

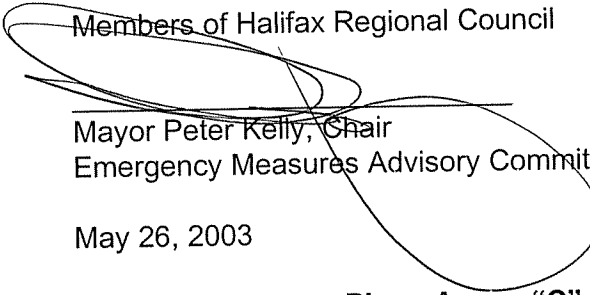


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HALIFAX REGIONAL COUNCIL
June 24, 2003

TO: Members of Halifax Regional Council

FROM:  Mayor Peter Kelly, Chair
Emergency Measures Advisory Committee

DATE: May 26, 2003

SUBJECT: Master Emergency Plan - Annex "C" - Emergency Evacuation Plan

ORIGIN:

Meeting of Emergency Measures Advisory Committee held on May 12, 2003.

RECOMMENDATION:

It is recommended that Regional Council review the Emergency Evacuation Plan, Annex "C" to the Master Emergency Plan and make recommendations.

BACKGROUND:

The HRM Master Emergency Plan was approved by Council in June of 2000. The Master Emergency Plan has the provision to be improved as necessary with additional material. The Emergency Evacuation Plan is being added as an Annex of the Master Plan at this time to enhance the Master Emergency Plan.

The Emergency Evacuation Plan is to be used by the on-site emergency operations group to save lives, reduce personal injury and prevent or minimize property damage. It establishes responsibilities, policies, procedures and guidelines for the efficient and effective management of evacuation, shelter and re-entry of a subset of the population of HRM during emergency situations. This plan can be used whether a 'State of Local Emergency' has been declared or not.

DISCUSSION:

At the meeting of the Emergency Measures Advisory Committee held on May 12, 2003, the Committee approved the Emergency Evacuation Plan, Annex "C" to the Master Emergency Plan and agreed to refer it to Regional Council for its review and recommendations.

BUDGET IMPLICATIONS:

There are no budget implications associated with the approval of this plan.

FINANCIAL MANAGEMENT POLICIES/BUSINESS PLAN

This report complies with the Municipality's Multi-Year Financial Strategy, the approved Operating, Capital and Reserve budgets, policies and procedures regarding withdrawals from the utilization of Capital and Operating reserves, as well as any relevant legislation.

ALTERNATIVES:

There are no alternatives recommended at this time.

ATTACHMENT:

Master Emergency Plan Annex "C" - Emergency Evacuation Plan



Master Emergency Plan Annex “C”

Emergency Evacuation Plan

RECORD OF REVISIONS

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1 INTRODUCTION

1.1 Background

Halifax Regional Municipality (HRM) *Master Emergency Plan* covers emergency responsibilities, the emergency organization, concept of emergency operations, protection of emergency responders, emergency facilities and equipment and emergency preparedness. It is a high level document outlining the principles under which emergency operations will be carried out within HRM by the Emergency Measures Advisory and Planning Committees. It does not include detailed procedures for the conduct of specific operations which may occur from time-to-time. Evacuation is a specific operation which has been identified as requiring its own detailed manual, supporting and complementing the *Master Emergency Plan*.

1.2 Purpose

This manual is the *Emergency Evacuation Plan* to be used by the on-site emergency operations group to save lives, reduce personal injury and prevent or minimize property damage. It establishes responsibilities, policies, procedures and guidelines for the efficient and effective management of evacuation, shelter and re-entry of a subset of the population of HRM during emergency situations. This plan can be used whether a 'State of Local Emergency' has been declared or not.

1.3 Objectives

The *Emergency Evacuation Plan* is designed to meet the following objectives:

- to establish an emergency evacuation protocol;
- to prepare the on-site emergency operations group to act when the decision to evacuate is made;
- to provide procedures and guidelines to efficiently and effectively remove the affected population from any stricken or threatened area within HRM;
- to detail the public communications procedures used directly to support evacuation operations;
- to provide procedures and guidelines for the re-entry of the affected population back into their homes, businesses or other community operations; and
- to educate the on-site emergency operations group through regular training and exercising of this plan.

1.4 Limitations

The *Emergency Evacuation Plan* addresses evacuation operations to be conducted within the entire Halifax Regional Municipality.

This is an all-hazards plan. It is meant to address emergencies of all types, as identified in Section 1.2.2 and Appendix B of the *Master Emergency Plan*.

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This plan is designed to address emergencies that occur on a local scale such as building fires, fuel spills or train derailments. As such, it is limited to evacuations of neighbourhoods or communities, rather than the entire Municipality.

It is expected that citizens evacuated from any particular sector of HRM will be sheltered in other areas within the Municipality. There are no agreements in place with other municipalities to accept evacuees in cases where citizens are required to leave HRM altogether.

The first segment of a public education program entitled 'Strengthening Preparedness Among Neighbours' (SPAN) has been prepared and delivered to some segments of the HRM population. The purpose of this program is to encourage emergency preparedness, and self-sufficiency for a 72 hour period following an emergency or disaster. It is hoped that in the future SPAN trainees will play some part in assisting their neighbours during evacuation operations, however the program has not been delivered to a sufficiently broad audience to be a significant factor in this plan. A second segment of SPAN should be developed and delivered before this can be made a reality.

It is understood that under the Incident Command System used by the HRM Fire and Emergency Service, the individual in charge of an emergency site is known as the 'Incident Commander', until such time as the Emergency Operations Centre (EOC) is activated and the EOC Manager appoints an Emergency Site Manager (ESM). In this document, the term ESM has been used to describe the individual in charge of an emergency site, regardless of whether or not the EOC has been activated. This recognizes the fact that multi-disciplinary or multi-agency responses to certain situations will be required in many circumstances, and it may not be appropriate to use the nomenclature particular to any individual service.

1.5 Dependencies

HRM is dependent on its internal business units, and on external organizations, for the provision of certain materiel and personnel resources. Examples include, but are not limited to: Metro Transit Services, Fire, Police, Public Works and Transportation and Provincial Community Services including para-public organizations such as the Canadian Red Cross Society and the Salvation Army.

Evacuations will be managed by the Emergency Site Manager (ESM), and coordinated by the Emergency Measures Coordinator (EMC) or her/his designate. If the Emergency Operations Centre (EOC) has been activated, the EOC will support the ESM with resources and advice to ensure a smoothly running operation.

1.6 Manual Location and Distribution

This manual must be located in areas within HRM easily accessible to the on-site emergency operations group, including the:

- EOC
- back-up EOC (in Cowie Hill);

- Emergency Measures Organization's (EMO) office;
- Emergency Measures Coordinator's vehicle;
- Corporate Library; and
- Mobile Command Bus.

The performance of an evacuation requires the collaboration of numerous internal HRM business units and external organizations. To facilitate the multi-agency response to this function, a copy of the *Emergency Evacuation Plan* will be distributed to the following business units and organizations:

- Halifax Fire and Emergency Service;
- Halifax Regional Police; and
- Royal Canadian Mounted Police (RCMP).

Each distributed copy of the *Emergency Evacuation Plan* will be serial numbered. In order to ensure that manuals in use are all up-to-date, photocopying is not to be performed without permission of the EMC. The EMC will provide a serial number, which is to be written on the copy by the copying party.

1.7 Manual Review

It is the responsibility of the EMC to ensure that the *Emergency Evacuation Plan* is reviewed and edited after the execution of each evacuation to maintain an up-to-date plan. The revisions to the plan will be recorded on the form found at the front of this document and distributed to all plan holders.

In addition, the Emergency Measures Planning Committee should review this plan not less than every five years. Changes to the plan should be approved by Council.

When changes are made to the *Emergency Evacuation Plan*, one copy of the amendments will be distributed to each of the business units and organizations listed in Section 1.6 above. These are responsible for making the required number of copies to update all manuals in their possession.

2 ROLES AND RESPONSIBILITIES

2.1 Background

The success of any evacuation will depend on all involved personnel, from both internal business units and external organizations, having a clear understanding of their roles and responsibilities. This will help minimize miscommunication and confusion, and will ensure, to the extent possible in emergency situations, a smoothly running evacuation.

General emergency-related roles and responsibilities are detailed in Section 4 of the *Master Emergency Plan*. They are not repeated here. Only evacuation-specific responsibilities are discussed in this section.

2.2 Purpose

The purpose of this section is to describe the evacuation-specific roles and responsibilities of key personnel, internal business units and external organizations involved in evacuation operations within HRM.

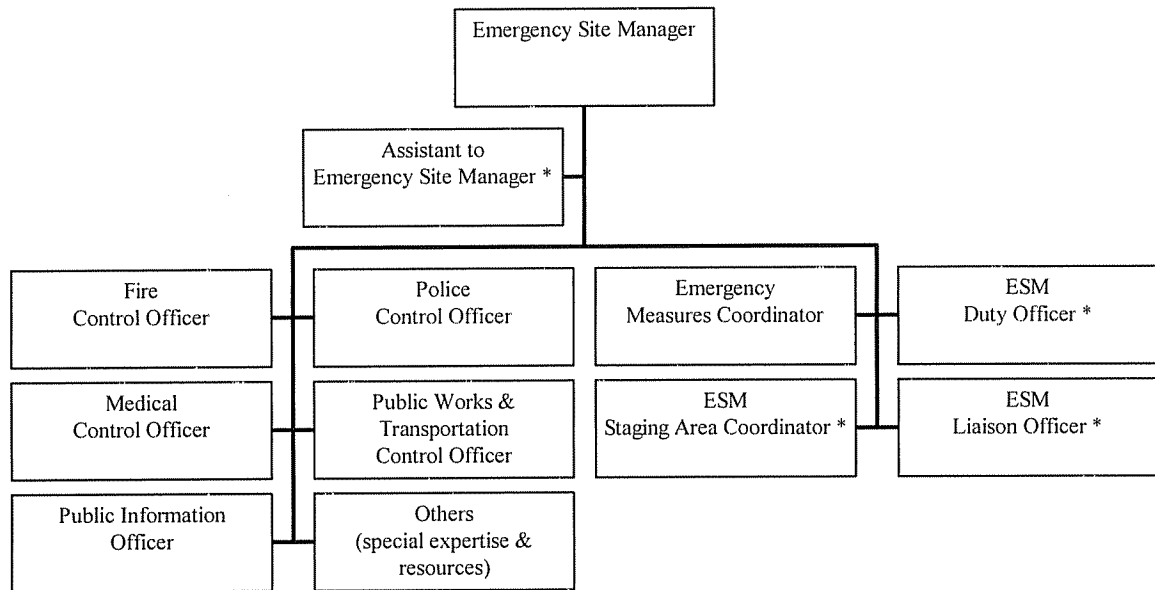
2.3 Objectives

The objectives of this section are to:

- identify the ESM organization as it pertains to evacuations;
- identify the evacuation-related roles and responsibilities of key personnel, internal business units and external organizations in the identified organization;
- identify the differences in evacuation-related responsibilities for the relatively infrequent situations in which the EOC is activated; and
- identify evacuation-related assistance available from the province.

2.4 ESM Organization

The ESM organization is as shown in the chart below.



* Please refer to the HRM *Emergency Site Management Plan* for details on the roles and responsibilities associated with these positions.

2.5 Roles and Responsibilities

The organizational roles and responsibilities of internal business units and external organizations identified in the chart above will be discussed immediately. Additional responsibilities and differences which occur in the relatively infrequent situations where the EOC is activated will be discussed thereafter.

It is important to note that each and every individual in the chart above is responsible to log their activities as they pertain to the evacuation operation. Logging should commence as soon as the individuals report for duty, and should continue until the evacuation operation is declared officially complete by the ESM.

2.5.1 Emergency Site Manager (ESM)

The ESM represents the Municipality in all matters relating to emergency situations, and has overall responsibility for management of emergency operations.

The ESM's specific responsibilities are detailed in Sections 2.3 and 4.5 of the *Master Emergency Plan*. With respect to evacuations, the ESM is responsible for:

- managing evacuations at the emergency site when the EOC has not been activated;

- recommending courses of action to the EOC when the EOC is activated; and
- ensuring that warning, evacuation and recovery orders are issued on behalf of the Municipality (in consultation with the EMC and the Public Information Officer (PIO)).

The ESM's responsibility for managing evacuation operations is normally coordinated through the EMC.

2.5.2 Emergency Measures Coordinator (EMC)

The EMC represents the Emergency Measures Organization (EMO) at the emergency site, and is responsible to the ESM for overall coordination of evacuation and recovery operations.

The EMC is directly responsible for:

- development and coordination of this *Emergency Evacuation Plan*;
- recommending evacuation and recovery operations to the ESM;
- supervision and control of evacuation personnel;
- supervision and control of emergency telecommunications resources;
- coordination of resources and operations with other Agency Control Officers; and
- coordination with the provincial Departments of Health and Community Services.

In addition, the EMC is responsible for establishing links with the Halifax Regional School Board and provincial organizations as outlined in Section 2.7 below.

2.5.3 Fire Control Officer

The Fire Control Officer represents the Halifax Regional Fire and Emergency Service at the emergency site, and has overall responsibility for control of fire apparatus and personnel.

While the Fire and Emergency Service is primarily responsible for fire suppression, they may be asked to provide human resources to assist in other evacuation-related activities, such as:

- search and rescue;
- alerting the population; and
- directing people to transportation or evacuation centres.

2.5.4 Police Control Officer

The Police Control Officer represents the Halifax Regional Police at the emergency site, and has overall responsibility for the maintenance of civil authority.

The Police Control Officer is responsible for:

- coordinating the alerting and movement of the population as directed by the EMC;

- an organized search of the evacuation zone to ensure that nobody is left behind;
- the establishment and maintenance of evacuation routes;
- traffic control; and
- security and protection of the evacuation zone (e.g., against looters or vandals).

S/he may also provide resources to assist in more general duties as identified in section 2.5.3.

2.5.5 Medical Control Officer

The Medical Control Officer represents the emergency medical services at the emergency site, and has overall responsibility for control of ambulances and their operators.

The ambulance services are responsible for:

- medical triage in the evacuation zone;
- transport of sick or injured persons to health care facilities; and
- where appropriate, transport of non-ambulatory persons to evacuation centres or other facilities.

2.5.6 Public Works and Transportation Control Officer

The Public Works and Transportation Control Officer represents the Municipality with respect to infrastructure and public transportation matters at the emergency site, and has responsibility for control of associated resources.

The Public Works and Transportation Control Officer is responsible for:

- provision of specific traffic signage, barricades and other materials needed for the establishment and maintenance of evacuation routes;
- maintenance of traffic routes, including snow and debris removal; and
- traffic systems management.

2.5.7 Public Information Officer (PIO)

The PIO represents the Municipality with respect to any and all policy statements, orders, instructions and other information to be communicated to the media or the public at large, and is responsible to ensure that all released communications properly represent the interests of the Municipality and the public.

The PIO's specific responsibilities are described more fully in Section 4 of this plan.

2.5.8 Other Services

The Metro Transit Services is responsible for the provision of buses, ferries and other vehicles required to transport evacuees.

Real Property and Asset Management is responsible for identifying facilities (e.g., HRM-owned facilities, schools, churches, meeting halls, sports facilities, etc.) to be used during evacuation operations, for coordinating the opening of these facilities when required, and for cleanup of HRM-owned facilities after they are used.

The GIS section is responsible for the production and maintenance of all maps used in this *Emergency Evacuation Plan*, and for production of such other supplementary maps as may be required during evacuation operations.

2.6 EOC Activated

When the EOC is activated, the Emergency Measures Advisory and Planning Committees will act in accordance with the terms of reference detailed in Section 4 of the *Master Emergency Plan*.

2.6.1 Emergency Measures Advisory Committee

The Emergency Measures Advisory Committee is responsible for issuing, renewing and terminating 'State of Local Emergency' declarations, and policy decisions including evacuation orders.

2.6.2 Emergency Measures Planning Committee

The Emergency Measures Planning Committee is headed by the Chief Administrative Officer (CAO) who acts as the EOC manager. In the CAO's absence, the Deputy CAO (D/CAO) may act as the alternate. The CAO is responsible for taking recommendations to the Emergency Measures Advisory Committee with respect to warning, evacuation and recovery orders. The CAO also appoints and liaises with the ESM who will carry out any such orders at the emergency site. The ESM will keep the EOC manager advised of all actions at the site.

In the absence of an executive authority, the CAO will make the policy decisions normally reserved for the Emergency Measures Advisory Committee.

2.6.3 Emergency Measures Coordinator (EMC)

The EMC is the Deputy EOC Manager, and directly advises the CAO. This is in addition to the responsibilities outlined in Section 4 of the *Master Emergency Plan*.

2.7 Provincial Assistance

HRM has primary responsibility for evacuation of its own population. However, it may be necessary from time to time to call upon assistance from outside. The EMC is responsible for establishing links with a number of outside provincial organizations including the Emergency Measures Organization, the Department of Community Services and the Department of Health.

Any provincial assistance is coordinated through the EMC, except for the Department of Health, which responds independently.

2.7.1 Nova Scotia Emergency Measures Organization

When HRM has exhausted its resources in responding to an emergency, additional resources can be requested from E.M.O. Nova Scotia.

2.7.2 Department of Community Services

The Municipality currently has a Memorandum of Understanding with the Nova Scotia Department of Community Services for provision of the 'five social services' during an evacuation. These five services are:

- Registration and Inquiry (R&I);
- Emergency lodging;
- Emergency feeding;
- Emergency clothing; and
- Personal services.

Assistance from other social agencies is managed and coordinated through the Department of Community Services, which will call in the Canadian Red Cross Society, the Salvation Army and other community agencies as required.

2.7.3 Department of Health

The Department of Health responds independently from any other organization, and provides the following services:

- triage;
- first aid;
- medical response;
- transportation to health care facilities; and
- other related services.

3 OPERATIONAL PROCEDURES

3.1 Background

There are many situations which have in the past, and will in the future, require the evacuation of HRM citizens from their homes. Evacuations are risky by their very nature, and can result in injury or death if not conducted safely. It is therefore important to ensure that those responsible for conducting evacuations do so only when absolutely necessary, and with a minimum of disruption and discomfort to the public. To this end, HRM has endeavored to put all of the necessary resources in place to ensure the safe, efficient and effective conduct of evacuations. This *Emergency Evacuation Plan* is an integral part of the available resources. It is the result of an extensive planning process, which supports effective evacuations within HRM.

Information supplementing this section can be found in the Appendices to this document. Specifically, Appendix A contains a detailed description of the information contained in the sector profile binders accompanying this plan. Appendix B contains a master guide which summarizes the procedures in this section for use at the emergency site.

3.2 Purpose

The purpose of this section is to outline a rational process for evacuation decision making, tactical planning and response within HRM, in order to ensure that evacuations are conducted safely, effectively and efficiently.

3.3 Objectives

The objectives of this section are to:

- identify the command responsibilities for evacuations within HRM;
- identify the considerations leading to an evacuation decision within HRM;
- identify the tactical planning involved in every evacuation within HRM; and
- identify the response procedures to be used during evacuation operations.

3.4 Command Responsibilities

The ESM has overall responsibility for managing evacuations at the emergency site when the EOC has not been activated. This is normally coordinated through the EMC. This means that while the ESM retains overall responsibility, s/he may delegate authority for many of the detailed aspects of the evacuation operation to the EMC or another qualified person.

The EMC is responsible for making recommendations to the ESM regarding the requirement for

evacuation and recovery operations. S/he is also responsible to the ESM for all practical aspects of coordinating evacuation and recovery operations at the emergency site. This includes supervision and control of support staff and emergency telecommunications resources. The EMC is also responsible for coordinating with the provincial Departments of Health and Community Services, and with any federal agencies (through the Nova Scotia Emergency Measures Organization), from which assistance may be required.

All other responsibilities are outlined in detail in Section 2 of this document.

3.5 The Evacuation Decision

The decision to move residents from their homes temporarily is not to be made lightly. To ensure that the correct decision is made, the threat must be analyzed, and the various response scenarios appropriate to dealing with the threat must be considered. Evacuation should be chosen only when other measures are insufficient to ensure public safety.

3.5.1 Preliminary Warnings

If the ESM considers, prior to a threat/risk assessment, that an evacuation is likely to become necessary, s/he may issue a preliminary warning order. This order, including its content and the manner in which it will be issued, should be determined in consultation with the EMC and the PIO.

The information communicated in a warning order should include:

- a brief description of the nature and severity of the situation;
- instructions to remain calm and follow instructions provided by recognized authorities;
- the likelihood that an actual evacuation will be required;
- where to go in case an evacuation is required;
- what to bring on the evacuation (refer to Section 3.7.4.1 for a list);
- transportation and other arrangements;
- what media to listen to for further information; and
- instructions to ensure that neighbours have been alerted.

A warning order may be cancelled if the requirement for evacuation dissipates, or it may be superseded by an evacuation order if the decision process so indicates.

3.5.2 Threat/Risk Assessment

The ESM, in conjunction with the EMC and agency control officers, must define the perimeter of the area affected by the emergency while considering:

- the root cause of the emergency;
- factors which could change the situation (e.g., weather, secondary hazards, etc.);
- expected degree of control over the situation;
- the estimated area of potential danger;
- special assistance requirements for the sick, aged, hospital and nursing home residents, and any other special needs populations;
- transportation requirements;
- the risk posed to the population by moving through the affected area versus staying indoors;
- the number of people to be evacuated or confined; and
- probable duration of the evacuation or confinement.

3.5.3 Developing Emergency Response Scenarios

Once the risk is understood, the possible scenarios for ensuring the public safety must be developed. Standard scenarios to be considered are:

- confinement or in-place shelter;
- site evacuation (e.g., one building or a small number of buildings); or
- large scale evacuation (e.g., a large area).

3.5.4 Determining Best Response Scenarios

Which scenarios are realistic or necessary will depend on a number of factors including:

- the threat/risk assessment;
- size of the affected area; and
- availability of evacuation resources including evacuee centres.

Confinement or in-place shelter is most appropriate when:

- the health risk posed by the emergency is low;
- the situation is dissipating;
- the situation can be controlled before an evacuation can be completed; or
- an evacuation would expose the population to toxic fumes or radioactivity.

A site evacuation is appropriate when the public cannot be adequately protected by staying indoors. This means that the risk posed by evacuation operations is smaller than the risk posed by the emergency itself. Usually the situation involves a relatively small area, and the risk of the hazard spreading beyond that area is very low.

A large scale evacuation is appropriate when a high level of risk is present over a large area, or if a risk present in a small area is likely to spread.

3.5.5 Making Decision or Recommendation

The ESM is the primary on-site authority responsible for determining the best course of action based on an analysis of all the relevant factors and the minimization of risk to all. If the EOC is activated, the ESM's recommendation to evacuate must be approved by the EOC. Otherwise, the ESM proceeds with the evacuation on her/his own authority.

3.6 Tactical Planning

Once the decision to confine or evacuate has been made, a Tactical Plan must be established in order to define and control the necessary operations. The Tactical Plan includes elements that are specific to the particular evacuation, rather than elements that are common to all evacuations. The elements of the Tactical Plan should be:

- definition of the confinement or evacuation perimeter;
- confinement procedures (if confinement is chosen);
- probable number of evacuees;
- evacuee group characteristics (e.g., language groups, elderly, disabled, etc.);
- likely duration of evacuation;
- evacuee centres to be used;
- communications requirements;
- public alerting methods (including on site notification of evacuation);
- assembly areas (if required);
- evacuation routes to be used;
- transportation requirements;
- traffic control; and
- access control and security.

Maps should be used to graphically indicate the evacuation perimeter, as well as any subdivisions that are made for the purposes of assigning response personnel. If possible, copies of the maps should be made available to all personnel working within the evacuation perimeter, as well as all command personnel.

Much of the information required for development of the tactical plan, such as sector characteristics, hazards, evacuation routes, potential evacuee centres, etc., is contained in the sector profile binders accompanying this *Emergency Evacuation Plan*.

3.7 The Response Phase

3.7.1 Confinement

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Confinement or in-place shelter may be executed in low-risk situations, or when an evacuation would expose the population to unnecessary danger. When this option is chosen, the affected population should be instructed to carry out some or all (depending on the situation) of the following steps:

- close all windows and doors;
- turn off furnace (or lower to 15°C in winter), air conditioning and fans;
- close drapes and curtains;
- place moist towels at base of doors to act as air seal;
- have portable lights and battery operated radio at hand;
- listen to designated media for further information;
- fill buckets and tubs with tap water for future use;
- move to a central part of the building to minimize effects of the disaster; and
- ventilate buildings after the situation has passed.

3.7.2 Evacuee Centres

Once the scope and likely duration of the evacuation have been established, it will be easy to determine whether or not evacuee centres should be provided. If evacuee centres are to be used, the EMC is responsible for ensuring that the required facilities are opened, that basic infrastructure services such as heat, light and telephones are available, and that the Nova Scotia Department of Community Services is activated.

Residents in the area surrounding the evacuee centres should be notified of the impending operations to reduce confusion or anxiety.

Department of Community Services performs all management of evacuee centres. As part of this overall management function, the department provides the five social services, which are: registration & inquiry, emergency feeding, emergency lodging, emergency clothing and personal services. They may call upon the EMC to provide infrastructure or other resources which are beyond its own mandate.

3.7.3 Communications Requirements

Effective communications will be critical to the effective conduct of evacuation operations. Both tactical communications and public communications must be considered.

Tactical communications are those communications required for effective coordination of HRM and other resources during evacuation operations. Tactical communications use land based and cellular telephones, trunked mobile radio, E.M.O. UHF radio, police and fire VHF radio and Amateur Radio services. The specific use of these resources should be coordinated by the E.M.O. Communications Officer, and is beyond the scope of this plan. More details can be obtained from the HRM *Telecommunications Plan*.

Public communications are equally critical to an effective evacuation. Public communications includes alerting the affected population of an impending evacuation, providing specific evacuation instructions, providing information updates for the duration of the situation, coordinating the return of the affected population and keeping the public at large informed.

Public communications are conducted in a variety of ways. A detailed discussion of this topic is provided in Section 4 of this plan. Further information can be obtained from the HRM *Public Information Plan*.

3.7.4 Public Alerting, Movement and Assembly

3.7.4.1 Alerting

Once the Tactical Plan has been completed, the evacuation process begins with public alerting, or communication of a formal evacuation order. This can be accomplished by a number of means including:

- door to door visits;
- public address systems;
- written leaflets; and
- various electronic media.

The EMC should divide the evacuation area into smaller ones for alerting purposes, and should assign specific areas to specific personnel or groups to ensure that the area is completely covered, with no duplication. To the extent possible, these areas should be divided along logical boundaries, such as streets or apartment blocks, to avoid confusion.

The ESM, in consultation with the EMC and PIO, will determine the most effective means of alerting the public. Door to door visits may be effective in a very small area, however the resources to conduct this type of campaign in a larger area may not be available. Furthermore, the urgency of the situation may dictate that quicker measures be used. In this case, public address systems in police and fire vehicles may be used.

Evacuation personnel must carefully document the alerting process as it proceeds in order to avoid missing areas or duplicating effort. As groups have completed their assigned areas, they should report completion to the EMC. The EMC should then terminate the identity of the group and assign resources to newly formed groups to avoid confusion.

Where the electronic media is to be used for alerting, the EMC should benefit from pre-established arrangements with media outlets. Further information on the use of media is contained in Section 4 of this document.

It should be understood that use of public address systems and electronic media may not be 100 percent effective, and some sort of door to door follow-up should be conducted where

possible.

No matter which media is used, the evacuation order communicated during public alerting should contain the following information:

- authority under which the evacuation order is issued;
- time and date the evacuation order takes effect;
- nature of the emergency;
- area affected;
- statement that the public is in danger;
- instructions to leave immediately;
- expected length of the evacuation;
- instructions as to which evacuee centre to go to;
- evacuation route to take;
- instructions for those requiring transportation, including where and when to assemble;
- designated media to listen to for more information; and
- instructions on what to bring including:
 - ▶ wallet/purse;
 - ▶ house and car keys;
 - ▶ money;
 - ▶ eyeglasses;
 - ▶ medication;
 - ▶ appropriate clothing; and
 - ▶ family pet.

Where possible, these instructions should be provided to the evacuees in writing.

3.7.4.2 Movement

Movement of a population from an evacuation zone can be an extremely complex process, and must be performed with as much information at hand as possible. The sector profile binders accompanying this *Emergency Evacuation Plan* have been designed to provide evacuation personnel with the most detailed and up-to-date information concerning:

- evacuation routes;
- sector hazards;
- special populations;
- special circumstances;
- evacuee shelters; and
- other resources.

Evacuation personnel should use these profiles to familiarize themselves with the sector before tactical planning is finalized, and should continue to refer to them throughout the operation.

On scene personnel will do their utmost to ensure that the affected population moves quickly from their homes or businesses during an evacuation. As with alerting, the EMC should divide the evacuation area into smaller ones, and should assign specific areas to specific personnel or groups to ensure that the area is completely covered, with no duplication. To the extent possible, areas should be divided along logical boundaries, such as streets or apartment blocks, to avoid confusion.

Persons in the greatest danger should be evacuated first, followed by those in areas of greatest concentration, such as apartment buildings. The most dangerous areas should be evacuated by personnel trained to work in physically hazardous sites, such as firefighters, while other areas may be evacuated by police or other personnel.

Evacuation personnel must be sensitive to the presence of special groups (e.g., the aged, sick, infirm, unattended school children, etc.) and specific searches for such people may have to be conducted, despite an active alerting campaign. If a trained SPAN group exists within the community, consideration should be given to using this group to aid in the search process. To the extent possible, special groups have been documented in the sector profile binders accompanying this *Emergency Evacuation Plan*.

Evacuation personnel must carefully document the evacuation process as it proceeds in order to avoid missing areas or duplicating effort. As groups have completed their assigned areas, they should report completion to the EMC. The EMC should then terminate the identity of the group and assign resources to newly formed groups to avoid confusion.

Upon completion of the movement process, a second sweep through the evacuation zone should be performed if possible, to minimize the possibility of missing anyone.

In some cases, individuals or families may refuse to evacuate. If a 'State of Local Emergency' has been declared, evacuation personnel have the right, under the Emergency Measures Act of 1990, to insist upon evacuation and to force the issue with police intervention. Unless there is a declared 'State of Local Emergency', evacuation personnel have no legal right to force occupants to leave. However, the Fire Marshal has the right, under the Fire Prevention Act of 1989, to insist upon evacuation in cases where there is any hazard of fire or explosion that may cause injury or damage to persons or property.

There are a number of measures which may be used by evacuation personnel to convince unwilling people to evacuate including:

- being in uniform;
- wearing of helmets;
- wearing of breathing apparatus;
- asking for next-of-kin and phone number;
- documenting the next-of-kin information; and
- reporting the name and address of the refuser(s) to a central registry.

As a practical matter, the overall principle to employ is maximum benefit in minimum time. Evacuation personnel should not waste time trying to force refusers to leave. Their time is better spent moving on and covering the remainder of the population. People should only be physically forced to evacuate if their lives are in immediate danger, or if their presence affects the safety of others.

Those who refuse to leave should be warned of the risk using the form provided in Appendix C to this plan. Their names and addresses should be documented, preferably at a central registry. If possible, arrangements may be made to look in on them to ensure their safety during the evacuation.

Evacuated buildings should be searched for persons remaining on the premises, and public utilities which may pose potential hazards should be shut off.

Not all evacuee shelters accommodate pets. In fact, the difficulties encountered by pets being brought into close proximity with other pets and people make the sheltering of pets in human shelters inappropriate. This is a difficult situation due to the emotional bond between many people and their pets, and there are no strict rules on how to deal with it. In some cases, pets may have to stay at home in the evacuated area, particularly if the risk to their health is low, the duration of the evacuation is short, or arrangements can be made for their care. If it is not appropriate to leave pets in the evacuated area, arrangements for accommodation at known animal shelters, or with friends outside the evacuation zone should be made. Regardless of the approach taken, the Department of Community Services is ultimately responsible for issues relating to pet care.

3.7.4.3 Assembly

Where public transportation is to be used during an evacuation, the affected population should be directed to appropriate assembly areas. The areas to be used will be determined by the EMC, and will be chosen for their ability to support the anticipated levels of personnel and vehicle traffic.

The assembly areas should be properly controlled to ensure that:

- persons do not wander back into the evacuation area;
- transport out of the area flows freely and effectively; and
- personnel in the area can properly receive information updates from the authorities.

3.7.5 Evacuation Routes and Transportation

Pre-determined evacuation routes are documented in the sector profile binders which accompany this *Emergency Evacuation Plan*. The EMC should review these routes on a case by case basis

to ensure that the emergency has not rendered them unusable. The final choice of evacuation routes should be marked on maps as part of the Tactical Plan, and communicated to all relevant personnel. In particular, it is critical that the evacuation routes be communicated effectively to all evacuees.

The effectiveness of evacuation routes will be ensured by proper traffic control, which is discussed in Section 3.7.6 below.

Private motor vehicles are expected to be the primary mode of transport during an evacuation, as most people have access to them. Vehicle owners are to be encouraged to give rides to those who have none.

In cases where private vehicles are insufficient to effect an effective evacuation, the EMC is responsible to organize public transportation in concert with Metro Transit Services. Buses should be used to transport people directly from established assembly areas to pre-determined evacuee centres.

A police officer or other emergency personnel should be posted aboard each bus to assist evacuees. Radio communications are available aboard Metro Transit buses, however emergency personnel may be required to provide radio communications aboard other vehicles.

In certain cases, ambulances may be required to transport non-ambulatory persons out of the evacuation area. Efforts must be made to ensure that such persons are not overlooked during the evacuation.

Other available resources such as Access-A-Buses, Callow wheelchair buses, and other commercial bus and transportation companies like taxis, limousine services, etc. should also be used to best advantage.

3.7.6 Traffic Control

The Police Service will be responsible for traffic control. The purpose of traffic control is to ensure that:

- evacuation routes are kept clear and used for their intended purpose;
- emergency vehicles can access the site as required; and
- unauthorized vehicles are kept out of the evacuation zone.

Traffic control activities to be conducted include:

- assignment of police resources to strategic locations to prevent congestion and unauthorized access to critical areas;
- use of additional signage as required;
- converting two-way roads to one-way;

- modified traffic light control at appropriate intersections;
- dispatch of snow plows or other special equipment, as required; and
- dispatch of tow trucks for removal of abandoned vehicles.

3.7.7 Access Control and Security

The Police Service will be responsible for access control and security, which must be performed in order to ensure that:

- public safety is not compromised by unauthorized access to the evacuation zone;
- emergency response personnel can perform their tasks with a minimum of interference; and
- vandalism and looting are prevented.

Access control activities to be conducted include:

- assigning police resources to access points to perform a check in/out function in order to prevent unauthorized ingress/egress in the evacuation zone;
- directing unauthorized personnel to the Command Post for registration and clearance prior to allowing access to the evacuation zone;
- placing traffic signs, barricades and other similar materials at access points; and
- implementing crowd control/public order operations.

4 PUBLIC INFORMATION

4.1 Background

Emergency situations are shocking and disorienting to many citizens, particularly those who have received no information or training in preparation for such events. It is therefore critical to ensure that as much timely, relevant and accurate information as possible be placed in the hands of the public. Effective planning and execution of information dissemination processes will be key to the success of any evacuation operation.

This section is a summary of information procedures that apply to evacuation situations. Further information may be obtained from the HRM *Public Information Plan*.

A master guide which summarizes the procedures in this section for use at the emergency site can be found in Appendix D.

4.2 Purpose

This section will describe the measures used to communicate with the public before, during and after emergency situations, including the specific communications media and procedures to be used to effect evacuations.

4.3 Objectives

The objectives of this section are to:

- detail the HRM Public Information Officer's (PIO) responsibility for public information dissemination before, during and after evacuations;
- describe the general requirements for media communications during evacuations; and
- describe the requirements for Public Information during the following phases of an evacuation: preparation, response, and recovery.

4.4 PIO's Responsibility

All emergency public information matters will be coordinated and released through the PIO or her/his designate.

Certain pre-authorized information may be disseminated by the on-site emergency operations group, particularly where the situation requires delivery of emergency information and instructions for the purposes of effecting evacuations, and saving life and/or property.

4.4.1 Preparation Phase

In preparation for possible evacuations, the PIO will:

- ensure that s/he is familiar with the Municipality's *Master Emergency Plan* and *Emergency Evacuation Plan*;
- establish and distribute a policy directive to the Municipality's senior managers and staff who may be questioned about emergency situations and evacuations, indicating that only the PIO, or her/his designate, will release information to external audiences;
- establish and distribute a policy directive to the on-site emergency operations group indicating the types of information that may be released by the ESM, or her/his designate, during emergency situations;
- create templates for media notification and advisement after the issuance of an evacuation order to ensure that the information presented is necessary, complete and representative of that which the Municipality wishes to convey;
- develop and implement a public information/education program to ensure that basic information regarding first steps in an emergency situation is placed in the hands of the public; and
- develop relationships and agreements (e.g., Memoranda of Understanding) with certain media outlets, which in this plan will be known as 'designated media', for the purpose of disseminating regular information bulletins during an emergency situation.

4.4.2 Response Phase

During the response phase, and after the evacuation order has been issued, the PIO will:

- assist in alerting all business units/agencies involved in evacuation operations;
- manage and control the alerting of evacuees;
- if necessary, establish and staff an emergency Public Inquiry Centre, or call centre, whose mandate will be to provide information and advice to those affected in any way by the evacuation;
- establish close coordination with the ESM or the EMC and other applicable emergency support personnel to ensure that communication of the situation with evacuees is timely and accurate;
- provide management and control in the release of information and updating of media through media kits, briefing sessions, press releases and the like;
- if deemed advisable by the ESM or the EMC, coordinate on-site interviews between emergency services personnel and the media;
- monitor news coverage and correct erroneous information; and
- maintain copies of media releases and newspaper articles pertaining to the emergency.

4.4.3 Recovery Phase

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During the recovery phase, the PIO will:

- alert all evacuees of the decision made to return evacuees; and
- alert media when advised by the ESM or EMC of the decision to return evacuees to their homes.

4.5 Media Communications

The media can be one of the Municipality's greatest assets in the execution of evacuation operations. However, they must be treated with courtesy and respect in an environment of mutual cooperation so that their needs, as well as the Municipality's, can be met during the emergency.

4.5.1 General Media Rules

It is important that the PIO establish and maintain a good relationship and rapport with the media. This can best be done through a proactive approach to media communications. Provision of relevant and timely information to the media is key to this approach. If the media recognize the Municipality as forthcoming, forthright and credible, they will not find it necessary to search for information from unofficial and often misinformed sources. Thus, the proactive approach will help the Municipality to ensure that the messages communicated to the public are the right ones.

In many smaller situations, the media may not initiate first contact. It is therefore important for the PIO to have a list of reliable media contacts to approach when there is news to release. This list may be developed in a number of ways including:

- direct contact with media outlets to establish proper contacts;
- recording of information from media inquiries from previous events; or
- an ongoing file of media coverage from previous events.

The Municipality should understand media requirements, including deadlines, to ensure that information is provided in a timely manner. This will go a long way toward ensuring media cooperation and having the Municipality's emergency response efforts portrayed in a positive light.

Communications with the general media should be through the PIO, or such person(s) as may be designated by the PIO from time to time. All other personnel should be instructed to redirect media inquiries to the PIO. Media communications may be in the form of press conferences or news releases. They should include the basic information of Who, What, Where, When, Why and How.

While designated media (defined below) will be the primary tool for issuance of official emergency communications to the public, the general media can be a great help if the Municipality works with them effectively.

4.5.2 Designated Media

In certain emergency situations, it will be necessary to use the media for dissemination of official emergency communications. Organizations with which agreements have been successfully negotiated for such official purposes will be known as ‘designated media’, and will be an integral part of the public communications component of this *Emergency Evacuation Plan*.

Possible uses of designated media include:

- the issuance of warning orders, evacuation orders and recovery orders; and
- the dissemination of official situation reports which keep the public and evacuees up to date on the status of the emergency.

Agreements (e.g., Memoranda of Understanding) between HRM and designated media outlets must be put in place to outline:

- the situations in which this service may be required;
- the types of communications that may be issued;
- the frequency and duration of communications;
- the manner in which these communications will be forwarded to media outlets;
- the releasing authorities for such communications;
- after hour contacts; and
- the compensation, if any, payable by the Municipality for the use of the communications facilities.

The expectation will be that designated media will react in accordance with pre-negotiated principles to accomplish the Municipality’s communications goals. Any news value gained from the communications will be purely incidental.

Once agreements have been reached with media outlets to act as designated media, the outlets and associated contact personnel should be added to the designated media list in Appendix E to this *Emergency Evacuation Plan*.

4.6 Public Communication Requirements

4.6.1 Preparation

Pre-evacuation operations are those activities which occur after the commencement of an emergency situation, but prior to the declaration of an evacuation.

4.6.1.1 Evaluation

Early in pre-evacuation operations, the ESM and the EMC will evaluate the emergency

situation and formulate a report for the PIO. This report will include:

- the nature and severity of the emergency situation;
- specific hazards to the public health or safety;
- prognosis for resolution of the situation;
- risk analysis indicating likelihood of situation deterioration and possible outcomes;
- the likelihood that an evacuation will be necessary; and
- any other information deemed to be necessary or relevant by the ESM and EMC.

Upon receipt of this report, the PIO, in consultation with the ESM and EMC, will decide specifically what information will be released to the public and how.

If the ESM and EMC report that any evacuation is unlikely, the PIO will formulate and release general informative messages through the media for transmission by normal media channels such as radio, television news broadcasts and newspapers.

4.6.1.2 Warning Orders

If the ESM and EMC report that some type of evacuation is likely, a warning order must be issued. The PIO will determine the content of the warning order, guided by pre-defined information templates. The PIO, in consultation with the ESM and EMC, will determine the manner in which the warning order will be issued depending on the situation at hand.

For example, if a single building or a group of small buildings is to be evacuated, measures such as knocking on doors or the use of bullhorns may be sufficient to warn the affected population. If a larger area is to be evacuated, these measures, in conjunction with more comprehensive communications media such as radio and television, will have to be used.

The information communicated in a warning order should include:

- a brief description of the nature and severity of the situation;
- instructions to remain calm and follow instructions provided by recognized authorities;
- the likelihood that an actual evacuation will be required;
- where to go in case an evacuation is required;
- what to bring on the evacuation (refer to Section 3.7.4.1 for a list);
- transportation and other arrangements;
- what media to listen to for further information; and
- instructions to ensure that neighbours have been alerted.

The issuance of a warning order may be omitted if the ESM and EMC determine that an evacuation will be immediately necessary.

4.6.1.3 Monitoring

Subsequent to the issuance of a warning order, the situation will be evaluated on an ongoing basis by the ESM and the EMC, who will report their findings to the PIO. Periodic updates must be disseminated via the designated media by the PIO. These updates should contain general news about the status of the emergency situation and the progress in combating it, as well as updates on the requirements for evacuation.

During their evaluations, the ESM and the EMC may decide to:

- keep the warning order in effect;
- issue an evacuation order; or
- cancel the warning order altogether.

In the first case, information will be disseminated to the public as outlined above. If an evacuation order is issued, the communications requirements defined in section 4.6.2 below will take effect. If the warning order is cancelled, the affected population must be informed by the PIO through the designated media. A warning order cancellation should contain the following information:

- description of the resolution of the emergency situation; and
- a specific statement that the evacuation warning order is cancelled and the situation is over.

The pre-evacuation phase is complete when the ESM and EMC issue an evacuation order or cancel the warning order.

4.6.2 Response

Response operations are those activities that occur after the declaration of an evacuation, but before the decision to initiate recovery.

The decision to evacuate will be made depending upon the highest level of municipal activation. If the highest level is site activation, then the decision is made by the ESM, in consultation with the EMC and the agency control officers. The CAO, through the Emergency Measures Planning Committee, and sometimes the Emergency Measures Advisory Committee, may also be involved in the final decision. If the EOC is activated, then the ESM will recommend an evacuation, and it will be approved by the Emergency Measures Planning Committee, as well as the Emergency Measures Advisory Committee if it is active. The scope of the evacuation will be decided similarly.

4.6.2.1 Alerting the Public

Once the decision to evacuate has been made, the affected population must be alerted. The

available means are:

- knocking on doors;
- use of bullhorns or other public address systems; and/or
- use of designated media.

If an evacuation is ordered without a warning order having been previously issued, then direct methods such as knocking on doors and use of public address devices must be used first to alert the population in the most immediate danger. Use of designated media should be a follow-up activity to alert the rest of the population and to keep citizens well advised once alerted.

If an evacuation is ordered and a warning order has been previously issued, there is a greater expectation that the affected population will be listening to designated media awaiting instructions. Therefore, the first step will be to issue a formal evacuation order through the designated media. Once this has been done, the follow-up activity will be to knock on doors to ensure that the order has been received and is being followed.

Regardless of the methods used, an evacuation order should be transmitted by the designated media twice per hour for a period of four hours following the issuance of the order, and should contain the following information:

- authority under which the evacuation order is issued;
- time and date the evacuation order takes effect;
- nature of the emergency;
- area affected;
- statement that the public is in danger;
- instructions to leave immediately;
- expected length of the evacuation;
- instructions as to which evacuee centre to go to;
- evacuation route to take;
- instructions for those requiring transportation, including where and when to assemble;
- designated media to listen to for more information; and
- instructions on what to bring.

4.6.2.2 Ongoing Communications

Subsequent to the issuance of an evacuation order, periodic updates must be disseminated via the designated media by the PIO or her/his designate. These updates should contain:

- general news about the status of the emergency situation and the progress in combating it;
- information for evacuees and the general public regarding how to get in touch

- with displaced persons; and
- updates on the likely length of the evacuation.

These updates should be issued once every four hours at a minimum.

The response phase is complete when the decision to initiate recovery is made.

4.6.3 Recovery

Recovery operations are those activities that occur after the decision to initiate recovery, but before evacuees have been returned to their homes.

The decision to initiate recovery will be made by the ESM, in consultation with the EMC and the agency control officers.

If any evacuees have been transported to evacuation centres, the decision to initiate recovery should be communicated at centres first. The PIO shall determine the content of this communication. The actual communication shall be made by designated emergency response personnel, or by the centre manager. Similar information shall be transmitted by designated media immediately thereafter. If the decision to initiate recovery is made between 8:00 a.m. and 10:00 p.m., such transmissions should occur at least once per hour for a period of four hours after the decision. If the decision to initiate recovery is made between 10:00 p.m. and 8:00 a.m., the transmissions should be made once per hour from the time the decision is made until noon of the same day.

If no evacuation centres have been established, the decision to initiate recovery shall be communicated only through the designated media. The transmission schedule should be the same as indicated above.

In any case, the order to initiate recovery should contain the following information:

- authority under which the recovery order is issued;
- time and date the recovery order takes effect;
- description of the resolution of the emergency situation;
- a clear statement that recovery operations are underway and that evacuees are expected to return to their homes;
- area affected (if not the entire evacuated area);
- instructions for leaving/signing out of evacuee centres;
- a reminder to gather all personal belongings;
- where and when to assemble for transport and where they will be dropped off;
- re-entry routes to use where public transport is not provided;
- contact number where affected persons may ask questions or seek ongoing assistance;
- designated media to listen to for more information; and
- time by which the evacuation shelter should be vacated.

The recovery phase is complete when all evacuees have been returned safely to their homes.

5 RE-ENTRY PROCEDURES

5.1 Background

In the absence of an absolute catastrophe, every evacuation conducted within HRM will be followed by a re-entry procedure. Evacuees will be anxious to return to their homes and businesses at the earliest possible time, and it is the Municipality's responsibility to ensure that they can do so, subject to public safety and security considerations.

A master guide which summarizes the procedures in this section for use at the emergency site can be found in Appendix F.

5.2 Purpose

The purpose of this section is to outline a rational process for re-entry decision making, tactical planning and response within HRM, in order to ensure that re-entries are conducted safely, effectively and efficiently.

5.3 Objectives

The objectives of this section are to:

- identify the responsibility for re-entry decisions within HRM;
- identify the considerations leading to a re-entry decision within HRM;
- identify the tactical planning involved in a re-entry within HRM; and
- identify the response procedures to be used during re-entry operations.

5.4 Command Responsibilities

The ESM has overall responsibility for managing re-entry operations when the EOC has not been activated. This is normally coordinated through the EMC.

The EMC is responsible for making recommendations to the ESM regarding the appropriateness of re-entry. S/he is also responsible to the ESM for all practical aspects of coordinating re-entry operations at the emergency site. This includes supervision and control of support staff and emergency telecommunications resources. The EMC is also responsible for coordinating with the provincial Departments of Health and Community Services for any required assistance.

If the EOC has been activated, the ESM's recommendation to re-enter must be approved by the EOC.

All other responsibilities are outlined in detail in Section 2 of this document.

5.5 The Re-Entry Decision

Care must be taken with the re-entry decision, to ensure that the situation is truly under control. It is almost impossible to conduct a second evacuation in an effective manner, as most people will be unwilling to cooperate.

A decision to re-enter may be made when:

- the hazard has been removed from the evacuation zone;
- there is an extremely low risk of having to re-evacuate;
- the re-entry operation can be conducted without danger to the public safety;
- the re-entry operation can be conducted without danger to evacuation personnel; and
- the transportation, communications, human and other resources required to conduct an effective re-entry operation are available.

5.6 Tactical Planning

Once the decision to re-enter has been made, a Tactical Plan must be established in order to define and control the necessary operations. The Tactical Plan includes elements that are specific to the particular re-entry, rather than elements that are common to all evacuations. The elements of the Tactical Plan should be:

- communications requirements;
- evacuee alerting methods (including evacuee centre notification);
- sign-out procedures;
- re-entry routes to be used;
- transportation requirements;
- drop-off areas;
- traffic control;
- access control and security; and
- post re-entry follow-up.

5.7 The Response Phase

5.7.1 Communications Requirements

Tactical communications are as described in Section 3.7.3, and are outside the scope of this document.

Public communications are just as critical during re-entry as they are during the evacuation itself. Because evacuees are likely to be dispersed among evacuee centres, as well as hotels and

residences of friends and family, media communications will be critical to notifying all evacuees of the re-entry operation.

A detailed discussion of this topic is provided in Section 4 of this plan.

5.7.2 Evacuee Alerting and Movement

The alerting activity preceding a re-entry operation will depend on whether or not evacuation centres have been used to host evacuees. If evacuation centres have been used, much of the alerting effort will go into advising evacuees directly at the shelters. In addition, electronic and/or print media will have to be used to advise those evacuees who may have proceeded to hotels, or to residences of friends and family.

Regardless of the method, re-entry alert communications should contain the following information:

- authority under which the recovery order is issued;
- time and date the recovery order takes effect;
- description of the resolution of the emergency situation;
- a clear statement that recovery operations are underway and that evacuees are expected to return to their homes;
- area affected (if not the entire evacuated area);
- instructions for leaving/signing out of evacuee centres;
- a reminder to gather all personal belongings;
- where and when to assemble for transport and where they will be dropped off;
- re-entry routes to use where public transport is not provided;
- contact number where affected persons may ask questions or seek ongoing assistance;
- designated media to listen to for more information; and
- time by which the evacuation shelter should be vacated.

Instructions for leaving the evacuation centres are of particular importance because users of the centres will have been registered and tracked during their stay. The Department of Community Services should consider having these people sign out of the centre so that centre operators are aware of their departure and can respond to inquiries accordingly.

Evacuation centres must also be cleaned up and returned to normal use after the evacuees have left. This is the responsibility of Department of Community Services.

If any utilities have been turned off during the evacuation, they must be turned back on prior to the arrival of evacuees.

5.7.3 Re-Entry Routes, Transportation and Drop-Off Areas

Re-entry routes should likely be the same as the evacuation routes that were used to remove

people from the danger zone. The EMC should review these routes on a case by case basis to ensure that they are still appropriate. The final choice of re-entry routes should be marked on maps as part of the Tactical Plan, and communicated to all relevant personnel. In particular, it is critical that the re-entry routes be communicated effectively to all returning evacuees.

The effectiveness of re-entry routes will be ensured by proper traffic control, which is discussed in Section 3.7.6 of this document.

Private motor vehicles are expected to be the primary mode of transport during re-entry. As during evacuation, vehicle owners are to be encouraged to give rides to those who have none.

In cases where private vehicles are insufficient to effect re-entry, the EMC is responsible to organize public transportation in concert with Metro Transit Services. Buses should be used to transport people directly from the evacuee centres to established drop-off areas.

In certain cases, ambulances may be required to transport non-ambulatory persons back into the evacuation area.

Where public transportation is to be used during a re-entry, the affected population will be transported to appropriate drop-off areas. The areas to be used should be those that were used as assembly areas during the evacuation. People should be encouraged to depart the drop-off areas as soon as possible, to ensure that traffic flow into the area is not impeded.

5.7.4 Traffic Control, Access Control and Security

Traffic control is not as critical during re-entry as it was during the evacuation. Sufficient traffic control must be exercised to ensure that re-entry routes are kept clear and used for their intended purpose until the re-entry is largely complete. Traffic control activities that may be required have been described in Section 3.7.6 of this document.

The Police Service will be responsible for access control, which is still critical during re-entry. Only residents should be allowed back into the evacuation zone until the re-entry is largely complete. This level of control during re-entry is designed to ensure that:

- authorized traffic can flow freely back into the evacuation zone; and
- safety of persons and property is assured until residents and business owners have re-occupied their properties.

5.7.5 Post Re-Entry Follow-Up

The Department of Community Services will be responsible to follow-up with evacuees after re-entry to ensure that any problems resulting from the evacuation are addressed. The Municipality may wish to assist with this follow-up by providing a telephone response line to respond to the public's concerns. This, and any other assistance provided by the Municipality, will be

coordinated through the EMC.

Equally importantly, the Municipality should follow up with responders immediately upon completion of evacuation and re-entry procedures, especially if the emergency situation was particularly traumatic. Critical Incident Stress (CIS) management may be required in order to ensure the mental well-being of all those involved. CIS management is beyond the scope of this document. For more information, please refer to the HRM *Critical Incident Stress Management Plan*.

6 POST-EVACUATION REPORTING

6.1 Background

Every evacuation operation has its successes and failures. It is important to benefit from every evacuation experience, and to learn how to perform more effectively each time such operations are conducted.

6.2 Purpose

The purpose of this section is to ensure that post-evacuation reporting is used to record the activities and lessons learned that will improve the effectiveness of future evacuation operations.

6.3 Objectives

The objectives of this section are to:

- define the responsibility for post-evacuation reporting;
- define the reports that should be filed after every evacuation; and
- define the requirements for updating this *Emergency Evacuation Plan*.

6.4 Reporting Responsibility

The reports required after an evacuation will vary depending on the scale of the evacuation and the problems encountered during the operation. The EMC is responsible to determine the reports needed in each case, and to coordinate their preparation and filing.

6.5 Suggested Reports

While the EMC is responsible for determining the particular reports required after each evacuation, the following are suggested as possibilities:

- PIO's media usage report;
- fire operations report;
- police traffic control report;
- police access control and security report;
- Department of Community Services evacuee centre report; and
- EMC's evacuation summary report.

Each report should contain roughly the following:

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- taskings;
- expected performance;
- resource issues;
- problems encountered;
- suggested causes; and
- recommendations for future operations.

6.6 *Emergency Evacuation Plan Updates*

The EMC should compile suggested updates for this *Emergency Evacuation Plan* after every evacuation operation. Updates should be immediately promulgated in the form of memoranda to all holders of the document. The updates should be integrated into the document text and submitted to the Emergency Measures Planning Committee for approval.

Very significant issues may dictate an update before the scheduled annual update. This will be at the discretion of the EMC.

7 FINANCIAL CONSIDERATIONS

7.1 Background

Execution of an evacuation order incurs many costs including:

- maintenance of emergency response personnel during the evacuation;
- removal and return of evacuees; and
- maintenance of evacuees outside of the evacuation zone (e.g., provision of the five social services - lodging, feeding, clothing, personal services and registration and inquiry).

During an actual evacuation, financial considerations will necessarily take a back seat to the safety, security and well-being of the citizens of HRM. However, this is not to say that finances are unimportant, and they must be taken into account in all phases of evacuation planning, preparation and execution.

7.2 Purpose

The purpose of this section is to discuss, in general terms, the financial considerations related to the execution of the *Emergency Evacuation Plan*.

7.3 Objectives

The objectives of this section are to:

- identify the legislative framework within which evacuation operations are financed;
- identify the organizations responsible for the various costs incurred during an evacuation; and
- identify liability issues regarding the use of volunteers (e.g., Amateur Radio operators).

7.4 Legislative Framework

The 'Act Respecting Municipal Government' (commonly referred to as Municipal Government Act) confers upon the Municipality the right to expend funds for emergency measures. Municipalities cannot legally budget for deficit financing, but neither can they effectively budget for unplanned emergencies. The Act therefore allows for the expenditure of funds for emergencies provided that the expenditure is recovered in the estimates for the following fiscal year.

To further ensure that funds necessary for the execution of the evacuation order are readily available, Council may wish to approve an Administrative Order, or amend Emergency Measures By-Law E-100.

7.5 Responsibility for Costs

In general, internal business units and external organizations responding to emergencies are responsible for costs associated with the services they provide.

7.5.1 Fire, Police and Other Internal Business Units

Fire, police and other internal business units will be responsible for their own personnel costs including overtime. These costs must be paid out of existing budgets. However, they should be tracked separately from their other business unit expenses. This will allow for better cost tracking, and potential cost recovery from outside sources.

7.5.2 HRM

HRM will also be responsible for direct expenses such as:

- food provided to emergency responders by order of the ESM or EMC;
- rental or purchase of special equipment; and
- cost of external consulting assistance.

7.5.3 EMC

The EMC will be responsible for reporting the cost of emergency operations, including evacuations, conducted under her/his mandate. If the EOC is not active, spending limits are approved by the CAO through the EMC. Spending limits are approved by the EOC if operational.

7.5.4 Nova Scotia Department of Community Services

Nova Scotia Department of Community Services is responsible for coordinating and providing the five social services to evacuees. Para-public organizations such as the Canadian Red Cross Society and the Salvation Army will work under the Department of Community Services. The cost of pre-planning and training for the provision of these social services will be the responsibility of the Department of Community Services. Responsibility for the cost of the actual goods and services delivered during an emergency is currently under review.

7.5.5 Provincial and Federal Sources

Depending on the nature of the emergency situation, some of the costs incurred may be recoverable from provincial or federal government sources. Every effort should be made to recover costs in such situations.

7.5.6 Private Sources

Some costs may also be recoverable from private sources such as insurance companies, although

this type of recovery may involve legal costs.

7.6 Volunteer Insurance Issues

Many emergency operations rely on volunteers for execution of certain specialty tasks. For example, Amateur Radio operators are often used to provide emergency communications services.

Volunteers must be protected against loss resulting from personal injury during emergency operations. To this end, HRM has included the EMO volunteers under the 'Volunteer Fire Department Accident' policy for death or injury.

It must also be recognized that volunteers may make decisions or perform actions during emergency situations in the same manner as HRM staff. In these cases, volunteers are protected from personal liability in the same manner as full-time staff, under HRM's 'Indemnity' liability insurance program.

HRM is also able to access a certain level of Workers' Compensation through EMO (NS). To be eligible, volunteers must be registered with HRM, who must in turn register the volunteers with EMO (NS). This compensation is at a pre-set level, and is not dependent on what a volunteer earns in their regular job.

Much of the risk associated with the employment of volunteers may be mitigated by proper training. No person, volunteer or career, is allowed to perform a function for which they have not been trained if there is an expectation that a normal person requires training to perform this task. This applies to emergency situations as well as non-emergency. HRM is very clear on this, and therefore training will have to be supplied to do many of what appear to be simple tasks. For example, we cannot ask a volunteer to direct traffic at a staging area if they have never been trained in traffic control.

These insurance programs and training opportunities are key motivating factors, and must be maintained if volunteer efforts are to be counted upon. Other issues related to motivation, protection and management of volunteers in emergency situations are discussed in detail in the HRM *Volunteer Management Plan*.

8 TRAINING AND EXERCISING

8.1 Background

Training and exercising are critical to the effectiveness of any emergency preparedness plan and response. Thorough knowledge of this *Emergency Evacuation Plan* will be essential for the on-site emergency operations group to conduct efficient and effective evacuation operations.

8.2 Purpose

This section outlines the specific requirements for training of personnel and exercising of the *Emergency Evacuation Plan*. Sections 7.6 and 7.7 of the *Master Emergency Plan* contain the general principles to which this section will adhere.

8.3 Objectives

The objectives of this section are to:

- identify the on-site emergency operations group who must be trained in the use of this plan;
- identify the content of all training;
- identify the frequency of training;
- identify the resources required to support training;
- identify exercises that must be conducted to evaluate the *Emergency Evacuation Plan* and the associated training; and
- identify the desired outcomes of training and exercising.

8.4 On-site Emergency Operations Group

Evacuations are approved by the ESM, who is normally from the fire or police business unit, and coordinated by the EMC. Therefore, the following personnel must be trained in the full details of this plan.

- EMC;
- EMC designate(s);
- All Platoon Chiefs and Station Captains - Halifax Fire and Emergency Service; and
- All Watch Commanders and Sergeants - Halifax Regional Police.

At HRM's discretion, this training could also be provided to key personnel from external organizations; particularly those who might be expected to play important roles in evacuations in the future.

8.4.1 On-site Responders

Firefighters and police officers who will be involved in the tactical execution of an evacuation will require awareness training to make them familiar with the plan. They will not need to be trained in the full details, as they will take direction from the ESM, EMC, or their Agency Control Officers, for all tactical operations at the site.

8.4.2 Other Agencies

In addition, the success of any evacuation depends upon a coordinated, multi-agency approach among responding internal business units and external organizations. Therefore, personnel from a number of such business units and organizations will require awareness training. These include, but are not limited to:

- HRM Metro Transit Services;
- HRM Public Works and Transportation;
- Nova Scotia Department of Community Services;
- Nova Scotia Department of Health;
- Nova Scotia Department of Housing and Municipal Affairs;
- Canadian Red Cross Society Emergency/Disaster Response Team(s);
- Salvation Army Emergency Response Team(s); and
- Amateur Radio groups.

8.5 Content

Personnel identified in Section 8.4 as requiring training in the full details of this *Emergency Evacuation Plan* will receive a complete training session covering the entire contents of this plan. While the details of the training to be provided should be spelled out in a separate Training Plan, the following headings are suggested in addition to the contents of this document:

- composition of the Advisory and Planning Committees;
- roles and responsibilities of the Advisory and Planning Committees;
- the Emergency Site Management model;
- the evacuation decision-making process;
- leadership at the emergency site; and
- public relations.

Personnel and external organizations, identified in Sections 8.4.1 and 8.4.2 as requiring awareness training, will receive an abridged version. This version will include:

- the purpose of the plan; and
- operational procedures for the evacuation and re-entry phases.

8.6 Frequency

The EMC, or her/his designate, will be responsible for scheduling and coordinating all training. S/he will conduct a training needs analysis to determine the appropriate frequency of training.

Personnel identified in Section 8.4 will receive training in the *Emergency Evacuation Plan* annually. Personnel hired or transferred into these key positions should receive the training within 60 days of entering the position.

Other personnel and external organizations, identified in Sections 8.4.1 and 8.4.2 as requiring awareness training, will be trained once. Refresher training will be made available every six (6) months to accommodate staff turnover. After the initial training session, it is the responsibility of internal business units and external organizations to identify the requirement for refresher training.

8.7 Resources

The EMC, or her/his designate, will be the principal instructor for all of the *Emergency Evacuation Plan* training. The EMC may delegate all or part of the training responsibility to suitably qualified persons.

All training will be conducted in the training room at 21 Mount Hope Drive, Dartmouth, or in such other facilities as may be determined from time to time.

Direct expenses associated with this training will be limited to the cost of photocopying course materials, and the cost of refreshments.

No special training aids or other materials are required.

8.8 Exercises

The EMC, or her/his designate, is responsible to conduct all exercises related to the *Emergency Evacuation Plan*. The EMC may delegate all or part of this responsibility to suitably qualified persons.

Exercising of the *Emergency Evacuation Plan* should, wherever possible, be performed concurrently with exercises of the *Master Emergency Plan*, which are conducted for the Emergency Measures Advisory and/or Planning Committees on an annual basis. To maximize overall effectiveness, the EMC will aim to conduct the *Emergency Evacuation Plan* training not more than 60 days prior to any exercise, whether the exercise be concurrent with the *Master Emergency Plan* exercise or not.

Some internal business units and external organizations may participate in this exercise, subject to invitation by the EMC. To the extent possible, personnel from these business units and organizations

should have had the awareness training or refresher training prior to the exercise.

Upon completion of each exercise, a debrief session will be conducted with all participants, and a written summary of the results will be produced. This summary should include:

- areas of success;
- areas of difficulty; and
- suggestions for improvement of the plan.

As a result of this process, the *Emergency Evacuation Plan* will be updated by the EMC in the manner described in Section 6.6 of this document.

8.9 Expected Outcomes

The following outcomes are expected from the training and exercising related to the *Emergency Evacuation Plan*:

- key personnel will be able to efficiently and effectively conduct evacuation operations;
- other responding personnel and external organizations will be able to participate in evacuation operations in a helpful and constructive manner under the direction of key personnel;
- the *Emergency Evacuation Plan* will exist within a process of constant review and improvement; and
- HRM will be in a high state of readiness for evacuation operations.

GLOSSARY

<i>Agency Control Officer</i>	The senior person from an essential emergency service (e.g., police, fire, ambulance) at the site of the emergency.
<i>Assembly Areas</i>	Areas designated for the gathering of evacuees for processing and transport out of an evacuation zone.
<i>CAO</i>	Chief Administrative Officer.
<i>Command Post</i>	A mobile centre housing the senior official(s) and support staff of an emergency service at the emergency site, and from which plans are developed and orders, instructions and communications are issued.
<i>Confinement</i>	A protective measure whereby a population is instructed to stay inside their homes or the building where they are, and to take various other precautions, while waiting for the end of a threat.
<i>Critical Incident Stress (CIS)</i>	The stress encountered by emergency response personnel during intense operational procedures (critical incidents). The effects of CIS can be quite dangerous, and are caused by exposure to unusually intense emotional circumstances such as mortal danger, death or injury of others, etc.
<i>Crowd Control</i>	The activities required to direct and control evacuees and other persons such that they do not interfere with evacuation operations.
<i>Designate</i>	An individual to whom responsibility and authority for a particular function, normally performed by another individual, has been officially delegated to.
<i>Disaster</i>	A serious event, actual or anticipated, caused by a fire, an accident, an explosion, a natural phenomenon or a technical failure, whether or not resulting from human intervention, which by its scale causes, or is likely to cause, death or injury, adversely affect human safety or cause serious damage to property or the environment.
<i>Drop-Off Areas</i>	Areas designated for the drop-off of evacuees upon return to an evacuation zone.
<i>Emergency</i>	An abnormal event, or threat of an event of a severity and magnitude that it may result in deaths, injuries, property damage and/or environmental damage. It will also require a coordinated response

beyond the routine procedures, resources, and/or authority of the Regional Municipality and its elected officials, employees and volunteer fire fighters.

<i>Emergency Evacuation Protocol</i>	A general approach, generally understood to be the default approach to evacuation operations, which serves as a general guideline until more detailed Tactical Plans are developed for particular circumstances.
<i>Emergency Measures Advisory Committee</i>	Comprised of elected municipal officials consisting of the Mayor, Deputy Mayor, at least two councillors and the Chief Administrative Officer.
<i>Emergency Measures Coordinator (EMC)</i>	The municipal individual responsible for a prompt and coordinated response to an emergency at the emergency site.
<i>Emergency Measures Planning Committee</i>	Comprised of the Chief Administrative Officer, certain business unit managers, the Emergency Measures Coordinator and the Public Information Officer.
<i>Emergency Operations</i>	Those activities directed at preparing for an impending emergency, or mitigating the effects of a current emergency. Most emergency operations occur at the emergency site, however the concept includes command activities and support activities that occur away from the emergency site.
<i>Emergency Operations Centre (EOC)</i>	A central location for the Emergency Measures Advisory and Planning Committees to plan and lead emergency operations.
<i>Emergency Site</i>	The area designated by the ESM as being affected by an emergency.
<i>Emergency Site Manager (ESM)</i>	The officer or municipal official designated by municipal authorities to take overall control of the entire force involved at the site of an emergency.
<i>Evacuation</i>	An operation whereby all or part of a particular population is temporarily relocated, whether spontaneously or in an organized manner, from a sector that has been struck by a disaster or is about to be struck by a disaster, to a place considered less dangerous for its health or safety.
<i>Evacuation Order</i>	An official communication authorized by the ESM, or EOC if activated, instructing the public to evacuate their homes and businesses. The contents of an evacuation order are listed in Section 3 of this <i>Emergency Evacuation Plan</i> .

<i>Evacuation Perimeter</i>	The defined border of an evacuation zone.
<i>Evacuation Personnel</i>	All personnel acting on behalf of the Municipality to effect evacuation or recovery operations, whether municipal employees, members of external organizations or volunteers.
<i>Evacuation Plan</i>	A supporting document for the emergency measures plan that is used to identify and organize the various responses aimed at evacuating persons exposed to a threat from an evacuation sector to a reception sector, while ensuring them a minimum of essential services on an emergency basis.
<i>Evacuation Routes</i>	The routes authorized in an evacuation Tactical Plan for use in evacuating the population from an evacuation zone.
<i>Evacuation Zone</i>	The area designated in an evacuation Tactical Plan as the area to be evacuated during an emergency situation.
<i>Evacuee Centre</i>	A location where evacuees are received, documented and personal needs are identified and referred.
<i>Executive Authority</i>	The authority held by the mayor or warden of a municipality. It is this authority under which a State of Local Emergency, among other measures, may be declared.
<i>HRM</i>	Halifax Regional Municipality.
<i>In-Place Shelter</i>	See Confinement.
<i>Master Emergency Plan</i>	An essential component of the civil preparedness program of a Municipality, a public service or a facility at high risk, it defines, structures and organizes the means and resources necessary for an effective response in a disaster or major disaster.
<i>Multi-Agency Response</i>	A coordinated and cooperative response to an emergency involving multiple municipal business units, provincial agencies and external organizations.
<i>Non-Ambulatory Persons</i>	Persons incapable of transporting themselves out of a property or evacuation zone due to illness, infirmity or injury.
<i>On-Site Emergency Operations Group</i>	The leadership group responsible for the direction and conduct of emergency operations at the emergency site. This group consists of the ESM, A/ESM, EMC, ESM Duty Officer, ESM Staging Area

	Coordinator, ESM Liaison Officer, Fire Control Officer, Police Control Officer, Ambulance Control Officer, Public Works and Transportation Control Officer, Public Information Officer and such other special expertise resources as the ESM may dictate in each particular circumstance.
<i>Post-Evacuation Reporting</i>	The series of reports filed after each evacuation for the purpose of keeping accurate records of evacuation operations, and continually improving the evacuation procedures.
<i>Public Alerting</i>	The activities required to advise the population of an evacuation or recovery operation, and the associated details.
<i>Public Information Officer (PIO)</i>	The individual responsible for all official communication with the public and the media on behalf of the Municipality.
<i>Public Inquiry Centre</i>	A public call centre which provides information and advice to those affected in any way by the evacuation.
<i>Recovery Operations</i>	See Re-Entry.
<i>Recovery (Re-Entry) Order</i>	An official communication authorized by the ESM, or EOC if activated, instructing the public to return to their homes and businesses. The contents of a recovery or re-entry order are listed in Section 5 of this <i>Emergency Evacuation Plan</i> .
<i>Re-Entry</i>	The operations directed toward the return of evacuees to the evacuation zone. Re-entry begins with the re-entry decision, and ends when all evacuees have been returned to their homes and businesses, and all resources used during the evacuation have been returned to their pre-evacuation state.
<i>Re-Entry Routes</i>	The routes suggested in the sector profile binders accompanying this plan, and subsequently authorized in a re-entry Tactical Plan for use in returning the population to an evacuation zone. Re-entry routes may or may not be the same as the evacuation routes used to remove the population.
<i>Regions</i>	The Western, Central and Eastern areas into which HRM is divided.
<i>Sector</i>	A territorial unit corresponding to part of a Municipality, identified for the purposes of emergency or evacuation planning and recognized for its urban [and rural] planning, demographic and environmental characteristics.

<i>Sector Profile</i>	The documents contained in the sector profile binders accompanying this plan. The sector profiles provide the details concerning the population, resources and hazards in a sector that allow evacuation personnel to make effective decisions regarding the conduct of evacuation operations.
<i>SPAN</i>	Strengthening Preparedness Among Neighbours. A group of citizens within the Municipality trained by EMO to provide assistance to their neighbours during an emergency or disaster.
<i>State of Local Emergency</i>	A state declared by the mayor or warden of a municipality when in her/his best judgement, an emergency exists or may exist within the municipality. A declaration of a State of Local Emergency empowers municipal officials to conduct the activities referred to in Section 14 of the Emergency Measures Act of 1990.
<i>Warning Order</i>	An official communication authorized by the ESM, or EOC if activated, warning the public of the possibility of an impending evacuation. The contents of a warning order are listed in Section 3 of this <i>Emergency Evacuation Plan</i> .

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Appendix A

MUNICIPAL SECTORING

Background

This plan is meant principally to address evacuations on a local level. To facilitate localized operations, HRM has been divided into regions and sectors. Specific information has been gathered about each of the sectors and is available in the four sector profile binders which accompany this plan.

Purpose

This Appendix will prepare the on-site emergency operations group to optimize their evacuation operations by making effective use of the sectoring information available to them.

Objectives

The objectives of this Appendix are to:

- identify the basis upon which the sectoring of HRM was performed; and
- identify the specific information available on each sector.

Basis of Sectoring

HRM has been divided into three regions: Western, Central and Eastern. Each region is further sub-divided into a number of sectors. This division has been made in order to segment the population and the geography into small enough portions that some reasonable conclusions could be drawn about the nature of the population, geography, facilities, services and hazards in each sector. This information will help the on-site emergency operations group to understand the issues facing them when dealing with evacuation situations.

The dividing lines between the three regions were determined by the availability of services in each area, which will affect the manner in which evacuations are handled. Specific considerations were:

- area of coverage provided by the Halifax Fire and Emergency Service;
- area of coverage provided by various law enforcement organizations such as the Halifax Regional Police and the RCMP;
- area of coverage provided by Metro Transit Services; and
- area of responsibility for various health care agencies.

In the core area commonly known as Metro, the sectors were defined as areas having approximately a half-mile radius. The half-mile radius was chosen to correspond with the 800m radius used by Transport Canada for evacuating regions around hazardous material spills. The sectors were aligned, to the extent possible, with enumeration areas so that demographic information available in these databases could be used to draw conclusions about the nature of the population in each sector. It is important for the on-site emergency

operations group to understand the populations they are trying to move, and not just the technical factors affecting the movement.

Outside the core area, similarly sized sectors were found, in some cases, not to have enough population or industrial/commercial activity to warrant being a sector unto themselves. For this reason, areas were combined along community lines. This type of division is believed to still allow effective conclusions to be made about the sector population, while ensuring that each defined sector is still significant from an operational point of view.

Once each sector was defined, extensive research was conducted in each sector to ensure that the most detailed, accurate and up-to-date information was available for those who must manage evacuations. The results of this research are contained in the four sector profile binders which accompany this plan. The specifics of the information contained are described in the next sub-section.

Sector Profile Binder Contents

The results of the research conducted on the sectors are contained in a series of ‘sector profiles’. The sectors and their accompanying profiles have been numbered by series, in accordance with the region in which they are found. All sectors in the Western region are 100 series, and are numbered from 101 to 127. Sectors in the Central region are 200 series, and are numbered from 201 to 265. Sectors in the Eastern region are 300 series, and are numbered from 301 to 348. This numbering scheme allows sector numbers to be directly associated with one of the regions even if further subdivision of existing sectors occurs in the future.

The sector profiles are a compilation of the research conducted, and allow the on-site emergency operations group to obtain, at a glance, details of the community resources available to them during an evacuation.

The sector profiles are accompanied by four pieces of supplementary information which aid in their understanding and use. These are:

Summary Sheet

This sheet contains a basic numerical summary of the more detailed information contained in the profile. For example, number of medical facilities, number of hazard sites, etc.

GIS Map

This map of the sector, produced from the Municipality’s central GIS section, shows every item contained in the sector profile as an icon. A legend explains the icons so that the on-site emergency operations group can, at a glance, see the general nature and distribution of the resources and hazards in the sector.

Potential Evacuee Centres List

This is a listing of all HRM-owned facilities and schools available for use during an evacuation. It summarizes kitchen facilities, seating capacity, sleeping areas, washrooms, showers, handicap access and parking.

Facility Survey

The facility survey is an infrastructure description filled out by each of the potential evacuee centres in the plan. The description details such items as name, address, contact information, space available, washroom facilities, etc.

The sector profiles themselves contain the following information:

of households

To provide an understanding of the personnel, transport and other resources required to evacuate the sector. Data for the urban area was obtained from Statistics Canada, 1996. Data for the rural areas was obtained from Canada Post, 1999.

Population

In Region 1, Region 3 and the rural parts of Region 2, population was obtained from Canada Post, 1999. In the urban parts of Region 2, # of households was obtained from the last electoral enumeration, and population was estimated as # of households multiplied by 2.2.

Boundaries

To indicate the geographical area for which the information provided is relevant. Actual evacuations may cross sector boundaries, in which case multiple profiles will have to be considered.

Description

A brief description of the sector demographics including whether it is residential or commercial in nature, high or low density, etc.

While all sectors were found to be predominantly English speaking, allowances may have to be made for language and/or religious considerations.

Miscellaneous

A compendium of information not contained in specifically defined sections of the profile, including significant traffic patterns, major commercial enterprises of potential use in an evacuation, location of open areas, etc.

Emergency Response Resources

A listing of the publicly available emergency response resources in the sector such as ambulance services, fire stations and police stations. The name, address and telephone/fax numbers of each resource are included.

Potential Evacuee Centres

A listing of facilities that can serve as evacuation centres, feeding centres and/or command centres during evacuation situations. In general, HRM owned facilities, schools,

churches, community centres and other similar facilities have been considered. The type, name, address and telephone/fax numbers of each facility are included.

Health Care Facilities

All health care facilities in the sector, such as hospitals and a few clinics, are listed. The type, name, personnel capacity, address and telephone/fax numbers of each facility are included.

Special Care Facilities

Special care facilities such as group homes, small option homes, senior citizens' homes and other facilities likely to present special challenges during an evacuation are listed. The type, name, personnel capacity, address and telephone/fax numbers of each facility are included.

Child Care Facilities

Child care facilities including all large commercial undertakings, and as many small in-home operations as possible, are listed. The type, name, capacity, address and telephone/fax numbers of each facility are included.

Hazards

All facilities or locations containing known hazards are listed. This includes all petroleum processing and distribution facilities, or other businesses and locations known to store or use dangerous chemicals in their operations. The type of hazard, name of business or facility, address and telephone/fax contact numbers are included.

Appendix B

OPERATIONAL PROCEDURES MASTER GUIDE

This Operational Procedures Master Guide is an abridged version of Section 3 of this document. It is fully reflective of the contents, but is presented in a format that can be used in the field to ensure at a glance that all factors in this *Emergency Evacuation Plan* are taken into consideration.

The operational procedures in Section 3 of this *Emergency Evacuation Plan* have been divided into three phases: evacuation decision, tactical planning and response. To make the information more manageable in the field, two of these phases have been divided into a number of sub-phases.

The Evacuation Decision phase has been divided into five sub-phases, which are:

- preliminary warnings;
- assessing the threat/risk;
- developing emergency response scenarios;
- determining the best response scenarios; and
- making a decision or recommendation.

The Response phase has been divided into seven sub-phases, which are:

- confinement;
- evacuee centres;
- communications requirements;
- public alerting, movement and assembly;
- evacuation routes and transportation;
- traffic control; and
- access control and security.

The following tables provide a detailed breakdown of the considerations for each phase and sub-phase, and identifies the responsible parties.

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PHASE I: EVACUATION DECISION

Sub-Phase	Functions/Considerations	Actioned By
	Open Log	All
Preliminary Warnings	If evacuation is necessary prior to a threat/risk assessment, issue warning. Refer to Section 3.5.1 (p. 13) for details of warning order.	ESM EMC PIO
Assess Threat/Risk	Define perimeter of affected area by considering: <ul style="list-style-type: none"> • root cause of the emergency; • factors which could change the situation; • expected degree of control over the situation; • estimated area of potential danger; • assistance requirements for any other special needs populations; • transportation requirements; • risk posed to the population by moving through the affected area versus staying indoors; • number of people to be evacuated or confined; and • probable duration of evacuation or confinement. 	ESM EMC Agency Control Officers
Develop Emergency Response Scenarios	Choose from: <ul style="list-style-type: none"> • confinement or in-place shelter; • site evacuation; or • large scale evacuation. 	ESM EMC Agency Control Officers
Determine Best Response Scenarios	Best scenario depends on: <ul style="list-style-type: none"> • threat/risk assessment; • size of affected area; and • availability of evacuation resources. 	ESM EMC Agency Control Officers

PHASE I: EVACUATION DECISION (cont'd)

Sub-Phase	Functions/Considerations	Actioned By
Determine Best Response Scenarios (cont'd)	<p>Confinement or in-place shelter is appropriate when:</p> <ul style="list-style-type: none"> health risk posed by the emergency is low; situation is dissipating; situation can be controlled before an evacuation can be completed; or an evacuation would expose the population to toxic fumes or radioactivity. 	ESM EMC Agency Control Officers
	Site evacuation is appropriate when population cannot be protected by staying indoors.	
	Large scale evacuation is appropriate when a high level of risk covers a large area, or if a localized risk is likely to spread.	
Making Decision or Recommendation	If EOC is activated, must get approval to evacuate from EOC first.	ESM

PHASE II: TACTICAL PLANNING

Sub-Phase	Functions/Considerations	Actioned By
N/A	<p>Refer to sector profile binders when developing this phase. Elements of Tactical Plan include:</p> <ul style="list-style-type: none">• definition of confinement or evacuation perimeter;• confinement procedures (if chosen);• probable number of evacuees;• evacuee group characteristics (e.g., language groups, elderly, disabled, etc.);• likely duration of evacuation;• evacuee centres to be used;• communications requirements;• public alerting methods (including on site notification of evacuation);• assembly areas (if required);• evacuation routes to be used;• transportation requirements;• traffic control; and• access control and security.	EMC Agency Control Officers

PHASE III: RESPONSE

Sub-Phase	Functions/Considerations	Actioned By
Confinement	If this option is chosen, refer to Section 3.7.1 (p. 16) for information on issuing instructions to the public.	EMC PIO
Evacuee Centres	If using evacuee centres: <ul style="list-style-type: none"> • activate Department of Community Services; • ensure facility is opened; • basic infrastructure services (e.g., heat, light and telephones) are available; and • residents near the centre should be notified of impending operations in area. 	EMC PIO Department of Community Services
Communications Requirements	Any tactical communications requirements and implementation needed?	EMC Communication Officer
	Any public communications requirements and implementation needed?	EMC PIO
Public Alerting, Movement and Assembly	Alerting Use one or more of the following alerting methods: <ul style="list-style-type: none"> • door to door visits; • public address systems; • written leaflets; and • various electronic media. 	EMC PIO
	Is it necessary to divide the evacuation area into smaller ones for dissemination of information?	EMC

PHASE III: RESPONSE (cont'd)

Sub-Phase	Functions/Considerations	Actioned By
Public Alerting, Movement and Assembly (cont'd)	Movement Refer to the sector profile binders to familiarize evacuation personnel with affected area.	EMC
	Is it necessary to divide the evacuation area into smaller ones for moving the affected population out of the area?	EMC
	Issue forms found in Appendix C to responders.	EMC
	Consider special populations.	EMC Department of Community Services
	Consider pets.	EMC Department of Community Services
	Is a second sweep necessary?	EMC
	Assembly Determine assembly areas.	EMC PIO Metro Transit Services
	Communicate these to the public.	PIO
	Arrange for transportation to evacuee centre(s).	EMC Metro Transit Services
Evacuation Routes and Transportation	Refer to the sector profile binders for pre-determined evacuation routes.	EMC PIO Police Services Public Works & Transportation Metro Transit Services Ambulances
	Ensure public is aware of these routes.	PIO
	Ensure proper traffic control is in place.	Police Services
	If necessary, organize public transportation, ambulances and/or other mobile resources.	EMC Metro Transit Services Ambulances

PHASE III: RESPONSE (cont'd)

Sub-Phase	Functions/Considerations	Actioned By
Traffic Control	Activities to be conducted include: <ul style="list-style-type: none">• preventing congestion and unauthorized access to critical areas;• using additional signage as required;• converting two-way roads to one-way;• modifying traffic light control, if necessary; and• dispatching special equipment (e.g., snow plows, tow trucks, etc.), if necessary.	EMC Police Services
Access Control and Security	Activities to be conducted include: <ul style="list-style-type: none">• assigning police resources to access points to perform a check in/out function in order to prevent unauthorized ingress/egress in the evacuation zone;• directing unauthorized personnel to the Command Post for registration and clearance prior to allowing access to the evacuation zone;• placing traffic signs, barricades and other similar materials at access points; and• implementing crowd control/public order operations.	EMC Police Services

Appendix C**ACKNOWLEDGEMENT OF REFUSAL TO EVACUATE**

A formal advisory of an emergency situation, and instruction to evacuate, was given to _____, occupying the premises at _____.

Despite these warnings, the occupant(s) have chosen not to evacuate the premises.

The occupant has been informed that:

- the safety of all occupants of these premises may be compromised;
- occupants refusing to evacuate may not fully benefit from the emergency services provided by Halifax Regional Municipality, as resources will largely be assigned to assisting the evacuation effort;
- occupants' refusal to evacuate may place emergency response personnel in unnecessary danger; and
- occupants refusing to evacuate may become liable for personal injury or property damage caused directly or indirectly by their refusal to evacuate when so requested by civil authorities.

Responder

Date

EM 016.1/0004

Effective date: DRAFT	Revision Date:	Version 1.0
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Appendix D

PUBLIC INFORMATION MASTER GUIDE

This Public Information Master Guide is an abridged version of Section 4 of this document. It is fully reflective of the contents, but is presented in a format that can be used in the field to ensure at a glance that all factors in this *Emergency Evacuation Plan* are taken into consideration.

The public information procedures in Section 4 of this *Emergency Evacuation Plan* have been divided into three phases: preparation, response and recovery. To make the information more manageable in the field, two of these phases have been divided into a number of sub-phases.

The Preparation Phase has been divided into three sub-phases, which are:

- evaluation;
- warning orders; and
- monitoring.

The Response phase has been divided into two sub-phases, which are:

- alerting the public; and
- ongoing communications.

The following tables provide a detailed breakdown of the considerations for each phase and sub-phase, and identifies the responsible parties.

Effective date: DRAFT	Revision Date:	Version 1.0
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PHASE I: PREPARATION

Sub-Phase	Functions/Considerations	Actioned By
	Open Log	All
Evaluation	<p>Evaluate emergency situation and formulate a report for release to public including:</p> <ul style="list-style-type: none"> • nature and severity of the emergency situation; • specific hazards to the public health or safety; • prognosis for resolution of the situation; • risk analysis indicating likelihood of situation deterioration and possible outcomes; • likelihood that an evacuation will be necessary; and • any other information deemed to be necessary or relevant by the ESM and EMC. 	ESM EMC PIO
Warning Orders	<p>If evacuation is likely, a warning order must be issued including:</p> <ul style="list-style-type: none"> • brief description of the nature and severity of the situation; • instructions to remain calm and follow instructions provided by recognized authorities; • likelihood that an actual evacuation will be required; • where to go in case an evacuation is required; • what to bring on the evacuation (refer to Section 3.7.4.1 for a list)(p. 18); • transportation and other arrangements; • what media to listen to for further information; and • instructions to ensure that neighbours have been alerted. 	ESM EMC PIO

PHASE I: PREPARATION (cont'd)

Sub-Phase	Functions/Considerations	Actioned By
Monitoring	<p>Periodic updates, containing general news about the status of the emergency situation, the progress in combating it and on the requirements for evacuation, should be disseminated to the public.</p> <p>There are three options available:</p> <ul style="list-style-type: none">• keep the warning order in effect;• issue an evacuation order; or• cancel the warning order altogether.	ESM EMC PIO

PHASE II: RESPONSE

Sub-Phase	Functions/Considerations	Actioned By
Alerting the Public	<p>Evacuation order communicated during public alerting should contain the following information:</p> <ul style="list-style-type: none"> • authority under which the evacuation order is issued; • time and date the evacuation order takes effect; • nature of the emergency; • area affected; • statement that the public is in danger; • instructions to leave immediately; • expected length of the evacuation; • instructions as to which evacuee centre to go to; • evacuation route to take; • instructions for those requiring transportation, including where and when to assemble; • designated media to listen to for more information; and • instructions on what to bring (refer to Section 3.7.4.1 for a list)(p. 18). 	<p>ESM EMC PIO</p>
	<p>The available means to alert the affected population are:</p> <ul style="list-style-type: none"> • knocking on doors; • use of bullhorns or other public address systems; and/or • use of designated media. 	<p>EMC PIO Police Services</p>

PHASE II: RESPONSE (cont'd)

Sub-Phase	Functions/Considerations	Actioned By
Ongoing Communications	<p>Periodic updates should be issued once every four hours at a minimum. These should contain:</p> <ul style="list-style-type: none">• general news about the status of the emergency situation and the progress in combating it;• information for evacuees and the general public regarding how to get in touch with displaced persons; and• updates on the likely length of the evacuation.	EMC PIO

PHASE III: RECOVERY

Sub-Phase	Functions/Considerations	Actioned By
N/A	Communicate decision to initiate recovery at the evacuee centres first. Use designated emergency response personnel, or the centre manager, to do so.	ESM EMC PIO Agency Control Officers
	When using designated media, refer to Section 4.6.3 (p.30) for transmission times.	PIO
	<p>The order to initiate recovery should contain the following information:</p> <ul style="list-style-type: none"> • authority under which the recovery order is issued; • time and date the recovery order takes effect; • description of the resolution of the emergency situation; • a clear statement that recovery operations are underway and that evacuees are expected to return to their homes; • area affected (if not the entire evacuated area); • instructions for leaving/signing out of evacuee centres; • a reminder to gather all personal belongings; • where and when to assemble for transport and where they will be dropped off; • re-entry routes to use where public transport is not provided; • contact number where affected persons may ask questions or seek ongoing assistance; • designated media to listen to for more information; and • time by which the evacuation shelter should be vacated. 	PIO

Appendix E

AFTER HOUR MEDIA CONTACTS

Station	Contact	Phone Numbers
ATV/ASN	Newsroom Staff	454-3200
	Andy LeBlanc (Assignment Desk)	478-1202 (Cell) 435-9756 (Home)
	Ian Morrison	478-1201 (Cell)
	Jay Weatherbee	478-1200 (Cell)
CBC RADIO	Debra Woolway	497-5460 (Cell) 465-2665 (Home)
	Cathy Large	497-0306 (Cell) 425-5573 (Home)
	Stewart Young	456-8388 (Cell) 477-7042 (Home)
CBC TV	Duty Producer	420-4116 (Newsroom) 458-1086 (Pager)
	Mr. Lipsit (Assignment Editor)	835-6646 (Home)
CHNS/COUNTRY 101	Mike Cranston (News Director)	864-1163
	Garry Barker (General Manager)	492-2206
	Daryl Good (Assignment Editor)	477-9918
	Bob Burns (Engineer)	497-8023 (Cell) 459-4666 (Pager)
	Switchboard (9 a.m. to 5 p.m. Monday to Friday)	422-1651
	Newsroom (4 a.m. to 6 p.m. Monday to Friday)	422-2424
	Hotline (CHFX) (to Control Room)	
	Hotline (CHNS) (to Control Room)	420-0580
		420-0080
DAILY NEWS	Dan Harrison (Night Supervisor)	468-1222 Ext. 264

Station	Contact	Phone Numbers
HALIFAX HERALD	Steve Bruce (News Assignment Editor) (until 9 p.m.)	426-3088
	From 9 p.m. to 2 a.m. - whichever editor is assigned to do late pages.	426-3091
	After 2 a.m. - Commissionaire	426-2868
METRO RADIO GROUP (CJCH, C-100, Q-104, SUN-FM, 780 KIXX)	Walter Labucki	456-7333 (Cell) 835-0179 (Home)
	John Richardson	497-5899 (Cell) 865-0021 (Home)
	Steve Lunn	456-1105 (Cell) 798-4882 (Home)
MITV	Reception until 5 p.m. Monday to Friday.	481-7400
	From 5 p.m. to 12 a.m. Monday to Friday.	481-7497
	From 12 a.m. to 9 a.m., answering machine will pick-up Monday to Friday and weekends.	481-7400

Appendix F

RE-ENTRY PROCEDURES MASTER GUIDE

This Re-Entry Procedures Master Guide is an abridged version of Section 5 of this document. It is fully reflective of the contents, but is presented in a format that can be used in the field to ensure at a glance that all factors in this *Emergency Evacuation Plan* are taken into consideration.

The re-entry procedures in Section 5 of this *Emergency Evacuation Plan* have been divided into three phases: re-entry decision, tactical planning and response. To make the information more manageable in the field, the Response Phase has been divided into five sub-phases, which are:

- communications requirements;
- evacuee alerting and movement;
- re-entry routes, transportation and drop-off areas;
- traffic control, access control and security; and
- post re-entry follow-up.

The following tables provide a detailed breakdown of the considerations for each phase and sub-phase, and identifies the responsible parties.

Effective date: <i>DRAFT</i>	Revision Date:	Version 1.0
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PHASE I: RE-ENTRY DECISION

Sub-Phase	Functions/Considerations	Actioned By
N/A	Open Log	All
	Questions to consider when making a decision to re-enter: <ul style="list-style-type: none">• Has the hazard been removed from the evacuation zone?• Is there an extremely low risk of having to re-evacuate?• Can the re-entry operation be conducted without danger to the public safety?• Can the re-entry operation be conducted without danger to evacuation personnel?• Are the transportation, communications, human and other resources required to conduct an effective re-entry operation available?	ESM EMC Agency Control Officers

PHASE II: TACTICAL PLANNING

Sub-Phase	Functions/Considerations	Actioned By
N/A	<p>Elements of Tactical Planning to consider include:</p> <ul style="list-style-type: none">• communications requirements;• evacuee alerting methods (including evacuee centre notification);• sign-out procedures;• re-entry routes to be used;• transportation requirements;• drop-off areas;• traffic control;• access control and security; and• post re-entry follow-up.	EMC PIO Agency Control Officers

PHASE III: RESPONSE

Sub-Phase	Functions/Considerations	Actioned By
Communications Requirements	Any tactical communications requirements and implementation needed?	EMC Communication Officer
	Any public communications requirements and implementation needed?	EMC PIO
Evacuee Alerting and Movement	<p>Re-entry alert public communications should contain the following information:</p> <ul style="list-style-type: none"> • authority under which the recovery order is issued; • time and date the recovery order takes effect; • description of the resolution of the emergency situation; • a clear statement that recovery operations are underway and that evacuees are expected to return to their homes; • area affected (if not the entire evacuated area); • instructions for leaving/signing out of evacuee centres; • a reminder to gather all personal belongings; • where and when to assemble for transport and where they will be dropped off; • re-entry routes to use where public transport is not provided; • contact number where affected persons may ask questions or seek ongoing assistance; • designated media to listen to for more information; and • time by which the evacuation shelter should be vacated. 	EMC PIO
	Ensure evacuation centres cleaned and returned to normal use.	EMC Department of Community Services
	If required, restore utilities before evacuees return.	EMC

PHASE III: RESPONSE (cont'd)

Sub-Phase	Functions/Considerations	Actioned By
Re-Entry Routes, Transportation and Drop-Off Areas	If possible, use the pre-determined evacuation routes for re-entry ones.	EMC PIO Police Services Public Works & Transportation Metro Transit Services Ambulances
	Ensure evacuees are aware of these routes, as well as drop-off areas.	PIO
	If necessary, organize public transportation, ambulances and/or other mobile resources.	EMC Metro Transit Services Ambulances
Traffic Control, Access Control and Security	Traffic Control Activities to be conducted include: <ul style="list-style-type: none"> • preventing congestion; • using additional signage as required; • converting one-way roads to two-way; and • modifying traffic light control, if necessary. 	EMC Police Services
	Access Control and Security Activities to be conducted include: <ul style="list-style-type: none"> • assigning police resources to access points to ensure re-entry routes are kept clear; • placing traffic signs, barricades and other similar materials at access points, if necessary; and • implementing crowd control/public order operations, if necessary. 	EMC Police Services
Post Re-Entry Follow-Up	Does the Department of Community Services required assistance with evacuee follow-up?	EMC
	Is there a requirement to follow-up with responders (e.g., Critical Incident Stress (CIS) management)?	EMC