

## **NBEMO / OMUNB**

Emergency Measures Organization / Organisation des mesures d'urgence New Brunswick / Nouveau-Brunswick

> Emergency Management Gestion des urgences

# Evacuation



Preparedness and Planning Unit July 2024

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#### 1. Background

#### **Purpose**

This guide describes the policies, procedures, roles and responsibilities to coordinate municipal evacuations. This includes the movement of people and resources in the early stages of an evacuation alert up to and including safe re-entry after an evacuation. This plan aligns to municipal and provincial regulations and by-laws including the *Emergency Measures Act, Municipalities Act, Local Governance Act.* 

#### **Hazards & Risks**

This plan was developed to consider a range of hazards including wildfires, snowstorms, freeze up, electrical blackout, hazardous materials incidents, infectious diseases and transportation incidents.

#### **Types of Evacuations**

#### **Evacuation Alert**

An Evacuation Alert (Alert) advises the affected population of a potential or current threat which may lead to an Evacuation Order.

#### **Evacuation Order**

An Evacuation Order (Order) means the impacted population must leave the specified area immediately. Life safety is the most important consideration when ordering an evacuation. In some situations, an Evacuation Order is immediate, and no Evacuation Alert is given.

#### **Evacuation Rescind**

When the hazard threat to life and safety has passed, the Incident Commander and/or available hazard-specific subject matter experts will make a recommendation to the EOC to formally rescind the Evacuation Order or to downgrade it to an Evacuation Alert.

See Appendix A for additional definitions and acronyms.

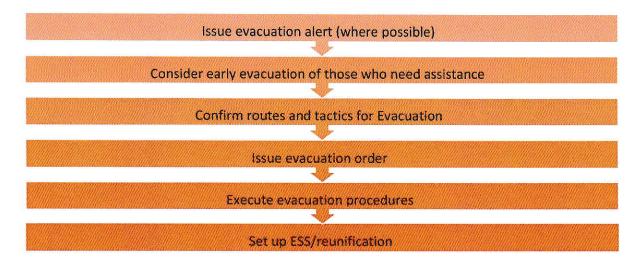
#### **Authority to Activate**

The mayor of the municipality (or their delegate) has the authority to activate and, at the end of the emergency phase (including short-term recovery if applicable), deactivate this Plan.

The Community has overall responsibility for all Evacuation Operations when a state of emergency has been declared and approved by the minister. In most situations, the Incident Commander may recommend an evacuation.

Additionally, the Department of Natural Resources and Energy Development, Office of the Fire Marshall, the Medical Officer of Health, and the RCMP have "Authority of Jurisdiction" to initiate an

## 3. Operations

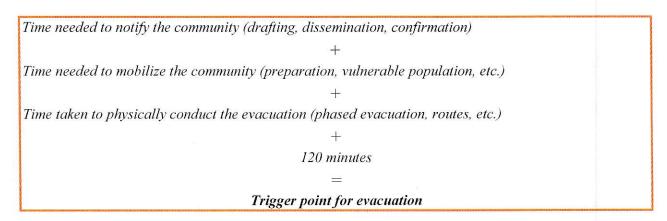


#### Trigger Points - When and Where to issue an alert?

Areas to be evacuated, or areas where sheltering-in-place should occur, will be determined based on identified target hazard areas, or by estimates made at the time. The area may change based upon changes in conditions or projections. Projections may require that evacuation or sheltering in-place occur in larger areas than initially impacted.

The closure or blockage of Highways is a critical issue; an evacuation must be completed before the road is closed/impacted.

To calculate the trigger point for evacuation, consider the following equation:



#### **Issuing an Evacuation Alert**

The Mayor and Council issue all Evacuation Alerts, Orders and Rescinds.

To complete an Evacuation Alert, the following must be completed:

#### **Transportation Considerations**

- □ As many evacuees as possible should use their own personal transportation during an evacuation.
- □ Encourage evacuees to limit the number of vehicles to one per family.
- Encourage evacuees to help transport neighbors.
- □ Encourage evacuees to remove recreational vehicles early.
- ☐ In some cases, it may be necessary to control traffic on other routes to minimize the impact on evacuation traffic.
- □ Multiple passenger vehicles, which may be utilized, include the school bus and local charter buses.

#### **Issuing an Evacuation Order**

#### To complete an Evacuation Order, the following must be completed:

- □ The EOC, in consultation with the hazard Incident Commander makes a determination that an Evacuation Order is required.
- □ Notify Council (who approves the Order) and first responder agencies.
- □ Request assistance to perform evacuation notifications (e.g., from first responders or other identified groups such as Ground Search and Rescue).
- □ Based on advice, map the geographic boundaries for the Evacuation Order. Identify the evacuated area using civic addresses, street names, or any combination that works for the community.
- □ Declare a State of Local Emergency (SOLE) (<u>Appendix E</u>), publish online and notify the public.
- □ Complete an Evacuation Order template (Appendix E).
- □ Notify the impacted area of the Evacuation Order.
- □ Email a copy of the SOLE and Evacuation Order to NBEMO including the REMC.
- □ Stand up ESS and/or notify Host Community.

#### After Issuing the Evacuation Order:

- □ Confirm Evacuation Order and SOLE has been issued to public and NBEMO.
- □ Confirm First Responder and other resources who are executing the evacuation.
  - a. Confirm evacuation zone assignments (assign a leader to each zone).
  - b. Ensure maps have been provided.
  - c. Establish check-in times with IC and zone leaders if applicable (leader will check in with the EOC on progress at regular intervals until complete).
- □ Ensure an assembly point and leader has been identified for those without transportation.
- □ Confirm ESS support / host community for evacuees.

#### **Community-Wide Evacuation Operations**

#### **Evacuation Procedure:**

In the event a large portion (or all) of the community must be evacuated, door to door checks should be completed using a zone system:

□ EOC Director/IC to determine which zones require evacuation.

Access control prevents entry by unauthorized persons and protects lives by controlling entry into the hazard area. Criteria for allowing entry into closed areas will be established for each incident including:

- No Access prohibits the public from entering the closed area. Authorized personnel as required.
- Limited Access allows persons into closed area according to access criteria established by the Incident Commander or, if activated, by the EOC (and with a permit issued by the EOC).

#### Vulnerable Populations / Populations Requiring Additional Assistance

As of Aug 2022, 21.9% of the population is over 65 and over. This represents 171,262 people and ranks NB among the top in the highest proportion of older citizens in the country.

In addition, a shadow population and transient population (summer workers, tourists, campers in isolated area, etc.) fluctuates throughout the seasons. Homeless individuals in shelters within the community and are unlikely to have access to transportation.

The following tactics may be considered where appropriate:

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- ☐ Identify whether the hospital must be evacuated (or can remain a shelter for those already admitted).
- ☐ Advise the hospital to activate their emergency evacuation plan.
- □ Ensure that additional ambulance (ground an air) services have been requested by NB Ambulance.

#### **Seniors Housing**

- □ Where possible, engage primary care givers to provide assistance to those who may have difficulty evacuating.
- □ Coordinate with hospital for any who are bed-ridden/require more extensive care.
- ☐ Those without transportation should be moved to Assembly Location (bus or van to assist) where they can be moved with others who do not have transportation.

#### Day Care, Elementary School and Secondary School

- □ Work with the School District to support any evacuation plan/procedure they may have in place. If a feasible plan is not available:
- ☐ In case of evacuation alert, the EOC/school district should advise parents to pick up their children as soon as possible and keep students at home to prepare for evacuation with their families.
- ☐ In case of evacuation alert, the EOC/school district must arrange for appropriate transportation to be pre-positioned in order to evacuate both schools completely (the intent may be to take them to a reception centre).
- ☐ In case of an unforeseen and sudden evacuation order, parents will have to pick up local children while the school district evacuates (unless additional resources can be galvanized quickly to support).

#### Shelters/Homeless/Transient Populations (Tourists/ seasonal workers)

- □ Direct those without transportation to assembly locations.
- Reach out to industries to confirm if there are missing workers.
- ☐ If time and safety allow, search common areas for these populations to ensure they evacuate.

#### **Domestic Animals**

- □ Domestic animals (pets) are the direct responsibility of the owner, who shall provide a carrying case/cage/leashes, any medications and basic food and water as required.
- □ A separate Pet Care Shelter may be established by the ESS at the Reception Centre(s).

#### The Incident Commander (IC)

The IC provides recommendations for Evacuation Alerts, Orders, and/or Rescinds to the Policy Group and EOC; and assists in determining the specifics of the recommendation including the geographic area of the Alert, Order, Rescind, and recommended evacuation route. While the Local Authority (EOC if activated) retains the decision-making authority to accept or reject the recommendations of a hazard IC, it is strongly recommended to follow IC's advice.

The IC is a reliable source for recommending response actions, including evacuations. If the emergency situation shows an immediate threat to the health and safety of people in any portion of the community, the Incident Commander, or any First Responder, can initiate a Tactical Evacuation.

#### **EOC Director & Command Staff**

The EOC Director will support the IC and the evacuation coordination. Where the EOC is activated, this includes managing alerts and orders, providing resources to execute evacuations, and communicating with the public and other agencies (Council/Policy Group, EMO).

#### Finance Section

The Finance Section will track costs related to the evacuation (planning, execution, and re-entry where applicable). The Finance Section will also lead the cost/claims process for any evacuees.

#### **Logistics Section**

The Logistics Section is responsible to procure resources (from mutual aid, provincial, industry, partners and others) to support the operation.

#### **Planning Section**

The Planning Section provides direct support to the EOC Director to ensure situational awareness and anticipate the behaviour and impact of the event over time. This includes weather/air quality monitoring, evacuation trigger points, and impact projections. The Planning Section works closely with the Operations Section to provide critical information. This section is also responsible to develop the reentry plan for the evacuated community.

#### **Operations Section**

The Operations Section will provide tactical and resource support to the IC to execute the evacuation and execute re-entry. In a community-wide evacuation, this section will track zone by zone evacuation completion for the EOC (while in direct contact with the I/C on the ground or other operations staff who may be charged to coordinate the evacuation). The Operations Section is also responsible to ensure Emergency Support Services are established for evacuees (see also Operations Section – ESS Director). The Operations Section must keep the Planning Section current on initiatives they are undertaking.

Estimated duration of evacuation

Additional guidance on messaging has been included in Appendix F.

## 5. Recovery

#### Considerations Before Rescinding an Evacuation Order

- Have community support agencies had the opportunity to prepare the area for re-entry?
- Is it safe for the entire Evacuation Order to be rescinded, or only a portion?
- Has access for impacted residents been facilitated in advance of general re-entry (critical services

   power, water, hospital been set-up, reunification centre available if needed)?

#### **Rescinding an Evacuation Order**

- 1. The EOC, in consultation with the hazard Incident Commander, makes the determination that an Evacuation can be rescinded.
- 2. Notify Council (who approves the Rescind) and first responder agencies.
- 3. Coordinate early re-entry for community support agencies (e.g. critical services and supports see next section on Re-Entry) to prepare for community re-entry.
- 4. Consider allowing residents who may have lost homes or property early access into the evacuated area.
- 5. Complete an Evacuation Rescind template (Appendix E).
- 6. Notify evacuated residents of Evacuation Rescind.

## Annex A: Definitions & Acronyms

**Emergency Operations Centre -** A pre-designated facility established by an agency or jurisdiction to coordinate the overall agency or jurisdictional response and support to an emergency.

**Evacuation Alert** – Evacuation Alert allows for the population at risk to begin an orderly preparation to voluntarily leave the affected area within a specified time frame. The reality of the situation may require immediate action with short notice.

Note: In some situations, an Evacuation Order is immediate, and no Evacuation Alert is given.

**Evacuation Order** – The population at risk is ordered to evacuate the area specified in a formal written order. An Evacuation Order means the impacted population must leave the specified area immediately.

**Evacuation Rescind (All Clear)** – The population at risk is allowed to return to the area previously evacuated, having been advised that the danger has passed. There is the possibility that the danger may re-manifest itself and the Evacuation Notice is reinstated.

**Sheltering-in-place** – Advice to residents to remain inside and seal the building (shutting down heating and air conditioning units). This gives immediate protection and should be considered for a short duration.

**Strategic Evacuation** – An evacuation in which there is time to follow an escalating process (alert followed by an order).

**Tactical Evacuation** – A tactical evacuation is an evacuation resulting from a hazard impact that requires immediate action and allows for little warning or preparation. The hazard Incident Commander (IC) or any authorized first responder (e.g. community firefighter or police) at the scene of the event can order the tactical evacuation of persons with no formal documentation. Hazardous material accidents/incidents, fires, and flooding are examples of events that may require a tactical evacuation.

# Assembly Location / Shelter-In-Place

(Insert maps)

## **Annex C: Action Checklists**

The Evacuation Plan and checklists below are a guide and may vary according to the type, size and complexity of an incident and geographic area involved.

#### Evacuation Checklist - Operations / Incident Command On-Site

Exclude people from entering the threat area by diverting vehicle and pedestrian traffic – indicate
boundary, zone on map:
Agency in charge resources assigned:
<ul> <li>RCMP</li> </ul>
• Fire
<ul> <li>Public Works</li> </ul>
<ul> <li>EOC staff members, called-out/alerted</li> </ul>
<ul> <li>Traffic Control (Flag persons called out)</li> </ul>
Other: specify
Rescue – indicate area, zone on map:
Agency in chargeresources assigned:
<ul> <li>Search and Rescue</li> </ul>
Fire Department
NB Ambulance Service
Other: specify
Evacuate – indicate area on map (Zone #):
Agency in charge resources assigned:
<ul> <li>Fire Department</li> </ul>
<ul> <li>RCMP</li> </ul>
<ul> <li>NB Ambulance Service</li> </ul>
<ul> <li>EOC staff members, increased callout Traffic Control (Flag persons called out)</li> </ul>
Other: specify
Ensure all agencies are consulted prior to evacuation and understand the decision.

When Emergency Operations Centre is operational:

Ensure that notification has been given to local elected officials and NBEMO.

Incident Commander establishes criteria for Access Control into the zone.

- Set up Reception Centre, consider number of people who will require assistance.
- Consider special needs evacuees, required transportation and establish priorities.
- Consider potential for domestic animals to be evacuated with families and alert ESS to prepare for pet evacuees.
- Consider potential for commercial farm animals to be evacuated and alert Livestock Evacuation Team.

## **Annex D: Evacuation Toolkit**

#### **EVACUATION RECORDING PROCEDURES**

Ensure that all premises are reported on the Evacuation Log.

Where first responders are equipped with ribbons: The evacuation team will use one 2-3-foot-long ribbon of colour-coded, weather-resistant tape to indicate the evacuation status of each premise. Tie the appropriate ribbon around the doorknob most visible to the street. Should a door not be visible from the street, attach tape to the side of the house where it is visible. Should the house not be visible from the street, place the ribbon at the entrance to the driveway (e.g. around mailbox or tree).

If ribbons are not available: A door sign template has been provided, circle the appropriate option and tape to the door (transparent packing tape if possible).

Additionally, SARs may use tablets to keep track of this information.

Colour (ribbons) / Classifications	Actions
Blue-Not home	Requires a second visit if safe to do so. Tape the Evacuation Order to the door of the property with a note explaining the meaning of the blue tape, and instruction to call the phone number on the Order for more information or instruction.
Pink-Notified	Ready to evacuate when ordered. Provide occupant with yellow ribbon to exchange with pink ribbon when leaving.
Yellow- Evacuated	Explain to residents to replace pink ribbon with yellow ribbon when they leave the premises.
Orange- Refused	Advise that responders will not be put at risk to rescue them. Note address, report and record the refusal. Explain the purpose of the orange tape: so First Responders will not visit property again for evacuation notification, or be alarmed at occupied residence during patrols. Provide Order and highlight EOC contact information.
OPTIONAL:	
Red–Needs Assistance	Try to delegate assistance to neighbours. Use situational discretion in deciding whether to directly assist. Explain the meaning of the tape: it is a flag for First Responders to come back to provide assistance in evacuating. Note status, actions taken and continue with evacuation notification.

**Evacuation Notification is the Priority – Keep Moving!** 

## **Evacuation Door Sign:**

This residence/business/facility is in an area that has been

# **Ordered to Evacuate**

This location	was	checked on	
			Date

Occupants were:

(Circle Option)

- > Not home
- » Notified of Evacuation
- > Evacuated
- » Refuse to Evacuate
- Need Assistance

# and the health and safety of persons, including: ( ) cause an emergency measures plan to be implemented; ( ) acquire or utilize or cause the acquisition or utilization of any personal property by confiscation or by any means considered necessary; ( ) authorize or require any person to render the aid that the person is competent to provide; ( ) control or prohibit travel to or from any area or on any road, street or highway; ( ) provide for the maintenance and restoration of essential facilities, the distribution of essential supplies and the maintenance and coordination of emergency medical, social and other essential services; ( ) cause the evacuation of persons and the removal of livestock and personal property threatened by a disaster or emergency, and make arrangements for the adequate care and protection of them; ( ) authorize any person properly identified as authorized by the Minister, by the Emergency Measures Organization or by the municipal emergency measures organization to enter into any building or on any land without warrant; ( ) cause the demolition or removal of any building, structure, tree or crop if the demolition or removal is necessary or advisable for the purposes of reaching the scene of a disaster, of attempting to forestall its occurrence or of combatting its progress; ( ) procure or fix prices for food, clothing, fuel, equipment, medical or other essential supplies and the use of property, services, resources or equipment; and to order the assistance, with or without remuneration, of persons needed to carry out the provisions mentioned in this section; ( ) to order the assistance, with or without remuneration, of persons needed to carry out the provisions mentioned in this section; DATED at \_\_\_\_\_\_, in the County of \_\_\_\_\_\_, Province of New Brunswick, this \_\_\_\_\_day of \_\_\_\_\_20\_\_. Mayor (or Delegate) Print Mayor (or Delegate) Signature

THE UNDERSIGNED HEREBY AUTHORISES, pursuant to section 12 of the Emergency

Measures Act, 2011, municipal staff to do everything necessary for the protection of property, the environment

#### **Evacuation Order Template**

#### **EVACUATION ORDER**

#### [DESCRIPTOR OF AREA]

#### [DATE (mm/dd/yyyy) AND TIME (24-hr clock)]

Pursuant to Section 12 (f) of the NB Emergency measures Act an Evacuation Order has been issued by the Municipality due to immediate danger to life safety caused by: [briefly describe event].

Local First Responders and other applicable agencies will be expediting this action.

The Evacuation Order is in effect for the following areas:

[Geographic description including boundaries and properties impacted. Include map of evacuation area and evacuation route]

#### YOU MUST LEAVE THE AREA IMMEDIATELY

#### WHAT YOU SHOULD DO:

- Follow the travel route provided and register at: [ESS Reception Centre address and name of facility/host community].
- If you need transportation assistance from the area, advise the person providing this notice or call [contact number].
- Shut off all gas and electrical appliances, other than refrigerators and freezers.
- · Close all windows and doors.
- Close gates (latch) but do not lock.
- Gather your family, and, if you have room, take a neighbour or someone needing transportation.
- · Do not use more vehicles than you have to.
- Take critical items (medicine, purse, wallet, and keys) only if they are immediately available. Take pets in pet kennels or on leash.
- Do not use the telephone unless you need emergency service.

Further information will be issued at [date/time/meeting location] or visit [website/social media page] for more information.

Signature:	
[Board/Chair or designate, Mayor or Designat	te, Chief or Designate]
Municipality of [name]	

# Annex F: Public Information - Templates and messaging

## SHELTER-IN-PLACE INSTRUCTIONS FOR THE PUBLIC (Hazmat)

- 1. Get inside your home or other building as quickly as possible.
- 2. Close all doors, windows, fireplaces, vents or other openings. Use duct tape, foil or plastic wrap to seal leaks.
- 3. Turn off all heating, ventilation and air conditioning systems. Close vents.
- 4. Close drapes, curtains and shades. Stay away from external windows.
- 5. Use stairwells whenever possible. Limit the use of elevators.
- 6. Use telephones only if you need immediate emergency service.
- 7. Turn on the radio or television for information.

8.	The signs and symptoms of exposure to the hazardous material are as follows:	
9.	If you have any of these signs or symptoms, seek medical help outside the evacuation area or at the medic station located at:	

### **EVACUATION INSTRUCTIONS FOR THE PUBLIC**

- 1. Stay calm.
- 2. Do not use the telephone or your cell phone unnecessarily.
- 3. If an Evacuation Alert is issued:
  - a. Gather your family.
  - b. Assemble essential items (clothing and footwear, medicines, money, insurance papers, pets in carrying cases or on leash, etc.).
  - c. Turn off the lights and any heat. Shut off any gas or propane devices.
  - d. Be prepared to leave in one vehicle, if possible.
  - e. Contact a neighbour, if they don't have a vehicle, offer transportation.
  - f. If you leave, put a note stating WHERE YOU HAVE GONE on the front door or end of driveway.
- 4. If Evacuation Order issued:
  - a. Gather your family, if in the immediate vicinity.
  - b. Take critical items only if immediately available.
  - c. Pets in carrying cases and/or on leashes.

### Annex G: EOC Role Checklists for Evacuation Coordination

#### **EOC Director**

- ☐ Identify Operations Chief and other key roles in EOC if unfilled.
- □ Establish link with any activated NBEMO and REMC.
- □ Notify REMC that EOC is established.
- □ Connect with Incident Commander.
- Staff Liaison Officer, Information Officer and Risk Management Officer positions.
- Receive sign-off from applicable authority on SOLE, Evac Alert, Evac Orders and Evac Rescinds.

#### **EOC Operations Section**

- ☐ Establish communication link with I/C and NBEMO as appropriate.
- ☐ Assess need for evacuation if not already decided/discussed.
- Ensure utilities are advised.
- □ Monitor potential spread of hazard and need for mitigation.
- □ Coordinate/support the evacuation of people and livestock.
- Coordinate in defining evacuation area (alerts and orders) and establish access control perimeters (coordinated with RCMP).
- Secure disaster scene for subsequent investigation if applicable (RCMP).
- □ Coordinate traffic control and routes for emergency vehicles (RCMP).
- Coordinate the protection of property and relocate resources where necessary to support evacuation.
- Coordinate the elimination of hazards from damaged utilities.
- Identify requirement to evacuate public health facilities.
- □ Establish ESS (ESS Branch).
- □ Staff ESS positions for possible reception centres (ESS Branch).
- □ Liaise with host community if applicable.

#### **EOC Planning Section**

- Monitor situation and provide updates to EOC team.
- Consider impact/incident projections (is the hazard getting bigger, changing directions, are other contributing factors at play).
- Supervise damage assessment.
- Consider possible major effects (Advance Planning Unit) including injuries and fatalities, fire, explosions of propane tanks and other hazards, damage to property, collapse of buildings and other structures, sudden health requirements, release of toxic smoke, fumes, disruption of traffic and communications, disruption of utilities.
- Support Operations by developing the Plan for the next operational period.
- □ Plan for Re-Entry.

## Annex H – Re-Entry Planning

#### Stage 1 – Damage Assessment

- Access should be restricted to agencies and private service providers with key roles in damage assessment.
- Determine the minimum level of service required prior to community re-entry.
- □ Accurately document any damage at all stages of the re-entry procedures.
- ☐ Initially, resources should be dedicated to providing detailed damage assessment and safety planning. Areas for consideration may include:
  - Structures safe access and condition
  - ➤ Water and Wastewater Services availability, potability, repairs and certification
  - Air Quality Conditions
  - Gas and Electric
  - > Access Routes
  - > Telecommunications (including provision of 911 service where applicable).
  - Accommodation/Food
  - Debris/Waste Management
  - Secondary hazards (animals, insects, fire retardant)

#### Stage 2 – Restoration of Services

Restore services to enable safe and sustainable living (may not be original condition. Prioritize restoration accordingly. The following list is not in order of priority):

- ☐ Medical Facilities the minimum level of health services required will need to be defined by NB Health
- □ Emergency Services (Fire, Police, Ambulance, 911)
- □ Water system functional and able to deliver water; issue a boil water advisory if necessary
- □ Sewage collection and treatment system is functioning
- ☐ Garbage collection and treatment system is functioning
- □ Storm water collection and discharge
- ☐ Gas and Electric restoration of gas and electric facilities
- Communications restoration of communications (voice and data)
- □ Lighting and traffic signals
- □ Public Works restoration of the public works operations centres, landfill, and waste collection program. The waste collection program should include a specific plan for disposal of decaying garbage, white goods (appliances), electronics, large amounts of construction and vegetation debris and household hazardous waste.
- □ Critical Retail (grocery stores, pharmacies and gas stations) that are required to support re-entry
- ☐ Banking facilities should be available for all residents to have access to banking and cash services
- Daycare/education facilities