

JOINT SOP

Title	Evacuation for Major Emergencies
Purpose	To standardise procedures for the decision, warning withdrawal, shelter 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 also be applied for evacuation during non-major emergencies.</p> <p>This JSOP is limited to emergencies that require the planned movement of people to a safer place. Emergencies that provide no alternative but to 'shelter in place 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> <p>This JSOP should be read in conjunction with the Evacuation Guidelines</p>
Applicable Agencies	<p>This procedure applies to the following agency personnel;</p> <ul style="list-style-type: none"> • CFA • DELWP (FFMVic) • FRV • 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 SOP 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

	<ul style="list-style-type: none">• 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
Responsibilities	Incident Controller, Evacuation Manager, Victoria Police, Incident Health Commander, Municipal Council, DHHS, Ambulance Victoria.
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>Evacuation Team A team led by the Evacuation Manager that is formed to plan and administer the withdrawal, shelter and return phases of an evacuation. The Evacuation Team is formed when time and resources permit and is composed of the Evacuation Manager, the Incident Controller or delegate and other stakeholders as required. This may include, but not limited to, the Incident Health Commander and representatives from DHHS & Municipal Council/s.</p> <p>Register. Find. Reunite Service managed by the Australian Red Cross that registers, finds and reunites family and friends during and after an emergency.</p> <p>Shelter in Place 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 by the Incident Controller 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. The decision to recommend evacuation can only be made by the Incident Controller and may not be delegated.
- 1.3. Any consideration of a recommendation to evacuate should be made in accordance with the Victorian State Emergency Management Plan (SEMP), any local emergency management and evacuation plans in place, this JSOP and the Evacuation Guidelines.
- 1.4. In making the decision on recommending to evacuate an area, the Incident Controller shall:
 - 1.4.1. Give consideration to the points identified in Schedule 1; and
 - 1.4.2. Record the final decision in their logbook, as a minimum, and where practicable the key considerations for or against a recommendation to evacuate on the proforma in Schedule 1.
- 1.5. 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.
- 1.6. Where the Incident Controller decides to recommend that people should evacuate, the IC is urgently required to communicate this decision to:
 - 1.6.1. Victoria Police representative present, (in accordance with Schedule 2);
 - 1.6.2. Incident Management Team (IMT);
 - 1.6.3. Incident Emergency Management Team (IEMT);
 - 1.6.4. Up the Line of Control and/or the agency chain of command; and
 - 1.6.5. Incident personnel via the responsible IMT functional leaders.
- 1.7. Victoria Police members should use VP Form 682 and 682A (and where relevant, information that is contained within the Victoria Police Emergencies Handbook) to guide their actions in the evacuation stages. These documents are aligned to this JSOP and schedules. Refer to the Evacuation Guidelines for a copy of the VP forms.
- 1.8. 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.
 - 1.8.1. The appointment of a Deputy Incident Controller should consistent with JSOP 3.08 Appointment of Regional and Level 3 Incident Controllers.

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- 1.9. The IMT shall consider the impact and consequences of a decision to recommend evacuation on the management of the emergency.
 - 1.10. 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.
 - 1.11. If an evacuation is recommended, the Incident Controller should consider the duration of the evacuation and document their considerations in the form provided at 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. Where time and resources permit, an Evacuation Team will be formed to support Victoria Police.
 - 3.3. The Evacuation Manager will:
 - 3.3.1. Ensure that they have ascertained all necessary information from the Incident Controller;
 - 3.3.2. Record all relevant information according to relevant IMT protocols with an appropriate Police Emergency Event Command (PEEC) log entry also made.
 - 3.3.3. Ensure resources required to effect evacuation are available;

- 3.3.4. Sectorise and prioritise the affected area and consider assembly areas if required;
 - 3.3.5. Identify transport options;
 - 3.3.6. Develop and communicate a traffic management plan (in consultation with the Traffic Management Manager and relevant road authority) ensuring egress routes are clearly identified and consider welfare/ first aid options on route;
 - 3.3.7. Ascertain a list of vulnerable people/ facilities in the area and consider their relocation in consultation with the Health Commander, (refer to the Evacuation Guidelines for more information regarding vulnerable people and facilities);
 - 3.3.8. Determine if any significant number of transient (non-residential) persons are likely to be in the area, i.e. major events, tourists or school groups.
 - 3.3.9. Identify relief options and determine the most appropriate form of relief in consultation with the Incident Controller and the IEMT; and
 - 3.3.10. Activate a registration system for relocated people. Where practicable, Register. Find. Reunite. should be activated via the Municipal Emergency Response Coordinator, Regional Emergency Response Coordinator or State Police Liaison Officer, especially for large scale evacuations.
- 3.4. During the withdrawal stage the Evacuation Manager should consult with the Health Commander in relation to:
- 3.4.1. Managing the withdrawal of identified vulnerable persons from health and aged care facilities;
 - 3.4.2. Support the withdrawal of identified vulnerable people who have health related needs; and
 - 3.4.3. Support the health needs of the community once evacuated.
- 3.5. 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.
- 3.6. Once an evacuation has been enacted, regular updates should then be a standing agenda item for IMT and EMT meetings until the conclusion of the evacuation. Copies of these updates should also be provided in the PEEC log.
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. Ability to establish registration of evacuees by means of Register. Find. Reunite. (including updates to the status of evacuees as they establish alternative arrangements);
 - 4.4.2. Provision of timely and relevant 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 (by Police or private contractor);
 - 4.4.7. Exit strategies i.e. the need to relocate to alternative location; and
 - 4.4.8. Link to relief support such as personal hardship payments.
 - 4.5. The Evacuation Manager will communicate shelter decisions and maintain ongoing communications with the Incident Controller, Health Commander, Municipal Council(s), Police Commander and support agencies.
5. Return
- 5.1. In making the decision for or against allowing members of the public to return to an evacuated 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 should use VP Form 682, 682A and other documents as outline at 1.7 above to guide their actions in the evacuation stages. These documents are aligned to this JSOP and schedules. A relevant entry to the relevant agency system (PEEC log should also be made.
 - 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 there 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	Victorian State Emergency Management Plan AIDR Evacuation Planning – Handbook 4 (2017) Evacuation Guidelines SOP J03.08 Appointment of Regional and Level 3 Incident Controllers. SOP J03.10 Traffic Management Victoria Police Manual – Emergency Response Victoria Police Emergencies Handbook VP Form 682 and VP Form 682A
Environment	Nil

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REVIEW

Date Issue	2 October 2020
Date Effective	2 November 2020
Date to be Reviewed	October 2023
Date to Cease	

AUTHORITY

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

Victoria Police acknowledges their role under the State Emergency Management Plan to manage evacuation acknowledges that this procedure aligns with their role and function.

Approved	Signature	Date
Andrew Crisp Emergency Management Commissioner		
Endorsed	Signature	Date
Garry Cook Acting Chief Officer, CFA		
Chris Hardman Chief Fire Officer, DELWP (FFMVic)		
Ken Block Commissioner, FRV		
Tim Wiebusch 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:			
	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)		
	Consideration of closest safe location, e.g. any known cross border impacts		
	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 planned implemented?		
	What is the expected duration of the event? This includes the actual emergency and all stages of the evacuation.		
	Would the time to impact on the community require immediate evacuation or is there time adequately prepare the community to evacuate?		
Community preparedness	How well prepared is the community you are considering for a recommendation for evacuation? Is there a standing plan (MEMP, facility plan) to assist with evacuation?		
	Are there any identified vulnerable facilities or individuals that need to be considered?		
	Has consideration been given to likely presence of a significant number of transient persons? (e.g. major events, tourists, school groups)		
	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:

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Schedule 2

Recommendation to Evacuate

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Recommendation to Evacuate	
Incident Name:	
Date / Time:	
Incident Controller:	
Advice to Victoria Police:	It is recommended that all members of the public located in the following area: (attach map if needed) due to the threat posed by theincident be advised to: <input type="checkbox"/> – Prepare to Evacuate fromhrs date And/or <input type="checkbox"/> – Evacuate fromhrs.....date and seek shelter at:
Preferred route of travel to the place of shelter:	Evacuees should travel via:
Community Advice: The following methods have been used to advise the community to Prepare to Evacuate and/or Evacuate Now:	Public Information Warning Platform <input type="checkbox"/> Emergency Alert <input type="checkbox"/> Other Other Other
This advice is current to: hrs date. Evacuation after this time is considered life threatening due to the potential impact of the emergency in the area nominated above.
Signed:/..... Incident Controller (Date/Time)
Received:/..... Victoria Police/ Evacuation Manager (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:					
	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 <hr style="border: 1px solid red;"/> (specify area)		<table style="width: 100%; border: none;"> <tr> <td style="width: 50%; text-align: center; border: none;">YES</td> <td style="width: 50%; text-align: center; border: none;">NO</td> </tr> </table>	YES	NO	
YES	NO				
<table style="width: 100%; border: none;"> <tr> <td style="width: 33%; border: none;">Incident Controller's name:</td> <td style="width: 33%; border: none;">Signature:</td> <td style="width: 33%; border: none;">Date/Time:</td> </tr> </table>			Incident Controller's name:	Signature:	Date/Time:
Incident Controller's name:	Signature:	Date/Time:			

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Schedule 4

Recommendation - Safe to Return

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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"/></p> <p>Confirmed by: _____ <i>(Contact Name, title & Company)</i></p>					
	<p>Access to potable water <input type="checkbox"/></p> <p>Confirmed by: _____ <i>(Contact Name, title & Company)</i></p>					
	<p>Telecommunications <input type="checkbox"/></p> <p>Confirmed by: _____ <i>(Contact Name, title & Company)</i></p>					
	<p>Other <input type="checkbox"/></p> <p>Confirmed by: _____ <i>(Contact Name, title & Company)</i></p>					

<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>..... Estimated</p> <p>Restoration:/..... (Date/Time)</p> <p>Confirmed by: _____ (Contact Name, title & Company)</p> <p><u>Disrupted Services:</u></p> <p>.....</p> <p>..... Estimated</p> <p>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>...../..... Incident Controller (Date/Time)</p>
<p>Received:</p>	<p>...../..... Victoria Police/ Evacuation Manager (Date/Time)</p>

Schedule 5

Evacuation Responsibilities Flow Chart

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