ECs will in turn coordinate dispatchers of vehicle fleets such as school busses and with the County EG/C on routes of travel and destinations for public transportation vehicles prior to releasing vehicles along the route of travel. County EG/Cs will coordinate with shelters and other destinations prior to releasing vehicles to ensure that shelters have the capacity to accept new clients. The State EG will coordinate state and federal transportation resources with the counties.

b. Movement Control

i. Traffic Management Planning

Clearance Time: one of two major considerations involved when issuing an evacuation order or advisory. The other is arrival time of the hazard. Clearance time is the time required to clear the roadway of all vehicles evacuating in response to a natural hazard. Clearance time begins when the first evacuating vehicle enters the road network and ends when the last evacuating vehicle reaches an assumed point of safety. Clearance time includes the time required by evacuees to enter the road network (referred to as mobilization time) and the time spent by evacuees traveling along the road network due to traffic congestion (referred to as queuing delay time). Clearance time does not relate to the time any one vehicle spends traveling on the road network and does not include time needed for local officials to assemble and make a decision. Clearance times generally fall below 24 hours for most of the scenarios.

The following is an example of *calculated hurricane evacuation clearance times*.

Several hundred clearance time runs were done based on differing intensity of hurricanes, evacuation area assumptions, rapidity of evacuees' response, and differing tourist seasons. The example only shows the times for a Category I Hurricane, other times were computed for stronger storms.

Hancock County Clearance Times
 US 1 (between US 1A and SR 3) in Ellsworth
Excerpt from the 2007 Maine Hurricane Evacuation Study

	Low Tourist Occupancy	High Tourist Occupancy
Category 1 Hurricane		
Rapid Response	6.05 hrs.	10.94 hrs.
Medium Response	7.67 hrs.	12.35 hrs.
Long Response	9.24 hrs.	13.95 hrs.

Arrival Time: In the case of a hurricane, arrival time is the time that tropical storm force winds reach coastal islands or mainland communities.

Traffic Capacity: In Maine, there are two types of roadways. 1) Two-lane undivided rural roads with one lane in each direction; and 2) Multi-lane divided freeway or expressway with limited access. For planning purposes, the recommended count of vehicles per lane per day for #1 type roads is between 16,000 and 18,000 vehicles; and for #2 type roads, it is between 30,000 and 32,000 vehicles.

ii. Traffic Control Measures

These are the measures taken to safely direct, observe, and control traffic during a mass evacuation. Tools used to accomplish this include, but are not limited to, pre-determined Evacuation Routes, Evacuation Zones, Clearance Times, Traffic Management, Lane Reversal/Contra-Flow, Control Points, Signage, Barriers, barricades, cones, traffic lights, altered traffic patterns, etc. These are discussed in detail below.

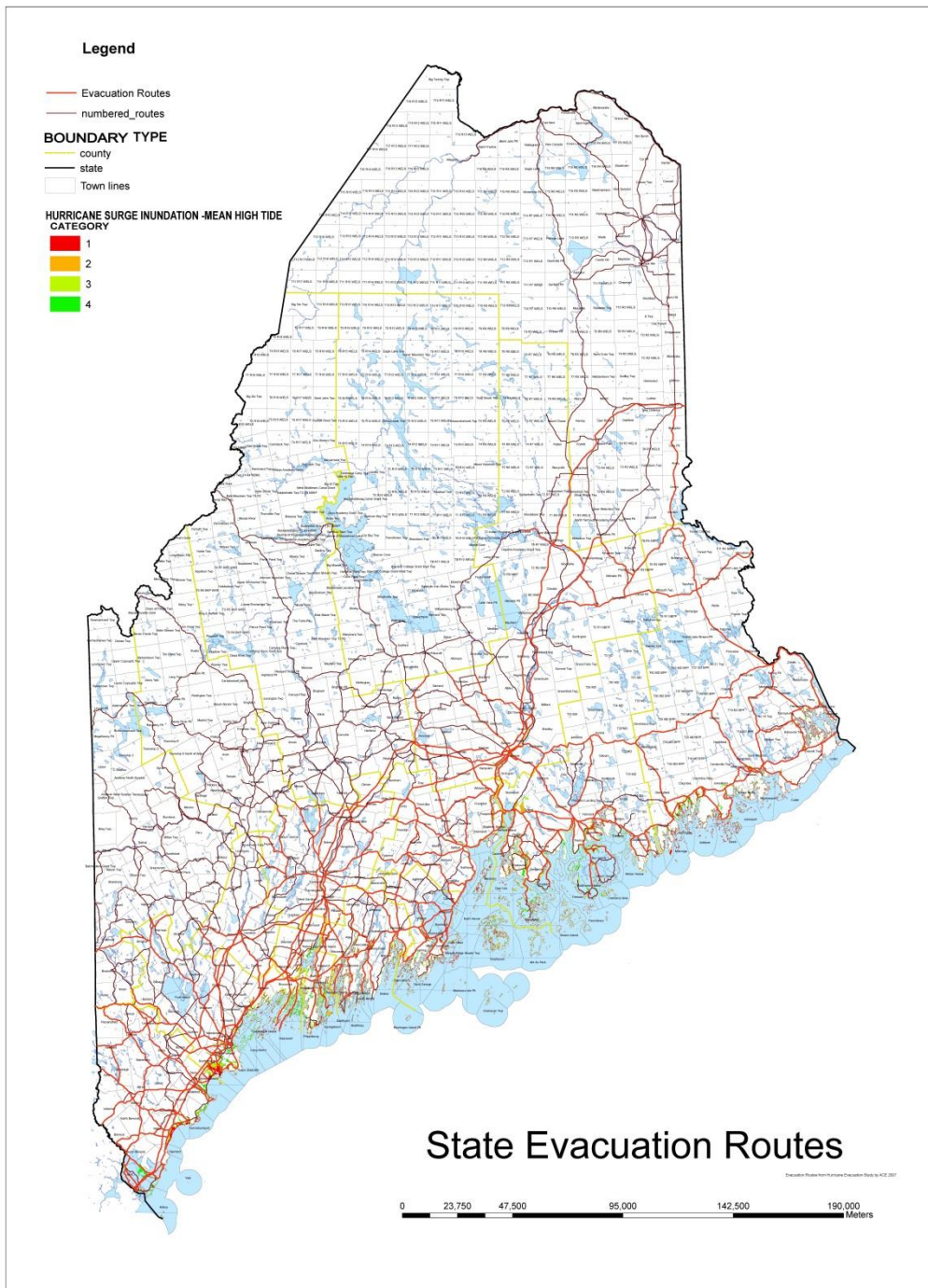
Evacuation Routes: Each jurisdiction has prepared specific evacuation route maps. Some cover multiple hazards while others are designed for an individual hazard. State and county evacuation plans are on file in the SEOC. These maps are referenced when evacuation decisions are being considered.

DOT maintains an inventory of major and minor road systems and will recommend evacuation routing based on the emergency situation.

Coastal evacuation routes for severe coastal storms or tsunamis are detailed in **Appendix H. Natural Hazards**. They are broken out by county and include a map of each county. Counties will strive to incorporate this detail in their plans. When this has been achieved by all counties the primary location of this information will reside at the county level.

The map below shows the state evacuation routes as determined by the Hurricane Evacuation Study (HES) done by the U.S. Army Corp of Engineers in 2007.

The majority of routes take the population away from the coast but there are routes that move North-South and East-West to facilitate other kinds of evacuation. This study was done assuming a threat arriving along Maine’s coast.



Evacuation Zones: Areas that need to be evacuated for a particular emergency hazard scenario to protect residents at risk from that particular hazard. In the event of a need to evacuate having zones identified prior to the order to leave would ease confusion and add order. The parameters for the zones are:

- Easily describable to the public over radio and television.
- Based upon easily identifiable roadway or natural features for boundary identification.
- Be useable for transportation modeling/clearance time calculations.
- Be related to census/traffic analysis zone boundaries for population and dwelling unit tabulations and calculations of vulnerable populations.

Traffic Control Points: The goal of traffic management is to allow traffic to flow unimpeded along evacuation routes. Supplementing existing traffic control devices with well positioned TCPs that are staffed with law enforcement officers, help achieve that goal.

MSP, in cooperation with local law enforcement agencies and the county EMAs, has compiled a list of TCPs in each county. Staffing for each TCP will be determined by MSP, as the co-lead agent for movement control. A responsible party or group will be designated for each point. The responsible party will then be charged with staffing that point. TCPs may be either manned with law enforcement personnel or unmanned with a flashing yellow light or barricade.

The TCPs will be staffed by designated agencies during evacuation and re-entry when requested by the SEOC, and will be staffed until traffic resumes normal levels of operation.

A collaborative effort by DOT, town public works departments, and the counties will be required to provide all necessary equipment needed to effectively construct TCPs. This equipment may include one or all of the following: barriers, cones, barricades, remote signal devices, and variable message boards. Road closures will likely occur as well and this same equipment may be used for that purpose as well.

Variable message boards can be used to direct traffic by alerting the public to altered routes, give direction to shelters and their status (open, closed) or reception sites.

Lane Reversal/Contra Flow: There is no plan at present to initiate this procedure statewide but there is a plan at the county level for this procedure in Hancock County for Mount Desert Island as well as at the local level in some metropolitan areas (Bangor).

iii. **Traffic Monitoring Devices/Locations**

Critical roadway segments with the highest evacuation vehicles to roadway capacity ratio are considered to be critical links for an efficient evacuation. These congested areas control the flow of evacuation traffic during an evacuation and are key areas for traffic control and monitoring. Supporting local law enforcement should pay special attention to these areas. Methods of monitoring traffic include helicopters, planes, satellite, and video surveillance. There are also less technological methods manning the area with personnel and a radio to report congestion, count, accidents, and other useful information. At present counties and municipalities have some webcams and traffic cameras at intersections but at the state level this form of information

gathering has not be uniformly utilized. The MTA also has some cameras to show congestion and flow.

iv. **Evacuation Support Services**

During an evacuation, those traveling to shelters or away from the approaching storm or event may need some basic and not so basic services not readily available along designated routes. For this reason the state recommends a number of services along evacuation routes.

Comfort Stations: Comfort stations are designated points along evacuation routes which are to be supplied with portable toilets and potable water. Comfort stations augment the existing facilities at rest areas during a major evacuation. The comfort stations along a corridor are strongly suggested in the following areas:

- All rest area facilities
- North and south bound weigh stations

Information: Information will be provided to the travelling public primarily through the following mechanisms:

- Highway Advisory Radios (HARs) - The Maine Turnpike Authority currently operates (11) HARs which cover an area from Kittery to Augusta. HARs are used to broadcast advisory information during emergency conditions.
- Maine 5-1-1 - DOT manages the 5-1-1 information line with current accident and road closure information.
- Variable Message Boards - DOT will place boards at key intersections and heavy volume areas to disseminate important information.
- A.M. channel 1610.

In areas of the state where a large portion of the population speak a language other than English – evacuation messages should be translated and made available to the public via radio, television, hand-outs at information kiosks, and community centers.

Courtesy Patrols: Courtesy patrols will travel evacuation routes with supplies such as water, snacks, first aid kit, sanitation items, jumper cables, antifreeze, and fuel to assist motorists during evacuation. Their supplies would be provided from staging areas.

Towing/Wrecker Service: County and local EMA directors should have the names and contact information for this service in their evacuation and re-entry plans. A Memorandum of Agreement, or similar document, with these companies is recommended so that there are no questions about responsibilities and reimbursement when their services are needed.

Security: During a mass evacuation the security of evacuated areas will be the responsibility of local, county and state law enforcement. It is also within their roles and responsibilities to make sure an area has been cleared (safe) before allowing evacuees to re-enter an area.

Appendix B. People with Access and Functional Needs and Congregate Care Facilities

This appendix contains information regarding facilities and population groups requiring special considerations for evacuation. Local and County EOPs contain local facility information. The following sections are identified:

- Evacuation policies for special care facilities
- State-owned special care facilities listed by county and municipality

Each special care facility is responsible for the safety and well-being of its residents. Advanced planning is required if evacuation of special care facilities is to be effective. Evacuees must have a means of transportation and a destination that can maintain similar levels of care.

For many special care facilities, transportation by private vehicle or bus is satisfactory for most residents. Those needing specific medical attention may require ambulance transportation.

Jail and prison inmates require transportation by law enforcement agencies to destinations pre-established providing confinement capability.

Schools which must evacuate while in session transport students and staff to another school outside the hazard area.

Each identified special care facility is a pickup point for transportation assistance. Additional pickup points are municipal fire stations, libraries and schools. As required, the locations of individuals who have requested special notification from their municipality for transportation or special accommodation are other pickup points.

Administrators for all special care facilities are expected to have prearranged agreements with host facilities providing similar levels of care. These agreements address notification, staffing, transfer or provision of resources and other important issues.

Individuals living independently may need special assistance. Local and county planning includes this information.

Appendix C. Symbols and Definitions



Comfort Station/Rest Stop – areas along evacuation route where motorists can pull off to use rest rooms, get water, snacks and rest.



Household Pets – an animal kept for companionship and enjoyment or a household animal, as opposed to livestock, laboratory animals, working animals or sport animals, which are kept for economic reasons. Examples are cats, dogs, gerbils, hamsters, lizards, birds, etc



Service Animals – an animal such as a guide dog, signal dog or other animal individually trained to provide assistance to an individual with a disability.



Contra-Flow – plans that alter the normal flow of traffic, typically on a controlled-access highway (such as a freeway or motorway), to either aid in an emergency evacuation (the most common usage of the term in the U.S.) or, as part of routine maintenance activities. Usually, the term is used to refer to reversal of lanes which are normally configured for travel in one direction.



Courtesy Patrol – a vehicle that is traveling along state evacuation routes with limited supplies of water, snacks, sanitary items, fuel, first aid items, and jumper cables for the purpose of alleviating minor emergencies along the evacuation route and allowing motorists to continue along the evacuation route.



Evacuation Route – A pre-designated local or state road or highway controlled and maintained by local or state officials for mass evacuation operations. Evacuation routes lead to one or more shelter or lodging destinations for the evacuating public.



General Population Shelter – a general population shelter is a temporary congregate care facility where ARC plans, organizes, directs and controls shelter services. The purpose of a shelter is to provide a safe place for people to stay during an emergency where they will be provided meals, a safe place to sleep and access to various types of support and information.



Pickup Point – designated points in the hazard or threat area that are within walking distance of transit-dependent evacuees where mass transit will pick up evacuees and take them to reception areas and/or shelters or other lodging facility.



Reception Centers – areas where evacuees disembark from mass transit to connect with another mode or source of transportation or to take shelter near the reception center.



Towing Service – Tow trucks (generally privately owned) equipped with chains, lifts, etc. available by radio and phone to remove vehicles broken down or abandoned along roads. In the event of an evacuation there would be an MOA with the Tow Service that specifies expected services as well as fees associated.



Shelters (AFN/pet) – AFN are those that need assistance with activities of daily life but won't be accompanied by someone to provide that assistance in a general population shelter. If someone with AFN is accompanied by someone who can assist with those needs, and doesn't require special accommodations (space, equipment, supplies) at the shelter, than the person is eligible to be sheltered in a general population shelter.



Pet Shelters – pre-determined locations where pets can be sheltered. In many instances these are located near General Population Shelters so that those people with pets can care for their pets during an evacuation. Companion animals do not need to go to a Pet Shelter and may stay with their owners.



Staging Area – an area used by emergency response personnel to gather, coordinate efforts, stock supplies (food, water, fuel, sanitation items, etc.), rest when a long period of active work is required, eat and address personal needs.



Traffic Control Point – Pre determined points along evacuation routes that are known bottlenecks and points of congestion of traffic. These points are both manned and unmanned in an effort to facilitate the swift and safe movement of traffic along the evacuation route.



Transit-Dependent – the Federal Transit Administration defines transit dependent persons as those: without private transportation, elderly (over age 65), youths (under age 18), and/or persons below poverty or median income levels defined by the U.S. Census Bureau.