APPENDIX E7

SOUTH AUSTRALIAN STATE EMERGENCY MANAGEMENT PLAN – ANNEX I – EVACUATION GUIDELINES

ANNEX I - EVACUATION GUIDELINES

CONTENTS

1. INTRODUCTION

Evacuation is the planned movement of people from dangerous or potentially dangerous areas to safer areas and eventual return.[1] Evacuation uses distance to separate the people from the danger created by the emergency. It is a risk management strategy that may be used as a means of mitigating the impact of an incident on public safety.[2]

Whilst the decision to evacuate people who are at immediate risk is reasonably clear, the decision to evacuate people based on predictive information, incomplete or unverified data in a developing situation requires significant consideration and planning.

The necessity for an evacuation will always vary according to the hazard and type of emergency being faced. The degree of an evacuation may apply to individuals, a house, a street, a large institution (ie. school or hospital), a suburb, a town or a large area of the state.

The role of the Control Agency is to consider and, if necessary, recommend evacuation of people from potentially dangerous areas. Once a recommendation is made to evacuate it must be undertaken in a manner that is controlled and monitored, with the primary objective being personal safety.

It must be understood that the dynamic nature of emergencies requires all emergency service personnel to be flexible and adaptable and 'proactive' in their duties. The incident controller must assess whether evacuation should be recommended to communities potentially threatened by the hazard and provide that advice through every available means as early as possible[3]

1.1 PURPOSE
The purpose of this document is to establish an all hazards, all incidents guide for a coordinated multi-agency response to a significant emergency incident in an area where evacuation has been determined. The information is provided to assist control agencies (or the agency delegated the task of conducting an evacuation) in their planning process and plans for an evacuation. Due to the dynamic nature of each emergency, these guidelines are designed to provide advice and information to the process and are not the definitive policy to be adopted.

It is acknowledged that this document does not stand alone but is complementary to the States existing emergency management arrangements:
- Emergency Management Act 2004
- State Emergency Management Plan.
- Fire and Emergency Services Act 2005

---

[1] EMA Terms Thesaurus (evacuation)
[2] EMA Evacuation Planning-Manual 11
[3] 2009 VBRC Final report – pg 52

1.2 AUTHORITY

This document is issued under the authority of the State Emergency Management Plan.

1.3 OBJECTIVES

The objectives of the Evacuation Guidelines are to provide guidance as to how to:

- facilitate the safe movement of individuals from the incident or area of danger,
- act as a guide for decision makers when considering an evacuation,
- articulate the evacuation process,
- clearly define the roles and responsibilities of all stakeholders during each evacuation stage, and
- facilitate relationships between agencies
- ensure the safe return of evacuee's back to the affected area if relevant

1.4 ASSUMPTIONS

The following assumptions are made in relation to these guidelines

- as per the SEMP, the responsibility for the decision to evacuate remains with the Control Agency
- as per the SEMP, the Control Agency retains responsibility for an evacuation, however the planning, implementation and management of an evacuation is a task that may be delegated to another agency
- the Control Agency will notify the Coordinating Agency (for further advice to all support agencies) prior to an evacuation being implemented
- in relation to warnings and communications - a variety of technological systems (including Emergency Alert) along with the media can provide information to the public as required concerning the incident and the evacuation process. (if evacuation is recommended)
- there may be some challenges in getting warnings out to culturally and linguistically diverse communities (CALD), other persons with a cogitative or sensory impairment and isolated community members. Plans should identify if these communicates are within their expected evacuation area and take these factors into account in their planning
- it may take some hours to stage sufficient resources to support the evacuation processes (including Emergency Relief Centres)
- that not all people may comply with instructions or guidance from Emergency Service Personnel.

2. DEFINITIONS

Control Agency	The agency that shall exercise control over the emergency response for specific emergency incidents as per the Act.
Evacuation	The movement of people from dangerous or potentially dangerous areas to safer areas, upon advice from a relevant Control Agency and the eventual return.
Evacuation Planner	A person / agency delegated by the Control Agency to plan, initiate and manage a directed evacuation as determined (decided) by the respective Control Agency.
Incident Controller	The Control Agency representative with overall responsibility for emergency response operations, and recommending evacuation if appropriate (even when some of his/her responsibilities have been delegated).
Immediate evacuation	Is a directed evacuation resulting from a sudden hazard impact which forces immediate action, allowing little or no warning and limited preparation time.
Directed evacuation	Is the controlled and managed movement of people from a threatened area to a place of safety in accordance with the provisions of the Emergency Management Act 2004 or other relevant legislation.
Relocation	Relocation is the independent movement by individuals, families and households on their own volition, away from an area that is likely to be or has been impacted by an emergency, hazard or threat with or without formal advice from a relevant authority.

3. EVACUATION

3.1 TYPES OF EVACUATIONS

Evacuation is a formal process which is initiated by the respective Control Agency. These guidelines identify two categories of evacuations;

- Directed evacuation
- Immediate evacuation

Relocation: is the independent movement by individuals, families and households on their own volition, away from an area that is likely to be impacted by an emergency, hazard or threat with or without formal advice from a relevant authority. This concept is not described as part of the State's evacuation policy however people who relocate may receive support and assistance along with others who are part of a formal evacuation process. (The use of 'relocation' by control agencies remains as one of the preferred options prior to any hazard impact.)

Directed (Planned) Evacuation (utilising authorities under legislation*)*
Directed (planned) evacuation is always the preferred option if circumstances permit. This type of evacuation enables greater control and coordination due to the ability to obtain accurate information and sufficient resources to carry out the function.

Directed evacuation may also allow recommendations to be made to the public to create opportunities for individuals to:
- evacuate in a controlled manner - notifying friends and relatives that they have moved;
- evacuate in a timely manner and obtain alternative accommodation with friends or relatives;
- evacuate with assistance of family and friends.

This decreases reliance upon the emergency services and Government agencies, allowing them to concentrate on the actual hazard or to assist those more vulnerable people within the community.

Examples of the type of event when directed evacuation may be used include bushfires, flood, cyclone and storm surge.

Immediate Evacuation (utilising 'authorities' under legislation)
Where people are at immediate risk from an emergency or dangerous incident, they may be evacuated upon direction from a person holding appropriate legislative authority. This task is carried out with little or no planning available, with decisions being made at the front line.

A decision to effect 'immediate evacuation' should always be dependent on determining that:
- Staying is now a greater risk than leaving
- A threat to life or injury is likely
- A risk assessment is undertaken
- The person making the decision has the capacity and capabilities to undertake the action without further risk to themselves or others

Examples of events that may require immediate evacuation include hazardous materials accidents/incidents, air crash, bushfire or earthquake. There will be circumstances that dictate that 'evacuation' will not be possible due to the inherent danger of initiating the action at the given time. This decision needs to be made by the Control Agency after taking into account the specifics of the emergency.

3.2 PREFERRED EVACUATION PROCESS
When a decision to evacuate has been made, the preferred type of evacuation is a 'Directed Evacuation' as it enables greater control and coordination. It also enables planners an opportunity to inform the community of the hazard and the options available to them. The initial recommendation to the public would facilitate:
- evacuate in a controlled manner – notifying friends and relatives that they have moved;
- evacuate in a timely manner and obtain alternative accommodation with friends or relatives;

- evacuate with assistance of family and friends.

As part of the evacuation process, all participating agencies should where possible safely facilitate evacuees back to their own homes, utilising their own resources, with the least amount of assistance or support from agencies.

3.3 MANAGEMENT OF EVACUATIONS

Irrespective of the hazard being faced, the management of Evacuations is the responsibility of the respective Control Agency. Where the Control Agency is unable to facilitate the necessary components required to implement an Evacuation, it is incumbent on them to liaise with the Coordinating Agency to identify a suitable support agency to perform the required task.

3.4 AUTHORITY TO EVACUATE

The authority to effect an evacuation rests with the control agency under their respective legislation, the Emergency Management Act or other relevant legislation. Once the decision is made, the Control Agency will communicate that decision to the Coordinating Agency (SAPOL) in line with the normal provision of advice to the State Coordinator.

Both the *Fire and Emergency Services Act 2005 and the Emergency Management Act 2004* contain authorities which empower Emergency Service / Authorised Officers to remove (evacuate) people from areas of danger.

The principle sections of the acts being;
FES Act – Section 42 (MFS) Powers
FES Act – Section 97 (CFS) Powers
FES Act – Section 118 (SES) Powers
the Act – Section 25 (Declared Emergencies) Powers

4. EVACUATION PROCESS

A decision to conduct a directed evacuation for an identified area will require a substantial amount of planning, recording and notifying of key stake-holders and the relevant community(s).

The evacuation of a substantial part of any area may have a significant flow on effect for stake-holders with responsibilities outside that area. The management of displaced persons (Evacuees) following an evacuation requires additional resources to manage the various exodus components. In addition, stopping people from entering the area where an evacuation has commenced is also a critical part of the evacuation process.

The decision to facilitate an evacuation should be based on a continuous Risk Assessment model, taking into consideration the availability of timely and relevant information. If the decision is made too early and the hazard recedes, the evacuated community may have been exposed to unnecessary risk, inconvenience and cost. If the decision is made too late, the affected community may have no other option but

to evacuate under high-risk conditions. Whilst the nature of the hazard impact will be a primary consideration, an effective Incident Management Team assessment, along with support systems to assist evacuees will facilitate decision making.

Due to the complex nature of an evacuation operation it must not be regarded as a secondary reaction to other risk management strategies. The evacuation should be treated as a separate response operation and appropriately planned. The evacuation plan becomes an annex to the Incident Action Plan (IAP).

4.1 EVACUATION STAGES
There are five distinct stages in the directed evacuation process:
1. The decision to evacuate, (includes the Evacuation Plan)
2. Advice to the affected person(s) of the impending evacuation,
3. Evacuation of affected person(s),
4. Supporting evacuated person(s), and
5. Return of affected person(s).

(It should be remembered that a formal evacuation process does not prevent people from 're-locating' or 'self evacuating' in appropriate circumstances.)

The decision to facilitate an evacuation should be based on a continuous Risk Assessment model, taking into consideration the availability of timely and relevant information. If the decision is made too early and the hazard recedes, the evacuated community may have been exposed to unnecessary risk, inconvenience and cost. If the decision is made too late, the affected community may have no other option but to evacuate under high-risk conditions. Whilst the nature of the hazard impact will be a primary consideration, an effective Incident Management Team assessment, along with support systems to assist evacuees will facilitate decision making.

Due to the complex nature of an evacuation operation it must not be regarded as a secondary reaction to other risk management strategies. The evacuation should be treated as a separate response operation and appropriately planned. The evacuation plan becomes an annex to the Incident Action Plan (IAP).

4.2 DECISION TO EVACUATE
The decision to evacuate will be made by the Control Agency when the members of the community at risk do not have the capability to make an informed decision or when it is evident that loss of life or injury is imminent or almost certain. Evacuations should be based upon, but not limited to, consideration of:
- nature and type of incident
- size and severity of incident
- location of the incident
- time of the day
- weather conditions
- population density
- identifiable structures or infrastructure near the scene
- identified vulnerable people
- appropriate transport corridors

- physical resources available to carry out the evacuation
- access to safe places to evacuate to
- capacity of police, emergency services and local authorities to facilitate a safe evacuation
- level of pre-planning and community education/engagement
- expert advice from agencies including:
    - o Department for Transport, Energy and Infrastructure in relation to traffic flow and road(s) safety and capacity
    - o Emergency Relief Functional Service in relation to support (relief) centres and recovery functions.
    - o Bureau of Meteorology in relation to current and future weather predictions
    - o Engineering Functional Services for structural and service provisions

4.3 ADVICE TO THE AFFECTED PERSON(S) OF THE EVACUATION

Once a decision has been made to evacuate an area, it is imperative that the Control Agency's Incident Controller in collaboration with the Coordinating Agency ensures effective communication strategies are implemented. The provision of consistent and clear advice is critical in reducing panic and facilitating an effective and coordinated evacuation. This includes general advice and directions to all potential evacuees and specific advice to appropriate sections of the community.

Communication of advice and warnings (relating to an evacuation) through various technologies (including the electronic media, emergency alert) will provide information to the public concerning the incident and the evacuation process. In developing this advice, consideration should be given to how this information will be communicated to culturally and linguistically diverse communities (CALD), and other persons with a cogitative or sensory impairment and isolated community members (vulnerable persons).

The Incident Controller is responsible for ensuring that any 'evacuation recommendation' to a community is provided appropriately in the most timely and effective manner and in accordance with agency standard operating procedures.

4.4 EVACUATION OF AFFECTED PERSON(S)

Evacuees may be requested to:
- evacuate under their own means
- evacuate with assistance (own or other)
- move to a designated safer area
- move to specific locations for transport out of the area (Assembly Area)
- move to an emergency relief centre.
- identify themselves if they have specific needs
- any or all of the above

In planning an evacuation for persons impacted by the decision, considerations may also have to be made in regards to:
- Management of Road convoys
- Possible duration of evacuation
- Limitation of personal equipment

- Type of animals permitted
- Multiple 'relocation' sites for the various groups of evacuees
- Information releases to evacuees
- Return policy / procedure for evacuees

There needs to be close engagement maintained between the Evacuation Planner and the Incident Controller once the evacuation process has been commenced as it may be necessary for the Incident Controller to divert resources to safeguard the lives of those being evacuated.

4.5 FORCED EVACUATIONS

It is recognised that some people will refuse to comply with a lawful request to evacuate. When confronted with people refusing to do so, it is important for the initiating member to accurately report the status of the hazard being confronted and the decision to maintain primacy of life over other considerations. In situations where a constant refusal is faced, a risk management process is necessary to ensure that the 'greater good' is maintained. (eg time and resources are spent on notifying and evacuating all remaining residents of the street)

In situations that necessitate 'forced evacuations' members should only exercise their authority if they have the capacity and ability to do so without further endangering themselves, other agency staff and without detriment to other community members.

4.6 TRAFFIC MANAGEMENT

In order to manage the evacuation process, the appointed Evacuation Planner may be required to implement traffic management plans and establish traffic management points (TMPs) to control the flow of traffic. The Evacuation Planner shall seek expert advice and assistance from, but not limited to:
- DTEI (Department for Transport Energy & Infrastructure)
- CFS (Country Fire Service)
- MFS (Metropolitan Fire Service)
- SES (State Emergency Service)
- Local Government Entities (Councils)
- SAPOL(South Australia Police)

All traffic management plans / decisions require acceptance and authorisation of the respective Control Agencies 'Incident Controller' as part of the overall evacuation plan.

4.7 SUPPORTING EVACUATED PERSON(S)

Community Service Functional Service (CSFS) may be tasked with preparing for and supporting persons evacuated from a designated hazard. Pre-determined sites will be utilised by the support agency in this endeavour, with support from government and non-government agencies as required.

It is imperative that evacuated persons that are situated in 'emergency relief centres' are;

- registered
- maintained in family groups
- needs of pets are considered
- status reports are provided to the Evacuation Planner

In situations where evacuated persons must remain away from their homes for an extended period of time, temporary accommodation may be required.

Arrangements for the ongoing support of evacuated people are managed under the:
- Displaced Persons Accommodation Support Plan
- State Recovery Arrangements.

4.8 RETURN OF EVACUATED PERSON(S)

Once the incident that has initiated the evacuation has been resolved, and the Control Agency has determined that it is safe for evacuees to return to the area, then arrangements can be put in place for persons to return to their respective homes / businesses etc.

Return of evacuees to the area will be managed and co-ordinated on a case by case basis. The type, scale and location of the incident may result in a staged return of people as sectors of the areas evacuated are made safe whilst other areas continue to be isolated or restricted.

An objective in the 'return' phase of an evacuation should be to safely facilitate evacuees returning to their own homes following resolution of the emergency, being mindful that on-going support will be needed for those who have experienced a property loss.

5. ROLES AND RESPONSIBILITIES

The table below sets out the roles and responsibilities of those involved in the directed evacuation process.

Organisation/Role	Task
Incident Controller (Control Agency)	Consider and initiate as appropriate evacuation in consultation with the nominated Evacuation Planner. Provide situational updates and ongoing advice that may impact on an evacuation.
Other emergency services and support agencies. (SAPOL, CFS, MFS, SES, Maritime Rescue, Local Government)	Support assist in the evacuation process when and where appropriate. Operational response and other allocated tasks determine level of assistance.
DTEI	Assist in traffic management road capacity issues.
CSFS	Care of evacuees and activation and resourcing of relief centres.
DECS	Issues related to the evacuation of educational facilities and child care centres etc.

6. OTHER CONSIDERATIONS

Planning for evacuations should be encouraged at the local level to facilitate understanding by individuals and the community to know in advance what to expect, how to prepare, where they might be directed to go and how to get there.

6.1 PREPARATION AND PLANNING
Evacuation needs to be considered in legislative plans:
- State Emergency Management plan,
- Hazard plans,
- Support plans,
- Functional Service plans,
- Zone Emergency Management plans.

6.2 COMMUNITY EDUCATION
Hazard Leaders shall ensure the implementation of relevant community education programs and information systems, for the hazards for which they are responsible. The key objective of the community education programs and information systems will be to provide community members with the capability to make an informed decision as to what action(s) they will initiate to ensure their own safety when threatened by or as a result of any emergency.

6.3 VULNERABLE PEOPLE
Vulnerable people and those who may care for them, including specific care facilities, face numerous challenges because they may need more time, resources, support and assistance to evacuate safely as evacuees may have major health and well being implications. These facilities should have existing evacuation plans in place to appropriately plan for and effect evacuations when this is recommended.

There will, however be vulnerable people who neither identify themselves as vulnerable or have appropriate support through carers, friends or families to respond appropriately to a decision / direction to evacuate. Plans need to be flexible to cater for circumstances where these people or groups are identified.

Appendices

Appendices A, B   C are provided as processes for consideration in planning and/or implementing evacuations.

7. REFERENCES

Emergency Management Act 2004 (see www.legislation.sa.gov.au)
Fire and Emergency Services Act 2005 (see www.legislation.sa.gov.au)
Evacuation Planning – Manual 11 (issued by Emergency Management Australia)
Evacuation Guidelines (Draft 29/07/2010) Victoria Police
Evacuation During Bushfires (DSE-CFS Joint SOP) Dec 2010

Appendix A

Evacuation Flowchart

```
                    ┌─────────────────────┐
                    │   CONTROL AGENCY    │
                    └─────────────────────┘
                               │
                    ┌─────────────────────┐
          ┌─────────│   Decision to       │─────────┐
          │         │   Evacuate          │         │
          │         └─────────────────────┘         │
          ▼                                          ▼
    ┌──────────┐                              ┌──────────┐
    │   YES    │                              │    NO    │
    └──────────┘                              └──────────┘
          │                                          │
          ▼                                          ▼
┌─────────────────────┐              ┌─────────────────────┐
│ Evacuation Planner  │              │ Continue Incident   │
│ Appointed           │              │ Management          │
└─────────────────────┘              └─────────────────────┘
          │
          ▼
┌─────────────────────┐
│ Evacuation Plan     │
│ prepared            │
└─────────────────────┘
          │
          ▼
┌─────────────────────┐
│ Evacuation Plan     │
│ approved            │
│ by Control Agency   │
└─────────────────────┘
          │
          └──────────────────┐
                             ▼
                    ┌─────────────────────┐
                    │   Plan Initiated    │
                    └─────────────────────┘
                             │
                             ▼
                    ┌─────────────────────┐
                    │ Evacuees Supported  │
                    └─────────────────────┘
                             │
                             ▼
                    ┌─────────────────────┐
                    │ Evacuees Returned to│
                    │ Home Residences     │
                    └─────────────────────┘
```

**Consideration of handover from Response to Recovery Operations due to size and duration of activities
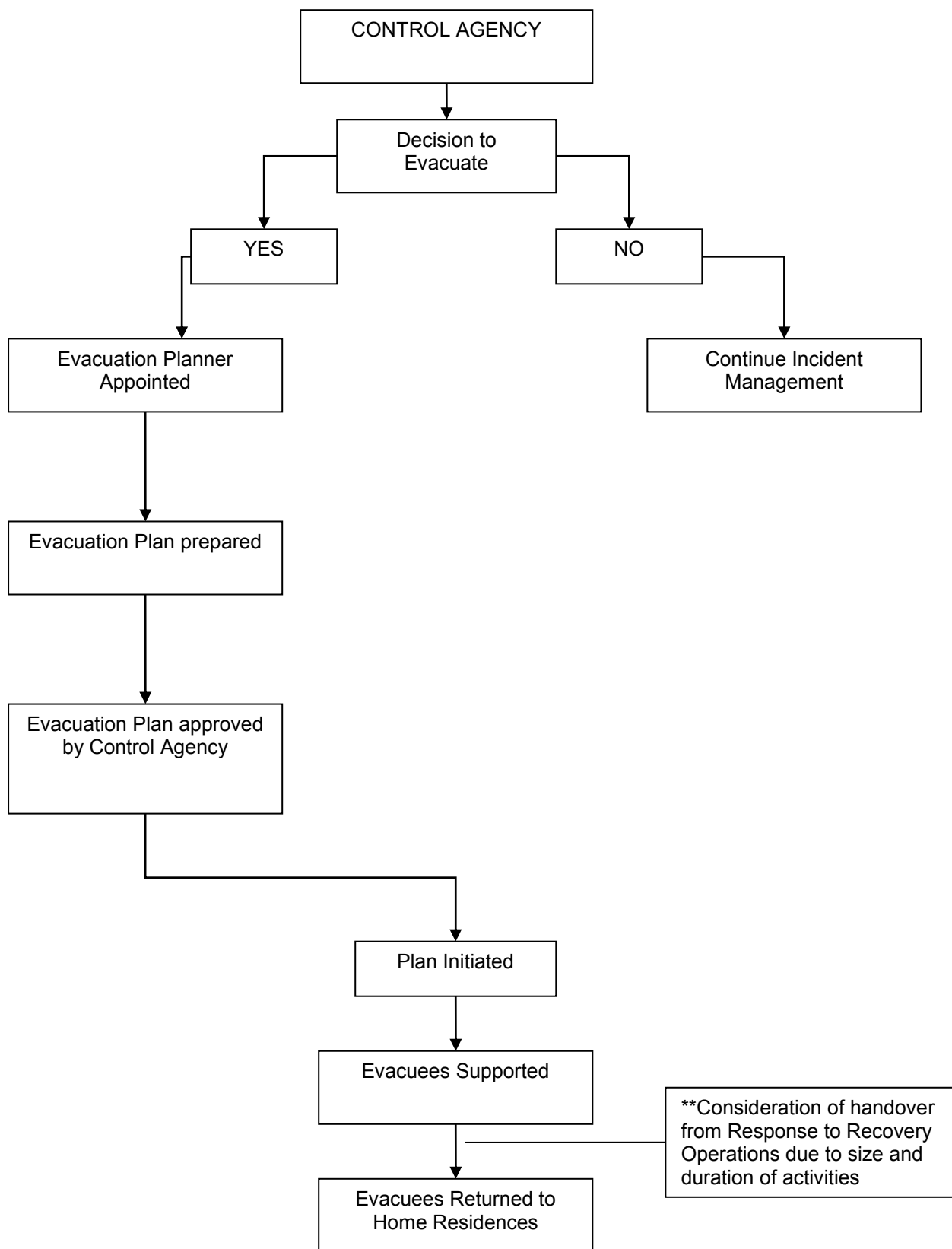
Appendix B

Considerations of Evacuation

EVACUATION TEMPLATE	
Incident Name	
Date / Time	
Control Agency & Incident Controller	
Evacuation Planner	
ISSUE's	**COMMENT's**
Area of Community Vulnerability • Whole • Part • Single Site • (Attach map)	
Current and predicted incident situation	
Ability to deal with situation with current resources.	
Community Preparedness • Evacuation plan in place • Relief centre available • Traffic management suitable	
Vulnerable Groups • Medical • Physical • Aged • Cultural • Others	
Other Groups • Defence • Government • Private Industry • Tourists • Others	
Emergency Services availability. • SAPOL • CFS • MFS	

	• SES • SAAS • St JOHN • Others	
	Incident Management • Control Agency • Evacuation planner • Public Information	
	Is there sufficient time to safely evacuate?	
	Other Options other than evacuation?	
	Control Agency's opinion?	
	Control Agency's 'Mission' at this time	

	Recommendation to Evacuate Y / N
	
	Y / N
		Incident Controller: _ _ _ _ _ _ _ _ _ _ _ _ _ _ _
		                                    (Signature)
		
		Evacuation Planner: _ _ _ _ _ _ _ _ _ _ _ _ _ _ _
		                                    (Signature)
		
		Date: _ _ _ _ _ _ _ _ _ _ _ _ _ _ _

<div align="right">

Appendix C

</div>

Decision to Evacuate

Decision to Evacuate	
Incident Name:	
Date / Time	
Incident Controller	
Control Agency	
Advice to Coordinating Agency (SAPOL)	It is recommended / directed that all members of the public located in the following area/s : (attach map if available) ……………………………………………………… ……………………………………………………… ……………………………………………………… ……………………………………………………… ……………………………………………………… ……………………………………………………… ……………………………………………………… due to the threat of: ……………………………………………………… be evacuated to an area / location of safety.
Safe area identified	Actual location:... Safe Area: .... Safe distance: ....
This advice is current to:	.... hours .... date
Signed:	……………………………………………………… Incident Controller
Received:	……………………………………………………… Coordinating Agency
State Coordinator advised:	Y / N Time: Date: By: ……………………………………………………