

ESF-7

IN-PLACE PROTECTION AND EVACUATION

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ESF-7

IN-PLACE PROTECTION AND EVACUATION

PRIMARY AGENCY:	Office of Emergency Management (OEM)	
SUPPORT AGENCIES:	County Commission City/County Attorney County Administrator County Sheriff's Department Public Health Department Rural Fire Departments Schools Districts County Highway Department Emergency Communications Center (ECC) County Building Regulations	Office of Mayor Office of the City Manager City Building Development Svc. Springfield Police Department Public Information Office (PIO) Springfield Fire Department City Utilities (CU) Springfield Public Works

I. PURPOSE

Evacuation (for emergency planning purposes) is the concept of moving people from an area "at risk" to a safer location. In-Place Sheltering means staying inside your home or other building until emergency officials give an "all-clear" signal. This ESF will provide guidelines under which such an evacuation and in-place sheltering can be accomplished. This function is applicable to small localized situations, or larger situations as the need arises.

II. SITUATION AND ASSUMPTIONS

A. Situation

1. Springfield/Greene County is subject to many hazards (**see Hazard Mitigation Plan**) that could threaten the lives and property of its citizens and require evacuation operations. Such hazards may include hazardous materials or terrorist/WMD incidents.
2. In the event of a natural or technological disaster, in most situations, in-place protective shelter may provide essential shelter to the public.
3. Potential disasters that could cause in-place sheltering in Greene County include:
 - a. Hazardous Materials Incidents - People will be advised to stay indoors and reduce the airflow into the structure (home, public facility, etc.).
 - b. Tornado - Private homes can offer protection in basements or other interior areas of the house. Public buildings, schools, nursing homes, etc., have designated shelter locations.
 - c. Terrorism/WMD - Chemical or biological attacks may facilitate the need for in-place protection or quarantine.
4. Springfield/Greene County has a well established transportation network that will facilitate any evacuation or reception of the general population.
5. There are a large number of special facilities (hospitals, nursing homes, etc.) that will require special consideration in this ESF.

B. Assumptions

1. In almost every emergency situation requiring evacuation, a number of people will evacuate on their own volition.
2. In some cases, such as a hazardous materials release, in-place protection may be the best alternative.
3. It can be anticipated that the majority of persons will receive and follow the evacuation instructions. However, a certain portion of the population (1) will not get the information, (2) will not understand it, or (3) will purposely not follow directions.
4. In all cases, an adequate number of City/County or mutual aid personnel will be available to accomplish the tasks necessary to complete the evacuation.
5. Panic by evacuees can be lessened if the government furnishes adequate information and direction.
6. Evacuation will be primarily by family groups using privately owned vehicles, however, transportation will be coordinated for persons without automobiles or with disabilities and no other means.
7. Looting of evacuated areas is a possibility and law enforcement should be prepared to handle such a situation with severity based on the magnitude of the event.
8. Assistance in planning for and in conducting actual evacuations will be provided by higher levels of government.

III. CONCEPT OF OPERATIONS

A. General

1. In-place protection and evacuation operations will be directed and coordinated initially from a field command post under the authority of the on-scene incident commander. At such a time as practical, direction and control will be turned over to the Springfield-Greene County EOC or a facility designated at the time in-place protection or evacuation becomes necessary.
2. This ESF encompasses the following:
 - a. **Evacuation:** Will be considered based on the conditions at the selected destination and any risk of exposure to the disaster while en route.
 - b. **In-Place Protection:** Will depend on the relative protection from potential disaster provided by the available residential, commercial, and recreational structures in the community.
3. If people are displaced from their homes by the disaster, temporary housing and mass care must be provided. Mass Care operations are discussed under (**ESF-8**).
4. The ultimate responsibility for ordering an evacuation rests with the local government; hence, it should only be directed by the chief elected official or a designated successor.
5. During any evacuation, close coordination will be required with the following functions:
 - a. Mass Care (**ESF-8**) -- The evacuees must have some place to go even if it's in

- another county.
 - b. Law Enforcement (**ESF-9**) -- Traffic control along movement routes and security for evacuated areas are an absolute necessity. Area security is important because people may not evacuate if they do not feel their property will be secure.
 - c. Resource/Donations Management (**ESF-5**) -- Transportation for persons without automobiles, food, clothing, and fuel will require coordination
 - d. Other support agencies -- Constant interface will be required with the state and federal government and private agencies such as the American Red Cross.
5. The duration of the evacuation will be determined by the chief elected official present based on technical information furnished by Federal, State, and local agencies.
 6. Certain day-to-day governmental activities will be curtailed during evacuations. The degree to which this is necessary will depend upon the amount of local resources that are committed.
 7. Special facility populations must be identified. In-place protection may be the only available option for these facilities.
 8. Transportation will be provided for patients of nursing homes, hospitals, and other institutions requiring special care or attention (**ESF-7, Appendix 2**). Private institutions should make all reasonable efforts to obtain feasible transportation for their clients in the event of a need evacuation.
 9. During the evacuation, staging areas and pick-up points will be identified to provide transportation for those people without private automobiles or other means (**ESF-7, Appendix 3**).

B. Actions to be Taken by Operating Time Frames

1. Mitigation

- a. Identify potential evacuation or in-place protection areas in accordance with those hazards listed in the Hazard Mitigation Plan.
- b. Identify population groups or facilities requiring special assistance (such as hospitals, nursing homes, senior citizens, etc.).
- c. Identify and make agreements with private organizations that can facilitate evacuations (service stations, garages, fuel distributors, bus companies, etc.).
- d. Develop public information packets to detail:
 - (1) The reasons for possible evacuations;
 - (2) The procedures for receiving evacuation instructions;
 - (3) Items to take when evacuating;
 - (4) Procedures to be taken by persons requiring transportation.
 - (5) Sheltering procedures
- e. Coordinate all evacuation plans with the State Emergency Management Agency.

2. Preparedness

- a. Analyze all developing emergencies for potential evacuation or in-place protection situations to include the number of evacuees/shelters.
- b. Alert Mass Care (**ESF-8**) of possible evacuation and obtain location of available shelters.
- c. Identify necessary evacuation routes and coordinate with law enforcement and

- d. the public works or highway departments to check their status and condition.
- d. Identify population groups who may require special assistance during evacuation (senior citizens, disabled, hospital/nursing homes, prisoners).
- e. Locate transportation for all persons in the threatened area.
- f. Through the Direction and Control (**ESF-1**), alert all other emergency sections that an evacuation may be required.
- g. Inform the public of the potential evacuation or in-place protection, to include the nature of the problem and the movement route or procedures to use.
- h. If necessary, make plans to evacuate government and critical workers.

3. Response

- a. Advise citizens to evacuate or in-place protection when deemed necessary or by appropriate authority.
- b. Initiate mass care functions as needed.
- c. Notify all appropriate agencies to include state and federal agencies.
- d. Monitor the following actions to ensure the evacuation functions smoothly.
 - (1) Traffic flow
 - (2) Road conditions
 - (3) Mass Care areas
 - (4) Security for evacuated areas
- e. Broadcast public information continuously during the evacuation or in-place protection to minimize confusion.
- f. Coordinate with and furnish information on the situation to the other emergency services.
- g. As the evacuation winds down, begin planning for the return.
- h. Provide for security and parking for Mass Care (**ESF-8**) areas.
- i. Provide for transportation for essential workers to commute to hazardous areas.
- j. Make provisions for the evacuation of handicapped, elderly, and institutionalized persons.
- k. Arrange for continued operation or rapid restart of essential services in the hazard area as soon as possible.

4. Recovery

- a. Initiate return to homes/facilities when conditions allow this to be done safely.
- b. Monitor all return activities until the situation returns to normal.
- c. Those who were in-place protected will be instructed to open up their homes/facilities to air out.
- d. Prepare and present after-action reports to governing authorities.

IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. Primary Agency: Office of Emergency Management

- 1. The responsibility for all major decisions pertaining to In-Place Protection or Evacuation measures rests with the chief elected officials of the jurisdiction. Incident commanders, during emergency circumstances have the authority to conduct emergency evacuations of areas in imminent danger. Mandatory evacuation must come from chief elected official.
- 2. The Office of Emergency Management (OEM) will coordinate decisions on which areas should be evacuated and if applicable whether or not to open Mass Care centers.
- 3. Advise citizens to evacuate upon recommendations by on-scene command personnel and through Public Information (**ESF-4**).
- 4. Make Public Information and press releases to the media on what areas are being

- evacuated or protected in-place and if applicable, where mass care centers are located.
5. Direct the relocation of essential resources (personnel, equipment, supplies, etc.) to mass care centers.
 6. Identify high hazard areas and number of potential evacuees.

B. Support Agencies:

County Building Regulations

Post disaster, conduct building inspections and post evacuation building inspections as appropriate.

Building Development Services

Post disaster, conduct building inspections and post evacuation building inspections as appropriate.

City/County Attorneys

Advise officials as appropriate on legal matters concerning In-Place Sheltering and Evacuation.

Springfield/Greene County Emergency Communications Center

Provide public safety communications for response and recovery operations.

Greene County Highway Department/ Springfield Public Works

1. Provide traffic control devices (barricades).
2. Assist in keeping evacuation routes open in coordination with law enforcement and other emergency services. Assist in recovery operations.

Greene County Sheriff's Department/Springfield Police Department

1. Provide door-to-door evacuation notification in non-toxic atmospheres.
2. Designate evacuation routes, and assist in evacuations by providing perimeter, traffic control and roadblocks.
3. Evacuate prisoners when applicable.
4. Coordinate law enforcement activities with other emergency services.
5. Provide security for vacated area(s) and provide information to the Emergency Management for news releases to the public on evacuation routes.

Public Information Office

Coordinate with Office of Emergency Management and EOC to disseminate and coordinate In-Place Protection and Evacuation information to the media and the public.

Springfield City Utilities and Springfield-Greene County School Districts

Springfield City Utilities will be responsible for assisting in public transportation as needed, supplemented by appropriate and available school district buses.

Springfield Fire Department/Greene County Fire Departments

1. Manage incidents as assigned.
2. Assist with evacuation measures as appropriate.

Springfield/Greene County Health Department

Provide health related advice and support to incident command and control.

C. State Support Agency:

Missouri Division of Family Services

1. Coordinate with Emergency Management and the EOC for any sheltering or evacuations pertaining local institutionalized groups under state control.
2. Assist in planning as necessary.

V. DIRECTION AND CONTROL

- A. In a limited disaster or emergency situation, In-Place Sheltering and Evacuations will be controlled from normal day-to-day office locations, if possible, or at a site designated at the time.
- B. All evacuation operations will be coordinated through the EOC, which will serve as the source of all Direction and Control (**ESF-1**).
- C. The chief elected city/county official has overall responsibility for all emergency management activities.
- D. The Springfield/Greene County Office of Emergency Management is responsible for coordination of emergency efforts among city/county departments or outside agencies.
- E. A disaster or potential disaster that generates a requirement for protecting people from a harmful environment will automatically require activation of the EOC.

VI. CONTINUITY OF GOVERNMENT

Lines of succession for In-Place Shelter and Evacuation coordination:

- 1. The line of succession will be through the Office of Emergency Management.
- 2. Lines of succession to the agencies supporting In-Place Shelter and Evacuation operations will be according to the procedures and normal lines of succession established by the respective departments.
- 3. Records of actions taken and resources expended will be maintained in the EOC and will be transferred with the EOC should it be moved.

VII. ADMINISTRATION AND LOGISTICS

- A. Each jurisdiction is responsible for procurement of its own essential supplies needed for evacuation operations, through normal procurement channels.
- B. Requisition of privately owned property will be in accordance with the provisions of Chapter 44, RSMo.
- C. All city/county-owned transportation will be utilized, as required and formal arrangements for outside resources should be made.

VIII. ESF DEVELOPMENT AND MAINTENANCE

- A. Maintenance for this ESF is the responsibility of the Office of Emergency Management (OEM).
- B. This ESF and its associated Appendices should be reviewed at least annually.