

JOINT SOP

Title	Evacuation for major emergencies
Purpose	To standardise procedures for the withdrawal and eventual return of persons impacted by Major Emergencies.
Scope	<p>This Joint Standard Operating Procedure (JSOP) relates to the responsibilities of applicable agencies, through the five stages of evacuation; decision, warning, withdrawal, shelter and return, and applies to Incident Controllers and agencies who are required to perform tasks in the event of an evacuation.</p> <p>This JSOP applies to major emergencies requiring evacuation of community members from an incident area. The principles of the JSOP may applied for evacuation during non-major emergencies</p> <p>This JSOP is limited to emergencies that require the movement of people to a safer place. Emergencies that provide no alternative but to 'shelter in indoors' need to be considered outside or in addition to this JSOP.</p> <p>The role of Evacuation Manager is the responsibility of Victoria Police. Any reference to Evacuation managers in this JSOP is to be read in conjunction with Victoria Police policy and protocols.</p>
Applicable Agencies	<p>This procedure applies to the following agency personnel;</p> <ul style="list-style-type: none"> • CFA • DELWP (FFMVic) • MFB • VICSES <p>Note: Victoria Police discharge their responsibilities for evacuation as per their agency policies and procedures.</p>
Content	<p>The procedural contents of this JSOP are:</p> <ul style="list-style-type: none"> • Step 1: Decision to evacuate • Step 2: Warning • Step 3: Withdrawal • Step 4: Shelter • Step 5: Return • Schedule 1: Consideration of Evacuation during an Emergency • Schedule 2: Recommendation to Evacuate • Schedule 3: Consideration for Return of Evacuees after an Evacuation • Schedule 4: Recommendation- Safe to Return • Schedule 5: Evacuation Responsibilities Flow Chart

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Responsibilities	Incident Controller, Evacuation Manager, Victoria Police, Incident Health Commander, Municipal Council, DHHS.
Definitions	<p>The following definitions apply to this procedure:</p> <p>Evacuation The planned relocation of persons from dangerous or potentially dangerous areas to safer areas and eventual return. The purpose of an evacuation is to use distance to separate the people from the danger created by the emergency.</p> <p>Major Emergency</p> <p>(a) A large or complex emergency (however caused) which:</p> <ul style="list-style-type: none"> a. Has the potential to cause or is causing loss of life and extensive damage to property, infrastructure or the environment; or b. Has the potential to have or is having significant adverse consequences for the Victorian community or part of the Victorian community; or c. Requires the involvement of 2 or more agencies to respond to the emergency; or <p>(b) A Class 1 emergency; or</p> <p>(c) A Class 2 emergency</p> <p>Shelter in Indoors The process by which members of the public are asked to taking shelter indoors to provide a level of protection from the impact or consequences of an emergency.</p>

PROCEDURE

1. Decision to Evacuate
 - 1.1. A recommendation to evacuate should only be made when this is expected to offer a higher level of protection for members of the public than other options, and can be achieved without endangering response agency personnel.
 - 1.2. Any consideration of a recommendation to evacuate should be made in accordance with the State Emergency Response Plan, any local emergency management and evacuation plans in place and this JSOP.
 - 1.3. In making the decision on recommending to evacuate an area, the Incident Controller shall:
 - 1.3.1. Give consideration to the points identified in Schedule 1; and
 - 1.3.2. Record the final decision in their log book, as a minimum, and where practicable the key considerations for or against a recommendation to evacuate on the proforma in Schedule 1.
 - 1.4. In urgent circumstances requiring evacuation the Incident controller will immediately disseminate the recommendation to evacuate, irrespective of whether or not they have contacted Victoria Police and completed the Recommendation to Evacuate form, in Schedule 2.

- 1.5. Where the Incident Controller decides to recommend that people should evacuate, the IC is urgently required to communicate this decision to:
 - 1.5.1. Victoria Police representative present, (in accordance with Schedule 2);
 - 1.5.2. Incident Management Team (IMT);
 - 1.5.3. Incident Emergency Management Team (IEMT);
 - 1.5.4. Up the Line of Control and/or the agency chain of command; and
 - 1.5.5. Incident personnel via the responsible IMT functional leaders.
 - 1.6. Victoria Police members may use VP Form 682 and other policies to guide their actions in the evacuation stages. These documents are aligned to this JSOP and schedules.
 - 1.7. The Incident Controller may, depending on the circumstances, delegate the function of the management of an evacuation to a Deputy Incident Controller, or an Evacuation Manager, however the decision to recommend an evacuation remains with the Incident Controller.
 - 1.7.1. The appointment of a Deputy Incident Controller should consistent with JSOP 3.08 Appointment of Regional and Level 3 Incident Controllers.
 - 1.8. The IMT shall give consideration to the impact of a decision to recommend evacuation on the management of the emergency.
 - 1.9. In some urgent life threatening circumstances, and in an effort to preserve life, the decision to recommend evacuation may be made by any agency representative. In this circumstance, the Incident Controller is required to be notified of the decision as soon as possible.
 - 1.10. If an evacuation is recommended, the Incident Controller should give consideration to the duration of the evacuation and document in Schedule 1.
2. Warning
- 2.1. If the Incident Controller recommends evacuation of a given area, the Incident Controller is required to:
 - 2.1.1. Give priority to communicating the recommendation to evacuate to the public, in consultation with Victoria Police, where required;
 - 2.1.2. Issue the recommendation to evacuate using appropriate tools and/or methods;
 - 2.1.3. Ensure that all recommendations to evacuate refer, where appropriate, to any other 'emergency warnings' issued for the area recommended to be evacuated; and
 - 2.1.4. Ensure that all information releases regarding a recommendation to evacuate include an estimated time, beyond which it may be too dangerous to evacuate.
 - 2.2. Where authorisation of the Incident Controller is not practicable and an extreme and imminent threat to life may exist, an evacuation message can be issued by any agency personnel.

3. Withdrawal

3.1. On receipt of a recommendation to evacuate by the Incident Controller, Victoria Police will ensure an Evacuation Manager is appointed. This role may already be nominated or in place in anticipation of an emergency that may require evacuation.

3.2. The Evacuation Manager will:

3.2.1. Ensure that they have ascertained all necessary information from the Incident Controller;

3.2.2. Record all relevant information and ensure resources required to effect evacuation are available;

3.2.3. Sectorise and prioritise the affected area and consider assembly areas if required;

3.2.4. Identify transport options;

3.2.5. Develop and communicate a traffic management plan (in consultation with the Traffic Management Manager) ensuring egress routes are clearly identified and consider welfare/ first aid options on route;

3.2.6. Ascertain a list of vulnerable people/ facilities in the area and consider their relocation in consultation with the Health Commander;

3.2.7. Identify relief options and determine the most appropriate form of relief in consultation with the Incident Controller and the IEMT; and

3.2.8. Activate a registration system for relocated people.

3.3. During the withdrawal stage the Evacuation Manager should consult with the Health Commander in relation to:

3.3.1. Managing the withdrawal of identified vulnerable persons from health and aged care facilities;

3.3.2. Support the withdrawal of identified vulnerable people who have health related needs; and

3.3.3. Support the health needs of the community once evacuated.

3.4. The Evacuation Manager should communicate withdrawal decisions and maintain ongoing communications with the Incident Controller, Health Commander, IEMT, Municipal Council(s) and support agencies. This includes reporting progress and completion of withdrawal actions.

4. Shelter

4.1. Emergency shelter options should be provided following an evacuation for as long as it is required until other accommodation arrangements are made.

4.2. Emergency shelter may include:

4.2.1. Assembly areas and/or safer locations; and/or

4.2.2. Emergency Relief (including emergency relief centres).

4.3. The decision of shelter options should be made in consultation with the Incident Controller, Victoria Police and the relevant municipal council.

4.4. General Considerations for shelter should include:

- 4.4.1. Registrations;
- 4.4.2. Public information;
- 4.4.3. Basic needs (water, food) including sanitation.
- 4.4.4. Contingency arrangements;
- 4.4.5. Animal welfare;
- 4.4.6. Health and safety including security;
- 4.4.7. Exit strategies; and
- 4.4.8. Link to recovery information.

4.5. The Evacuation Manager will communicate shelter decisions and maintain ongoing communications with the Incident Controller, Health Commander, Municipal Council(s) and support agencies.

5. Return

- 5.1. In making the decision for or against allowing members of the public to return to the area, the Incident Controller, in consultation with the Evacuation Manager is required to complete schedule 4
- 5.2. The Incident Controller or Evacuation Manager shall:
 - 5.2.1. Give consideration to the points identified in Schedule 3; and
 - 5.2.2. Record the final decision in their log book, as a minimum, and where practicable the key considerations for or against a recommendation of safe to return on the proforma in Schedule 3.
 - 5.2.3. Victoria Police members may use VP Form 682, 682A and other policies to guide their actions in the evacuation stages. These documents are aligned to this JSOP and schedules
- 5.3. Where the Incident Controller or Evacuation Manager decides to allow people to return to the area, the Incident Controller or Evacuation Manager is required to immediately communicate this decision to:
 - 5.3.1. Victoria Police representative present, (in accordance with Schedule 4);
 - 5.3.2. Incident Management Team (IMT);
 - 5.3.3. Incident Emergency Management Team (IEMT);
 - 5.3.4. Up the Line of Control and/or the agency chain of command;
 - 5.3.5. Incident personnel via the responsible IMT functional leaders.
- 5.4. The Evacuation Manager is responsible for planning and managing the return of evacuated people with the assistance of other agencies where required.

SAFETY

Protection and preservation of life is paramount. This includes:

- Safety of emergency response personnel
- Safety of community members including vulnerable community members and visitors/tourists

In the application of this JSOP the following safety considerations apply:

- Recommendation to evacuation need to consider is the evacuation process can be achieved without endangering response agency personnel.

REFERENCE

Related Documents	<p>State Emergency Response Plan (EMMV Part 3)</p> <p>AIDR Evacuation Planning – Handbook 4 (2013)</p> <p>Evacuation Guidelines (EMMV Part 8- Appendix 9)</p> <p>SOP J03.08 Appointment of Regional and Level 3 Incident Controllers.</p> <p>SOP J03.10 Traffic Management</p> <p>Victoria Police Manual – Emergency Response</p> <p>Victoria Police Evacuation Guidance Card.</p> <p>VP Form 682 and VP Form 682A</p>
Environment	<p>Nil</p>

REVIEW

Date Issue	4 September 2017
Date Effective	1 October 2017
Date to be Reviewed	September 2020
Date to Cease	N/A

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AUTHORITY

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The Emergency Management Commissioner has issued this SOP under section 50 of the Emergency Management Act 2013.

Approved	Signature	Date
Craig Lapsley Emergency Management Commissioner		
Endorsed	Signature	Date
Steve Warrington Chief Officer, CFA		
Stephanie Rotarangi Chief Fire Officer, DELWP (FFMVic)		
Greg Leach Acting Chief Officer, MFB		
David Baker Acting Chief Officer Operations VICSES		

Schedule 1

Consideration of Evacuation during an Emergency

Incident Controller's considerations

The Incident Controller should actively assess the following issues, when considering whether to recommend that members of the public evacuate a given area:

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	Issue	Incident Controller's Comments	
Impact	What community is likely to be impacted by the emergency? (Whole, part, or single sites? Attach map if appropriate)		
	What is the current and expected threat to the community, what are the trigger points and what is the time to impact?		
	How confident are you that you have the resources you need or are likely to need to successfully suppress/mitigate the risk?		
	Is there time for an evacuation to be implemented?		
	What is the expected duration of the event?		
	Would the time to impact on the community require immediate evacuation or is there time prepare the community to evacuate?		
Community preparedness	How well prepared is the community you are considering for a recommendation for evacuation? Is there a plan to assist with evacuation?		
	Are there any identified vulnerable facilities or individuals that need to be considered?		
	Has consideration been given to self-evacuees? (people who have already left the area) Do communications plans and registration of evacuee need to consider for these people?		
	Has consideration been given to people who will choose not to evacuate or are left behind?		
	Are there any events and/or activities that have brought travellers into the area? Are there Emergency Management Plans or similar in place for the event, to assist with evacuation?		
Resourcing	Does the control agency have adequate resources to help Victoria Police in managing the evacuation?		
	Does the control agency and support agencies have adequate resources to protect evacuees during and after the evacuation?		
	Does the IMT and/or Incident Controller have the resources to liaise with Victoria Police on evacuation?		
	Is there an adequate location(s) for the community to evacuate to?		
	Is there a safe route for evacuation?		
	Have you consulted with the members of the IEMT and the Evacuation Manager or Emergency Response Coordinator and Health Commander?		
	Recommend evacuation of _____ (specify area)	Yes	No

Incident Controller's name:

Signature:

Date/Time:

Schedule 3

Considerations for Return of Evacuees after an Evacuation

Incident Controller's considerations

The Incident Controller should actively assess the following issues, when considering whether to recommend that members of the public can return to a given area:

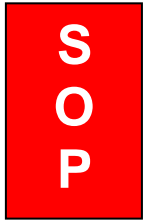
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	Issue	Incident Controller's Comments	
Impacted Area	How safe is the area (e.g. presence of hazardous conditions, possibility of the threat re-occurring, structural safety.)?		
	Does there need to be consideration of crime scene preservation in the area?		
	Where deaths have occurred, or suspected to have occurred, in the evacuated area, consideration need to be given to potential restrictions to access by the Coroner or Chief Commissioner of Police.		
	What services and utilities are available to the area e.g. electricity, gas, water, sewerage, telecommunications?		
	Does a staged approach to return need to be considered?		
Community preparedness	Are there risks to the mental state and physical health of the evacuees if they return and for people who chose not to evacuate or where left behind?		
	Are there any identified vulnerable facilities or individuals that need to be considered?		
	Will goods and services be available for return of evacuees?		
	Are there risks to the economy and livelihood of the community if evacuees are unable to return?		
	What are there alternative options to immediate return for the community?		
	Has consideration been given to potential self-evacuees? (people who left the area prior to the recommendation to evacuate) Ensure that communications plans and notification to evacuees consider these people.		
	Are community recovery processes in place to assist the community?		
Resourcing	Are there adequate health and welfare resources and support mechanisms to support the public to return?		
	Have members of the EMT, IEMT and the Evacuation Manager or Emergency Response Coordinator and Health Commander been consulted as part of the process?		
	Have key recovery agencies currently managing evacuees (eg relief centres and recovery coordination centres) been notified / consulted on potential return decision?		
	Do the control agency and/or Victoria Police and support agencies have adequate resources to assist with the return of evacuees?		
Recommend safe to return _____ (specify area)		YES	NO
Incident Controller's name:		Signature:	Date/Time:

Schedule 4

Recommendation - Safe to Return						
Incident Name:						
Date / Time:						
Incident Controller:						
Advice to Victoria Police:	<p>It is recommended that all members of the public relocated from the following area: (attach map if needed)</p> <p>.....</p> <p>can safely return to this area.</p>					
<p>The following roads are now safe to travel on by: (Attach additional form/ Map if needed)</p> <p>Please Refer to following access level:</p> <ul style="list-style-type: none"> • No Entry - Emergency Services Only Access • Restricted Access B - Essential Services Assessment • Restricted Access C - Residents, Media, Recovery Services, B Access • Restricted Access D - C Access, Others Authorised (e.g. employees) • Open 	Road Name	Road Location <i>(suburb/ area)</i>	Direction <i>(e.g. North Bound)</i>	Access Level <i>(No Entry, B, C, D or Open)</i>	Confirmed by	Agency
<p>The following essential services have been maintained or restored to an acceptable level for safe return of evacuees:</p>	<p>Gas & Electricity <input type="checkbox"/> Confirmed by: _____ <i>(Contact Name, title & Company)</i></p> <p>Access to potable water <input type="checkbox"/> Confirmed by: _____ <i>(Contact Name, title & Company)</i></p> <p>Telecommunications <input type="checkbox"/> Confirmed by: _____ <i>(Contact Name, title & Company)</i></p> <p>Other <input type="checkbox"/> Confirmed by: _____ <i>(Contact Name, title & Company)</i></p>					

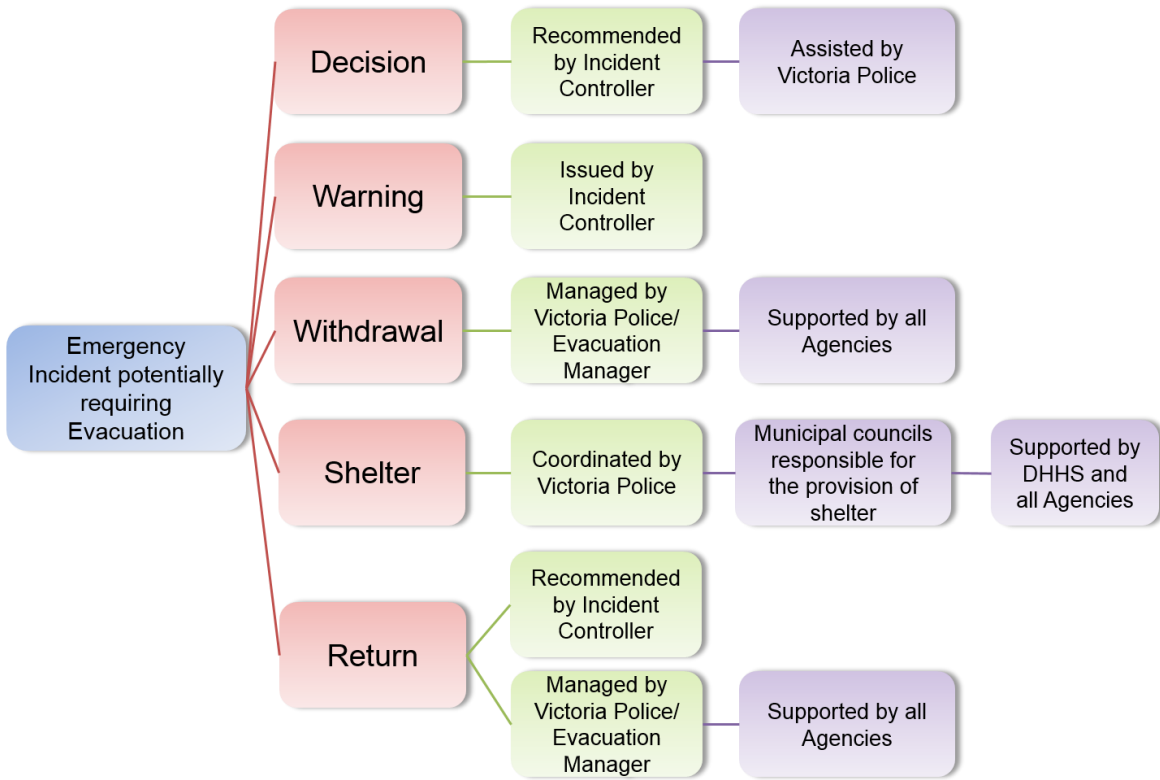


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<p>The following road closures and disruptions to essential services remain in place and should be highlighted in return plans and community advice:</p>	<p><u>Road Closures:</u></p> <p>.....</p> <p>.....</p> <p>Estimated Restoration:/..... (Date/Time)</p> <p>Confirmed by: _____ (Contact Name, title & Company)</p> <p><u>Disrupted Services:</u></p> <p>.....</p> <p>.....</p> <p>Estimated Restoration:/..... (Date/Time)</p> <p>Confirmed by: _____ (Contact Name and title)</p>
<p>The following areas have been declared a crime scene:</p>	<p>Declared Crime Scene Area</p>
<p>Community Advice:</p> <p>The following methods have been used to advise the community of the Recommendation of safe return:</p> <p><i>(Ensure that communication methods consider evacuees remote from the area).</i></p>	<p>Public Information Warning System <input type="checkbox"/></p> <p>Emergency Alert (if suitable) <input type="checkbox"/></p> <p>Other</p>
<p>This advice is current to:</p>	<p>...../..... (Date/Time)</p>
<p>Signed:</p>	<p>...../.....</p> <p>Incident Controller (Date/Time)</p>
<p>Received:</p>	<p>...../.....</p> <p>Victoria Police/ Evacuation Manager (Date/Time)</p>

Schedule 5

Evacuation Responsibilities Flow Chart



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