

NFPA[®]

1616

**Standard on
Mass Evacuation, Sheltering,
and Re-entry Programs**

2017



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NFPA® 1616

Standard on

Mass Evacuation, Sheltering, and Re-entry Programs

2017 Edition

This edition of NFPA 1616, *Standard on Mass Evacuation, Sheltering, and Re-entry Programs*, was prepared by the Technical Committee on Mass Evacuation and Sheltering. It was issued by the Standards Council on November 11, 2016, with an effective date of December 1, 2016.

This document has been amended by one or more Tentative Interim Amendments (TIAs) and/or Errata. See “Codes & Standards” at www.nfpa.org for more information.

This edition of NFPA 1616 was approved as an American National Standard on December 1, 2016.

Origin and Development of NFPA 1616

The Technical Committee on Mass Evacuation and Sheltering was given the responsibility for developing documents to establish a common set of criteria for the process of organizing, planning, implementing, and evaluating a program for mass evacuation, sheltering, and re-entry.

In 2012, NFPA received two requests for standards development, one for evacuation and one for sheltering. The Technical Committee for Mass Evacuation and Sheltering was first formed in September 2013 to fulfill those requests. In August 2014, a draft was approved by the Standards Council so the Committee could receive input from the public.

The 2017 edition of NFPA 1616, *Standard on Mass Evacuation, Sheltering, and Re-entry Programs*, is the first edition and is written in a plan-do-check-act (PDCA) format to aid in continuous improvement of the plan.

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Committee Scope: This Committee shall establish a common set of criteria for mass evacuation, mass sheltering, and mass re-entry programs, hereinafter referred to as the program.

Contents

Chapter 1 Administration	1616- 4	7.3 Scope and Frequency of Instruction.	1616- 11
1.1 Scope.	1616- 4	7.4 Record Keeping.	1616- 11
1.2 Purpose.	1616- 4	7.5 Regulatory and Program Requirements.	1616- 11
1.3 Application.	1616- 4	7.6 Public Education.	1616- 11
		7.7 Training Delivery.	1616- 11
Chapter 2 Referenced Publications	1616- 4	Chapter 8 Exercises	1616- 11
2.1 General.	1616- 4	8.1 Program Evaluation.	1616- 11
2.2 NFPA Publications.	1616- 4	8.2 Exercise Methodology.	1616- 11
2.3 Other Publications.	1616- 4	8.3 Design of Exercises.	1616- 11
2.4 References for Extracts in Mandatory Sections.	1616- 4	8.4 Exercise Evaluation.	1616- 11
		8.5 Frequency.	1616- 11
Chapter 3 Definitions	1616- 4	Chapter 9 Program Maintenance and Improvement	1616- 11
3.1 General.	1616- 4	9.1 Program Reviews.	1616- 11
3.2 NFPA Official Definitions.	1616- 4	9.2 Corrective Actions.	1616- 12
3.3 General Definitions.	1616- 4	9.3 Continuous Improvement.	1616- 12
Chapter 4 Mass Evacuation, Sheltering, and Re- entry Program Management	1616- 6	Annex A Explanatory Material	1616- 12
4.1 Leadership and Commitment.	1616- 6	Annex B Self-Assessment for Conformity with NFPA 1616	1616- 16
4.2 Program Coordinator.	1616- 6	Annex C Risk Management of Mass Evacuation, Sheltering, and Re-entry	1616- 30
4.3 Program Working Group.	1616- 6	Annex D Mass Evacuation Requirements Analysis	1616- 30
4.4 Program Administration.	1616- 6	Annex E Sheltering Requirements Analysis	1616- 36
4.5 Performance Objectives.	1616- 6	Annex F Re-entry Requirements Analysis	1616- 59
4.6 Records Management.	1616- 6	Annex G People with Disabilities and Other Access and Functional Needs	1616- 61
4.7 Laws and Authorities.	1616- 6	Annex H Animals	1616- 64
4.8 Finance and Administration.	1616- 6	Annex I Mandatory Evacuation	1616- 66
Chapter 5 Planning	1616- 7	Annex J Emergency Communication: Public Alerts and Warnings	1616- 67
5.1 Plan Requirements.	1616- 7	Annex K Social Media Support	1616- 67
5.2 Plan Assumptions.	1616- 7	Annex L Just-in-Time Training Support	1616- 68
5.3 Plan Format.	1616- 7	Annex M Mass Evacuation, Sheltering, and Re- entry Data Interoperability	1616- 70
5.4 Planning Process.	1616- 7	Annex N List of Acronyms	1616- 71
5.5 Threat, Hazard Identification, and Risk Assessment.	1616- 7	Annex O Informational References	1616- 73
5.6 Requirements Analysis.	1616- 8	Index	1616- 77
5.7 Resource Needs Assessment.	1616- 9		
5.8 Communications and Public Information.	1616- 9		
5.9 Warning, Notifications, and Communications.	1616- 9		
5.10 Operational Procedure Planning.	1616- 9		
Chapter 6 Implementation	1616- 10		
6.1 Incident Recognition.	1616- 10		
6.2 Situational Assessments.	1616- 10		
6.3 Notifications and Activation.	1616- 10		
6.4 Mobilization.	1616- 10		
6.5 Evacuation Operations.	1616- 10		
6.6 Sheltering Operations.	1616- 10		
6.7 Transition to Re-entry.	1616- 10		
Chapter 7 Training and Education	1616- 11		
7.1 Curriculum.	1616- 11		
7.2 Goals of the Curriculum.	1616- 11		

NFPA 1616

Standard on

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2017 Edition

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A reference in brackets [] following a section or paragraph indicates material that has been extracted from another NFPA document. As an aid to the user, the complete title and edition of the source documents for extracts in mandatory sections of the document are given in Chapter 2 and those for extracts in informational sections are given in Annex O. Extracted text may be edited for consistency and style and may include the revision of internal paragraph references and other references as appropriate. Requests for interpretations or revisions of extracted text shall be sent to the technical committee responsible for the source document.

Information on referenced publications can be found in Chapter 2 and Annex O.

Chapter 1 Administration

1.1* Scope. This standard shall establish a common set of criteria for the process of organizing, planning, implementing, and evaluating a program for mass evacuation, sheltering, and re-entry.

1.1.1 The requirements in this standard are based on the existence of a program for integrated disaster/emergency management and business continuity.

1.1.2 An integrated program is defined in *NFPA 1600*.

1.1.3 The integrated program is scalable to meet the needs of evacuation sheltering and re-entry.

1.2 Purpose. This standard shall provide public officials, private stakeholders, emergency management personnel, and emergency responders the essential elements, common terminology, roles, evacuation stages, sheltering, and re-entry phases for evacuation.

1.3 Application. This document shall apply to jurisdictions, organizations, and private entities.

Chapter 2 Referenced Publications

2.1 General. The documents or portions thereof listed in this chapter are referenced within this standard and shall be considered part of the requirements of this document.

2.2 NFPA Publications.

NFPA 1600®, *Standard on Disaster/Emergency Management and Business Continuity/Continuity of Operations Programs*, 2016 edition.

2.3 Other Publications. *Merriam-Webster's Collegiate Dictionary*, 11th edition, Merriam-Webster, Inc., Springfield, MA, 2003.

2.4 References for Extracts in Mandatory Sections. (Reserved)

Chapter 3 Definitions

3.1 General. The definitions contained in this chapter shall apply to the terms used in this standard. Where terms are not defined in this chapter or within another chapter, they shall be defined using their ordinarily accepted meanings within the context in which they are used. *Merriam-Webster's Collegiate Dictionary*, 11th edition, shall be the source for the ordinarily accepted meaning.

3.2 NFPA Official Definitions.

3.2.1* Approved. Acceptable to the authority having jurisdiction.

3.2.2* Authority Having Jurisdiction (AHJ). An organization, office, or individual responsible for enforcing the requirements of a code or standard, or for approving equipment, materials, an installation, or a procedure.

3.2.3 Shall. Indicates a mandatory requirement.

3.2.4 Should. Indicates a recommendation or that which is advised but not required.

3.2.5 Standard. An NFPA Standard, the main text of which contains only mandatory provisions using the word “shall” to indicate requirements and that is in a form generally suitable for mandatory reference by another standard or code or for adoption into law. Nonmandatory provisions are not to be considered a part of the requirements of a standard and shall be located in an appendix, annex, footnote, informational note, or other means as permitted in the NFPA Manuals of Style. When used in a generic sense, such as in the phrase “standards development process” or “standards development activities,” the term “standards” includes all NFPA Standards, including Codes, Standards, Recommended Practices, and Guides.

3.3 General Definitions.

3.3.1 Animals. Includes household pets, service and assistance animals, working dogs, livestock, wildlife, exotic animals, zoo animals, research animals, and animals housed in shelters, rescue organizations, breeding facilities, and sanctuaries.

3.3.2 All-Hazards. An approach for prevention, mitigation, preparedness, response, continuity, and recovery that addresses

a full range of threats and hazards, including natural, human-caused, and technology-caused.

3.3.3* Assistance Animal. An animal that works, provides assistance, or performs tasks for the benefit of a person with a disability, or provides emotional support that alleviates one or more identified symptoms or effects of a person's disability. Assistance animals are not required to be individually trained or certified. Dogs are the most common, but not the only, type of assistance animal. An assistance animal is not a pet.

3.3.4* Business Continuity. An ongoing process to ensure that the necessary steps are taken to identify the impacts of potential losses and maintain viable recovery strategies, recovery plans, and continuity of services.

3.3.5 Business Impact Analysis. A management level analysis that identifies, quantifies, and qualifies the impacts resulting from interruptions or disruptions of an entity's resources. The analysis might identify time-critical functions, recovery priorities, dependencies, and interdependencies so that recovery time objectives can be established and approved.

3.3.6 Capability. The ability to perform required actions.

3.3.7 Common. Occurring or appearing frequently; occurring frequently or habitually; usual. Done often; prevalent.

3.3.8 Competence. Demonstrated capability to apply knowledge and skills to achieve intended results.

3.3.9 Continual Improvement. Recurring process of enhancing the management program in order to achieve improvements in overall performance consistent with the entity's policy, goals, and objectives.

3.3.10 Damage Assessment. An appraisal or determination of the effects of the evacuation on humans; on physical, operational, economic characteristics; and on the environment.

3.3.11 Emergency Communication. Alerting and warning community members in a defined area of a potential threat to life and property and the actions to be taken in response to the threat.

3.3.12* Emergency Respite Provision of short-term, temporary relief to those who are caring for family members who might otherwise require permanent placement in a facility outside the home.

3.3.13* Entity. A person, organization, or group with mutually accepted accountability who is responsible for the implementation and/or fulfillment of the requirements and considerations of this standard.

3.3.14 Evacuation. The act or process of evacuating. To leave a dangerous place or remove someone from a dangerous place. To withdraw from a site and/or building in an organized way especially for protection. Organized, phased, and supervised withdrawal, dispersal, or removal of civilians from dangerous or potentially dangerous areas, and their reception and care in safe areas.

3.3.15 Evacuation Order. Movement of community members out a defined area due to an immediate threat to life and property from an emergency evacuation.

3.3.16 Evacuation Program. An integrated program for the planning and execution of mass evacuation, sheltering, and re-entry.

3.3.17 Evacuation Warning. Alerting and warning of community members in a defined area of a potential threat to life and property due to an emergency.

3.3.18* Exercise. A process to assess, train, practice, and improve performance in an organization.

3.3.19* Incident. An event that has the potential to cause interruption, disruption, loss, emergency, crisis, disaster, or catastrophe.

3.3.20 Interoperability. The ability of diverse personnel, systems, and organizations to work together seamlessly.

3.3.21 Mass. A quantity or aggregate of matter, usually of considerable size; a large body of persons in a group (a *mass* of spectators); a large quantity, amount, or number.

3.3.22 Mitigation. Activities taken to reduce the impact from hazards.

3.3.23* Mutual Aid/Assistance Agreement. A prearranged agreement between two or more entities to share resources in response to an evacuation.

3.3.24 People with Access and Functional Needs. People with disabilities and other access and functional needs include those from religious, racial, and ethnically diverse backgrounds; people with limited English proficiency; people with physical, sensory, behavioral and mental health, intellectual, developmental and cognitive disabilities, including individuals who live in the community and individuals who are institutionalized; older adults with and without disabilities; children with and without disabilities and their parents; individuals who are economically or transportation disadvantaged; women who are pregnant; individuals who have acute and chronic medical conditions; and those with pharmacological dependency.

3.3.25 Preparedness. Ongoing activities, tasks, and systems to develop, implement, and maintain the program capabilities.

3.3.26* Prevention. Activities to avoid or stop an incident from occurring.

3.3.27* Recovery. Activities and programs designed to return conditions to a level that is acceptable to the entity.

3.3.28* Re-entry. The return of people to a previously evacuated area.

3.3.29* Resource Management. A system for identifying available resources to enable timely access to resources needed to prevent, mitigate, prepare for, respond to, maintain continuity during, or recover from an incident.

3.3.30* Response. Immediate and ongoing activities, tasks, programs, and systems to manage the effects of an incident that threatens life, property, operations, or the environment.

3.3.31 Risk Assessment. The process of hazard identification and the analysis of hazards, vulnerabilities, and impacts.

3.3.32* Service Animal. Any dog or miniature horse that is individually trained to do work or perform tasks for the benefit of an individual with a disability, including a physical, sensory, psychiatric, intellectual, or other mental disability. Miniature horse service animals will be accommodated in a shelter as long as the facility can accommodate the miniature horse's type, size, and weight.

3.3.33 Sheltering. Seeking protection in the home, place of employment, or other location when disaster strikes. This can include staying with friends and relatives, seeking commercial lodging, or staying in a mass care facility operated by disaster relief groups in conjunction with local authorities.

3.3.34 Shelter-in-Place. To use a safe area inside a building or structure during an incident.

3.3.35 Stakeholder(s). Any individual, group, or organization that might affect, be affected by, or perceive itself to be affected by the emergency.

3.3.36 Whole Community. Encompasses individuals, families, households, communities, the private and nonprofit sectors, faith-based organizations, and all levels of government.

Chapter 4 Mass Evacuation, Sheltering, and Re-entry Program Management

4.1 Leadership and Commitment.

4.1.1 The entity leadership shall demonstrate commitment to the program to evacuate, provide shelter, and facilitate re-entry.

4.1.2 The leadership commitment shall include the following:

- (1) Support the development, implementation, and maintenance of the program
- (2) Provide necessary resources to support the program
- (3) Ensure the program is reviewed and evaluated as needed to ensure program effectiveness
- (4) Support corrective action to address program deficiencies
- (5) Lead and support the program and execution of the evacuation, sheltering, and re-entry

4.1.3 The entity shall adhere to policies, execute plans, and follow procedures developed to support the program.

4.2* Program Coordinator. An individual shall be appointed by the entity's leadership and authorized to develop, implement, administer, evaluate, and maintain the program.

4.3 Program Working Group.

4.3.1* A program working group shall be established by the entity in accordance with its policy.

4.3.2 The program working group shall provide input and/or assist in the coordination of the preparation, development, implementation, evaluation, and maintenance of the program.

4.3.3* The program working group shall include representation from the whole community.

4.3.4 The program working group shall integrate all elements necessary for mass evacuation, sheltering, and re-entry within the entity and coordinate with other entities affected by these operations.

4.4 Program Administration.

4.4.1 The entity shall have a documented program that includes the following:

- (1) Policy, including roles and responsibilities, and the enabling authority
- (2)* Program scope, goals, performance objectives, and metrics for program evaluation
- (3)* Applicable authorities, legislation, regulations, and industry codes of practice as required by Section 4.7

(4) Program plans and procedures that include the following:

- (a) Anticipated program cost, excluding costs associated with actual evacuation
- (b) Resources required
- (c) Maintenance schedule
- (d) Records management practices of the entity as required by Section 4.6

4.4.2* The program shall include an all-hazards approach and risk assessment.

4.5 Performance Objectives.

4.5.1* The entity shall establish performance objectives for the program in accordance with the elements in Chapters 5 through 9.

4.5.2 The performance objectives shall address the results of the hazard identification, the risk assessment, and the requirements analysis.

4.5.3 Performance objectives shall address both short-term and long-term needs of evacuees, including people with disabilities and other access and functional needs.

4.5.4* The entity shall define *short term* and *long term*.

4.6 Records Management.

4.6.1* The entity shall develop, implement, and manage a records management program to ensure that records are available to the entity following an evacuation.

4.6.2 Records management is designed to aid in the identification, backup, protection, and access to paper-based and electronic records that are vital to the entity and required for evacuation, sheltering, and re-entry.

4.6.3 The program shall include the following:

- (1) Identification of records (hard copy or electronic) vital to continue the operations of the entity
- (2) Backup of records as necessary to meet program goals and objectives
- (3) Validation of the integrity of records backup
- (4) Implementation of procedures to store, retrieve, and recover records onsite or offsite
- (5) Storage and protection of records
- (6) Implementation of a record review process
- (7) Procedures coordinating records access within and outside the organization
- (8) Executing a retention policy to archive and destroy records according to operational needs, operating procedures, statutes, and regulations

4.7 Laws and Authorities.

4.7.1* Evacuation, sheltering, and re-entry programs are covered by law or voluntary guidelines.

4.7.2* The entity shall implement a strategy for addressing the need for revisions to legislation, regulations, directives, policies, and industry codes of practice.

4.8 Finance and Administration.

4.8.1 The entity shall develop finance and administrative procedures to support the program before, during, and after an evacuation.

4.8.2* There shall be a responsive finance and administrative framework that does the following:

- (1) Complies with the entity's program requirements
- (2) Provides direct linkages to evacuation, sheltering, and re-entry operations
- (3) Provides for maximum flexibility while retaining accountability

4.8.3 Finance and administrative procedures shall include the following:

- (1) Accounting systems to track and document costs
- (2) Program procurement procedures

Chapter 5 Planning

5.1 Plan Requirements.

5.1.1 The plan shall address the health and safety of personnel as follows:

- (1)* Identify actions to be taken to protect people, including those with access and functional needs; property; critical operations; and the environment
- (2) Include an accountability system for all response personnel
- (3) Monitor the health and well-being of response personnel
- (4) Establish rehabilitation of personnel
- (5) Ensure security and protection for response personnel
- (6)* Provide appropriate personal protective equipment for response personnel

5.1.2 The plan shall identify and document the following:

- (1) Assumptions made during the planning process
- (2) Responsibilities for carrying out specific actions in an evacuation, sheltering, and re-entry; functional roles and responsibilities of internal and external agencies, organization, departments, and positions; lines of authority
- (3) Trigger points to activate the evacuation plan
- (4) Logistics support and resource management requirements
- (5) Operational communications
- (6)* Public information, including warnings, notifications, and communications

5.1.3 The entity shall make sections of the plans available to those assigned specific tasks and responsibilities therein and to key stakeholders as required.

5.2 Plan Assumptions. The plan's assumptions shall include the following:

- (1) Findings from the social sciences on human behavior and the results of threat
- (2) Hazard identification and risk assessment
- (3)* Requirements analysis
- (4) Resource analysis
- (5) The number of people requiring evacuation
- (6) That evacuation will require sheltering and re-entry
- (7) Projections for the number of people requiring sheltering
- (8) Projections for the number of people requiring re-entry
- (9) That animals will be evacuated and sheltered as appropriate and feasible in order to safeguard human lives and facilitate an evacuation

- (10) The types of vehicles required to transport people with disabilities and other access and functional needs and animals
- (11) The number of responders required to complete the evacuation process
- (12) Development and implementation of plans and procedures to identify populations requiring assistance and arranging of transportation for people with disabilities and other access and functional needs during evacuation, sheltering, and re-entry
- (13) Determination of physical requirements for evacuee assembly points, emergency respite stop, and staging and reception areas
- (14) Coordination with local medical facilities to identify plans and resources in the event that these facilities require evacuation into a shelter

5.3* Plan Format.

5.3.1 Plans shall include the following:

- (1) All hazards approach and risk assessment
- (2) Evacuation
- (3) Mass sheltering
- (4) Re-entry

5.3.2 Plans shall be individual documents, integrated into a single plan document, or a combination of the two.

5.4 Planning Process.

5.4.1 A process shall be established that develops, evaluates, and improves capabilities required to implement the program.

5.4.2* The entity shall include key stakeholders and operational entities in the process.

5.4.3 The entity shall develop a set of trigger points on which to base planning efforts, including the following:

- (1) The plan shall be reviewed at least annually
- (2) The plan shall be reviewed after each incident.
- (3) The plan shall be reviewed periodically throughout an incident.

5.4.4* The trigger points shall identify specific actions to be taken based on specific events, threats, or hazards.

5.5* Threat, Hazard Identification, and Risk Assessment.

5.5.1 The entity shall identify the potential threats or hazards that could require evacuation and/or sheltering.

5.5.2 The following hazards shall be considered during the risk assessment:

- (1) Geological hazards and risk exposures:
 - (a) Earthquake
 - (b) Tsunami
 - (c) Volcano
 - (d) Landslide, mudslide, subsidence
- (2) Meteorological hazards/risk exposures:
 - (a) Flood, flash flood, seiche, tidal surge
 - (b) Water control structure (e.g., dam, levee) failure
 - (c) Drought
 - (d) Snow, ice, hail, sleet, avalanche, arctic freeze
 - (e) Windstorm, tropical cyclone, hurricane, tornado, water spout, dust storm, sandstorm
 - (f) Extreme temperatures (heat or cold)
 - (g) Wildland fire

- (h) Lightning strikes
 - (i) Famine
 - (j) Geomagnetic storm
- (3) Biological hazards and risk exposures:
 - (a) Food-borne illnesses
 - (b) Pandemic disease
 - (c) Infectious/communicable/zoonotic diseases, including endemic and emerging diseases
- (4) Accidental human-caused events:
 - (a) Hazardous material spill or release (flammable liquid, gas, or solid; oxidizer; poison; explosive, radiological, or corrosive material)
 - (b) Nuclear power plant incident, radiological incident
 - (c) Explosion/fire
 - (d) Transportation accident
 - (e) Building or structure collapse
 - (f) Entrapment or rescue (machinery, confined space, high angle, water)
 - (g) Fuel or resource shortage
 - (h) Mechanical breakdown
 - (i) Transportation incidents (motor vehicle, railroad, watercraft, aircraft, pipeline)
 - (j) Untimely death of an employee
- (5) Intentional human-caused events:
 - (a) Criminal activity (vandalism, sabotage, arson, robbery, theft, fraud, embezzlement, data theft, malfeasance)
 - (b) Physical or information security breach
 - (c) Lost person, abduction, kidnapping, extortion, hostage incident, workplace/school/university violence, homicide
 - (d) Product defect or contamination
 - (e) Disinformation
 - (f) Harassment
 - (g) Discrimination
 - (h) Demonstration, civil disturbance, public unrest, mass hysteria, riot
 - (i) Strike or labor dispute
 - (j) Bomb threat, suspicious package
 - (k) Terrorism (explosive, chemical, biological, radiological, nuclear, cyber, electromagnetic pulse)
 - (l) Insurrection
 - (m) Enemy attack, war
 - (n) Arson
- (6) Technology-caused incidents:
 - (a) Computer systems [outages, hardware failure, data corruption, deletion, theft, loss of network connectivity (Internet or intranet), loss of electronic data interchange or ecommerce, loss of domain name server (DNS), virus, worm, Trojan horse, power surge, lightning, host site interdependencies, direct physical loss, water damage, cyber terrorism, vulnerability exploitation, botnets, hacking, phishing, spyware, malware, computer fraud, loss of encryption, denial of service, improper system use by employee, telecommunications interruption or failure, electricity brownout or blackout]
 - (b) Computer software or application interruption, disruption, or failure (internal/external)
 - (c) Loss, corruption, or theft of electronic information

- (d) Utility interruption or failure (telecommunications, electrical power, water, gas, steam, HVAC, pollution control system, sewage system, other critical infrastructure)
- (7) Other hazards and risk exposures, such as supply chain interruption [loss of shipping or transportation, vendor failure (single or sole source provider)]

5.5.3* The entity shall identify the threats and risks associated with evacuation, sheltering, and re-entry.

5.5.4 The entity shall develop a safety analysis of the threats, hazards, and risks.

5.6 Requirements Analysis.

5.6.1* The entity shall conduct a requirements analysis for mass evacuation, sheltering, and re-entry that is based upon the threat hazard identification and risk assessment.

5.6.2 The requirements analysis shall include the following:

- (1) Characteristics of the potentially affected population, including people with disabilities and other access and functional needs
- (2) Existence of mandatory evacuation laws and expected enforcement of those laws
- (3) Characteristics of the incident that trigger consideration for evacuation shall include the following:
 - (a) Weather, season, and environmental conditions
 - (b) Speed of onset
 - (c) Magnitude
 - (d) Location and direction
 - (e) Duration
 - (f) Resulting damages to essential functions
 - (g) Cultural and religious practices
 - (h)* Risk for cascading effects and secondary disasters
 - (i) Capability of transportation routes and systems to transport life-sustaining materials (food, water, medical supplies) into the affected area

5.6.3* The program shall consider the following conditions under which evacuation or sheltering-in-place is appropriate to the situation and the resources available:

- (1) The anticipated impact and duration of the incident
- (2) The distance to appropriate sheltering facilities
- (3) The availability of and access to transportation to those facilities
- (4) The ability to communicate with the affected population within the required timeframe

5.6.4 Factors to be considered in planning for mass evacuation, sheltering, and re-entry shall include the following:

- (1) Establishment of a unified command organization
- (2) Development of a joint information center and methods to notify the public
- (3)* Identification of appropriate sheltering facilities by location, size, types of services available, and building safety
- (4) Identification of the modes and routes for evacuee transportation
- (5)* Sources of evacuee support services
- (6) Manpower requirements based on occupant population

5.6.5 Sheltering facilities shall be deemed appropriate for temporary occupancy of evacuees for the applicable hazards by the local authority having jurisdiction and conform to the

applicable requirements to ensure public health, safety, and general welfare.

5.6.6 Factors to be considered in the planning for re-entry shall include the following:

- (1) Controlling access to restricted areas for security and evacuee safety
- (2) Prioritizing building inspection and permitting
- (3) The availability of and requirements for functioning infrastructure and utilities

5.7 Resource Needs Assessment.

5.7.1 The entity shall conduct a resource needs assessment.

5.7.2 The resource needs assessment shall include the following:

- (1) Human resources, stakeholders, equipment, training, facilities, funding, expert knowledge, materials, technology, information, intelligence, and the time frames within which they will be needed
- (2) Quantity, response time, capability, and cost

5.7.3 The entity shall plan to locate, acquire, store, distribute, maintain, test, and account for services, human resources, equipment, and materials procured to support the program.

5.7.4 Facilities with known capabilities and partner agreements shall be pre-identified during the assessment and planning process.

5.7.5 Established mutual aid/assistance or partnership agreements shall be included in the plan.

5.8 Communications and Public Information.

5.8.1 The entity shall develop a plan and procedures to disseminate information to and respond to requests for information from the following audiences before, during, and after an incident:

- (1) Internal audiences, including employees
- (2) External audiences, including the general population, media, access and functional needs populations, community partners, and other stakeholders

5.8.2 The entity shall establish and maintain a communications and public information plan that considers the following:

- (1) Central contact facility or communications hub
- (2) Physical or virtual information center
- (3) System for gathering, monitoring, and disseminating information
- (4) Procedures for developing and delivering coordinated messages
- (5) Protocol to clear information for release

5.9 Warning, Notifications, and Communications.

5.9.1 The entity shall determine its warning, notification, and communications needs.

5.9.2* Emergency warning, notification, and communications systems shall be reliable, interoperable, and when feasible redundant, and take into account people with disabilities and other access and functional needs.

5.9.3* Emergency communications protocols and procedures shall be developed, tested regularly, and used to alert and warn stakeholders potentially at risk from an actual or impending hazard.

5.9.4* Procedures shall include issuing warnings through authorized agencies if required by law as well as the use of pre-scripted information bulletins or templates.

5.9.5 The same system used to issue pre-evacuation notifications shall be used to issue evacuation orders.

5.10 Operational Procedure Planning.

5.10.1 The entity shall develop operational procedures to support the plan.

5.10.2 Procedures shall be established for mass evacuation, sheltering, and re-entry.

5.10.3 Procedures shall consider life safety, property conservation, incident stabilization, continuity, and protection of the environment and of cultural heritage artifacts and buildings.

5.10.4 Procedures shall include the following:

- (1) Triggers for use in decision making for shelter-in-place or evacuation
- (2) Triggers for re-entry operations
- (3) Evacuation procedures

5.10.5 The evacuation plan shall consider the following positions based on the size and complexity of the incident:

- (1) Incident commander and deputies
- (2) Public information officer
- (3) Shelter public information officer
- (4) Liaison officer
- (5) Planning section chief, assisted by the documentation unit leader
- (6) Operations chief, assisted by the evacuation director
- (7) Positions reporting to the evacuation director, as follows:
 - (a) Contact group supervisor [phone contact leader, mobile field contact team leader(s)]
 - (b) Perimeter group supervisor (evacuation escort team leader, property security leader, traffic control team leader)
 - (c) Shelter group liaison
 - (d) Animal operations group supervisor
- (8) Finance section chief

5.10.6* Sheltering procedures shall take into consideration the following:

- (1) Evacuee and animal registration
- (2) Facility management
- (3)* Security and building access control
- (4) Parking and traffic control
- (5) Public information, public affairs, and media relations
- (6) Dormitory management
- (7) Medical and mental health services
- (8) Communications and information technology
- (9) Recovery information and resident messaging
- (10) Family reunification
- (11) Reunification of animals to owners
- (12) Risk management and loss control
- (13) Janitorial
- (14) Building maintenance and engineering
- (15) Logistical support
- (16) Bulk distribution
- (17) Donation and volunteer management
- (18) Entertainment/recreation
- (19) Child care
- (20) Animal sheltering

- (21) Laundry service
- (22) Client transportation
- (23) Postal service
- (24) Meal service
- (25) Spiritual care services
- (26) Children's social services
- (27) Charging station and electrical connections for electrical devices (phones, tablets, etc.)

5.10.7 Re-entry procedures shall be as given in 5.10.7.1 through 5.10.7.3.

5.10.7.1 Those responsible for managing the evacuation shall ensure the transition to re-entry through performance objectives.

5.10.7.2 The entity shall determine when the area is safe prior to re-entry

5.10.7.3 The entity shall determine whether the infrastructure is sufficient to support re-entry.

5.10.8 Procedures shall consider concurrent evacuation, sheltering, and re-entry operations.

Chapter 6 Implementation

6.1* Incident Recognition.

6.1.1 The entity shall notify the appropriate officials of the emergency or impending emergency.

6.1.2 Officials responsible for decision making shall evaluate the situation and make a determination if further action should be taken.

6.2* Situational Assessments.

6.2.1 Initial Assessment. Depending on the nature of the incident, the initial situational assessment shall include an assessment of the impact to persons, animals, and property, infrastructure status, the availability of resources, and weather conditions. Based on the initial assessment, the entity shall decide whether to evacuate or shelter-in-place.

6.2.2 Assessment and Evaluation. Assessments shall include evaluations of the effectiveness of previous and current actions.

6.3 Notifications and Activation.

6.3.1 Based upon the characteristics of the incident, those responsible for managing the incident shall make the necessary notifications to command and incident staff, directing them when and where to report.

6.3.2 Those responsible for managing the incident shall approve the immediate release of public information and warning messages.

6.4 Mobilization. Those responsible for managing the incident shall identify and mobilize the appropriate resources to support the initial incident objectives.

6.5 Evacuation Operations.

6.5.1* The entity shall be responsible for managing the evacuation operations.

6.5.2 In implementing the evacuation plan the entity shall consider the following:

- (1) Trigger events that might require evacuation
- (2) Priority of evacuation
- (3) Procedures to request and coordinate required transportation assets from jurisdictional agencies
- (4) Arrangements for transporting evacuees, including persons with access and functional needs, and their animals

6.5.3 The entity responsible for managing the evacuation shall continue to monitor the news, public reports, incident characteristics, and progress of the operation, reflecting changing conditions in the incident objectives and action plan.

6.5.4 The entity responsible for managing the evacuation shall ensure the safety and health of evacuees and responders during all decision making.

6.5.5* The entity responsible for managing the evacuation shall determine potential resource requirements to ensure that resource management supports evacuation operations.

6.5.6 The entity responsible for managing the evacuation shall continue to provide updated information through the joint information center.

6.5.7 The entity responsible for managing the evacuation shall ensure appropriate record keeping of those evacuated (including their animals and property) as well as of costs and claims associated with the evacuation. (*See Section 4.6.*)

6.6* Sheltering Operations.

6.6.1 The entity shall provide procedures and synchronization of components necessary to provide shelter to evacuees.

6.6.2* The entity shall provide for a safe and secure environment for evacuees.

6.6.3 The shelter plan shall include people with disabilities and other access and functional needs; those with diverse backgrounds; those who identify as transgender in various stages of transition; and those with animals.

6.6.4 The entity shall address the basic needs of evacuees, including the following:

- (1)* Medical support
- (2) Access and functional needs support
- (3) Cultural and spiritual support
- (4) Animals, including pets and service and assistance animals
- (5) Support services, including food, water, first aid, and personal care

6.6.5 The entity shall provide information on the location of shelters.

6.7 Transition to Re-entry.

6.7.1 The entity responsible for managing the evacuation shall ensure the transition to re-entry through performance objectives.

6.7.2 The entity shall determine when the area is safe prior to evacuees returning.

6.7.3 The entity shall determine whether the infrastructure is sufficient to support re-entry.

Chapter 7 Training and Education

7.1 Curriculum. The entity shall develop and implement a competency-based training and education curriculum that supports all persons who have a role in the program.

7.1.1 All persons involved shall have a basic understanding of the incident command system (ICS) and how the AHJ will implement the command functions and allocation of resources.

7.1.2 Persons who will fill command functions shall have documented additional competency-based training.

7.2 Goals of the Curriculum. The goals of the curriculum shall be to create awareness and to enhance the knowledge, skills, and abilities required to implement, support, and maintain the program.

7.3 Scope and Frequency of Instruction. The scope of the curriculum and the frequency of instruction shall be identified by the AHJ.

7.4 Record Keeping. Records of training and education shall be maintained as specified in Section 4.6.

7.5 Regulatory and Program Requirements. The curriculum shall comply with applicable regulatory and program requirements.

7.6* Public Education. A public education program shall be implemented to communicate the following:

- (1) Community awareness of potential hazards
- (2) Understanding how and when a declaration of shelter-in-place or evacuation will take place
- (3) Preparation for and safety during shelter-in-place
- (4) Sources of reliable information on evacuation
- (5) Evacuation warnings and orders
- (6) Preparations for and safety during evacuation
- (7) Consequences of refusal to evacuate
- (8) Preparations for and safety during sheltering
- (9) How re-entry information will be determined and communicated to all persons

7.7 Training Delivery. Training delivery shall include the following:

- (1) Training to support mass evacuation, sheltering, and re-entry shall be presented by competent personnel
- (2)* The venues for delivering of training will vary dependent upon the length of time from initial warning to delivery

Chapter 8 Exercises

8.1 Program Evaluation.

8.1.1 The entity shall evaluate program plans, procedures, training, and capabilities and promote continuous improvement through periodic exercises.

8.1.2 The entity shall evaluate the program based on post-incident analyses of evacuation, sheltering, and re-entry; lessons learned; and operational performance during exercises in accordance with Chapter 9.

8.1.3 Exercises shall be documented.

8.2* Exercise Methodology.

8.2.1 Exercises shall provide a standardized methodology to practice and interact with other entities (internal and external) in a controlled setting.

8.2.2 Exercises shall be designed to assess the maturity of program plans, procedures, and strategies.

8.3* Design of Exercises. Exercises shall be designed to do the following:

- (1) Ensure the safety of people, animals, property, and the environment involved in the exercise
- (2) Evaluate the program
- (3) Identify planning and procedural opportunities for improvement
- (4) Validate recently changed procedures or plans
- (5) Clarify roles and responsibilities
- (6) Obtain participant feedback and recommendations for program improvement
- (7) Measure improvement compared to performance objectives
- (8) Improve coordination among internal and external teams, organizations, and entities
- (9) Validate training and education effectiveness
- (10) Increase awareness of hazards and the potential impact of hazards
- (11) Identify additional resources and assess the capabilities of existing resources, including personnel and equipment needed for effective evacuation, sheltering, and re-entry. The resources need to take into account people with disabilities and other access and functional needs and owners and their animals.
- (12) Practice the deployment of resources to manage evacuation, sheltering, and re-entry
- (13) Assess the ability to manage the evacuation, sheltering, and re-entry program

8.4 Exercise Evaluation. Exercises shall evaluate program plans, procedures, training, and capabilities to identify opportunities for improvement.

8.5 Frequency.

8.5.1 Exercises shall be conducted on the frequency needed to establish and maintain required capabilities.

8.5.1.1 Frequencies of exercises and resources needed shall be defined in the plan.

8.5.2 The entity shall establish the schedule for exercises.

Chapter 9 Program Maintenance and Improvement

9.1* Program Reviews. The entity shall maintain and improve the program by evaluating its effectiveness using performance objectives and by identifying corrective and preventive action changes based upon assessments and evaluations conducted during exercises and real events.

9.1.1 The entity shall improve effectiveness of the program through incorporation of identified preventive and corrective actions.

9.1.2 The program shall be re-evaluated when a change in any of the following affects the entity's program:

- (1) Regulations
- (2) Hazards and potential impacts
- (3) Resource availability or capability
- (4) The entity's organizational structure or operations
- (5) Funding changes
- (6) Infrastructure, including the technology environment
- (7) Economic stability and demographics

9.1.3* The entity shall review and revise the program based on post-incident analyses of evacuation, sheltering, and re-entry; lessons learned; and operational performance during exercises and real events.

9.1.4 The entity shall maintain records of its reviews and evaluations, in accordance with the records management practices developed under Section 4.6.

9.1.5 Documentation, records, and reports shall be provided to management for review and follow-up.

9.2 Corrective Actions.

9.2.1 The entity shall establish a corrective action process.

9.2.2 The entity shall take corrective actions on identified opportunities for improvement.

9.3 Continuous Improvement. The entity shall make continuous improvement of the program through the use of program reviews and the corrective action process.

Annex A Explanatory Material

Annex A is not a part of the requirements of this NFPA document but is included for informational purposes only. This annex contains explanatory material, numbered to correspond with the applicable text paragraphs.

A.1.1 The annex sections found in this standard includes material specific to each chapter and is intended to assist the end-user with a mass evacuation, sheltering, and re-entry program.

A.3.2.1 Approved. The National Fire Protection Association does not approve, inspect, or certify any installations, procedures, equipment, or materials; nor does it approve or evaluate testing laboratories. In determining the acceptability of installations, procedures, equipment, or materials, the authority having jurisdiction may base acceptance on compliance with NFPA or other appropriate standards. In the absence of such standards, said authority may require evidence of proper installation, procedure, or use. The authority having jurisdiction may also refer to the listings or labeling practices of an organization that is concerned with product evaluations and is thus in a position to determine compliance with appropriate standards for the current production of listed items.

A.3.2.2 Authority Having Jurisdiction (AHJ). The phrase "authority having jurisdiction," or its acronym AHJ, is used in NFPA documents in a broad manner, since jurisdictions and approval agencies vary, as do their responsibilities. Where public safety is primary, the authority having jurisdiction may be a federal, state, local, or other regional department or individual such as a fire chief; fire marshal; chief of a fire prevention bureau, labor department, or health department; building official; electrical inspector; or others having statutory author-

ity. For insurance purposes, an insurance inspection department, rating bureau, or other insurance company representative may be the authority having jurisdiction. In many circumstances, the property owner or his or her designated agent assumes the role of the authority having jurisdiction; at government installations, the commanding officer or departmental official may be the authority having jurisdiction.

A.3.3.3 Assistance Animal. This definition was developed in accordance with the Americans with Disabilities Act, Fair Housing Act, and Air Carrier Access Act.

A.3.3.4 Business Continuity. Other terms for business continuity are *operational continuity* and *continuity of operations* (COOP). In the public sector, the term *continuity of government* (COG) is also used.

A.3.3.12 Emergency Respite. Respite programs provide short-term and time-limited breaks for families and other caregivers. Respite often provides a positive experience for the person receiving care. The term *short break* is also used to describe respite care.

A.3.3.13 Entity. See Annex G for more information on the use of the term "entities."

A.3.3.18 Exercise. Exercise is the principal means of evaluating a program's ability to execute its response procedures. It allows the entity and stakeholder organizations to practice procedures and interact in a controlled setting. Participants identify and make recommendations to improve the overall program. Exercises include activities performed for the purpose of training and conditioning team members and personnel in appropriate responses, with the goal of achieving maximum performance. An exercise can include seminars, workshops, games, drills, tabletops, functional exercises, or full-scale exercises and involve the simulation of a response or operational continuity incident. Exercises can be announced or unannounced and involve participants role playing in order to identify issues that might arise in a real evacuation.

A.3.3.19 Incident. An *incident* occurs without warning or with only minimal warning, whereas an *event* can be predicted and pre-planned. A *continuum* exists from the interruption of normal operations to catastrophe. The continuum exists without definitive separation from one incident type to another.

A.3.3.23 Mutual Aid/Assistance Agreement. The term *mutual aid/assistance agreement*, as used in this standard, includes cooperative agreements, partnership agreements, memoranda of understanding, memoranda of agreement, intergovernmental compacts, and other terms commonly used for the sharing of resources. Agreements can be executed between and among any combination of public, private, and not-for-profit entities.

A.3.3.26 Prevention. The term *prevention* refers to activities, tasks, programs, and systems intended to avoid or intervene in order to keep an incident from occurring.

A.3.3.27 Recovery. Recovery programs are designed to assist people affected by the disaster incident and their families, restore entities to suitable economic growth and confidence, relocate or rebuild destroyed property, and reconstitute government operations and services. Recovery actions can be short term or long term, often continuing long after the incident has ended. Recovery programs include mitigation components designed to avoid damage from future incidents.

A.3.3.28 Re-entry. Other terms, including *repatriotization*, *repopulation*, and *reunification*, are also used. The return to a previously evacuated area would be under the following restrictions:

- (1) The AHJ that ordered the evacuation authorizes the return for unrestricted use.
- (2) The re-entry would be authorized when the threat that caused the evacuation has been mitigated, infrastructure and utilities are secured, and emergency services restored.

A.3.3.29 Resource Management. This system includes a process for identifying, categorizing, ordering, mobilizing, tracking, and recovering and demobilizing resources, as well as a process for reimbursement for resources, as appropriate.

A.3.3.30 Response. The term *response* refers to the actions taken by an entity in reaction to an incident or event. Actions can include activities, tasks, programs, and systems to protect life safety, meet basic human needs, preserve operational capability, and protect property and the environment. An incident response can include protective actions for life safety (evacuation or shelter-in-place), sheltering, conducting damage assessment, initiating recovery strategies, and any other measures necessary to bring an entity to a more stable status.

A.3.3.32 Service Animal. This definition was developed in accordance with the Americans with Disabilities Act, Fair Housing Act, and Air Carrier Access Act.

A.4.2 Terms other than *program coordinator* are in use. Different entities use various forms and names for the person who performs the program coordinator functions identified in this standard, for example, *emergency manager* (for the public sector) and *business continuity manager* (for the private sector). A written description of the position should be provided.

A.4.3.1 Mandating an entity to have a program committee/working group might, in some cases, violate the authorities under which the emergency management entity is established. Those entities that can have, or want to have, a program committee that will provide advice and guidance should be encouraged to do so.

A.4.3.3 When the representation on the program committee is being determined, consideration should be given to public sector representation on a private sector committee and vice versa, which will help to establish a coordinated and cooperative approach to the program.

A.4.4.1(2) Goals and objectives should be consistent with the entity's policy, vision, mission statement, roles and responsibilities, and enabling authority. Consideration also should be given to resource constraints, management support, regulatory requirements, and codes of practice.

A.4.4.1(3) Industry codes of practices and guidelines also should be considered. In the private sector, corporate policy might dictate the directives that should be followed. The entity should consider local cultural and religious customs as well as demographics when developing the program.

A.4.4.2 This hazards and risk assessment could be performed by the entity or by an external agency, professional engineer, or similar licensed professional.

A.4.5.1 Performance objectives should be established for all elements in the program and should be linked to human performance. When the performance is compared to criteria to determine if the performance meets expectations, the measurement and evaluation of performance are impossible without well-written performance objectives. Performance objectives should contain three essential parts:

- (1) *Performance.* Specific identification of expected behavior that is observable and measurable. If the specific behavior is based on expected knowledge (cognitive process) or attitudes (emotions, feelings), indicator behaviors should be used, because knowledge and attitude performance objectives are not directly observable and, therefore, are not measurable. An indicator behavior is observable and is based on either cognitive or emotional processes.
- (2) *Conditions.* Specific identification of exact location, tools, the equipment used, and so forth that will be part of the observable, measurable behavior.
- (3) *Criteria.* Specific criteria that will be used to compare the observed behavior so it can be determined if the performance objectives have been achieved.

A.4.5.4 The time frames that define short-term and long-term performance objectives should be developed by the entity. Examples of short-term objectives might include "initiate evacuation order" and "maintain current status of evacuation," while long-term objectives might include "prevent environmental damage" and "comply with regulatory requirements."

A.4.6.1 It is not the intent of this section to require a records management program for all of the entity's records.

A.4.7.1 The program should comply with applicable legislation, policies, regulatory requirements, and directives. The regulatory requirements include mandatory evacuation laws and laws to enforce mandatory evacuation. Annex I provides additional information.

A.4.7.2 Leadership should research applicable legal, regulatory, and other industry requirements that are related to the hazards, threats, and risks associated with the entity's facilities, activities, functions, products, services, and supply chain; the environment; and stakeholders. The entity should document this information and keep it up to date.

A.4.8.2 In addition to having sound financial and administration procedures for daily operations, it is equally important to have procedures in place that will allow an entity to expedite financial decision making and ensure that proper accounting occurs. The finance department should be actively involved with identifying, prioritizing, and purchasing internal and external resources.

A.5.1.1(1) Annex G provides information to complete the requirements.

A.5.1.1(6) The entity should be responsible for all personal protective equipment (PPE) used, whether the equipment is supplied by the entity or others. The PPE program should specify the responsibilities of the entity and of the personnel.

The entity is responsible for the following:

- (1) Performing a hazard assessment of the workplace to identify and control physical and health hazards
- (2) Identifying and providing appropriate PPE for employees
- (3) Training personnel in the use and care of the PPE

- (4) Maintaining PPE, including replacing worn or damaged PPE
- (5) Periodically reviewing, updating, and evaluating the effectiveness of the PPE program
- (6) Personnel reporting to the entity are responsible for the following:
 - (a) Properly wearing PPE
 - (b) Attending training sessions on PPE
 - (c) Cleaning and maintaining PPE
 - (d) Notifying a supervisor of the need to repair or replace PPE

A.5.1.2(6) Public information messages as warnings, notifications and communications should be presented to end user devices in a consistent way, so as to avoid confusion on their interpretation, especially by tourists, foreigners, or residents of other states. Even when using the same data standard, messaging system developers each make their separate presentation design choices. As a result, users often are often are confused by inconsistent warning presentations. Every effort should be made to harmonize device developers' design choices when they deal with communicating emergency warnings to the public as publishers of messages from official alerting authorities.

A.5.2(3) See Annex D, Annex E, and Annex F, which support the requirement for a requirement analysis in planning.

A.5.3 Plans should be available in alternative formats, including large print, braille, and in languages common within the jurisdiction.

A.5.4.2 For information on coordinating with health care facilities requiring evacuation of patients, see 12.5.3.4.7 in NFPA 99.

A.5.4.4 See Annex C, which identifies risks related to evacuation, sheltering, and re-entry.

A.5.5 See Annex C.

A.5.5.3 Risk assessment is a process for identifying potential hazards/risk exposures and their relative probability of occurrence; identifying assets at risk; assessing the vulnerability of the assets exposed; and quantifying the potential impacts of the hazard/risk exposures on the assets. Periodic reassessment is needed when changes to the entity occur. Reassessment is also necessary because hazards/risk exposures change over time, and the collective knowledge of hazard/risk exposures develops over time.

In addition to identifying hazards that could be the primary cause of an incident, consideration should also be given to those secondary hazards or cascading events that could cause additional impact to the entity and its assets. As an example, a fire could result in injury or death, property damage, interruption of operations, contamination of the environment, and negative attention on the entity.

Particular attention should be paid to the hazards that could affect the buildings that are going to be selected to shelter evacuees. As an example, the shelters' requirements could easily result in the selection of buildings in flat areas, often located in flooding-prone areas. While such hazard could be acceptable for most purposes, it is not for sheltering purposes when an emergency of such kind is ongoing.

A comprehensive risk assessment identifies the range of hazard/risk exposures, including threats or disruptive incidents, that have impacted or might impact the entity, surrounding area, or critical infrastructure supporting the entity. The potential impact of each threat, hazard/risk exposure, or disruptive incident is determined by the capabilities of the perpetrator, magnitude of the hazard, and scope of the incident; as well as the vulnerability of people, property, technology, the environment; the entity's operations to the threat, hazard, or incident; and the adequacy of existing mitigation. There are multiple methods to perform a risk assessment, but the entity should adhere to the following steps for conducting a comprehensive risk assessment:

- (1) Determine the methodology the entity will use to conduct the assessment and determine whether the entity has the necessary expertise to perform the assessment.
- (2) Consult with internal or external experts with the expertise to assess the vulnerability of the entity's assets from identified hazards.
- (3) Identify and categorize assets (human resources, buildings, equipment, operations, technology, electronic information, suppliers, vendors, third-party service providers, etc.).
- (4) Identify threats and hazards — natural, human caused (accidental and intentional), and technology caused.
- (5) Evaluate hazards/risks to which the entity is exposed.
- (6) Assess existing preventive measures and mitigation controls in place against credible threats.
- (7) Categorize threats, hazard/risk exposures, and potential incidents by their relative frequency and severity. Keep in mind that there might be many possible combinations of frequency and severity for each, as well as cascading impacts.
- (8) Evaluate the residual hazard/risk exposures (those that remain hazardous after prevention and mitigation activities).

A.5.6.1 See Annex D, Annex E, and Annex F, which provide detailed information on the requirements in the section.

A.5.6.2(3)(h) Two examples of cascading effects are an earthquake causing a tsunami or a hurricane causing a flood. An example of a secondary disaster would be multiple hurricanes.

A.5.6.3 See Annex D and Annex G.

A.5.6.4(3) See Annex E for best practice guidance on building safety considerations in selection of resilient sheltering facilities and guidance on shelters for specific hazards.

A.5.6.4(5) See Annex H for detailed information on requirements for animals.

A.5.6.5 Sheltering facilities should be deemed appropriate for use as a temporary shelter facility for the applicable hazards by the local authority having jurisdiction and conform to the applicable structural, fire safety, means of egress, accessibility, light, ventilation, and sanitary requirements to ensure public health, safety, and general welfare.

A.5.9.2 The Emergency Communications Systems chapter in *NFPA 72* addresses critical equipment concerns for warning, notification, and communications systems regarding reliability, intelligibility of voice messages, signaling pathway survivability, secondary power, and interoperability with other alarm systems. See Annex J and Annex M for additional information.

A.5.9.3 See Annex J, which provides information on common information and templates for warning messages and alerts.

A.5.9.4 See Annex J, which provides information on common information and templates for warning messages and alerts.

A.5.10.6 These requirements might not apply to all types of shelters.

A.5.10.6(3) To maintain security and population count, all guests will be registered at the reception area and will be provided with wrist-bands, which will be scanned each time they go through the main entrance. However, if multiple shelters are used, the wrist-bands scanning systems could register data in different formats. In this way it could become difficult, if not impossible, to build up one consistent common operational picture — in real time, if possible, or later on. For this reason wrist-bands should adopt the same standard and encoding for the barcode and implement interoperability features into the scanning systems, so as to allow for a seamless data exchange. Whenever possible such wrist-bands should embed UHF-RFID tags, for a faster remote scanning, which could allow real-time population count, setting-up unsupervised RFID-fitted exit gates.

A.6.1 There are two types of incidents: no-notice incidents and advance-notice incidents.

In no-notice incidents, the initial indicator is often instant recognition or notification of an event or incident (earthquake, fire alarm or 911 call reporting an incident) which prompts a response activity.

In advance-notice incidents or events, one or more indicators of a potential incident are monitored and evaluated over time, which might lead to an incident response activity.

A.6.2 See Annex J, which provides information on the interoperability of data to support mass evacuation, sheltering, and re-entry operations.

A.6.5.1 An organization's evacuation and sheltering planning process should include a decision flow chart for continuity of care and business operations, as shown in Figure A.6.5.1.

A.6.5.5 Information produced should be assembled in accessible formats in accordance with the American Disabilities Act (ADA) and the Rehabilitation Act.

A.6.6 Typical shelter operations are described in Annex E.

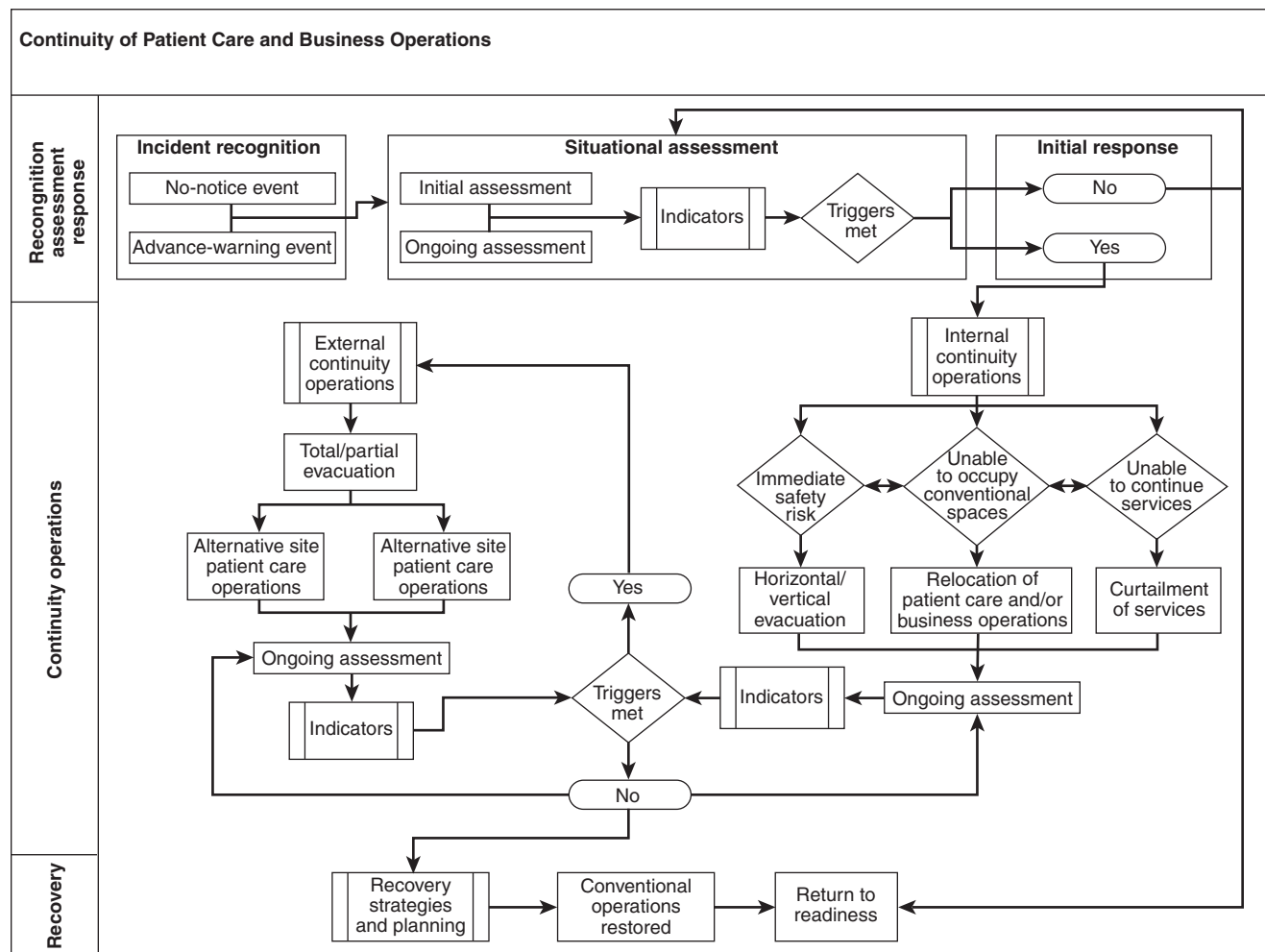


FIGURE A.6.5.1 Continuity of Care and Business Operations Decision Flow Chart.

A.6.6.2 The following steps should be taken to identify and acquire buildings that can be used for sheltering:

- (1) Contact local realtors and possibly engage one.
- (2) Conduct site visits and carry out an initial and a comprehensive survey, as follows:
 - (a) Initial survey by the shelter operations team
 - (b) Comprehensive survey by other agencies and partners, including local Americans with Disabilities Act (ADA) compliance agencies, public works and utilities, health services, water supply systems, and local animal welfare agencies
- (3) Continually monitor building availability and lease terms
- (4) Consider a building's accessibility to the following:
 - (a) Highways
 - (b) Public transportation
 - (c) Shopping
 - (d) Medical facilities
 - (e) Animal shelter
 - (f) Reception
 - (g) Proximity to neighborhoods
 - (h) Schools
- (5) Assess the vulnerability of the building versus the identified hazards/risks

A.6.6.4(1) See Chapter 12 of NFPA 99 for information about coordinating with local health care facilities in the event of a health care evacuation.

A.7.6 The material should be prepared in multiple formats to ensure accessibility to the whole community.

A.7.7(2) See Annex L, which provides information on training that could be presented with shortened lead times.

A.8.2 An exercise is the principal means of validating a program's ability to implement its evacuation, sheltering, and re-entry policies, plans, procedures, training, equipment, and interagency agreements. Exercises also provide a means of clarifying and training persons in roles and responsibilities, improving interagency coordination and communications, identifying gaps in resources, improving individual performance, and identifying opportunities for improvement. It allows the entity and other agencies and organizations to practice and interact in a controlled setting. Participants identify and make recommendations for improvement of the exercises and the overall program.

A.8.3 Exercises should include, but not be limited to, orientation seminars, drills, tabletop exercises, functional exercises, and full-scale exercises.

Orientation Seminar. The orientation seminar is an overview or introduction. Its purpose is to familiarize participants with roles, plans, procedures, or equipment. It can also be used to resolve questions of coordination and assignment of responsibilities.

Drill. A drill is a coordinated, supervised exercise activity normally used to test a single specific operation or function. With a drill, there is no attempt to coordinate organizations or to fully activate the emergency operation center (EOC). Its role in an exercise program is to practice and perfect one small part of the response plan and help prepare for more extensive exercises in which several functions will be coordinated and tested. The effectiveness of a drill is its focus on a single, relatively limited

portion of the overall emergency management system. It makes possible a tight focus on a potential problem area.

Tabletop Exercise. A tabletop exercise is a facilitated analysis of an emergency situation in an informal, relatively stress-free environment. It is designed to elicit constructive discussion as participants examine and resolve problems based on existing operational plans and identify where those plans need to be refined. The success of the exercise is determined largely by group participation in the identification of problem areas.

Functional Exercise. A functional exercise is a fully simulated interactive exercise that tests the capability of an organization to respond to a simulated event. The exercise tests multiple functions of the organization's operational plan. It is a coordinated response to a situation in a time-pressured, realistic simulation.

Full-Scale Exercise. A full-scale exercise simulates a real event as closely as possible. It is designed to evaluate the operational capability of emergency management systems in a highly stressful environment that simulates actual response conditions. To accomplish this realism, it can include the mobilization and actual movement of emergency personnel, equipment, and resources. Ideally, the full-scale exercise should test and evaluate most functions of the emergency management plan or operational plan.

A.9.1 Performance improvement is based on two distinct but interrelated functions:

- (1) *Measurement.* Sometimes called "assessment," measurement is the function in which the personnel determine what organizational performance has occurred.
- (2) *Evaluation.* Evaluation is the function in which the observed performance is compared with criteria, sometimes called "standards" or "competencies," to determine if the actual organizational performance meets expectations.

A.9.1.3 The facility's evacuation, sheltering, and re-entry plan should be evaluated through exercises. As with any emergency incident or exercise, an after-action report (AAR) should be completed to identify lessons learned and processes that can be improved for the future. The AAR should solicit feedback from all participants involved and should provide a frame of reference from which leaders can make improvements.

Annex B Self-Assessment for Conformity with NFPA 1616

This annex is not a part of the requirements of this NFPA document but is included for informational purposes only.

B.1 Table B.1 is a self-assessment tool to assist entities in determining conformity with the requirements of NFPA 1616. The table includes a list of hazards from Annex A and repeats text from the body of the standard where needed to make the self-assessment tool more user friendly. Users of this self-assessment tool can indicate conformity, partial conformity, or nonconformity as well as evidence of conformity, corrective action, task assignment, a schedule for action, or other information in the Comments column.

Table B.1 Self-Assessment Tool for Conformity with the 2017 Edition of NFPA 1616

NFPA 1616 Program Elements	Conforming	Partially Conforming	Nonconforming	Comments
Chapter 4 Mass Evacuation, Sheltering, and Re-entry Program Management				
4.1* Leadership and Commitment.				
4.1.1 The entity leadership shall demonstrate commitment to the program to evacuate, provide shelter, and facilitate re-entry.				
4.1.2 The leadership commitment shall include the following:				
(1) Support the development, implementation, and maintenance of the program				
(2) Provide necessary resources to support the program				
(3) Ensure the program is reviewed and evaluated as needed to ensure program effectiveness				
(4) Support corrective action to address program deficiencies				
(5) Lead and support the program and execution of the evacuation, sheltering, and re-entry				
4.1.3 The entity shall adhere to policies, execute plans, and follow procedures developed to support the program.				
4.2* Program Coordinator. An individual shall be appointed by the entity's leadership and authorized to develop, implement, administer, evaluate, and maintain the program.				
4.3 Program Working Group.				
4.3.1* A program working group shall be established by the entity in accordance with its policy.				
4.3.2 The program working group shall provide input and/or assist in the coordination of the preparation, development, implementation, evaluation, and maintenance of the program.				
4.3.3* The program working group shall include representation from the whole community.				
4.3.4 The program working group shall integrate all elements necessary for mass evacuation, sheltering, and re-entry within the entity and coordinate with other entities affected by these operations.				
4.4 Program Administration.				
4.4.1 The entity shall have a documented program that includes the following:				
(1) Policy, including roles and responsibilities, and the enabling authority				
(2)* Program scope, goals, performance objectives, and metrics for program evaluation				
(3)* Applicable authorities, legislation, regulations, and industry codes of practice as required by Section 4.7				
(4) Program plans and procedures that include the following:				
(a) Anticipated program cost, excluding costs associated with actual evacuation				
(b) Resources required				
(c) Maintenance schedule				
(d)* Records management practices of the entity as required by Section 4.6				

(continues)

Table B.1 *Continued*

NFPA 1616 Program Elements	Conforming	Partially Conforming	Nonconforming	Comments
4.4.2 The program shall include an all-hazards approach and risk assessment.				
4.5 Performance Objectives.				
4.5.1* The entity shall establish performance objectives for the program in accordance with the elements in Chapters 5 through 9.				
4.5.2 The performance objectives shall address the results of the hazard identification, the risk assessment, and the requirements analysis.				
4.5.3 Performance objectives shall address both short-term and long-term needs of evacuees, including people with disabilities and other access and functional needs.				
4.5.4 The entity shall define <i>short term</i> and <i>long term</i> .				
4.6 Records Management.				
4.6.1* The entity shall develop, implement, and manage a records management program to ensure that records are available to the entity following an evacuation.				
4.6.2 Records management is designed to aid in the identification, backup, protection, and access to paper-based and electronic records that are vital to the entity and required for evacuation, sheltering, and re-entry.				
4.6.3 The program shall include the following:				
(1) Identification of records (hard copy or electronic) vital to continue the operations of the entity				
(2) Backup of records as necessary to meet program goals and objectives				
(3) Validation of the integrity of records backup				
(4) Implementation of procedures to store, retrieve, and recover records onsite or offsite				
(5) Storage and protection of records				
(6) Implementation of a record review process				
(7) Procedures coordinating records access within and outside the organization				
(8) Executing a retention policy to archive and destroy records according to operational needs, operating procedures, statutes, and regulations				
4.7 Laws and Authorities.				
4.7.1 Evacuation, sheltering, and re-entry programs are covered by law or voluntary guidelines.				
4.7.2* The entity shall implement a strategy for addressing the need for revisions to legislation, regulations, directives, policies, and industry codes of practice.				
4.8 Finance and Administration.				
4.8.1 The entity shall develop finance and administrative procedures to support the program before, during, and after an evacuation.				
4.8.2* There shall be a responsive finance and administrative framework that does the following:				
(1) Complies with the entity's program requirements				

(continues)

Table B.1 *Continued*

NFPA 1616 Program Elements	Conforming	Partially Conforming	Nonconforming	Comments
(2) Provides direct linkages to evacuation, sheltering, and re-entry operations				
(3) Provides for maximum flexibility while retaining accountability				
4.8.3 Finance and administrative procedures shall include the following:				
(1) Accounting systems to track and document costs				
(2) Program procurement procedures				
Chapter 5 Planning				
5.1 Plan Requirements.				
5.1.1* The plan shall address the health and safety of personnel as follows:				
(1)* Identify actions to be taken to protect people, including those with access and functional needs; property; critical operations; and the environment				
(2) Include an accountability system for all response personnel				
(3) Monitor the health and well-being of response personnel				
(4) Establish rehabilitation of personnel				
(5) Ensure security and protection for response personnel				
(6)* Provide appropriate personal protective equipment for response personnel				
5.1.2 The plan shall identify and document the following:				
(1) Assumptions made during the planning process				
(2) Responsibilities for carrying out specific actions in an evacuation, sheltering, and re-entry; functional roles and responsibilities of internal and external agencies, organization, departments, and positions; lines of authority				
(3) Trigger points to activate the evacuation plan				
(4) Logistics support and resource management requirements				
(5) Operational communications				
(6)* Public information, including warnings, notifications, and communications				
5.1.3 The entity shall make sections of the plans available to those assigned specific tasks and responsibilities therein and to key stakeholders as required.				
5.2 Planning Assumptions. The planning assumptions shall include the following:				
(1) Findings from the social sciences on human behavior and the results of threat				
(2) Hazard identification and risk assessment				
(3)* Requirements analysis				
(4) Resource analysis				
(5) The number of people requiring evacuation				
(6) That evacuation will require sheltering and re-entry				
(7) Projections for the number of people requiring sheltering				

(continues)

Table B.1 *Continued*

NFPA 1616 Program Elements	Conforming	Partially Conforming	Nonconforming	Comments
(8) Projections for the number of people requiring re-entry				
(9)* That animals will be evacuated and sheltered as appropriate and feasible in order to safeguard human lives and facilitate an evacuation				
(10) The types of vehicles required to transport people with disabilities and other access and functional needs				
(11) The number of responders required to complete the evacuation process				
(12) Development and implementation of plans and procedures to identify populations requiring assistance and arranging transportation for people with disabilities and other access and functional needs during evacuation, sheltering, and re-entry				
(13) Determination of physical requirements for evacuee assembly points, emergency respite stop, and staging/reception areas				
(14) Coordination with local medical facilities to identify plans and resources in the event that these facilities require evacuation into a shelter				
5.3 Plan Format.				
5.3.1 Plans shall include the following:				
(1) All hazards approach and risk assessment				
(2) Evacuation				
(3) Mass sheltering				
(4) Re-entry				
5.4 Planning Process.				
5.4.1 A process shall be established that develops, evaluates, and improves capabilities required to implement the program.				
5.4.2* The entity shall include key stakeholders and operational entities in the process.				
5.4.3 The entity shall develop a set of trigger points on which to base planning efforts, including the following:				
(1) The plan shall be reviewed at least annually.				
(2) The plan shall be reviewed after each incident.				
(3) The plan shall be reviewed periodically throughout an incident.				
5.4.4* The trigger points shall identify specific actions to be taken based on specific events, threats, or hazards.				
5.5* Threat, Hazard Identification, and Risk Assessment.				
5.5.1 The entity shall identify the potential threats or hazards that could require evacuation and/or sheltering.				
5.5.2 The following hazards shall be considered during the risk assessment:				
(1) Geological hazards and risk exposures				
(a) Earthquake				
(b) Tsunami				
(c) Volcano				
(d) Landslide, mudslide, subsidence				
(2) Meteorological hazards/risk exposures:				

(continues)

Table B.1 *Continued*

NFPA 1616 Program Elements	Conforming	Partially Conforming	Nonconforming	Comments
(a) Flood, flash flood, seiche, tidal surge				
(b) Water control structure (e.g., dam, levee) failure				
(c) Drought				
(d) Snow, ice, hail, sleet, avalanche, arctic freeze				
(e) Windstorm, tropical cyclone, hurricane, tornado, water spout, dust storm, sandstorm				
(f) Extreme temperatures (heat, cold)				
(g) Wildland fire				
(h) Lightning strikes				
(i) Famine				
(j) Geomagnetic storm				
(3) Biological hazards/risk exposures:				
(a) Food-borne illnesses				
(b) Pandemic disease				
(c) Infectious/communicable/zoonotic diseases, including endemic and emerging diseases				
(4) Accidental human-caused events:				
(a) Hazardous material spill or release (flammable liquid, gas, or solid; oxidizer; poison; explosive, radiological, or corrosive material)				
(b) Nuclear power plant incident, radiological incident				
(c) Explosion/fire				
(d) Transportation accident				
(e) Building or structure collapse				
(f) Entrapment or rescue (machinery, confined space, high angle, water)				
(g) Fuel or resource shortage				
(h) Mechanical breakdown				
(i) Transportation incidents (motor vehicle, railroad, watercraft, aircraft, pipeline)				
(j) Untimely death of an employee				
(5) Intentional human-caused events:				
(a) Criminal activity (vandalism, sabotage, arson, robbery, theft, fraud, embezzlement, data theft, malfeasance)				
(b) Physical or information security breach				
(c) Lost person, abduction, kidnapping, extortion, hostage incident, workplace/school/university violence, homicide				
(d) Product defect or contamination				
(e) Disinformation				
(f) Harassment				
(g) Discrimination				
(h) Demonstration, civil disturbance, public unrest, mass hysteria, riot				

(continues)

Table B.1 *Continued*

NFPA 1616 Program Elements	Conforming	Partially Conforming	Nonconforming	Comments
(i) Strike or labor dispute				
(j) Bomb threat, suspicious package				
(k) Terrorism (explosive, chemical, biological, radiological, nuclear, cyber, electromagnetic pulse)				
(l) Insurrection				
(m) Enemy attack, war				
(n) Arson				
(6) Technology-caused incidents:				
(a) Computer systems [outages, hardware failure, data corruption, deletion, theft, loss of network connectivity (Internet or intranet), loss of electronic data interchange or ecommerce, loss of domain name server (DNS), virus, worm, Trojan horse, power surge, lightning, host site interdependencies, direct physical loss, water damage, cyber terrorism, vulnerability exploitation, botnets, hacking, phishing, spyware, malware, computer fraud, loss of encryption, denial of service, improper system use by employee, telecommunications interruption or failure, electricity brownout or blackout]				
(b) Computer software or application interruption, disruption, or failure (internal/external)				
(c) Loss, corruption, or theft of electronic information				
(d) Utility interruption or failure (telecommunications, electrical power, water, gas, steam, HVAC, pollution control system, sewage system, other critical infrastructure)				
(7) Other hazards and risk exposures, such as supply chain interruption [loss of shipping or transportation, vendor failure (single or sole source provider)]				
5.5.3* The entity shall identify the threats and risks associated with evacuation, sheltering, and re-entry.				
5.5.4 The entity shall develop a safety analysis of the threats, hazards, and risks.				
5.6 Requirements Analysis.				
5.6.1 The entity shall conduct a requirements analysis for evacuation, sheltering, and re-entry that is based upon the threat hazard identification and risk assessment.				
5.6.2 The requirements analysis shall include the following:				
(1) Characteristics of the potentially affected population, including people with disabilities and other access and functional needs, number of infants and toddlers, and animal populations.				
(2) Existence of mandatory evacuation laws and expected enforcement of the laws				
(3) Characteristics of the incident that trigger consideration for evacuation shall include the following:				
(a) Weather, season, and environmental conditions				
(b) Speed of onset				
(c) Magnitude				
(d) Location and direction				

(continues)

Table B.1 *Continued*

NFPA 1616 Program Elements	Conforming	Partially Conforming	Nonconforming	Comments
(e) Duration				
(f) Resulting damages to essential functions				
(g) Cultural and religious practices				
(h)* Risk for cascading effects and secondary disasters				
(i) Capability of transportation routes and systems to transport life-sustaining materials (food, water, medical supplies) into the affected area				
5.6.3 The program shall consider the following conditions under which evacuation or sheltering-in-place is appropriate to the situation and the resources available:				
(1) The anticipated impact and duration of the incident				
(2) The distance to appropriate sheltering facilities				
(3) The availability of and access to transportation to those facilities				
(4) The ability to communicate with the affected population within the required timeframe				
5.6.4 Factors to be considered in planning for evacuation and sheltering shall include the following:				
(1) Establishment of a unified command organization				
(2) Development of a joint information center and methods to notify the public				
(3) Identification of appropriate sheltering facilities by location, size, and types of services available				
(4) Identification of the modes and routes for evacuee transportation				
(5) Sources of evacuee support services				
(6) Manpower requirements based on occupant population				
5.6.5 Factors to be considered in the planning for re-entry shall include the following:				
(1) Controlling access to restricted areas for security and evacuee safety				
(2) Prioritizing building inspection and permitting				
(3) The availability of and requirements for functioning infrastructure and utilities				
5.7 Resource Needs Assessment.				
5.7.1 The entity shall conduct a resource needs assessment.				
5.7.2 The resource needs assessment shall include the following:				
(1) Human resources, stakeholders, equipment, training, facilities, funding, expert knowledge, materials, technology, information, intelligence, and the time frames within which they will be needed				
(2) Quantity, response time, capability, and cost				
5.7.3 The entity shall plan to locate, acquire, store, distribute, maintain, test, and account for services, human resources, equipment, and materials procured to support the program.				
5.7.4 Facilities with known capabilities and partner agreements shall be pre-identified during the assessment and planning process.				
5.7.5 Established mutual aid/assistance or partnership agreements shall be included in the plan.				

(continues)

Table B.1 *Continued*

NFPA 1616 Program Elements	Conforming	Partially Conforming	Nonconforming	Comments
5.8 Communications and Public Information.				
5.8.1 The entity shall develop a plan and procedures to disseminate information to and respond to requests for information from the following audiences before, during, and after an incident:				
(1) Internal audiences, including employees				
(2) External audiences, including the general population, media, access and functional needs populations, community partners, and other stakeholders				
5.8.2 The entity shall establish and maintain a communications and public information plan that considers the following:				
(1) Central contact facility or communications hub				
(2) Physical or virtual information center				
(3) System for gathering, monitoring, and disseminating information				
(4) Procedures for developing and delivering coordinated messages				
(5) Protocol to clear information for release				
5.9 Warning, Notifications, and Communications.				
5.9.1 The entity shall determine its warning, notification, and communications needs.				
5.9.2 Emergency warning, notification, and communications systems shall be reliable, interoperable, and when feasible redundant, and take into account people with disabilities and other access and functional needs.				
5.9.3 Emergency communications protocols and procedures shall be developed, tested regularly, and used to alert and warn stakeholders potentially at risk from an actual or impending hazard.				
5.9.4 Procedures shall include issuing warnings through authorized agencies if required by law as well as the use of pre-scripted information bulletins or templates.				
5.9.5 The same system used to issue pre-evacuation notifications shall be used to issue evacuation orders.				
5.10 Operational Procedure Planning.				
5.10.1 The entity shall develop operational procedures to support the plan.				
5.10.2 Procedures shall be established for mass evacuation, sheltering, and re-entry.				
5.10.3 Procedures shall consider life safety, property conservation, incident stabilization, continuity, and protection of the environment.				
5.10.4 Procedures shall include the following:				
(1) Triggers for use in decision making for shelter-in-place or evacuation				
(2) Triggers for re-entry operations				
(3) Evacuation procedures				
5.10.5 The evacuation plan shall consider the following positions based on the size and complexity of the incident:				
(1) Incident commander and deputies				
(2) Public information officer				
(3) Shelter public information officer				

(continues)

Table B.1 *Continued*

NFPA 1616 Program Elements	Conforming	Partially Conforming	Nonconforming	Comments
(4) Liaison officer				
(5) Planning section chief assisted by the documentation unit leader				
(6) Operations chief, assisted by the evacuation director				
(7) Positions reporting to the evacuation director				
(a) Contact group supervisor [phone contact leader, mobile field contact team leader(s)]				
(b) Perimeter group supervisor (evacuation escort team leader, property security leader, traffic control team leader)				
(c) Shelter group liaison				
(d) Animal operations group supervisor				
(8) Finance section chief				
5.10.6 Sheltering procedures shall take into consideration the following:				
(1) Evacuee and animal registration				
(2) Facility management				
(3)* Security and building access control				
(4) Parking and traffic control				
(5) Public information, public affairs, media relations				
(6) Dormitory management				
(7) Medical and mental health services				
(8) Communications and information technology				
(9) Recovery information and resident messaging				
(10) Family reunification				
(11) Reunification of animals to owners				
(12) Risk management and loss control				
(13) Janitorial				
(14) Building maintenance and engineering				
(15) Logistical support				
(16) Bulk distribution				
(17) Donation and volunteer management				
(18) Entertainment/recreation				
(19) Child care				
(20) Animal sheltering				
(21) Laundry service				
(22) Client transportation				
(23) Postal service				
(24) Meal service				
(25) Spiritual care services				
(26) Children's social services				
(27) Charging station and electrical connections for electrical devices (phones, tablets, etc.)				

(continues)

Table B.1 *Continued*

NFPA 1616 Program Elements	Conforming	Partially Conforming	Nonconforming	Comments
5.10.7 Re-entry procedures shall be as given in 5.10.7.1 through 5.10.7.3.				
5.10.7.1 Those responsible for managing the evacuation shall ensure the transition to re-entry through performance objectives.				
5.10.7.2 The entity shall determine the area is safe prior to re-entry.				
5.10.7.3 The entity shall determine the infrastructure is sufficient to support re-entry.				
5.10.8 Procedures shall consider concurrent evacuation, sheltering, and re-entry operations.				
6.1* Incident Recognition.				
6.1.1 The entity shall notify the appropriate officials of the emergency or impending emergency.				
6.1.2 Officials responsible for decision making shall evaluate the situation and make a determination if further action should be taken.				
6.2 Situational Assessments.				
6.2.1 Initial Assessment. Depending on the nature of the incident, the initial situational assessment shall include an assessment of the impact to persons, animals, and property, infrastructure status, the availability of resources, and weather conditions. Base on the initial assessment, the entity shall decide whether to evacuate or shelter-in-place.				
6.2.2 Assessment and Evaluation. Assessments shall include evaluations of the effectiveness of previous and current actions.				
6.3 Notifications and Activation.				
6.3.1 Based upon the characteristics of the incident, those responsible for managing the incident shall make the necessary notifications to command and incident staff, directing them when and where to report.				
6.3.2 Those responsible for managing the incident shall approve the immediate release of public information and warning messages.				
6.4 Mobilization. Those responsible for managing the incident shall identify and mobilize the appropriate resources to support the initial incident objectives.				
6.5 Evacuation Operations.				
6.5.1* The entity shall be responsible for managing the evacuation operations.				
6.5.2 In implementing the evacuation plan the entity shall consider the following:				
(1) Trigger events that might require evacuation				
(2) Priority of evacuation				
(3) Procedures to request and coordinate required transportation assets from jurisdictional agencies				
(4) Arrangements for transporting evacuees, including persons with access and functional needs, and their animals				
6.5.3 The entity responsible for managing the evacuation shall continue to monitor the news, public reports, incident characteristics, and progress of the operation, reflecting changing conditions in the incident objectives and action plan.				

(continues)

Table B.1 *Continued*

NFPA 1616 Program Elements	Conforming	Partially Conforming	Nonconforming	Comments
6.5.4 The entity responsible for managing the evacuation shall ensure the safety and health of evacuees and responders during all decision making.				
6.5.5 The entity responsible for managing the evacuation shall determine potential resource requirements to ensure that resource management supports evacuation operations.				
6.5.6 The entity responsible for managing the evacuation shall continue to provide updated information through the joint information center.				
6.5.7 The entity responsible for managing the evacuation shall ensure appropriate record keeping of those evacuated (including their animals and property) as well as of costs and claims associated with the evacuation. <i>(See Section 4.6.)</i>				
6.6* Sheltering Operations.				
6.6.1 The entity shall provide procedures and synchronization of components necessary to provide shelter to evacuees.				
6.6.2 The entity shall provide for a safe and secure environment for evacuees.				
6.6.3 The shelter plan shall include people with disabilities and other access and functional needs; those with diverse backgrounds; those who identify as transgender in various stages of transition; and those with animals.				
6.6.4 The entity shall address the basic needs of evacuees, including the following:				
(1)* Medical support				
(2) Access and functional needs support				
(3) Cultural and spiritual support				
(4) Animals, including pets and service and assistance animals				
(5) Support services, including food, water, first aid, and personal care				
6.6.5 The entity shall provide information on the location of shelters.				
6.7 Transition to Re-entry.				
6.7.1 The entity responsible for managing the evacuation shall ensure the transition to re-entry through performance objectives.				
6.7.2 The entity shall determine when the area is safe prior to evacuees returning.				
6.7.3 The entity shall determine whether the infrastructure is sufficient to support re-entry.				
7.1 Curriculum. The entity shall develop and implement a competency-based training and education curriculum that supports all persons who have a role in the program.				
7.1.1 All persons involved shall have a basic understanding of the incident command system (ICS) and how the AHJ will implement the command functions and allocation of resources.				
7.1.2 Persons who will fill command functions shall have documented additional competency-based training.				
7.2 Goals of the Curriculum. The goals of the curriculum shall be to create awareness and to enhance the knowledge, skills, and abilities required to implement, support, and maintain the program.				

(continues)

Table B.1 *Continued*

NFPA 1616 Program Elements	Conforming	Partially Conforming	Nonconforming	Comments
7.3 Scope and Frequency of Instruction. The scope of the curriculum and the frequency of instruction shall be identified by the AHJ.				
7.4 Record Keeping. Records of training and education shall be maintained as specified in Section 4.6.				
7.5 Regulatory and Program Requirements. The curriculum shall comply with applicable regulatory and program requirements.				
7.6* Public Education. A public education program shall be implemented to communicate the following: (1) Community awareness of potential hazards				
(2) Understanding how and when a declaration of shelter-in-place or evacuation will take place				
(3) Preparation for and safety during shelter-in-place				
(4) Sources of reliable information on evacuation				
(5) Evacuation warnings and orders				
(6) Preparations for and safety during evacuation				
(7) Consequences of refusal to evacuate				
(8) Preparations for and safety during sheltering				
(9) How re-entry information will be determined and communicated to all persons.				
8.1 Program Evaluation.				
8.1.1 The entity shall evaluate program plans, procedures, training, and capabilities and promote continuous improvement through periodic exercises.				
8.1.2 The entity shall evaluate the program based on post-incident analyses of evacuation, sheltering, and re-entry; lessons learned; and operational performance during exercises in accordance with Chapter 9.				
8.1.3 Exercises shall be documented.				
8.2* Exercise Methodology.				
8.2.1 Exercises shall provide a standardized methodology to practice and interact with other entities (internal and external) in a controlled setting.				
8.2.2 Exercises shall be designed to assess the maturity of program plans, procedures, and strategies.				
8.3* Design of Exercises. Exercises shall be designed to do the following:				
(1) Ensure the safety of people, animals, property, and the environment involved in the exercise				
(2) Evaluate the program				
(3) Identify planning and procedural opportunities for improvement				
(4) Validate recently changed procedures or plans				
(5) Clarify roles and responsibilities				
(6) Obtain participant feedback and recommendations for program improvement				

(continues)

Table B.1 *Continued*

NFPA 1616 Program Elements	Conforming	Partially Conforming	Nonconforming	Comments
(7) Measure improvement compared to performance objectives				
(8) Improve coordination among internal and external teams, organizations, and entities				
(9) Validate training and education effectiveness				
(10) Increase awareness of hazards and the potential impact of hazards				
(11) Identify additional resources and assess the capabilities of existing resources, including personnel and equipment needed for effective evacuation, sheltering, and re-entry. The resources need to take into account people with disabilities and other access and functional needs and owners and their animals.				
(12) Practice the deployment of resources to manage evacuation, sheltering, and re-entry				
(13) Assess the ability to manage the evacuation, sheltering, and re-entry program				
8.4 Exercise Evaluation. Exercises shall evaluate program plans, procedures, training, and capabilities to identify opportunities for improvement.				
8.5 Frequency.				
8.5.1 Exercises shall be conducted on the frequency needed to establish and maintain required capabilities.				
8.5.2 The entity shall establish the schedule for exercises.				
9.1* Program Reviews. The entity shall maintain and improve the program by evaluating its effectiveness using performance objectives and by identifying corrective and preventive action changes based upon assessments and evaluations conducted during exercises and real events.				
9.1.1 The entity shall improve effectiveness of the program through incorporation of identified preventive and corrective actions.				
9.1.2 The program shall be re-evaluated when a change in any of the following affects the entity's program:				
(1) Regulations				
(2) Hazards and potential impacts				
(3) Resource availability or capability				
(4) The entity's organizational structure or operations				
(5) Funding changes				
(6) Infrastructure, including technology environment				
(7) Economic stability and demographics				
9.1.3* The entity shall review and revise the program based on post-incident analyses of evacuation, sheltering, and re-entry; lessons learned; and operational performance during exercises and real events.				
9.1.4 The entity shall maintain records of its reviews and evaluations, in accordance with the records management practices developed under Section 4.6.				

(continues)

Table B.1 Continued

NFPA 1616 Program Elements	Conforming	Partially Conforming	Nonconforming	Comments
9.1.5 Documentation, records, and reports shall be provided to management for review and follow-up.				
9.2 Corrective Actions.				
9.2.1 The entity shall establish a corrective action process.				
9.2.2 The entity shall take corrective actions on identified opportunities for improvement.				
9.3 Continuous Improvement. The entity shall make continuous improvement of the program through the use of program reviews and the corrective action process.				

Annex C Risk Management of Mass Evacuation, Sheltering, and Re-entry

This annex is not a part of the requirements of this NFPA document but is included for informational purposes only.

C.1 Risk Management. The matrix in Table C.1 lists risks that might be encountered leading up to and during sheltering-in-place, mass evacuation, sheltering, and re-entry, along with strategies for mitigation. This tool is intended to assist entities preparing plans in advance of an incident, recognizing that there are many risks and mitigation strategies not identified here. The planning effort must consider the various risks that can be expected in individual jurisdictions and the mitigation strategies identified to address those risks. Note: The risks and the mitigation strategies are not intended to be all-inclusive or comprehensive but to provide a starting point for discussions and consideration.

C.2 For additional information on risk management, see NFPA 1250.

- (9) Geography
- (10) Critical services
- (11) Evacuee support
- (12) Safety and security
- (13) Medical
- (14) Essential personnel
- (15) Speed of onset
- (16) Animals, including pets and service and assistance animals

The decision to evacuate a community, building, or property is the responsibility of the authority having jurisdiction (AHJ). That authority can be delegated to an incident commander (IC). If the AHJ decides to call for a partial or full evacuation of a community, a declaration of emergency should be made. The decision to evacuate might be prompted by advice based on the real-time threat assessment concerning a threat to the municipality or a private or commercial concern.

The urgency of an evacuation is determined by the immediacy of the threat to the community (life, safety, health, and welfare), the resilience of the community, and the availability of resources for evacuation or shelter-in-place options.

Annex D Mass Evacuation Requirements Analysis

This annex is not a part of the requirements of this NFPA document but is included for informational purposes only.

D.1 The committee would like to credit the Ontario Ministry of Community Safety & Correctional Services. Best practice concepts were captured from some of their emergency evacuation plans that were published at www.mcscs.jus.gov.on.ca.

D.2 The decision to evacuate should be based on the reasonable assurance that evacuation to an area outside the affected area is in the best interest of the evacuees' health and safety and that the risk will be managed. The following items should be taken into consideration:

- (1) Population size
- (2) People with disabilities and other access and functional needs
- (3) Weather and environmental conditions
- (4) Distances to safety and to shelter
- (5) Transportation
- (6) Communication
- (7) Reunification
- (8) Duration of evacuation

D.3 Speed of onset is a factor that must be accounted for when planning for evacuations. Evacuations can take place prior to (pre-emptive), during, or after an incident has occurred. Provided a community has adequate warning about a hazard, adequate resources, and the likelihood of the threat actually impacting a community, it is advisable to conduct pre-emptive evacuations. A pre-emptive evacuation might be undertaken when it is clear that if delayed, conditions (weather or other hazard) would impede evacuation, travel times, and the safety of responders and the population being evacuated. If adequate resources are not available to conduct a pre-emptive evacuation, it might still be possible and necessary to carry out an evacuation even while a threat is already affecting a community. Evacuations of this nature are done when life safety is at extreme risk and failure to conduct evacuations under rescue conditions would result in severe injury and death to the population. Evacuation under these conditions increase risks to all involved. Adequate resources are required to provide evacuation under conditions of limited time with increased hazards to the population and responders.

Table C.1 Evacuation Risk Identification and Potential Mitigation Strategies

Potential Risks	Potential Mitigation Strategies
Onset of Incident	
Failure to recognize impending incident could require shelter-in-place or evacuation determination; no-notice incidents	Evacuation plan should identify various triggers that assist the AHJ in recognizing circumstances that could require shelter-in-place or evacuation orders to be given.
Inadequate identification of area(s) to be evacuated.	Evacuation plan should provide the AHJ with considerations for area(s) that should be evacuated based on variety factors, including but not limited to expected hazard, time of onset, areas susceptible to negative impacts, at-risk populations, and egress limitations.
Inadequate lead time to accomplish evacuation	Evacuation plan should provide the AHJ with guidance as to the expected lead time necessary to evacuate areas based on the expected hazard and resources available.
Inadequate consideration given to priority of evacuation areas	Evacuation plan should provide the AHJ with prioritized considerations for areas with higher risk potential or exposure that could require additional resources or time to evacuate.
Resources for use in evacuation unavailable or otherwise allocated	Evacuation plan should identify available resources to assist with evacuation and a means of confirming their availability for use at the time of need. Depending on circumstances of the incident, command might need to identify potential alternative sources for the resources.
Shelter-in-Place	
Inadequate selection of sheltering area.	Public education on sheltering-in-place preparations.
Inadequate protection from harm to people and animals.	Public education through schools, churches, nongovernmental organizations (NGOs), animal shelters, medical and veterinary doctors.
Notification to Evacuate	
Failure to effectively communicate who does or does not need to evacuate	Evacuation plan should include evacuation alerting and communication strategies that will be used. These strategies should identify emergency notification tools such as public alert systems and communication strategies using conventional public media (radio, television), websites, and social media. Communications must provide detailed yet easily understood information explaining who should act and what actions they must take.
Power failure significantly affecting ability to notify the public of the need to evacuate	Evacuation plan should include alternative strategies for notification should widespread power outages limit the ability to communicate through normal channels. Strategies could include first responders utilizing vehicular public address systems and door to door notification.
Shadow evacuations (evacuations of persons outside the identified evacuation areas), increasing traffic volume on evacuation routes and sheltering/resource demands	Evacuation plan should include alerting and communications strategies for situations in which specific areas or groups need to evacuate and others do not. Specific messaging regarding the consequences of unnecessary or unaffected area evacuations on the availability of resources.
Unattended animals left behind when owners evacuate	Regardless of expected length of evacuation, evacuation notices should inform animal owners that they are to take their animals with them when they leave, where feasible. All animal owners should be encouraged to plan and prepare for evacuation of their animals.
Resource limitations	Evacuation should identify resource requirements and how those resources will be obtained and assigned. If door-to-door notifications are part of the evacuation plan, consideration will need to be given to the number of physical resources required to complete the notification within an adequate timeframe to allow for effective evacuation.
Refusal to evacuate	Evacuation plan should include information for the AHJ on how to deal with individuals who refuse to leave under mandatory evacuation orders. The policy will depend on local authorities and legislation applicable to the situation. While it is suggested that resources not be dedicated to removing individuals from impacted or potentially impacted areas, it is important that the AHJ provide information to those who refuse to evacuate regarding the risks associated with refusal and the potential inability of responders to assist during hazardous conditions or their inability to return to the impacted area.

(continues)

Table C.1 *Continued*

Potential Risks	Potential Mitigation Strategies
Security of evacuated areas	Evacuation plan should include information on if, how, and when security will be provided for the evacuated area.
Evacuation issues with hospitals and other resident health care facilities	The AHJ should ensure that hospitals and other resident health care facilities have comprehensive emergency response in place for their facilities that includes shelter-in-place and evacuation provisions. The AHJ will need to consider how to assist should the facilities' plans prove to be inadequate or they become overwhelmed.
Transportation-disadvantaged and access and functional needs	Evacuation plan should provide guidance for the AHJ to manage those who do not have a means of transportation available to evacuate. Also, consideration must be given for those who because of access and functional needs will require additional assistance and resources to be able to evacuate.
Routes of egress impeded by disabled vehicles or other obstacles	Evacuation plan should include support for evacuation routes to include fuel sources for vehicles that run low on fuel as well as tow trucks or other means to move disabled vehicles from the traffic lanes.
Evacuation routes inadequate for traffic flow requirements	Evacuation pre-planning should include transportation officials to identify strategies that will be used for effective traffic management during evacuations. Traffic management plans should include anticipated number of vehicles, how egress will be managed, and implementation of contra-flow lanes.
Emergent conditions along evacuation routes	Evacuation plan should consider provisions for response of fire and emergency medical responders along evacuation routes for fires, motor vehicle collisions, and medical issues.
Resources to Manage Evacuation	
Insufficient emergency personnel/resources due to evacuation of family members	Established business continuity plans should include emergency personnel and their families being prepared for emergencies and evacuations; might need to provide assistance to family members of emergency personnel during evacuations; also might require agreements in place to utilize emergency personnel from nearby communities.
Insufficient transportation personnel/resources due to evacuation of family members	Evacuation pre-planning should include mass transportation officials and include provisions for family members of those personnel necessary to operate the mass transportation assets (bus drivers, train operators, pilots, etc.). Consideration of transportation options utilizing mutual aid agreements with other jurisdictions should be included.
Sheltering	
Insufficient number of shelters	Sheltering plan should include identification of sufficient shelter space to accommodate the anticipated number of evacuees; could include multiple shelters or a mega shelter. Consideration of contingency shelters should be included in the sheltering plan for instances where an existing shelter is damaged due to the unfolding incident.
Inadequate facilities	Sheltering plan should include minimum criteria for facilities to serve as shelters along with necessary ancillary support services, including bathrooms, showers, inside/outside children's play areas, etc.
Insufficient resources to maintain shelter	Sheltering plan should include minimum criteria for service provisions, including shelter staffing, security, feeding plans, cots/bedding, medical needs/prescriptions, security, etc.
Providing for people with disabilities and other access and functional needs	Sheltering plan should address meeting the needs of people with disabilities and other access and functional needs.
Managing animals in shelters	Sheltering plan should address how evacuees with animals, including pets and service and assistance animals, will be managed, including remote, colocated, or cohabitational pet/animal shelters, as well as provisions in general population shelters for service and assistance animals.
Sex offenders arriving at shelters	Sheltering plan should address how sex offenders who present at shelters will be handled.
Persons arriving at shelters with weapons	Plans should identify how persons will be screened for weapons and how found weapons will be managed.

(continues)

Table C.1 *Continued*

Potential Risks	Potential Mitigation Strategies
Lack of accountability; reunification issues	Sheltering plan should address plans for a reception center (remote or onsite), registration, and reunification. Unaccompanied minors will need to be accounted for and united with parents or guardians.
Inadequate fire and life safety provisions in shelters	Shelter plans should address evacuation preplanning, training/education for evacuees, and shelter personnel, along with control of ignition sources, electrical equipment, emergency lighting, and maintaining means of egress.
Extended response time from emergency responders	Shelters might not have immediate access to emergency response during an emergency and should consider this in planning stages.
Evacuation of medical facility (hospital, long-term care, etc.)	Most medical facilities will have in-place plans and means to transport and care for persons in their facilities during an evacuation event. However, preplanning and communication with local medical facilities will help ensure preparedness should a facility need to evacuate patients in a shelter.
Re-Entry	
Residents kept away from their homes and businesses longer than potentially necessary, resulting in frustrated evacuees and prolonged demand on responders and shelters	AHJ should determine what level of services (heat, electricity, water, emergency services, etc.) needs to be restored prior to allowing re-entry.
Failure to effectively communicate accurate and timely re-entry information	Re-entry plan should plan for use of conventional public media (radio, television, print), use of web sites and social media to provide detailed information regarding re-entry plans to evacuees, including when it will be safe to return.
Uncoordinated re-entry, resulting in roadways and services becoming overwhelmed	Re-entry plans should provide for phased access and coordinated re-entry of persons back into their communities. Plans should consider providing services similar to evacuation services such as towing, fueling, and medical services.
Increased demand for information and services from returned evacuees; lack of information of whom to call for unmet needs	The re-entry plan should have an effective communications component to address various needs of returning evacuees. It might be helpful to establish call centers. Re-entry plans should identify how assistance will be provided to returning evacuees. Services required can include electrical/building inspectors, police, mental health providers, etc. Plans should also consider the potential need for supplies such as water, food, gloves, dust masks, etc. Consider having preprinted informational materials for returning evacuees regarding how to return safely to their homes and businesses.
Looting in evacuated areas	Evacuation and re-entry plan(s) should include provisions for security of the evacuated area as well as safety for evacuees returning to their homes and businesses.
Business resumption delays	Depending on circumstances, re-entry plans could consider allowing businesses to enter first so services and supplies will be available to evacuees who return, including cleanup, remediation, and reconstruction supplies and services.

Emergency responders might require personal protective equipment (PPE), as responder safety will be critical. Additional assets might be required to facilitate an evacuation of this type. These assets might be obtained through mutual aid agreements, and state and federal agencies.

After a threat has already impacted a community it might be necessary to: remove residents from an environment that is no longer able to sustain them; and/or prevent or mitigate the onset of further consequences leading to a prolonged or new emergency. Time is critical in these circumstances and advanced planning cannot be overemphasized. Determining considerations that influence when to begin or carry out an evacuation include the following:

- (1) The safety of the responders
- (2) The available lead time to order and complete the evacuation
- (3) The time of day
- (4) The potential risk to the evacuees during the evacuation
- (5) The number (scale) of persons to be evacuated:
 - (a) Scale refers to the number of residents and/or communities to be evacuated
 - (b) Scale impacts the following:
 - (i) Whether or not full activation of an emergency operations center would be required
 - (ii) What type and quantity of resources (including host communities) are required for the evacuation and the level of planning that is required

If the evacuation is for one or a few communities, planning might be restricted to movements within the same general geographic area. However, the evacuation of multiple communities due to an area-wide emergency is likely to require out-of-area movements for hosting, particularly when the goal is to keep families and communities together. There is likely to be some flexibility with respect to timing of the return. Therefore, the return planning might be more influenced by the evacuees' preferences, weather, travel conditions, and host community needs (e.g., an arena might be booked for a large event; therefore, evacuees must relocate).

There are many factors that complicate the decision to order an evacuation, such as the following:

- (1) In the early phases of an incident information is likely to be incomplete and less accurate than just-in-time information. It might be prudent to conduct a pre-emptive evacuation.
- (2) The decision to utilize a pre-emptive evacuation provides for a controlled and effective evacuation that minimizes the exposure of the evacuated population and responders to the hazards that are present.

Factors that should be considered when determining the need to order a partial or complete evacuation include the following:

- (1) The level of threat to the lives and well-being of the population
- (2) The availability and reliability of information and intelligence

- (3) The urgency of the evacuation
- (4) The time frame to conduct the evacuation
- (5) The ability of some of the community to self-evacuate
- (6) The size of the incident (size of the community and populations to be evacuated)
- (7) Meteorological conditions that can affect the evacuation including the safety of responders, evacuees, and the transportation efforts
- (8) The capacity of the community to address the threat or its impact to reduce the need for an evacuation
- (9) The damage to community infrastructure such that:
 - (a) Food, water, and shelter are not immediately available
 - (b) Debris restricts movement
 - (c) Electrical power is or will be unavailable for an extended period of time
 - (d) Local emergency or public communications is or will be unavailable
 - (e) Health services, medical facilities, and medical transport are or will be unavailable

D.4 Population size is a critical element of any evacuation for populations to be moved out of a dangerous area. It is critical that emergency managers and planners have a clear understanding of the populations that are to be evacuated prior to determining key decisions based on modes of transportation, hosting destinations, routes of transportation, and travel times.

Many critical factors that need to be examined and accounted for include, but are not limited to, the following:

- (1) Number of evacuees
- (2) Languages spoken
- (3) Location of evacuees (seasonal activities might affect the number of people in a community)
- (4) Modes of transportation available and/or preferred by evacuees
- (5) Preferences of evacuating communities with respect to location of host
- (6) Potential limitations to modes of transportation (e.g., characteristics of airports, transportation centers, and capacity of the transportation vehicle)
- (7) Persons who might require specialized or additional assistance
- (8) Populations in known areas of high risk, such as close to fuel storage sites, hazardous materials sites, and nuclear sites
- (9) Persons from diverse backgrounds

When determining population categories that might require evacuation, particular attention should be paid to, but are not limited to, the following categories:

- (1) Persons with disabilities, such as sensory (e.g., hearing, vision, color-blindness); mobility (e.g., visible and nonvisible); mental health (e.g., anxiety, depression); intellectual/developmental (e.g., autism, Down syndrome); or learning disabilities (e.g., dyslexia, dysgraphia)
- (2) Persons with medical conditions, including females with high-risk or at-term pregnancies
- (3) Persons requiring addiction services

- (4) Persons requiring translation services
- (5) Incarcerated persons
- (6) Temporary populations (e.g., tourists, seasonal workers, summer camps)
- (7) Students and children (e.g., in colleges, schools, child-care centers, and home day care units)
- (8) Persons with animals (*see Annex H*)
- (9) Elderly persons at home, in retirement centers, and in nursing homes

D.5 People with functional and special needs bring complex planning issues while preparing and planning for evacuations. The term functional and access needs is a large umbrella to cover multiple categories of individuals that will require additional planning and resources to assist in the evacuation process for these individuals.

For detailed information, on what defines special needs or access and functional needs, refer to the Americans with Disabilities Act (ADA), 1990; U.S. Health and Human Services (HHS), Pandemic and All Hazards Preparedness Act (PAHPA), 2006; Centers for Disease Control and Prevention (CDC), 2004; and the National Response Framework (NRF).

When determining evacuation of Functional and Access needs populations the following information should be considered. People with disabilities and other access and functional needs are an important and significant part of the overall population. According to the 2000 US census, there are close to 50 million people with disabilities and other access and functional needs, which is approximately 17 percent of the total population in the United States. It is estimated that, of the 50 million who have identified themselves as having a disability, 28 percent are 65 years and over. According to the Federal Interagency Forum on Aging Related Statistics, in 2003 there were 36 million people 65 years and older in the United States.

The ADA defines disability in specific terms. Some types of disabilities (includes age spectrum from pediatric to geriatric) are as follows:

- (1) Physical (e.g., severe arthritis, spinal cord injuries, people who use — wheelchairs, people with multiple sclerosis)
- (2) Sensory (e.g., people who are blind, deaf, hard of hearing)
- (3) Cognitive (e.g., people with mental illness, learning disabilities, mental retardation/developmental disabilities)

Some people with disabilities and other access and functional needs can have co-existing disabilities, which planners will recognize. For example, there might be a person in a wheelchair who is also mentally retarded/developmentally delayed (MRDD).

D.6 When planning for evacuation, dividing the population in priority-based categories is suggested.

D.6.1 Medical Evacuation (Medevac). Medevac is used for those individuals receiving home care or residing in a health-care facility in the evacuating community that qualify for medical transfer. This stage is typically orchestrated through the existing health procedures used in the community. If local conditions (e.g., smoke or weather) prevent normal medical flights, emergency medical evacuation assistance using mutual aid, or state or federal assets can be requested by the IC or AHJ.

D.6.2 Stage 1 Evacuees. Stage 1 evacuees are defined as vulnerable populations. This includes persons with disabilities, seniors, children, pregnant women, and those with medical conditions. Among these, some require attendant care, which means both the caregiver and the stage 1 evacuee they care for should be on the stage 1 evacuation list.

D.6.3 Stage 2 Evacuees. Stage 2 evacuees are all remaining residents of the community. It is important to consider family members that should be kept together — including those who are identified as more vulnerable — when identifying where individuals will be hosted.

D.7 Weather and environmental conditions require constant monitoring and evaluation during the planning process, actual evacuation, and the completion of re-entry. Weather can and does affect all aspects of evacuation planning. The primary reason to continuously monitor weather during evacuation planning and actual evacuations is life safety of responders and also evacuees. Adverse weather conditions such as lightning, flash flooding, flood conditions along with hazardous materials releases, are immediate life safety concerns for all involved in evacuations. In addition, excessive temperatures can bring additional stress to those with medical conditions as well as responders. Heat-related illness is a factor that must be accounted for when planning for and conducting evacuations.

When considering weather and environmental conditions, adding a technical specialist to the incident management team planning section will aid in current and predictive weather that might affect the overall incident and the evacuation process. Technical experts might also be assigned in other sections of the command and general staff incident management system. Technical weather experts can include but are not limited to the following:

- (1) The National Weather Service, www.weather.gov
- (2) NOAA National Oceanic and Atmospheric Administration, www.noaa.gov
- (3) U.S. Army Corps of Engineers, www.usace.army.mil
- (4) National Hurricane Center, www.nhc.noaa.gov
- (5) National Interagency Fire Center, www.nifc.gov
- (6) Tsunami forecast, www.tsunami.noaa.gov
- (7) Space Weather Prediction Center, www.swpc.noaa.gov
- (8) Local university meteorology department professors
- (9) Local meteorologist

D.8 Medical Condition Consideration. The medical condition of those being evacuated is critical when determining which type of transportation will be required. When determining transportation for evacuation there are factors that should be considered. The following list is not all inclusive:

- (1) Time and distance to safety or shelter
- (2) Time of onset of the disaster
- (3) The duration of the evacuation
- (4) The time and distance to the shelters
- (5) The time and distance to safety
- (6) The geography in the area to be evacuated
- (7) The evacuee support available during the evacuation

D.9 Communications for Responders. Communications should follow an incident management system and use clear speech and text. The use of special codes is discouraged. It should be expected to have disruption of some of the different forms of communication. Having redundancy that operates on different communicative platforms is a way to limit disruptions. State and federal agencies along with private industry might be requested to deploy high end communication assets to aid in communication.

D.10 Communications with the Public. Communication with the public prior to and during an evacuation is critical to a successful evacuation effort. Establishing a joint information center (JIC) and utilizing public information officers early in the process is critical.

The following communications options are not inclusive but should be considered:

- (1) Local media television and radio
- (2) Government-owned emergency radio stations
- (3) Reverse 911 systems
- (4) Integrated Public Alert Warning System (IPAWS)
- (5) Social media (See Annex L for information on social media)
- (6) Emergency outdoor warning sirens
- (7) News papers
- (8) Fliers
- (9) Town hall meetings
- (10) Trap lines (locations established where information to the public is posted on a regular basis)

D.11 Critical Service. (Reserved)

D.12 Safety and Security. (Reserved)

D.13 Medical. (Reserved)

D.14 Shelter-in-place options should be considered when the incident is rapidly moving across the populated area and will dissipate under the prevailing weather conditions. Other factors that need to be evaluated for shelter in place options are as follows:

- (1) Time of onset to the populated area
- (2) The type of hazard, hazardous materials, severe weather events, flash flooding, where evacuations routes are located on low ground
- (3) The availability of resources to provide timely evacuation options for transportation
- (4) The number of people requiring evacuation
- (5) Predictive weather patterns such as prevailing winds and the weather forecast for the expected duration of the incident

D.15 Mandatory Evacuation and People Who Refuse to Evacuate There are many challenges to mandatory evacuation and people who refuse to evacuate. It is critical to know and understand the current laws that are in effect for the area to be evacuated. The decision whether to order a mandatory evacuation or advisory or recommended evacuation could also affect the amount of federal assistance that is available to assist in the disaster and evacuation. The United States Disaster Relief Act Amendments of 1974 (Stafford Act) provides the federal government the authority to assist state and local governments with disaster preparedness and relief, but specifies that the assistance is contingent on a request from the governor or state declaring the disaster is such a magnitude that effective response is beyond the capabilities of the state. This act also

identifies that the state must execute the state's emergency plan which generally includes evacuation measures. The local government maintains primary authority in the disaster when the federal government becomes involved. Disasters start local and end local in all cases. There is case law that provides an unequivocal basis for taking forceful action in response to emergency based on the case (D.G. Tucker and A.O. Bragg III, "Florida's Law of Storms: Emergency Management, Local Government, and the Police Power," *Sternson Law Review* 30 (2001):837-873 and the *Thames Shipyard and Repair Company v. The United States*).

The enforcement of evacuations needs to be carefully considered. There are moral and pragmatic reasons mandatory evacuations should not entail physical force. Officials might use a variety of nonphysical means to enforce the order for evacuation. Some means of non-physical force are but not limited to the following:

- (1) Use of reverse 911 call to warn residents of the urgent need to evacuate the area
- (2) Calls to those residents asked not to evacuate (shadow evacuations) that cause traffic congestion for those residents that really need to evacuate
- (3) Use of social media such as Facebook, Twitter, etc. to warn residents of the need to evacuate
- (4) Door to door visit by officials explaining the dangers of not evacuating and asking for information of next of kin to notify if injury and death occur from not evacuating
- (5) Establish that those residents who fail to evacuate as requested bear the cost of rescue should rescue become necessary
- (6) Establish by law that individuals who fail to comply with a mandatory evacuation be cited with a misdemeanor charge

The planning section of the incident management system should develop contingency plans to coordinate rescue of residents that fail to follow the mandatory evacuation if conditions would allow for safe rescue operations.

D.16 Evacuation Planning Resources. For more information see NGA (National Governors Association) publication, *Governor's Guide to Mass Evacuation*.

Annex E Sheltering Requirements Analysis

This annex is not a part of the requirements of this NFPA document but is included for informational purposes only.

E.1 Terminology.

E.1.1 Storm Shelter. A storm shelter is a building, structure, or portion(s) thereof, constructed in accordance with ICC 500, *ICC/NSSA Standard for the Design and Construction of Storm Shelters*, designated for use during a severe wind storm event such as a hurricane or tornado. [ICC 500:6]

E.1.2 Safe Room. A safe room is a storm shelter specifically designed to meet FEMA safe room recommended criteria and provide near-absolute protection in extreme-wind events, including tornadoes and hurricanes. [FEMA P-361: B2-4]

E.1.3 Best Available Refuge Areas. Best available refuge areas are locations in an existing building that are likely to offer the greatest safety for building occupants during a hazard event. People in best available refuge areas are less likely to be injured or killed than people in other areas of a building.

E.1.4 Vertical Evacuation Refuge. A vertical evacuation refuge is a building or earthen mound that has sufficient height to elevate evacuees above the level of tsunami inundation, and is designed and constructed with the strength and resiliency needed to resist both tsunami and earthquake loads. [FEMA P-646A: 1]

E.1.5 Hazard Area. A hazard area is an area with defined boundaries where the impact from a natural or human-made disaster may be immediately or over time dangerous to the life and health of people and animals. Boundaries for the area may be designated based on the expected or realized impact of a natural or human-made disaster.

E.2 Shelter Management.

E.2.1 Typical Shelter Planning and Organizational Cycle. A shelter planning and organization cycle typically consists of the following:

- (1) Initial organizational meeting 5 months prior to the expected severe weather incident
- (2) Assessment meetings, during which all aspects of the shelter plan and the functional needs support services (FNSS) plan are reviewed and updated
- (3) Training and education
 - (a) Material for shelter manager class reviewed and updated
 - (b) Continuing education material for existing managers and assistant managers posted
 - (c) Shelter manager class held
 - (d) Meeting with all involved sheltering partners and stakeholders
- (4) Facility and supply review, during which shelter building list reviewed and updated, shelter site surveys begun, regional organizational meeting held, and supply inventory reviewed
- (5) Final pre-season organizational meeting and exercise
- (6) Expected incident season
- (7) Post-season meeting
 - (a) Closeout season review and analysis
 - (b) Inventory taken of remaining supplies and equipment

E.2.2 Building Identification and Acquisition. The following steps may be considered when identifying and acquiring buildings for sheltering:

- (1) Contact local realtors and possibly engage one.
- (2) Conduct site visits and carry out an initial and a comprehensive survey:
 - (a) Initial survey by the shelter operations team

- (b) Comprehensive survey by other agencies and partners, including local access and functional needs compliance agencies, public works and utilities, health services, water supply systems, local animal welfare agencies
- (3) Continually monitor availability of building availability and lease terms.
- (4) Consider a building's accessibility to the following:
 - (a) Highways
 - (b) Public transportation
 - (c) Shopping
 - (d) Medical facilities
 - (e) Pet shelter
 - (f) Reception
 - (g) Proximity to neighborhoods
 - (h) Schools
- (5) Consider using the following resources:
 - (a) Table E.2.2 General Considerations for Shelter Site Selection
 - (b) Comprehensive building safety assessment survey for compliance with 5.6.4(3) and 5.6.5
 - (c) Figure E.3.2.1 Summary for Consideration of Building Safety in Selection of Resilient Sheltering Facilities (inside and outside hazard area sheltering sections)
 - (d) ADA Checklist for Emergency Sheltering for accessibility guidance
 - (e) Figure E.2.2(a) Sample Shelter Site Planning Checklist
 - (f) Figure E.2.2(b) Sample Equipment Checklist
 - (g) Figure E.2.2(c) Sample School Evaluation List

E.2.3 Shelter Organization. Figure E.2.3 shows an example of a shelter organization chart.

E.2.4 Shelter Personnel.

E.2.4.1 Shelter personnel can consist of the following:

- (1) Local first responders trained in ICS 100, *Introduction to Incident Command System*, and 200, *Incident Command System for Single Resources and Initial Action Incidents*, with basic medical training and with background check completed
- (2) Local law enforcement, private security company
- (3) Public health department to provide in-shelter medical station
- (4) Red Cross, voluntary organizations active in disasters (VOAD)
- (5) Private sector, nongovernmental organizations (NGOs)

Based on training, these personnel can fill the following roles within the shelter, depending on size and needs:

- (1) Shelter manager (shelter task force leader)
- (2) Assistant manager (assistant shelter task force leader)
- (3) General staff

E.2.4.2 For safety and security, background checks should be conducted on all personnel working in the shelter.

Table E.2.2 General Considerations for Shelter Site Selection (The following site selection considerations, coupled with a thorough understanding of local conditions and best practices, can serve as a guide in the decision-making process.)

Category	Criteria	Definition
Size and location	Suitable size	This refers to the general area, refuge area, and population capacity of the site.
Size and location	Accessibility	This refers to the ease of getting to the shelter from the affected area.
Size and location	Proximity to evacuation zones	The shelter should be evenly distributed so that citizens can arrive there quickly before and after disaster. Sites should be outside designated evacuation zones and impervious to cascade or secondary events.
Size and location	Infrastructure conditions	Shelter areas should have electrical infrastructure, water supply, evacuation roads, and sewage discharge. Have a structural engineer evaluate the facility and rate its ability to withstand local risk conditions.
Size and location	Site drainage	Drainage of surface water is a key criterion especially when considering the potential for rising water.
Size and location	Soil permeability	Swift absorption of surface water by the soil is an important factor in site selection.
Size and location	Physical layout	This refers to both the general area and effective refuge area of the site.
Size and location	Physical layout	The space must be suitable for cohabitational or collocational animal sheltering.
Disaster risk reduction	Suitable distance from hazardous areas	The shelter should be far away from anything dangerous such as structures subject to collapse, flammable and explosive substances, hazardous chemicals, radioactive substances, high-voltage transmission lines, and secondary hazards.
Disaster risk reduction	Geological hazards	When planning for shelter locations, be aware of seismic fault lines and areas prone to earthquake, landslide, collapse, debris flow, soil liquefaction, and ground depression, etc.
Disaster risk reduction	Land slope	Steep land slopes are considered to have a high risk of geo hazards; those at less severe angles are regarded as more stable and secure.
Disaster risk reduction	Elevation	If subject to heavy rains, floods, and mudflow hazards, safe sites must be located an appropriate distance from bodies of water and areas vulnerable to flooding.
Disaster risk reduction	Building protection standards	Any building selected for use as an evacuation shelter should be in compliance with all local building and fire codes. Exceptions may be necessary but only after evaluation of each facility by the AHJ.
Disaster risk reduction	Early warning availability	There is a suitable early warning system for cascading and secondary disasters.
Relief and rescue facilities	Water supply	The shelter should have water facilities that can supply water appropriate for drinking, domestic use, and fire protection.
Relief and rescue facilities	Suitable distance from medical centers	The shelter should be capable of providing medical services. If possible, the site should be located near a medical center.

(continues)

Table E.2.2 *Continued*

Category	Criteria	Definition
Relief and rescue facilities	Proximity to relief services	The shelter should be located so that they can receive relief items and are within coverage areas of essential services, i.e., fire and emergency services.
Relief and rescue facilities	Communication service	There are identifiable marking and guide signs and communication facilities such as telephones, radios, etc.
Feasibility	Economic consideration	The selected site generally must be economically justifiable for the cost of establishment and costs after establishment.
Feasibility	Use agreements	Agreements to use each shelter area should be prearranged and approved.
Environmental aspects	Environmental consideration	This criterion denotes seasonal variations and any related environmental hazards and diseases.
Environmental aspects	Ecological recovery	The site should not be located in an area that is ecologically or environmentally protected.
Social aspects	Culture, tradition, and composition of population groups	This means respecting traditional customs and needs of diverse populations to ensure that the shelter is functional and sustainable.
Social aspects	Public opinion	This means consulting local stakeholders to avoid or limit conflict over the location of the shelter site.

E.2.5 Shelter Manager's Responsibilities. The shelter manager should ensure that shelter guests have access to information on the status of response operations, damage assessments, status of re-entry to damaged areas, availability of disaster relief programs and services, and so on.

The shelter manager should ensure partner organizations are provided access to shelter facilities (as space permits) to offer shelter guests opportunities to receive disaster relief programs (e.g., registration for disaster relief services, distribution of relief items, and access to computers and mobile devices to facilitate reunification).

The responsibilities of the shelter manager are as follows:

- (1) To oversee all shelter operations, which may include the following:
 - (a) Facility management
 - (b) Registration
 - (c) Security and building access control
 - (d) Parking and traffic control
 - (e) Public information, public affairs, and media relations
 - (f) Dormitory management
 - (g) Food service
 - (h) Public, medical, and mental health services
 - (i) Spiritual care
 - (j) Children's area
 - (k) Animal sheltering liaison
 - (l) Entertainment and recreation
 - (m) Information technology
 - (n) Recovery information and resident messaging
 - (o) Family reunification
 - (p) Janitorial
 - (q) Building maintenance and engineering
 - (r) Logistical support and dock management
 - (s) Distribution of goods

- (t) Donations management
 - (u) Volunteer management
 - (v) Private sector coordination
 - (w) Laundry service
 - (x) Transportation services for shelter guests
 - (y) Communication services
- (2) To manage the staff of shelter workers
- (3) To coordinate with partner agencies in the shelter and solicit input on initial shelter physical setup and ongoing expectations
- (4) To conduct a staff meeting, at the shelter at the beginning of each shift with representatives from all agencies, that includes the following:
 - (a) Orientation and tour of the shelter
 - (b) Discussion of issues from the previous shift
 - (c) Discussion of objectives for the oncoming shift
- (5) To maintain an accurate accounting of all inventory, including the following:
 - (a) Specifically requisitioned items such as light plants, generators, TVs, golf carts
 - (b) Each item at demobilization
 - (c) Inventory needed for proper reimbursement at event closure
- (6) To make the guests' stay at the shelter as stress-free as possible
- (7) To provide humane animal care if collocated or cohabitational animal sheltering is part of shelter operation, or if service or assistance animals are housed at the shelter (*see Annex H*)

See *Sheltering Guidance Aid and Shelter Staffing Matrix*, *Mega-Shelter Planning Guide*, the *FEMA Shelter Field Guide*, and other shelter operations information at www.nationalmasscarestrategy.org/sheltering

SHELTER SITE PLANNING CHECKLIST

NAME OF FACILITY		ADDRESS OF FACILITY		SITE MAIN PHONE NO.	
SCHOOL DISTRICT		NAME AND TITLE OR PERSON IN CHARGE		PERSON IN CHARGE PHONE NUMBER	
SCHOOL DISTRICT POLICE CHIEF	POLICE CHIEF PHONE NO.	FACILITY POLICE PHONE NO.		SCHOOL DIST DISPATCHER PHONE NO.	
MANAGEMENT-SITE DIRECTOR'S OFFICE LOCATION (ROOM NO.)		SITE DIRECTOR OFFICE COMPUTER		SITE DIRECTOR'S OFFICE PHONE NO.	
SECURITY-SECURITY DIRECTOR'S OFFICE LOCATION (ROOM NO.)		SECURITY DIRECTOR OFFICE COMPUTER		SECURITY DIRECTOR'S OFFICE PHONE NO.	
DESCRIPTION OF FACILITY & NO. BUILDINGS, BOUNDARY STREETS, ETC.					
SCHOOL DISTRICT POLICE ON SITE (INCLUDE NUMBER ON DUTY)					
1. BACKUP	2. SECURITY CAMERAS	3. CLOSED CIRCUIT TELEVISION SYSTEM	4. PUBLIC ADDRESS SYSTEM	5. NO. OF PHONE LINES INTO FACILITY	
COMMENTS: INCLUDE FUEL CAPACITY OF GENERATOR, LOCATION OF CAMERAS, LOCATION OF PHONE JACKS, ETC.					
COMPUTERS AVAILABLE INCLUDE NUMBERS, LOCATIONS, AND INTERNET CONNECTIVITY, LAB (ROOM NO.)					
ARE BUILDING DIAGRAMS AVAILABLE?					
<input type="checkbox"/> YES <input type="checkbox"/> NO					
PUBLIC PARKING LOT: (LOCATION, NO. OF LOTS, NO. OF SPACES)					
PUBLIC ENTRANCE					
INTAKE SCREENING/TRIAGE (LOCATION)					
PUBLIC QUEUING LINE:					

NFPA 1616 (p. 1 of 2)

FIGURE E.2.2(a) Sample Shelter Site Planning Checklist.

MEDS. DISPENSING STATIONS PLACEMENT (LOCATION) INCLUDE ROOM NUMBER
PUBLIC EXIT
RESTROOMS (PUBLIC) NO. OF MALE/FEMALE/ACCESSIBLE (ARE OUTDOOR PORTABLES NEEDED?)
STAFF AND VOLUNTEER PARKING LOT: (NO. OF SPACES)
STAFF AND VOLUNTEER ENTRANCE
RESTROOMS (STAFF & VOLUNTEERS)
MEAL DELIVERY ENTRANCE
CAFETERIA FOR VOLUNTEERS
CHILD/ELDER CARE AREA FOR VOLUNTEERS (ROOM NO.)
LOADING DOCK OR SUPPLY DELIVERY AREA/ENTRANCE
SUPPLY STORAGE AND SECURE AREA
WALK-IN COOLER (LOCATION)
MEDIA STAGING AREA
EMERGENCY AMBULANCE EVACUATION POINT
HELIPAD LOCATION
RESTRICTIONS

NFPA 1616 (p. 2 of 2)

FIGURE E.2.2(a) *Continued*

SAMPLE EQUIPMENT CHECKLIST

[illegible]

NFPA 1616

FIGURE E.2.2(b) Sample Equipment Checklist.

School Evaluation List		Date	Name
	Name	Phone Number	Remarks
Address			
School District			
School Capacity			
School District Contact			
School Dist Security Contact			
School Dist Facilities Contact			
SAPD			
RED CROSS			
Metro Health			
DCI			
SAVOAD (volunteers)			
Private security			
Other			
Number of showers			
Number of Showers-Handi-cap accessible			
Number of restrooms			
Need for paper products			
Who will provide paper products			
Custodian service Yes/No ?			
Cafeteria			
Gym HVAC ?			
Parking Spots?#			
Security issues			
Accessible building ?			
Number of accessible restrooms			
Number of accessible showers			
Number of accessible port-a-potties			
HVAC adequate			
HVAC programmed 24/7			
Water quality, flushed ?			
Hot water operating ? yes/no			
Pest problems / flies / ants / rodents ?			
Tables and chairs Yes/No Needs			
Tables and chairs provided by ?			
Other furniture needed			
Number of portable showers needed			
Number of handi-cap showers needed			
Location for portable showers			
240 V hook up for showers yes/no			
Water access for showers yes/no ?			
Drains for showers? Gravity flow			
Washer / dryer needs			

FIGURE E.2.2(c) Sample School Evaluation List.

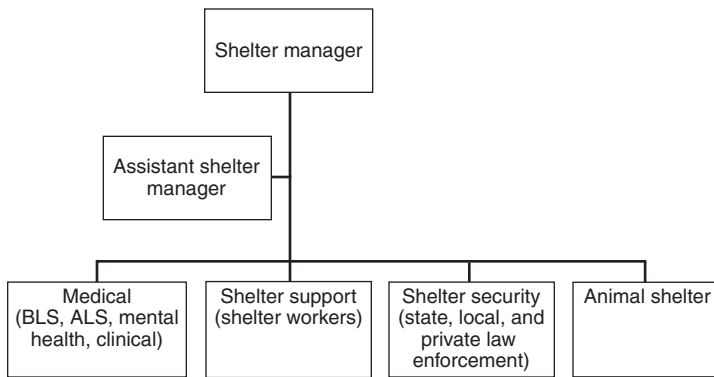


FIGURE E.2.3 Shelter Organization.

E.2.6 Sheltering Activation. Activating a shelter should include the following:

- (1) Establish a shelter manager/assistant manager activation procedure for the jurisdiction.
- (2) Check in at the emergency operation center (EOC) with the shelter branch director.
- (3) Pick up radios, cell phone(s) and charger(s), laptop(s), air card(s), and any special instructions or information from the shelter branch director.
- (4) Receive shelter location assignment along with shelter binder.
- (5) Receive and review the incident action plan (IAP).
- (6) Prepare for arrival of guests.
 - (a) Open building.
 - (b) Take 360-degree walk around the outside of the building.
 - (c) Make site plan and floor plan.
 - (d) Clean, set up cots, and so forth.
- (7) Begin developing list of contacts for the facility (shelter).
- (8) If push packs will not be used, start ordering supplies as soon as you know that you are managing a shelter. The push pack inventory (*see E.2.7*) will give an idea of the first things to order.
- (9) Review shelter binder for completeness.
 - (a) Review facility site plan, floor plan
 - (b) Set up sign-in sheets (for responders and outside agencies)
 - (c) Set up inventory sheets (for demobilization tracking)
 - (d) Set up evacuee registration forms
 - (e) Have on hand information for functional needs support services (FNSS) and child-friendly policies (*see Annex G*)

E.2.7 Supplies.

E.2.7.1 Prepackaged Supplies. Prepackaged supplies are supplies designated for opening of a shelter can include the following:

- (1) Maintenance items (trash cans, trash bags, brooms, etc.)
- (2) Dry erase boards, poster board
- (3) Signage (rules, bus routes)
- (4) Fans, buckets, ice chests
- (5) Two-wheel dolly
- (6) Folding table(s)
- (7) Folding chairs

- (8) Pallet jack
- (9) Baby products (diapers, bottles, formula, baby food, etc.)
- (10) Water for powdered baby formula
- (11) Toilet paper, facial tissue, cots (for use by shelter manager and personnel)
- (12) Feminine products
- (13) Three storage containers
- (14) Office supplies (folders, paper, pens, batteries, etc.)
- (15) Fax/copy/scanner
- (16) Emergency medical supplies
- (17) Food service gloves
- (18) Identification wrist bands, registration forms
- (19) Animal care supplies

E.2.8 Shelter Management Checklist for Health Departments. Figure E.2.8 is a checklist for items required by most health departments.

E.2.9 During-Incident Risk Assessment. Hazard incidents that occur over extended time frames, such as hurricanes, some floods, and winter storms, can present changing conditions that require re-evaluation of the risk in real-time, and require subsequent potential changes to decisions on which sheltering facilities to close and which should remain open. For example, a sheltering facility initially considered safe for an anticipated modest flood event on a nearby river may no longer be appropriate if the flood crest forecast increases significantly. Resources for monitoring current and forecast conditions for various hazards are provided in Annex O, *Shelter Safety Resources for During-Incident Risk Assessment*.

E.2.10 During-Incident Condition Assessment. The performance of the shelter facility should be monitored during the incident. If damage occurs, it may be necessary to move to another part of the shelter facility during the incident or even evacuate to a different shelter.

For winter storm shelters, FEMA P-957, *Snow Load Safety Guide*, provides information on warning signs of overstress conditions during a snow incident and actions that should be taken before, during, and after a snow incident.

SHELTER MANAGEMENT CHECKLIST

Food

Source of food: ☐ On site ☐ Catered ☐ Donated
 Supply: ☐ Safe ☐ Adequate
 Food temperature: <41°F (5°C) _____ ≥140°F (60°C) _____
 Food reheating temperature: _____ °F (_____ °C)
 Hand-washing facilities provided: ☐ Yes ☐ No
 Gloves: ☐ Yes ☐ No Utensils: ☐ Yes ☐ No Gloves and utensils used: ☐ Yes ☐ No
 Dishwashing: Wash _____ Rinse _____ Sanitize _____

Water

Type: ☐ Public ☐ Private ☐ Temporary ☐ Not applicable
 Trained operator on duty: ☐ Yes ☐ No
 System operating: ☐ Yes ☐ No
 Adequate safe supply of 4 gal (15 L) per person per day: ☐ Yes ☐ No
 Microbial and chemical tests conducted: ☐ Yes ☐ No
 Disinfectant level measurement:
 Well flooded? ☐ Yes ☐ No ☐ Not applicable
 Well repaired and disinfected? ☐ Yes ☐ No ☐ Not applicable
 Water being boiled or treated? ☐ Yes ☐ No ☐ Not applicable

Sanitation

Type: ☐ Sewerage ☐ Septic tank ☐ Portable
 Number of toilets: _____ Number in use: _____
 Toilets cleaned and disinfected: ☐ Yes ☐ No

Hand washing

Hand washing stations (indicate number): _____
 Hand sanitizers available: ☐ Yes ☐ No

Shelter

Structural integrity: _____
 Protection from the elements: _____
 Secure facility: _____
 Bedding: _____
 Temperature: _____ °F (_____ °C)
 Ventilation: ☐ Yes ☐ No
 Overcrowded [<38 ft (23.5 m²) per person]: _____
 Free of hazards: _____
 Showers, bathing facilities (indicate number): _____
 Housekeeping: _____

Solid waste

Waste collection: _____
 Waste storage: _____
 Waste disposal: _____
 Timely removal: _____

Human or animal remains

Adequate storage or disposition: _____

Disease vectors

Infestations: _____
 Uncontrolled animal populations: _____
 Control measures: _____

Disease control

Reports of any disease: _____

FIGURE E.2.8 Sample Shelter Management Checklist.

E.2.11 Post-Incident Condition Assessment. If the shelter experiences damage during the incident, the condition of the shelter facility should be re-evaluated prior to subsequent shelter occupancy. For example, if a pre-identified shelter is located in an area experiencing significant ground shaking during an earthquake, a condition assessment should be conducted prior to use to ascertain that the building is still safe for occupancy and is capable of resisting possible aftershocks.

Methodologies for post-earthquake safety evaluation of buildings are provided in ATC-20, *Procedures for Postearthquake Safety Evaluation of Buildings*. Additional guidance for concrete masonry and wall buildings is available in FEMA 306, *Evaluation of Earthquake Damaged Concrete and Masonry Wall Buildings: Basic*; FEMA 307, *Evaluation of Earthquake Damaged Concrete and Masonry Wall Buildings: Technical Resources*; and guidance for welded steel moment-frame buildings is available in FEMA 352, *Recommended Postearthquake Evaluation and Repair Criteria for Welded Steel Moment-Frame Buildings*.

Methodologies for safety evaluation of buildings following windstorms and floods are provided in ATC-45, *Safety Evaluation of Buildings after Wind Storms and Floods*, and may be needed when continued occupancy of the sheltering facility in the post-incident period is desired.

E.3 Existing Buildings Outside of Hazard Area.

E.3.1 General. This section provides guidance for consideration of building safety in the selection of resilient sheltering facilities, including guidance for identification of existing buildings. Application of this guidance can typically require input from one or more building safety professionals (e.g., building and fire officials, architects, engineers). Large communities may have such professionals on staff in building, planning, public works, and other departments. Small and rural communities can rely on county or state-level agencies or contracts with the private sector for building safety-related services.

This section is intended to help state and local government officials and interested citizens by providing information needed to identify resilient sheltering facilities while considering the hazards that may pose a risk to the facility and its occupants. Sheltering and refuge facilities located outside of the hazard area are ideal but not always feasible depending on the size of the population to be sheltered, the magnitude and reach of the hazard, available transportation, geography, population density, and other factors. Therefore, the entity should be knowledgeable of all the potential hazards for each location and the options available for each hazard.

E.3.1.1 Recommendations for Selection of Existing Buildings.

When evaluating a site as a potential sheltering facility location, the entity should utilize the skill sets of other agencies and employees within the government if needed. For example, when selecting a building as a potential sheltering facility, the structural safety of the building should be evaluated. Even if the building is located outside of the disaster-affected area, it may be used to shelter potentially thousands of occupants and should meet minimum building code requirements that require protection from other hazards. While the entity may not have the architectural or engineering background to make such a determination, there are other resources available to provide solutions. The building department, public works department, or city engineer or architect on staff may be able to help the entity perform this task. Other resources, such as architects or engineers on contract or county or state resources, may also be helpful.

E.3.2 Risk and Condition Assessments. Paragraphs E.2.9 through E.2.11 provide guidance on pre-, during-, and post-event assessments broadly applicable to any hazard. Hazard-specific guidance on these assessments is provided in E.4.4.

E.3.2.1 Pre-Incident Risk Assessment. A risk assessment should be conducted when performing pre-incident planning considerations for identification of resilient sheltering facilities as required in 5.6.4(3). A risk assessment consists of three components, assessment of hazards, vulnerabilities, and impacts. Hazard assessments should consider the likely incidents for which the potential facility may be opened. Potential shelter facilities should then be evaluated for their ability to resist the relevant hazards through a vulnerability assessment. Risk is then determined considering the hazards, vulnerabilities, and associated impacts. Figure E.3.2.1 provides general guidance for hazard assessments.

E.4 Existing Buildings Inside of Hazard Area.

E.4.1 General. This section provides guidance for consideration of building safety in the selection of resilient sheltering facilities, including guidance for identification of existing buildings. Application of this guidance can typically require input from one or more building safety professionals (e.g., building and fire officials, architects, engineers). Large communities may have such professionals on staff in building, planning, public works, and other departments. Small and rural communities can rely on county or state-level agencies or contracts with the private sector for building safety-related services.

Summary for Consideration of Building Safety in Selection of Resilient Sheltering Facilities

Documentation and Assessment Form

Potential Sheltering Facility Description

Building name: _____

Phone number: _____

Address: _____

Description: _____

Owner/operator's name: _____

Owner/operator's contact information: _____

Notes: _____

Geographic Information

Latitude: _____

Longitude: _____

Elevation: _____

In flood plain: ☐ Yes ☐ No

Landward extent of storm surge: ☐ Yes ☐ No

Construction

Materials: _____

Number of stories: _____

Windows impact resistant: ☐ Yes ☐ No

FIGURE E.3.2.1 Summary for Consideration of Building Safety in Selection of Resilient Sheltering Facilities.

Windows shutter protected: ☐ Yes ☐ No

Building plans available: ☐ Yes ☐ No

Design Information (if available): _____

Building code and year: _____

Risk category: _____

Seismic design information: _____

Roof snow load: _____

Design wind speed: _____

Additional Notes

Requirements for All Sheltering Facilities (NFPA 1616, Section 5.6.5)

To be completed by the authority having jurisdiction or an approved special inspector.

Name: _____ Title: _____ Date: _____

Address: _____

Email: _____ Phone: _____

- ☐ Facility is appropriate for use as a temporary shelter facility for the applicable hazards and conforms to the applicable structural, fire safety, means of egress, accessibility, light, ventilation and sanitary requirements to ensure public health, safety and general welfare.

Comments:

FIGURE E.3.2.1 *Continued*

This section is intended to help state and local government officials and interested citizens by providing information needed to identify resilient sheltering facilities while considering the hazards that may pose a risk to the facility and its occupants. Sheltering and refuge facilities located outside of the hazard area are ideal but not always feasible depending on the size of the population to be sheltered, the magnitude and reach of the hazard, available transportation, geography, population density, and other factors. Therefore the entity should be knowledgeable of all the potential hazards for each location and the options available for each hazard.

E.4.1.1 Recommendations for Selection of Existing Buildings.

When evaluating a site as a potential sheltering facility location, the entity should utilize the skill sets of other agencies and employees within the government if needed. For example, when selecting a building as a potential sheltering facility, the structural safety of the building should be evaluated. Even if the building is located outside of the disaster affected area, it may be used to shelter potentially thousands of occupants and should meet minimum building code requirements that require protection from other hazards. While the entity may not have the architectural or engineering background to make such a determination, there are other resources available to provide solutions. The building department, public works department, or city engineer or architect on staff may be able to help the entity perform this task. Other resources, such as architects or engineers on contract, or county or state resources may also be helpful.

E.4.2 Considerations for Shelter Exposure to the Hazard Incident. The location of the shelter and time frame of shelter operations with respect to the location and timing of the hazard incident has implications for shelter assessment and selection.

E.4.3 Risk and Condition Assessments. Section E.2 provides guidance on pre-, during-, and post-event assessments broadly applicable to any hazard. Hazard-specific guidance on these assessments is provided in E.4.4.

E.4.3.1 Pre-Incident Risk Assessment. A risk assessment should be conducted when performing pre-incident planning considerations for identification of resilient sheltering facilities as required in 5.6.4(3). A risk assessment consists of three components: assessment of hazards, vulnerabilities, and impacts. Hazard assessments should consider the likely incidents for which the potential facility may be opened. Potential shelter facilities should then be evaluated for their ability to resist the relevant hazards through a vulnerability assessment. Risk is then determined considering the hazards, vulnerabilities, and associated impacts. Figure E.3.2.1 provides general guidance for hazard assessments.

E.4.4 Additional Assessment and Selection Considerations. This section provides additional hazard-specific guidance for risk and condition assessments.

E.4.4.1 Tornado. Tornadoes typically occur with minimal warning, on the order of minutes or at most tens of minutes. Evacuation is not generally viable. Sheltering-in-place or sheltering in nearby buildings or facilities is required. Safer options include using storm shelters designed and constructed to meet the ICC 500 standard's tornado requirements, or using tornado safe rooms designed and constructed to meet guidelines in either FEMA P-361, *Safe Rooms for Tornadoes and Hurricanes: Guidance for Community and Residential Safe Rooms*, or P-320, *Taking Shelter from the Storm: Building a Safe Room for Your Home or Small Business*. Additional information on community safe rooms, including examples and case studies, is available from FEMA at <https://www.fema.gov/safe-room-resources>.

If tornado storm shelters or safe rooms are not nearby, best available refuge areas can be utilized. Guidance on selection of best available refuge areas can be found in FEMA P-431, *Tornado Protection: Selecting Refuge Area in Buildings*. For more information on facility design documentation and assessment as it relates to tornados, see Figure E.4.4.1.

E.4.4.2 Hurricanes. Hurricanes and tropical storms typically occur with advanced warning. When using shelters, the safer options are storm shelters designed and constructed to meet the ICC 500 standard's hurricane requirements, or using hurricane safe rooms designed and constructed to meet either FEMA P-361 or P-320 guidelines. Additional information on community safe rooms, including examples and case studies, is available from FEMA at www.fema.gov/safe-room-resources.

If hurricane storm shelters or safe rooms are not available, assessments should be conducted to evaluate other buildings for suitability as hurricane shelters. Guidance on performing such assessments is available in ARC 4496, *Standards for Hurricane Evacuation Shelter Selection*, and State of Florida guidelines, *Division of Emergency Management Statewide Emergency Shelter Plan*. Additional information on hurricane shelter assessments and retrofits of existing buildings to meet hurricane shelter criteria is available on the Florida Division of Emergency Management Hurricane Shelter and Critical Facilities web site at www.floridadisaster.org/response/engineers/index.htm. For more information on facility design documentation and assessment as it relates to hurricanes, see Figure E.4.4.2.

E.4.4.3 Tsunami. Tsunami warning times can range from a few minutes to several hours. If it is not possible to evacuate the area likely to be inundated, use of a tsunami vertical evacuation refuge is the next best option. FEMA P-646A, *Vertical Evacuation from Tsunamis: A Guide for Community Officials* presents information on how vertical evacuation guidance can be used and encouraged at the state and local levels. This publication is meant to help state and local government officials and interested citizens by providing the information they would need to address the tsunami hazard in their community. Chapter 3 of FEMA P-646A, "Planning," provides guidance on vulnerability assessments, as well as other decision-making tools. Chapter 4 has details on the "Use of Existing Structures" as potential vertical evacuation facilities. In the case where the only feasible vertical evacuation is using a specially designed and constructed structure built to resist both tsunami and earthquake loads, FEMA P-646A refers the reader to its companion guide FEMA P-646, *Guidelines for Design of Structures for Vertical Evacuation from Tsunamis*. For more information on facility design documentation and assessment as it relates to tsunamis, see Figure E.4.4.3.

Facility Design Documentation and Assessment

Pre-Event Assessment

Was the building designed as a tornado safe room (per FEMA P-361) or tornado shelter (per ICC 500)?

☐ FEMA P-361, *Safe Rooms for Tornadoes and Hurricanes*

☐ ICC 500, *Standard for the Design and Construction of Storm Shelters*

If so, are the operable components in good working order? ☐ Yes ☐ No

☐ Are all operable components functional (e.g., impact resistant doors and shutters)?

☐ Yes ☐ No

If the building is not a tornado safe room or tornado shelter, describe the assessment.

☐ FEMA P-431, *Tornado Protection: Selecting Refuge Areas in Buildings*

☐ Other Assessment. Describe:

Pre-Event Assessment Results

☐ Facility can be used as a tornado shelter or best available refuge area.

Limitations/Comments:

Post-Event Assessment

☐ ATC-45, *Field Manual: Safety Evaluation of Buildings after Wind Storms and Floods*

☐ Other Assessment. Describe:

Post-Event Assessment Results

☐ Facility can be used as a tornado best available refuge area.

☐ Facility can be used as a post-event shelter.

Limitations/Comments:

FIGURE E.4.4.1 Facility Design Documentation and Assessment.

Facility Design Documentation and Assessment

Pre-Event Assessment

Was the building designed as a hurricane safe room (per FEMA P-361) or hurricane shelter (per ICC 500)?

- ☐ FEMA P-361, *Safe Rooms for Tornadoes and Hurricanes*
- ☐ ICC 500, *Standard for the Design and Construction of Storm Shelters*

If so, are the operable components in good working order? ☐ Yes ☐ No

- ☐ Are all operable components functional (e.g., impact resistant doors and shutters)?

If the building is not a hurricane safe room or hurricane shelter, describe the assessment.

- ☐ ARC 4496 Assessment, *Standards for Hurricane Evacuation Shelter Selection*
 - ☐ Other Assessment. Describe:
-

Pre-Event Assessment Results

- ☐ Facility can be used as a hurricane evacuation shelter.

Limitations/Comments:

During-Event Assessment

- ☐ USGS flood alerts, <http://water.usgs.gov/floods>
 - ☐ NOAA storm surge forecasts, www.nhc.noaa.gov/surge
 - ☐ NOAA hurricane information, www.nhc.noaa.gov
 - ☐ Monitor hurricane progress
 - ☐ Monitor building structure
 - ☐ Other Assessment. Describe:
-

Post-Event Assessment

- ☐ ATC-45, *Field Manual: Safety Evaluation of Buildings after Wind Storms and Floods*
 - ☐ Other Assessment. Describe:
-

Post-Event Assessment Results

- ☐ Facility can be used as a hurricane evacuation shelter.
- ☐ Facility can be used as a post-event shelter.

FIGURE E.4.4.2 Facility Design Documentation and Assessment.

Facility Design Documentation and Assessment

Pre-Event Assessment

Was the facility designed using FEMA P-646 Guidelines? ☐ Yes ☐ No

If so, are the operable components in good working order? ☐ Yes ☐ No

If not, describe the assessment.

☐ FEMA P-646, *Guidelines for Design of Structures for Vertical Evacuation from Tsunamis*

☐ Other Assessment. Describe:

Pre-Event Assessment Results

☐ Facility can be used as a tsunami evacuation shelter.

Limitations/Comments:

During-Event Assessment

☐ NOAA Tsunami Warning Center, www.tsunami.gov

☐ Pacific Tsunami Warning Center, <http://ptwc.weather.gov>

☐ Other Assessment. Describe:

Post-Event Assessment

☐ FEMA P-646, *Guidelines for Design of Structures for Vertical Evacuation from Tsunamis*

☐ ATC-20, *Field Manual: Post-earthquake Safety Evaluation of Buildings*

☐ ATC-45, *Field Manual: Safety Evaluation of Buildings after Wind Storms and Floods*

☐ Other Assessment. Describe:

Post-Event Assessment Results

☐ Facility can be used as a tsunami evacuation shelter.

☐ Facility can be used as a post-event shelter.

Limitations/Comments:

FIGURE E.4.4.3 Facility Design Documentation and Assessment.

E.4.4.4 Snow and Winter Storms. Winter storms bring large snowfall amounts that can cause collapse of building roofs. FEMA P-957 provides guidance on building evaluation for snow load safety, preventive measures to take before the snow season, and actions that should be taken before, during, and after a snow event. For more information on facility design documentation and assessment as it relates to winter storms, see Figure E.4.4.4.

E.4.4.5 Flood. Coastal, riverine, and other inland flooding can occur with little or no warning, as in the case of flash floods, or with weeks of warning. Because flood warning time can affect shelter operations, shelter programs should be designed and managed to accommodate a variety of floods and associated flood warning times. Whenever possible, shelters should be designated in areas located outside of mapped special flood hazard areas on FEMA's Flood Insurance Rate Maps (FIRMs). (To view a FIRM for a specific area, visit www.msc.fema.gov. More information about how to read a FIRM is at www.msc.fema.gov/portal/howto)

Local real-time flood conditions and flood forecasts from emergency management should also be considered before shelters are opened, which is especially important when flooding is predicted to exceed the mapped floodplain in the area. For example, flooding on large rivers is often due to a rapid snow-melt in outlying areas of the river's watershed. Locations farther downstream may have days or weeks of warning to conduct evacuations. In addition to choosing shelter locations outside of mapped special flood hazard areas, the specific flood forecasts for the coming event should be considered.

The following resources may be useful for shelter decisions involving flood: USGS Current Water Data, NWS River Observations, NWS River Forecasts, USACE flood predictions, NOAA's SLOSH Display Program, and NOAA storm surge forecasts.

Additional information on flood hazard assessment is available from FEMA Flood Insurance Studies (FISs) and nonregulatory flood risk products. Information on making critical facilities safe from flooding can be found in FEMA 543, *Design Guide for Improving Critical Facility Safety from Flooding and High Winds*.

If no suitable shelter can be identified outside of the mapped flood hazard area, shelters within the flood hazard area may be used, provided certain factors are considered:

- (1) Shelters subject to wave action and high velocity flow should be avoided.
- (2) Preference should be given to shelters subject to shallow flooding and ponding (low flood velocities).
- (3) Shelters should be selected so that road access to and from shelters is available during flooding.
- (4) Shelters should be configured such that shelter space and support areas are above the flood elevation designated for critical and essential facilities by building codes and standards.

- (5) Preference should be given to shelters where power, water, wastewater, and other utilities necessary for shelter operations will be available.
- (6) Shelters should be capable of resisting flood loads and conditions to which they will be subject.

More information on design requirements for shelters can be found in the American Society of Civil Engineers standards ASCE 7, *Minimum Design Loads for Building and Other Structures*, and ASCE 24, *Flood Resistant Design and Construction*. Both of these standards identify buildings used as designated emergency shelters as the highest risk because they are essential for emergency response and recovery. Additionally, if a shelter is located in a flooded area, it is important to make sure that building remains accessible and operational. Occupants, emergency vehicles, and vehicles bringing supplies should be able to access the building during flooding conditions; if the roads surrounding the shelter are inaccessible, then the location is not suitable. Power, water, and wastewater service should be functional during conditions of flooding. For more information on facility design documentation and assessment as it relates to floods, see Figure E.4.4.5.

E.4.4.6 Earthquake. Guidance on conducting pre-event risk assessments for earthquakes is available in ASCE 41-13, *Seismic Evaluation and Retrofit of Existing Buildings*, and FEMA P-58. Additional information on assessment of buildings to resist earthquakes is available from FEMA at www.fema.gov/earthquake-publications-building-designers-managers-and-regulators. For more information on facility design documentation and assessment as it relates to earthquakes, see Figure E.4.4.6.

E.5 New Construction Planning.

E.5.1 General. This section provides guidance for consideration of building safety in the construction of new buildings. Application of this guidance will typically require input from one or more building safety professionals (e.g., building and fire officials, architects, engineers). Large communities may have such professionals on staff, in building, planning, public works, and other departments. Small and rural communities often do not have this technical expertise in-house and rely on county or state-level agencies or contracts with the private sector for building safety-related services.

E.5.1.1 Recommendations for Construction of New, Resilient Sheltering Facilities. New sheltering facilities should be designed and constructed addressing the requirements of the building codes and guidance documents intended for all applicable hazards for which the sheltering facility would be used. The International Building Code (IBC) and its referenced standards (e.g., ASCE/SEI 7, ASCE/SEI 24, ICC 500), contain provisions that will provide structures with hazard resistance. Furthermore, Table 1604.5 in the IBC identifies that designated sheltering facilities are Risk Category IV structures, which have enhanced hazard resistance.

For new construction of facilities to be used as shelters, any local code provisions that remove or weaken the disaster-resistant provisions of the building code should be avoided. State and local jurisdictions may have requirements that are more stringent than the disaster-resistant provisions of the codes.

Facility Design Documentation and Assessment

Pre-Event Assessment

Identify the type of assessment conducted:

- ☐ FEMA P-957, *Snow Load Safety Guide*
- ☐ Other Assessment. Describe:

Pre-Event Assessment Results

- ☐ Facility can be used as a snow and winter storm evacuation shelter.

Limitations/Comments:

During-Event Assessment

- ☐ Monitor storm progress and forecasts
- ☐ Monitor building structure reactions and accumulation of ice and snow (see FEMA P-957)
- ☐ Other Assessment. Describe:

Post-Event Assessment

- ☐ FEMA P-957, *Snow Load Safety Guide*
- ☐ Other Assessment. Describe:

Post-Event Assessment Results

- ☐ Facility can be used as a snow and winter storm evacuation shelter.
- ☐ Facility can be used as a post-event shelter.

Limitations/Comments:

FIGURE E.4.4.4 Facility Design Documentation and Assessment.

Facility Design Documentation and Assessment

Pre-Event Assessment

Identify flood hazard:

☐ FEMA Flood Insurance Rate Maps (FIRMs)

Flood Zone _____ Base Flood Elevation (BFE) _____

Datum _____ 500 Year Flood Elevation (if available) _____

☐ Other Assessment. Describe:

If the facility is exposed to flooding:

a) Assess the flood hazard vulnerability, including elevations of relevant parts of the shelter facility (make sure to use or convert to the same datum as above):

b) Assess the building's resistance to flooding (see Annex X.3.5.5 for resources):

Pre-Event Assessment Results

☐ Facility can be used as a flood evacuation shelter.

FIGURE E.4.4.5 Facility Design Documentation and Assessment.

Limitations/Comments:

During-Event Assessment

- ☐ USGS current water data
 - ☐ USGS flood predictions
 - ☐ NWS river observations and river forecasts
 - ☐ USACE flood predictions
 - ☐ NOAA storm surge forecasts
 - ☐ Monitor storm progress
 - ☐ Monitor building structure and flood levels with respect to the occupied area elevation
 - ☐ Other Assessment. Describe:
-

Post-Event Assessment

- ☐ ATC-45, *Field Manual: Safety Evaluation of Buildings after Wind Storms and Floods*
 - ☐ Other Assessment. Describe:
-

Post-Event Assessment Results

- ☐ Facility can be used as a flood evacuation shelter.
- ☐ Facility can be used as a post-event shelter.

Limitations/Comments:

FIGURE E.4.4.5 *Continued*

Facility Design Documentation and Assessment

Pre-Event Assessment

Identify the type of assessment conducted:

☐ ASCE 41, *Seismic Evaluation and Retrofit of Existing Buildings*

☐ FEMA P-58, *Seismic Performance Assessment of Buildings*

☐ Other Assessment. Describe:

Pre-Event Assessment Results

☐ Facility can potentially be used as a post-event earthquake shelter.

Limitations/Comments:

During-Event Assessment (Aftershock Considerations)

☐ USGS National Earthquake Information Center,
<http://earthquake.usgs.gov/earthquakes/map>

☐ USGS Aftershock Forecast, <http://earthquake.usgs.gov/earthquakes/step/explain.php>

☐ Other Assessment. Describe:

FIGURE E.4.4.6 Facility Design Documentation and Assessment.

Post-Event Assessment

- ☐ ATC-20, *Field Manual: Post-earthquake Safety Evaluation of Buildings*
- ☐ FEMA 306, *Evaluation of Earthquake Damaged Concrete and Masonry Wall Buildings*
- ☐ FEMA 307, *Evaluation of Earthquake Damaged Concrete and Masonry Wall Buildings valuation of Earthquake Damaged Concrete and Masonry Wall Buildings*
- ☐ FEMA 352, *Recommended Post-earthquake Evaluation and Repair Criteria for Welded Steel Moment-Frame Buildings*
- ☐ Other Assessment. Describe:

Post-Event Assessment Results

- ☐ Facility can be used as a post-event earthquake shelter.

Limitations/Comments:

- ☐ Other Hazard. Describe:

Assessment Methodology and Results:

FIGURE E.4.4.6 *Continued*

Annex F Re-entry Requirements Analysis

This annex is not a part of the requirements of this document but is included for informational purposes only.

F.1 Re-entry Program Management.

F.1.1 Following an evacuation, residents and business operators of a community will want to return as quickly as possible.

F.1.2 Authority to allow re-entry should be made under existing authorities.

F.1.3 The AHJ should determine the minimum conditions that should be in place prior to approving re-entry. The decision by local authorities to allow return to the evacuated area should be based on the results of a safety assessment, plus a determination that the infrastructure and support services are sufficient to support the returning population.

F.2 Planning.

F.2.1 Performance Objective. The performance measure would be to reduce the per capita time to repopulate the evacuated area.

F.2.2 The goals of re-entry operations are to ensure the safety and security of the returning population.

F.2.3 Planning assumptions should be in place as triggers for re-entry and short-term recovery efforts.

F.2.4 Re-entry plans should be coordinated with other applicable recovery plans to include utility restoration, debris management, building inspections, and security plans.

F.2.5 Re-entry plans should identify hazards and risks associated with the re-entry, short-term recovery, and possible mitigation opportunities.

F.2.6 Re-entry plans should identify as a minimum which utilities and services (public and private) must be in place prior to the start of re-entry.

F.2.7 Re-entry plans should identify which special use occupancies could need specific criteria consideration prior to allowing re-entry.

F.2.8 Re-entry plans should identify clearly defined roles and responsibilities for individuals, local government, private sector services, and state or regional authorities (airports, rail systems).

F.2.9 Re-entry resources should be identified to include sourcing and funding.

F.2.10 Re-entry plans should include communications models to address order of re-entry and providing information to media sources.

F.2.11 Re-entry routes should be identified and communicated.

F.2.12 Re-entry processes (phases and required identification) should be communicated.

F.2.13 Re-entry plans should include a hotline for unmet needs.

F.3 Implementation.

F.3.1 The re-entry management team should be established as soon as possible following an evacuation and be deployed prior

to initiating the phased re-entry of emergency responders, essential employees of businesses, and the general return of the population.

F.3.2 Prior to initiating re-entry, the safety of the evacuated community should be determined, including confirming that any impacts from the hazard that prompted the evacuation have been mitigated. Weather should be monitored for conditions that could result in secondary or cascading events (e.g., mudslide due to heavy rain after wildland fires).

F.3.3 Prior to initiating the general return of the population, infrastructure assessment including access via roads and bridges, utility services (electric, natural gas, potable water, sewage, communications), public services (law enforcement, emergency medical services, fire/rescue, building and health inspection, mail delivery, social support organizations) and other essential services (hospital, pharmacy, food, gasoline, building repair suppliers) are sufficient.

F.3.4 One or more recovery support centers should be considered.

F.3.5 Insurance needs should be addressed during implementation.

F.3.6 Consideration for curfews should be identified.

F.4 Training and Education. The re-entry plan should be included in ongoing training and education for decision-makers and field personnel.

F.5 Exercises. The re-entry plan should be periodically exercised.

F.6 Maintenance and Improvement. The re-entry plan should include a method to incorporate lessons learned and results of an after action report into further plan revisions. See Table F.6.

Table F.6 Re-entry Requirements Analysis

Legislative Authority/Legal Issues

Authority to allow re-entry into evacuated areas	Is re-entry being conducted as part of a "local state of emergency" or other emergency act provisions? If not, under what authority will re-entry activities be operating? Who has the authority to allow re-entry into evacuated areas? How is authority exercised? Are there legislative requirements that need to be met prior to allowing re-entry?
--	---

(continues)

Table F.6 *Continued*

Conditions or circumstances that should be in place prior to approving re-entry	What conditions such as: level of certainty that the area will not need to be re-evacuated, the ability to effectively manage re-entry, services required to be operational are in place prior to re-entry, etc.?
Legal issues to be considered	Are triggers identified? Are all legal requirements addressed prior to and during re-entry? Should your local or regional legal counsel be consulted prior to re-entry? Is there adequate documentation leading up to and during re-entry?
Developing the Re-entry Plan	
Planning assumptions	Does the re-entry plan identify assumptions for re-entry?
Operationalizing re-entry plan with other plans	Is the re-entry plan integrated with other plans such as debris management plans, security plans, etc.?
Hazard identification and risk assessment	Does the re-entry plan identify hazards, and assess the risks associated with re-entry, and provide acceptable mitigation strategies?
Utilities and services required to be functioning prior to re-entry	What utilities and services are required to be operational for re-entry to begin? (water, power, sanitary, fire and rescue response, policing, etc.) Note: Depending on circumstances, utilities might not need to be functioning or only partially functioning to allow for re-entry. However, it would need to be identified who can return without fully functioning utilities, such as nursing homes, residential homes, hospitals, etc.

(continues)

Table F.6 *Continued*

Special requirements for re-entry for some occupancies	Special situations can have certain requirements that need to be in place prior to re-entry of those occupancies, such as nursing homes, hospitals, prisons, etc. These might require all utilities be operational and/or specially trained personnel to accompany residents of these occupancies.
Resource analysis	What resources will be required to adequately facilitate re-entry? Where will the resources come from? Who will cover the costs?
Roles and responsibilities assigned to agencies and individuals	Have roles and responsibilities been clearly defined and assigned/accepted?
Re-entry communication strategy to inform community regarding re-entry	Is a communications strategy in place for the re-entry? Is the re-entry phased? If so who can return when and by what routes?
Access routes	Have access routes been verified and communicated?
Full scale or phased re-entry	Has the timing been planned and communicated for either full-scale or phased re-entry?
Need for identification and what will be acceptable documentation	What identification will be required for residents, business owners, and employees? Who will view identification and approve entry?
Documentation process regarding who has/has not returned	Is there a mechanism in place to track who has returned and who has not returned?
Who do community members call for assistance once back in their community	Is there a helpline for community members to call for assistance when they return?
Implementing the Re-entry Plan	What services will be offered? Implementation
Use of re-entry teams (can be in advance of re-entry timing)	Is a re-entry team in place for implementation?

(continues)

Table F.6 *Continued*

Resources to assist meeting needs of community (might need to establish community support centers — i.e., building/electrical/plumbing/gas/fire inspectors, mental health specialists, medical specialists, as well as basic supplies to assist such as bottled water, work gloves, dust masks, etc.)	Is there a recovery center/support center in place for community members to assist with inspections, permitting, public health, materials, etc.?
Assessment teams and situation reporting	Are assessment teams in place for situational awareness?
Law enforcement	Is law enforcement in place for re-entry?
Emergency response within the re-entry areas	Is emergency response available in re-entry areas?
Use of curfews	Is there a need for curfews? Will they be enforced community-wide?
Working with insurance firms	Is there a plan in place to work with insurance companies?
Demobilizing the Re-entry Plan	Re-entry De-mob
Identify who has authority to demobilize re-entry plan	Is there statutory authority to authorize demobilization of the re-entry plan?
What criteria needs to be met to determine that re-entry is complete	What triggers are identified?
	Is there a process/procedure for an after action report (AAR) for community partners?
	Is there a process/procedure in place to authorize revision of the re-entry plan based on the outcome of the AAR?

Annex G People with Disabilities and Other Access and Functional Needs

This annex is not a part of the requirements of this NFPA document but is included for informational purposes only.

G.1 Introduction. During and after an incident, survivors within the affected area will include people from diverse cultures, races, and nations of origin; individuals who do not read, have limited English proficiency, or are non-English speaking; people with disabilities or food allergies; people with disabilities and other access and functional needs; people with physical, sensory, behavioral and mental health, intellectual, developmental, and cognitive disabilities, including individuals who live in the community and individuals who are institutionalized; older adults with and without disabilities; children with and without disabilities and their parents or caregivers; individuals who are economically or transportation disadvantaged; women who are pregnant; individuals who have acute and

chronic medical conditions; and those with pharmacological dependency.

Person with a disability and other access/functional needs are protected by a variety of civil rights laws including, but not limited to, the Americans with Disabilities Act (ADA), Fair Housing Act, and Air Carrier Access Act. The ADA requires that “No qualified individual with a disability shall, by reason of such disability, be excluded from participation in or be denied the benefits of the services, programs, or activities of a public entity, or be subjected to discrimination by any such entity.” Person with a disability and other access/functional needs have a right to meaningful access to government programs and activities. Reasonable accommodations ensure that seemingly neutral rules “do not in practice discriminate.” These laws apply to emergency planning and disaster response.

The most recent interpretations of the application of the ADA to these activities are the following:

- (1) *BCID v. Bloomberg Brooklyn Ctr. for Independence of the Disabled v. Bloomberg (BCID)*, 980 F. Supp. 2d 588, 644 (S.D.N.Y. 2013), www.cidny.org/resources/159_Opinion_and_Order%20e-prep%2011-7-13.pdf
- (2) *Stipulation of Settlement and Remedial Order, BCID*, 980 F. Supp. 2d 588 (S.D.N.Y. Oct. 15, 2014) (No. 11-Civ-06690), www.cidny.org/resources/Stipulation%20of%20Settlement%20and%20Remedial%20Order%202014.pdf

See also www.ada.gov/pcatoolkit/chap7shelterprog.htm.

G.2 Identification of People with Disabilities and Other Access and Functional Needs. Federal and state organizations active in disaster management have identified the importance of including vulnerable populations in the local government’s predisaster planning. Local emergency managers utilize a variety of methodologies to identify and prepare for vulnerable populations in their emergency planning, which can result in inconsistencies and shortcomings or gaps from one community to another.

G.2.1 Categories. Several factors contributing to access and functional needs must be considered during predisaster planning, including the following:

- (1) Health factors
 - (a) Sensory, physical, mental, behavioral, and developmental disabilities
 - (b) Specialty care, including dialysis and dependency on community-based life-saving technology
 - (c) Pharmacological dependency
 - (d) Pregnancy
 - (e) Severe food allergies
- (2) Economic factors
 - (a) Migrant status
 - (b) “Latchkey kids”
 - (c) Unemployment
 - (d) Displacement
 - (e) Welfare status
 - (f) Single-parent families
 - (g) Transportation disadvantages
- (3) Social factors
 - (a) Infants and children
 - (b) Veterans
 - (c) Homeless adults, families, juveniles
 - (d) People affected by domestic violence

- (e) Religious affiliation
- (f) Ethnic background
- (4) Linguistic factors
 - (a) Limited or no proficiency in non-native language
 - (b) Limited or no reading ability

G.3 Considerations for People with Disabilities and Other Access and Functional Needs.

G.3.1 Before an Evacuation Is Ordered. To make sure that people with disabilities and others with access and functional needs are considered, the entity charged with pre-disaster planning should take the following steps before an evacuation is ordered:

- (1) Keep several copies of an up-to-date contact list of service partners in a readily available, central, and virtual location.
- (2) Practice. Standard practice calls for at least one live and one tabletop exercise each year. It is far easier to evacuate during an emergency if evacuation drills are part of the regular planning and operations.
- (3) Ensure that staff contact information is up-to-date and easily accessible to those who need it. Having a centralized and web-based timetable and staff schedule is an excellent way to keep everyone synchronized and in the right place at the right time. Use new social media (Facebook, Twitter, etc.) to help keep everyone updated.
- (4) Conduct a hazard vulnerability assessment (HVA) to identify all possible emergency scenarios and the appropriate resources and actions needed for evacuation versus shelter-in-place. (Tornadoes are an example of a shelter-in-place scenario.)
- (5) Look for appropriate alternative accommodations that can address the specific needs of persons with access or functional needs, since general population evacuation centers might not meet the physical and emotional needs of this population, provide housing for service animals, or provide family or support persons.
- (6) Evaluate the supplies and medications that will be needed for this population.
- (7) Consider the emotional needs of this population to mitigate anxiety and resistance.
- (8) The recommended practice for hospitals and nursing homes is a defend-in-place plan. Work proactively with local hospitals and nursing homes to identify backup plans for facilities that are forced to evacuate during an emergency.
- (9) Appoint and train volunteer coordinators. Untrained volunteers from the community will invariably show up to help. This valuable resource needs a trained and prepared coordinator.
- (10) Consider the needs of people with disabilities and other access and functional needs when evaluating mass notification technology.
- (11) Consider implementing a 2-1-1 line in your community. The national 2-1-1 initiative seeks to reserve those three digits nationwide as a quick, easy-to-remember telephone number for finding human services answers and to connect callers with health and human services in their community, including information on shelters and help on recovering from a disaster. (For information on 2-1-1, go to www.211.org.)
- (12) Create a campaign to help people with disabilities and others with access and functional needs create personal action plans.
- (13) Ensure that emergency notification is appropriate and access for persons who might need assistance (e.g., texts, audible messages, pictographs, translation).

G.3.1.1 Personal Action Plan. Create a public campaign to increase awareness of the importance of a personal action plan:

- (1) Make a list of emergency phone numbers and give a copy to your friends, parents, partner/spouse, and children.
- (2) Make sure someone in your family knows how to access appropriate emergency web sites.
- (3) Make an evacuation plan for leaving your home/residence, neighborhood, or city. You should also try to develop a phone tree so every member of your family can contact one person.
- (4) Because prescriptions are often written for a short period of time, make sure you have a small emergency supply. Diabetics and others with chronic illnesses might find that they do not have enough medicine for a shelter experience.
- (5) Think about care for your pet(s). Pets might or might not be allowed in a disaster shelter. Make sure your pets wear tags that indicate your name and home address and that you have recent photos of them. Explore emergency foster care options with local animal shelters.
- (6) Know the warning signals, mass notification system, and/or emergency broadcast system in your area. If you live with family members, make note of the following guidelines:
 - (a) Emphasize that the safety of your family is primary. They should not move to another location until they know it is safe to do so. Be aware that falling trees and electric lines can make walking dangerous.
 - (b) Develop a backup plan for how your children will get home from school or day care if you are unable to leave work/school.
 - (c) Ask relatives or friends to care for your young family members with functional needs, elderly family members or those needing extra assistance, and/or pets, and remember to inform all concerned about these arrangements (make arrangements with a few different individuals in case the other person has a conflict and cannot take care of your children or elderly family members in an emergency).
 - (d) Talk to your children so they are prepared but not scared. Give them small tasks so they feel that they are contributing.
 - (e) Choose two meeting places for your family: right outside your house or apartment and outside the neighborhood. Everyone should know the locations and have a time frame for arrival. If communication is not possible, establish a protocol for waiting at a predetermined location.
 - (f) Develop an action plan for how you will evacuate family members who cannot walk or need extra assistance. Consider contacting the local department of health or local emergency preparedness agency to pre-register for evacuation assistance.
 - (g) Go over your family's emergency plan once a year so everyone knows what to do and is up-to-date on any changes (are the meeting locations accessible throughout the year?).

G.3.1.2 Pack an Emergency Supply Kit. Keep an emergency supply kit at home and at work or in your car. A backpack or duffle bag works well.

Consider including the following in your kit:

- (1) Three-day supply of water and non-perishable food (one gallon per person per day, canned goods, crackers, snack bars, etc.). Pack a can opener, fork, spoon, sharp knife, and cup
- (2) Special supplies (baby items, medications, extra eyeglasses, medical equipment, plastic bags for documents and sanitation, cell phone chargers, photos of pets and family members, etc.)
- (3) Sanitation supplies (toilet paper, toothbrush, soap, antibacterial wipes, etc.)
- (4) Fully stocked first aid kit. Kit should include quality bandages (one large pad), triple antibiotic ointment, antifungal ointment, eye drops, packaged wipes, Tylenol/acetaminophen or other analgesic, saline solution, tape, burn ointment, tweezers, small magnifying glass, and needle and thread
- (5) Battery powered AM/FM radio
- (6) Flashlight
- (7) Extra batteries for radio and flashlight
- (8) Copies of important documents (driver's license or ID, passport/visa, birth certificates, phone numbers, etc.) in a waterproof case or bag
- (9) Cash, and/or credit card, phone cards
- (10) Keys to your home and car
- (11) Blanket
- (12) Map (can be useful when explaining directions)
- (13) Change of clothes and shoes (make sure they are weather appropriate)
- (14) Permanent marker (in case you need to leave a message somewhere)

G.3.2 After an Evacuation Has Been Ordered. People with disabilities and other access and functional needs often need assistance to evacuate.

G.3.2.1 General Guidelines. Following is a list of general guidelines for assisting people with disabilities and other access and functional needs:

- (1) Do not use elevators unless authorized to do so by police or fire personnel. Elevators could fail during a fire or a major earthquake.
- (2) If the situation is life threatening, call 9-1-1.
- (3) Identify volunteers and family members who can check on and assist people with disabilities and other access and functional needs during an evacuation.
- (4) Attempt a rescue evacuation only if you have had rescue training or the person is in immediate danger and cannot wait for professional assistance.
- (5) Before assisting or attempting to rescue someone with an access or functional need, ask how you can help. Ask the person how he or she can best be assisted or moved and whether there are any special considerations or items that the person needs.
- (6) An individual with the access or functional need knows best what he or she needs, so ask for advice before lifting or moving the individual.
- (7) Take extra time when communicating with people who are deaf, hard of hearing, or speech impaired. Individuals with autism and autistic spectrum disorder might also need extra time for communication.

- (8) Never separate people with disabilities and other access and functional needs from personal assistive aids (e.g., wheelchairs, canes, hearing aids, medications, special diet food, urinary supplies, service animals).
- (9) Durable medical equipment might not be working after a disaster occurs, or it might be insufficient for emergency circumstances.
- (10) Some individuals with emotional, developmental, and functional needs might be too unsettled to respond appropriately to instructions and directions, such as a public address announcement to evacuate a building. Some special and functional needs individuals might need to be in a quiet place for a while to regain their composure; others might even hide from rescue workers.
- (11) Some individuals with significant mental or learning special and functional needs or second-language speakers might not understand the significance of "Keep Out" signs and barricade tape.
- (12) For more information, see NFPA *Emergency Evacuation Planning Guide for People with Disabilities*.

G.3.2.2 Visual Impairment. The following is a list of guidelines for assisting people who are blind or have low vision:

- (1) Give oral instructions about the safest route or direction using estimated distances and directional terms.
- (2) Do not grasp the arm of a person who is blind or has low vision. Ask if he or she would like to hold onto your arm as you exit, especially if there is debris or a crowd.
- (3) Give other oral instructions or information (e.g., "Elevators cannot be used.").

G.3.2.3 Hearing Loss. The following is a list of guidelines for assisting people who are deaf or hard of hearing.

- (1) Get the attention of a person who is deaf or hard of hearing by touch and eye contact, such as tapping on the shoulder or waving your hand. Clearly state the problem. Gestures and pointing are helpful, but be prepared to write a brief statement if the person does not seem to understand.
- (2) Offer visual instructions about the safest route or direction by pointing toward exits or evacuation maps.
- (3) Ask the individual what type of assistance they require.

G.3.2.4 People Who Have a Mobility Disability. The following is a list of guidelines for assisting people with mobility-related disabilities:

- (1) One should ask the person with a mobility-related disability what, if any, type of assistance is needed.
- (2) Assumptions about the ability of a person with a mobility-related disability should not be made.
- (3) It might be necessary to help clear an exit route of debris (if possible) so that the person with a disability and other access/functional needs can move out or to a safe area.
- (4) People with mobility disabilities who cannot exit should move to a safe area to wait for assistance from first responders. Safe areas might include the following:
 - (a) Most enclosed stairwells
 - (b) An office with the door shut that is a good distance from the hazard (and away from falling debris in the case of earthquakes)
 - (c) Designated waiting areas (DWAs), usually on the upper floors of a building