

EMERGENCY SUPPORT FUNCTION (ESF) #13-2
EVACUATION AND RE-ENTRY

I. PURPOSE

1. The movement of people and property from areas "at risk" to a safer place is a concept as old as mankind. After the danger subsides, people will need to re-enter those previously evacuated areas. This ESF gives incident personnel the guidelines under which they can accomplish such evacuation and subsequent re-entry management. This function must be applicable to small, localized situations as well as for a whole-scale city wide movement should the need arise.

II. SITUATION AND ASSUMPTIONS

1. Situation

1. The City of Pacific is subject to many hazards that could threaten the lives and property of its citizens and require evacuation operations. Such hazards would be flooding, hazardous materials incidents, severe weather, tornadoes, and the possibility of a terrorist attack.
2. Pacific has a good highway system network that will facilitate any evacuation of the general population under most circumstances.
3. In case of an earthquake or hazmat incident, portions of the infrastructure may become unavailable for use as an evacuation route, and some portions of the City may become isolated.
4. There are several special facilities that will require special consideration in this annex; most of these have their own evacuation plan. (See Appendix 2 of this Annex.)
5. Evacuation will most likely be needed for hazardous materials incidents and flooding. Interstate 44 and BL-44 both divide the City east to west. Two major rail lines bisect the city into north-south. Each of the aforementioned routes carry hazardous material cargo. A hazmat incident on the train rail could impact evacuation efforts as well as traffic congestion given only 1 roadway overpass allows for freely bypassing the tracks directly.
6. Likely areas of evacuation will include those homes and businesses on either side of the highway or rail lines depending on the material, and weather conditions. Special venues may be impacted.

2. Assumptions

1. In almost every emergency situation requiring evacuation, a number of people will evacuate on their own volition.

2. 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) purposely not follow directions.
3. In all cases, an adequate number of Police, Fire and City personnel will be needed to accomplish the tasks necessary to complete the evacuation.
4. Panic by evacuees should not be an issue as long as the government furnishes adequate information.
5. Evacuation will be primarily by family groups using privately owned vehicles with transportation being provided for those without automobiles. See transportation lists.
6. Looting of evacuated areas is possible.

III. CONCEPT OF OPERATIONS

1. General

1. The ultimate responsibility for ordering an evacuation rests with the local government; hence, it should only be implemented by the Mayor or a designated successor.
2. During any evacuation, close coordination will be required with the following functions:
 - a. ESF#6 Mass Care and ESF#1 Transportation - The evacuees must have some place to go even if it's in another county
 - b. ESF#13 Law Enforcement - Traffic control along movement routes, and security for evacuated areas are an absolute necessity.
 - c. ESF#7 Resource & Supply - Transportation for persons without automobiles, food, clothing, and fuel will be required, see Evacuation, Transportation List.
 - (1) Notification of Evacuation
 - (2) Evacuation Call Out List
 - d. Other support agencies - Constant communications will be required with county and state government, as well as private agencies like the Red Cross, Salvation Army and school bus companies.
 - e. Arrangements to care for and house domestic animals and pets should be made through The Counties Office of Emergency Management. For example, an enclosed pet trailer, if available, is stored at the St. Louis County Hanna Road facility, Ballwin, MO.
 - (1) If feasible, consideration should be given to set up temporary boarding facilities near existing shelters.

3. The duration of the evacuation will be determined by the chief elected official present based on technical information furnished by state and local agencies.
4. Certain day-to-day governmental activities will be curtailed during evacuations. The degree to which this is necessary will, of course, depend upon the amount of local resources that are committed.
5. Transportation may be necessary for patients of nursing homes, but should have been previously arranged by those facilities, according to their own disaster plan. Other institutions requiring special care or attention, such as daycare facilities may need assistance. A list of facilities can be found in Restricted Annex R2 Appendix 3.
6. During the evacuation, staging areas and pick up points will be identified to provide transportation for those people without private automobiles or other means. These pick-up points will be dependent on the location of the incident, and from the established list of staging areas. Staging areas and pick up points are identified in Appendix 2.
7. Emergency Response
 - (1) As the Chief Elected Official of our jurisdiction, evacuation orders shall be issued from the Mayor (or designee). Situational intelligence and real-time guidance would typically be obtained from:
 - (a) Pacific City Marshal (or delegate)
 - (b) Pacific Fire Protection District Chief (or delegate)
 - (c) Pacific Emergency Management Director (or delegate)
 - (d) City Administrator (or delegate)
 - b. Responders should keep in mind people cannot be forced to evacuate.
 - (1) If someone fails to comply, briefly explain the threat and stress the importance of leaving.
 - (2) Explain that emergency services may not be able to return in time should the situation deteriorate.
 - (3) If the person still refuses to leave, make note of the name, address, pedigree and next of kin information.
 - c. Notify all appropriate agencies to include county, state and related, local other 1st responder agencies, e.g. Pacific Fire Protection District.
 - (1) Franklin County Emergency Management Agency, 636-584-1011.
 - (2) St. Louis County Office of Emergency Management, 314-615-9500, 8:00 a.m. - 4:30 p.m. or via dispatcher.

- (3) American Red Cross, 833-583-3111
 - (4) Pacific Fire Protection District, 636-257-3633
 - (5) State Emergency Management Agency (SEMA), 573-751-2748 (24 hours)
- d. Monitor the following actions to ensure the evacuation functions smoothly.
 - (1) Traffic flow ó will be monitored by Pacific Police and Pacific Fire personnel.
 - (2) Reception areas will be staffed by the American Red Cross, the Salvation Army, Pacific Police, Pacific Fire personnel and/or qualified civilian volunteers (e.g. CERT).
 - (3) Pacific Police personnel, other law enforcement officers, National Guard, MSHP and CERT volunteers may provide security for evacuated areas.
 - (4) Access into the affected area will be through control points determined by the lead security person in charge of the facility.
 - e. Broadcast public information continuously during the evacuation to minimize confusion.

*News stations shall be called and given proper information by the Emergency Management Director/Coordinator, in accordance with Functional Annex C Emergency Public Information.
 - f. Coordinate with, and furnish information, on the situation to the other emergency services.
 - g. Assist in the transfer of necessary supplies and personnel to reception areas, especially if these areas are outside the affected jurisdiction.
 - h. As the evacuation winds down, begin planning for the return.
 - i. Note: If possible, rest areas along movement routes where evacuees can obtain fuel, water, vehicle maintenance, and information. (There are NOT designated medical aid and comfort facilities, at present, in Pacific, MO)
 - j. Provide for security and parking in the reception area.
 - k. Provide for transportation for essential workers to commute to hazardous area.
 - l. Make provisions for the evacuation of handicapped, elderly, and institutionalized persons.
- 8. Damage Assessment will be conducted according to Damage Assessment, in the Basic Emergency Operations Plan.
 - a. Access to the affected area will be through established control points.

IV. RE-ENTRY

1. Re-entry into the affected area will be performed in phases, (Pre-Activation, and Response), with all activity coordinated through Field Incident Command in coordination with the EOC and MAC Group if established. The EOC and incident commanders will determine the resources needed to begin re-entry.
 1. During the "Pre-Activation" phase, the EOC will inform evacuees of the requirements to return to the affected areas. Identification will be required (ie: driver's license, utility bills, etc.)
 2. Those evacuees requiring access will register at a shelter, or at the staging area, as determined by the EOC.
 3. Entry will be allowed only through the established control points that have been or should be established.
 4. Only those bearing an authorized pass will be allowed entry to the affected area. Passes will be issued at the registration area, with proper identification. (Pass may be an arm band.)
 5. Transportation will be supplied to those in need via **St. Louis County Office of Emergency Management transportation contact list, and/or TBD.**
2. During the "Response" phase, access will be granted according to established priorities created for the event.
 1. Level I access allows for the re-entry of those agencies and groups participating in normal recovery operations. This includes such groups as search and rescue; utility crews; public works; and official damage assessment teams.
 2. Level II access allows for the re-entry of relief agencies (American Red Cross, etc.), health care agencies, insurance agencies, business owners and residents.
3. Life safety, utility restoration, sanitation, water safety (boil orders, etc.), structure, and infrastructure integrity must be considered prior to a general re-entry.
4. Should general re-entry not be feasible due to the above considerations, the Emergency Operations Center, through incident command, will determine which areas are ready to be occupied.
 1. The EOC will distribute the information to affected evacuees through Media and in person at the shelters.
 2. Should transportation of evacuees be required, a transportation will be obtained from **St. Louis County Office of Emergency Management and/or TBD.**
5. In all cases, ongoing security will be required for the affected area(s). The City of Pacific Police Department shall be instrumental in this effort, along with other requested agencies, e.g. MO National Guard.

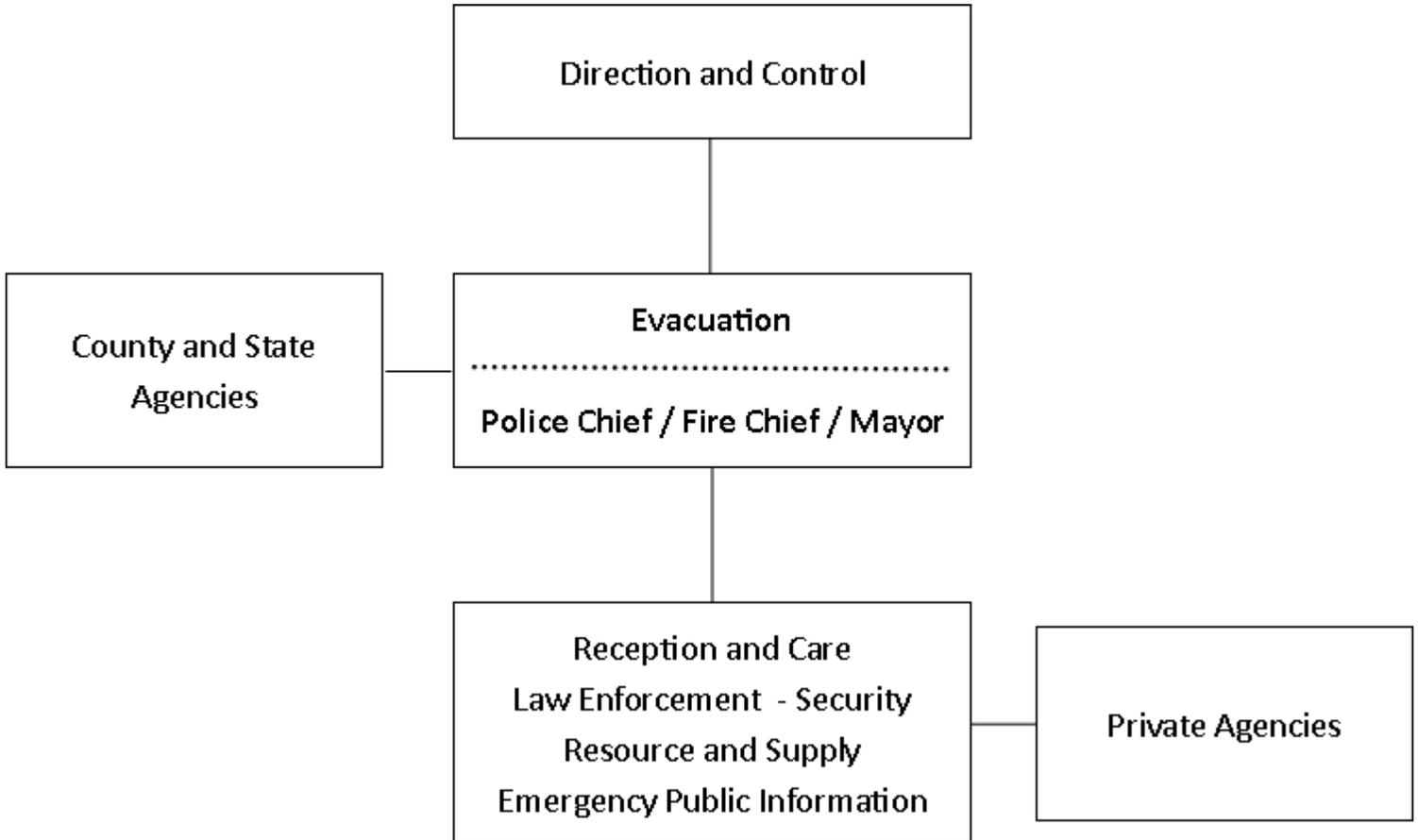
V. APPENDICES

1. Evacuation and Re-Entry Conceptual Functional Diagram
2. Pacific Staging Areas Options
3. Hazardous Materials Incident Evacuation
4. Record of Evacuations

Appendix 1 to ESF#13-2

CONCEPTUAL EVACUATION FUNCTIONAL DIAGRAM

Support from private agencies such as the Red Cross, churches, public schools, etc., will enhance evacuation operations (i.e., assisting with sheltering, providing transportation, etc.).



Appendix 2 to ESF#13-2

PACIFIC STAGING AREAS OPTIONS

Staging areas are locations which may be used in the event an evacuation has been ordered which would require evacuees to relocate to a safe area, possibly outside their permanent community. Those evacuees who do not have transportation would go to these staging areas where transportation will be provided to move them to a designated safe area.

Also, these staging areas can be used as pick-up and drop-off points for resources and supplies into the affected area.

The following venue options represent centrally located, easily accessible, collection points for local residents. Which exact sites would be used for any given incident shall be determined by the EOC staff per situation. Prior agreement between the facility owner, the service provider, and local government shall be required.

1. Pacific High School
2. Pacific Intermediate School
3. Pacific Eagles Club
4. New Beginnings Lutheran Church
5. The Bridge Church
6. The Landing Hub
7. Tri-County Community Senior Center
8. Liberty Field
9. Pacific Community Park

The following are transportation resources that could be used in an evacuation

1. Meramec Valley R-III School District transportation buses
2. Bi-State Transportation Company
3. SEMA provided resources

Appendix 3 to ESF#13-2

HAZARDOUS MATERIALS INCIDENT EVACUATION

I. PURPOSE

To provide for the orderly and coordinated evacuation of those people who are exposed to hazardous materials accidents and those people who may be endangered by fixed site hazardous materials accidents.

II. SITUATION AND ASSUMPTIONS

A. Situation

1. The City of Pacific is exposed daily to hazardous materials which are transported across its highways and railway and also from the storage of the materials in more permanent containers.

B. Assumptions

1. One out of ten motor vehicles is engaged in the transport of hazardous materials.
2. Hazardous materials incidents may occur without any other emergencies being involved, such as a structural failure in a container or a leaking valve.
3. Such incidents could pose a significant threat to the health and safety of response personnel, as well as others in the immediate area.

III. EVACUATION RESPONSE PROCEDURES

A. If no evacuation is required use the Emergency Response Guide (ERG) to look up universal placards to maintain safe distances.

1. Secure the area. The first public safety officer on scene will cordon-off the affected area.
2. Alert other departments. Other governmental units, such as fire, water, sewer and street departments should be informed of the situation.
3. Dispatch assistance requested.

B. If evacuation is required and an order is made to evacuate:

1. Designate the area to be evacuated. This information should be as clear and concise as possible in order to aid those who are assisting in the evacuation and for those who are being evacuated.
2. Establish a perimeter security. The purpose is to limit or prohibit entry into the affected area.
3. Activate an emergency shelter plan (to include animal shelter), if necessary. Many evacuees will stay with friends or neighbors for short periods of time; if duration is

longer, the affected community would relocate the make ready areas for long-term occupancy.

4. Notify affected persons. All persons within the affected area must be contacted. This is best accomplished on a door-to-door basis, loud speakers, social media, or government-manned telephones, depending on the situation. Records should be kept of location of visits, times and dates, and results of attempted visits.
5. Return of affected persons. Once the area is declared safe, a public information program should so inform the evacuees when to return, what to expect upon return (i.e., how to turn utilities back on), and how to request additional information. Also, the local government would warn of other related hazards so persons would be alert to changes in their environment.

