

# Emergency Evacuation Framework





# Acknowledgements

This Emergency Evacuation Framework (the Framework) is the result of a project initiated by the State Emergency Management Committee (SEMC) and was prepared by Tasmania Police.

The project steering committee and reference group members consulted their organisations, which include emergency services agencies, community groups, local and state government. The Framework was then endorsed by the State Controller in accordance with the *Emergency Management Act 2006*.

The materials in this Framework have relied heavily on the work of the Australian Institute of Disaster Resilience (AIDR). The authors recognise and appreciate the high level of support and collaboration provided.

## Authority

The Emergency Evacuation Framework is issued under the authority of the State Emergency Management Committee in accordance with the *Emergency Management Act 2006*, Section 9.

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# Foreword

Tasmania faces increasing demand to evacuate people and communities affected by natural events such as floods and fire. The State Emergency Management Committee (SEMC), as the peak body administering emergency management in Tasmania, has identified the need to develop a state-level policy on evacuations.

Evacuation is a critical risk management strategy that requires thorough and collaborative planning efforts at local, regional and state levels. It is within the evacuation planning process that effective strategies and useful relationships will be built, which may be called upon during time of emergency.

The guidelines outlined in the Emergency Evacuation Framework align with principles adopted by the Australian Institute of Disaster Resilience and represent an evidence-based approach that can be considered current best practice.

The Emergency Evacuation Framework enables emergency planners and committees to plan for community evacuations in a more uniform, collaborative, and robust way. I endorse the guidelines in the Emergency Evacuation Framework and trust that they will help make a safer and more resilient Tasmania.

Commissioner Darren Hine

**Chair, State Emergency Management Committee**

# Introduction

## Aim

This Framework aims to provide high-level guidance for evacuation planning and to help create evacuation plans that are consulted, documented, clearly described and communicated to all stakeholders. The Framework is intended to provide broad guidance for evacuation planning that can be scalable, flexible, and tailored to stakeholder agency requirements.

## Purpose and intent

The purpose of this Framework is to:

- establish a state-level evacuation planning Framework, including roles and responsibilities;
- provide clarity for all government organisations, agencies and other stakeholders on roles and responsibilities for supporting evacuation planning in Tasmania; and
- ensure that all stakeholders have a set of practical and scalable guidelines to help formulate evacuation plans.

## Background

This Framework, coordinated by Tasmania Police on behalf of the State Emergency Management Committee (SEMC), has drawn upon expertise across jurisdictions, the emergency management sector, communities, and Tasmanian Government agencies. The Framework contributes to the satisfaction of recommendation 38 of the 2013 Tasmanian Bushfires Inquiry Report<sup>1</sup>.

The primacy of life, and therefore the need to focus on public safety, is the primary consideration in managing emergencies. Moving people away from a threat is often the most effective way to manage public safety, hence the need for this Framework.

## Scope of the Framework

This Framework is consistent with the nationally agreed principles for evacuation planning and the five stages of evacuation. It incorporates guidelines for developing evacuation plans pre-event to be used during emergencies arising from a wide range of hazards.

Tasmania's State Emergency Service (SES)<sup>2</sup> has the support role for coordinating planning related to emergency management plans and policies identified by the *Emergency Management Act 2006* (the Act). SES maintains the plan management system for these plans and provides advice and support to other government agencies who have other responsibilities related to emergency planning.

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<sup>1</sup> [http://www.dpac.tas.gov.au/divisions/osem/2013\\_tasmanian\\_bushfires\\_inquiry\\_report/2013\\_tasmanian\\_bushfires\\_inquiry\\_report](http://www.dpac.tas.gov.au/divisions/osem/2013_tasmanian_bushfires_inquiry_report/2013_tasmanian_bushfires_inquiry_report)

<sup>2</sup> <http://www.ses.tas.gov.au/>



### In scope

This Framework provides advice on agency roles and responsibilities in the Tasmanian evacuation context, as well as a useful resource that will aid in agency evacuation plans of a scalable and practical nature. Elements of the Framework are intended to be applied flexibly and tailored to the circumstances and needs of affected communities.

The Framework should be used in conjunction with applicable State Special Emergency Management Plans, and associated plans, guidelines and local arrangements, as well as the Australian Disaster Resilience Handbook Collection.

This Framework is intended to be read in conjunction with the Act and the current Tasmanian Emergency Management Plan (TEMP)<sup>3</sup>. The TEMP articulates terms, definitions and arrangements relevant to the Tasmanian context. In the event of a conflict between the TEMP and this Framework, primacy is assigned to the TEMP.

### Out of scope

This Framework is not an operational manual for prescribing the conduct of evacuation. Organisations with responsibilities for specific evacuation functions established in this Framework are to plan the implementation, delivery and management of those specific functions.

The Framework is not intended for use in planning site-specific evacuations, for example from high-rise buildings. This type of evacuation planning is addressed by AS3745 Planning for Emergencies in Facilities (available through the Standards Australia website [www.standards.org.au](http://www.standards.org.au)), in relevant legislation and other publications available from emergency management agencies.

This Framework is not intended for use in planning evacuations due to terrorist-related incidents. Due to the scope and complexity involved, please contact Special Response and Counter Terrorism<sup>4</sup> command at Tasmania Police to discuss specific planning advice and needs.

### What is evacuation?

Evacuation is defined by the Australian Institute of Disaster Resilience (AIDR)<sup>5</sup> as ‘the movement of people threatened by a hazard to a safer location and typically, their eventual safe and timely return’.

Evacuation is a risk management strategy that may be used to minimise loss of life or lessen the effects of an emergency on a community, before the onset of, or during, an emergency. For an evacuation to be as effective as possible, it must be appropriately planned and implemented.

Depending on the hazard and its likely impact on the community, the evacuation process – including withdrawal and return – may take days, weeks or months to complete. Some evacuations may be carried out very quickly and over very short distances. For example, people may be warned to move to higher ground pending a potential tsunami or flash flood, or to move two streets away from a rural–urban interface to avoid a bushfire. On the other hand, people evacuated from an area may be relocated many kilometres from their homes and unable to return for a considerable period.

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3 <http://www.ses.tas.gov.au/h/em/publications/temp>

4 [SRCT@police.tas.gov.au](mailto:SRCT@police.tas.gov.au)

5 <https://aidr.org.au/>



## The need to plan for evacuation

Planning for evacuations is a key responsibility of government and its agencies. Early engagement of all relevant stakeholders, especially the community, to develop, exercise and continually improve evacuation plans is likely to enhance evacuation planning and evacuation management outcomes.

Evacuation management is a complex and demanding activity that is often carried out under hazardous and time-pressured conditions, sometimes over several days or weeks.

As well as the imminent risk of harm to people's lives, other factors can impact behaviours and decisions in an emergency. These may include the need to protect people with vulnerabilities, care for dependants and animals, family circumstances that create additional needs during evacuation, or animal welfare, protection of property and environment, and the influence of social media commentary.

Managing an evacuation can involve the movement of large groups of people, creating extra issues such as traffic management.

Careful planning and working with communities well before an emergency arises can help alleviate some of the factors that may otherwise jeopardise the success of an evacuation.

## Responsibility for evacuation planning in Tasmania

The Act defines 'emergency management' as:

'The planning, organisation, coordination and implementation of measures that are necessary or desirable to prevent, mitigate, respond to, overcome and recover from an emergency.'

There are three levels of emergency management as described in the Act. These are:

- state
- regional
- municipal

The Regional Controller, along with the relevant Regional Emergency Management Committees, are best positioned to plan for large-scale emergencies in their respective regions, including evacuation planning. Municipal Emergency Management Coordinators and Municipal Emergency Management Committees will be well positioned to support Regional Controllers and their respective Committees by identifying local solutions that can contribute to comprehensive planning. This Framework intends to provide strategic evacuation planning guidance for the development of these evacuation plans.

## Major Tasmanian evacuation events

Tasmania's capacity to respond to emergencies is developed and shaped by experience gained and lessons learned from prior events. The table below summarises a number of evacuation events that have contributed to the management of emergencies in Tasmania. In listing these events, it is acknowledged that they represent the pain and suffering of many individuals and communities, and the subsequent contribution to the development of Tasmania's capacity to manage future evacuation events.

Year	Type	Location	Impact
1893	Flood	Launceston	200-300 people evacuated
1929	Flood	Launceston	4500 people evacuated... nearly 2% of total Tasmanian population at that time
1944	Flood	Ouse/Mersey Rivers	Evacuation occurred, numbers unknown
1960	Flood	Derwent River	650 homeless
1967	Fire	Black Tuesday	1400 homes destroyed, 128 other buildings
1969	Flood	South Esk River	250 people evacuated
1970	Flood	Mersey/Meander rivers	100 people evacuated
1981	Fire	Zeehan	40 homes destroyed
2013	Fire	Southern Tasmania (Sorell/ Tasman Municipality)	1000 campers and tourists evacuated, 320 properties destroyed or damaged, \$150 million in damage
2016	Flood	North and North West Tasmania	Emergency accommodation for 192 people, 130 residential houses inundated, \$180 million in damage

## Types of evacuation

Types of evacuation described in the Framework are defined below. For planning purposes, evacuation plans are to be developed to ensure that any evacuation, regardless of the form it takes, can be carried out effectively and efficiently.

### Planned evacuation

An evacuation carried out in accordance with an evacuation plan. This includes:

#### Phased evacuation

Phased evacuation is a strategy used in either total or partial evacuation when, due to the slow onset of a hazard or to avoid congestion on roads, affected communities are encouraged or directed to evacuate at different times.

#### Partial evacuation

An evacuation of only some of the affected communities. For example, only residents living in low-lying areas of a community directly impacted by floodwaters will need to evacuate.

#### Total evacuation

An evacuation when, due to the nature of the hazard, everyone in the affected area or community is encouraged or directed to evacuate.

## Evacuation strategies

### Shelter in place

Despite a direction or recommendation to evacuate, some people in a hazard impact area may shelter in place.

- Sheltering in place may be recommended by the agency managing the emergency for some or all the people in the expected hazard impact area when it is considered safer to shelter than to evacuate.
- In some cases, steps may be taken by the agency managing the Response Management Authority or support agencies to protect residents in place, particularly those at increased risk, such as the residents of aged care and medical facilities. The Response Management Authority should consult with and inform managers of such facilities of the decision to evacuate or shelter in place. The facilities' evacuation plans should be available to incident managers, preferably appended to the relevant evacuation plan.
- Alternatively, people may decide to shelter in place (often where they live), even when an evacuation is directed or recommended. This may be to protect homes, pets, livestock, crops, machinery or buildings, or because they believe it is too late or unsafe to evacuate.

Regardless of the reason(s) for remaining, information will need to be provided to those who shelter in place, particularly during the warning and return stages. Communication to those who shelter in place is coordinated with those managing the evacuation to ensure consistent messaging, for example about recovery arrangements and risk mitigation strategies for returnees. Points to include are listed under 'Message content'.

People who initially shelter in place and later decide to evacuate may need assistance with withdrawal and shelter. They should be managed in the same way as other evacuees.

### Self-evacuation

Self-evacuation is the self-initiated movement of people including individuals, families or other groups to safer places before, or in the absence of, official warnings to evacuate. Some people may choose to leave early, even in the absence of a hazard, but merely on, for example, a forecast of high bushfire danger or a flood watch. Self-evacuees plan for and manage their own withdrawal, including transport.

Self-evacuation must be recognised in the planning process, particularly in the return stage. Community engagement during this planning process is necessary to ensure a shared ownership of the plan, therefore enhancing community resilience.

### Precautionary evacuation

Precautionary evacuation is evacuation where an evacuation warning has been issued, but people have the option to shelter in place.

### Compulsory or directed evacuation

Tasmania Police under the direction of the State Controller may use emergency powers that may include evacuation under Schedule 1 of the Act. During planning, agencies should not expect that a state of emergency will be declared, or that emergency powers will be authorised under the Act, to facilitate evacuation.

The *Public Health Act 1997*<sup>6</sup> also describes powers of evacuation given to the Director of Public Health during a declared public health emergency.

The Framework recognises that compulsory evacuation is a last resort and unlikely to be operationally possible or practical. The relative probability of compulsory or directed evacuation should be reflected in planning effort and emphasis.

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6 [http://www8.austlii.edu.au/cgi-bin/viewdb/au/legis/tas/consol\\_act/phal997126/](http://www8.austlii.edu.au/cgi-bin/viewdb/au/legis/tas/consol_act/phal997126/)

## Stages of the evacuation process

Evacuation planning must address all five stages of the evacuation process, which are:

- Decision to evacuate
- Warning
- Withdrawal
- Shelter
- Return

These stages are covered in more detail in the following pages.

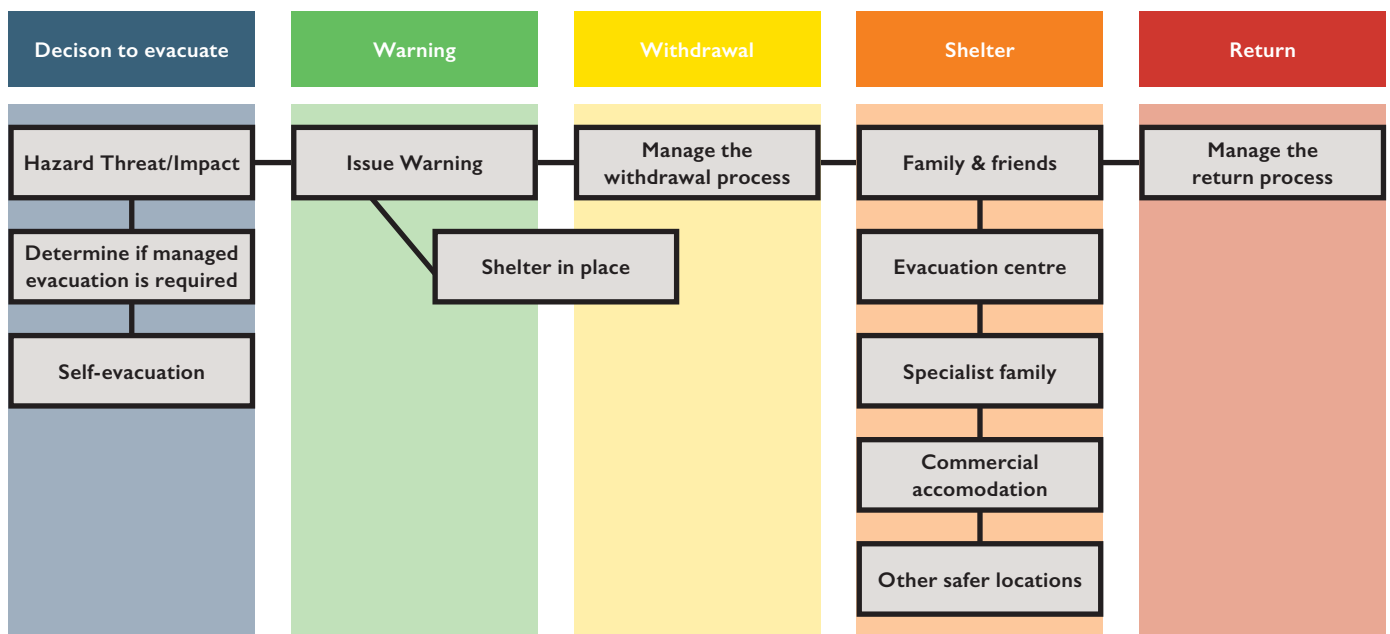
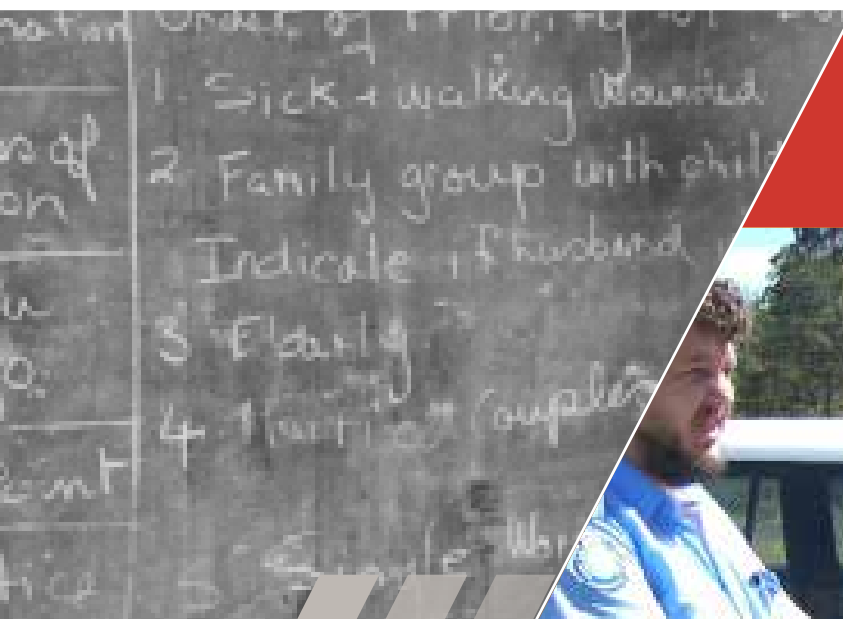


Figure I: Evacuation process

# Evacuation Planning





The purpose of this section is to describe, in general terms, principles for developing an evacuation plan.

# Introduction

## What is planning in an emergency context?

Emergency management planning is the development of arrangements between people and organisations to meet the needs of the community before, during and after emergencies. The written plan becomes a record of the arrangements made by these stakeholders regarding their roles and responsibilities, resources required and links between various functions.

Guidance for developing an emergency plan is detailed in *Australian Disaster Resilience (ADR) Manual 43 Emergency Planning* (AIDR 2004). (<https://knowledge.aidr.org.au/resources/manual-series/>)

Evacuation planning is an integral part of emergency management planning. An effective evacuation plan is consistent with, supplements and complements the emergency management plan. An evacuation plan must consider the context and capability of the individuals and community at risk, together with the emergency management plan which identifies evacuation as an appropriate risk management strategy.

## Planning and community engagement

An evacuation plan may be generic or hazard, location or community specific. For example, a generic plan may be developed for the evacuation of a community or multiple communities in the event of a threat by any one of several hazards. A specific plan is developed for a specific hazard to provide a greater level of detail regarding the management of an evacuation for a specific community or communities.

The approach chosen will depend on emergency planning arrangements in each defined area and the nature of the hazards faced by the communities under consideration. Other considerations may include the cultural, social and geographic characteristics of communities.

Hazard-specific plans are likely to be more detailed and involve input from a diverse range of community members. They are likely to have detailed local knowledge about the availability of public transport, possible egress routes, appropriate community facilities for shelter, local businesses, the impact on the local economy, and emergency services). Such community members can add useful local context to location and hazard-specific evacuation plans, especially if they have experience in emergencies and evacuations.

Further information on community engagement can be found in *Australian Disaster Resilience (ADR) Handbook 6 National Strategy for Disaster Resilience – Community Engagement Framework* (AIDR 2013) (<https://knowledge.aidr.org.au/resources/manual-series/>).

## The planning process

Evacuation planning generally occurs as part of the emergency planning process, typically as part of the ‘Develop arrangements and systems’ step which is covered in detail in ADR Manual 43 Emergency Planning. Matters that may be specific to evacuation planning are addressed below.

### Responsibility for planning an evacuation

The responsibility to plan for emergencies, and evacuation as a function, is outlined in the Act.

Those responsible for developing evacuation plans must be familiar with any overarching emergency management plans, procedures and guidelines with which their evacuation plan must align. They must work collaboratively with relevant stakeholders and consult with all agencies and organisations with a role in an evacuation, including community representatives who represent the diversity of the community and may include members from the groups listed in Stage 2 – Warning. This is essential to combine local knowledge, expertise and resources, and to gain commitment and understanding about what is required of stakeholders during an evacuation. Some or all of these key stakeholders may form part of an evacuation planning committee.

The evacuation plan details the strategies and arrangements for all five stages of the evacuation process and who has responsibility for carrying out each stage:

1. Decision to evacuate
2. Warning
3. Withdrawal
4. Shelter
5. Return

The evacuation plan identifies who is responsible for informing the community and broader public about ongoing evacuation-related matters, particularly following the warning stage, such as road re-openings, the opening of recovery centres and the closing of evacuation centres. A communications sub-plan may be developed to support this function.

### The risk management study

An emergency risk management study completed by an emergency management committee addresses all potential risks including specific known risks (such as the regular flooding of a town), and other less predictable but foreseeable events (such as a bushfire threatening a rural–urban interface). The risk management study may identify the need to develop an evacuation plan or plans for a particular hazard or community, and the need to convene an evacuation planning team.

Tasmania has developed the Tasmanian Emergency Risk Assessment Guidelines (TERAG)<sup>7</sup> in order to guide the risk assessment process.

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<sup>7</sup> <http://www.ses.tas.gov.au/h/em/risk-mgmt/terag-toolbox>

### Responsibilities

It is essential that the community and all agencies and organisations involved in evacuation planning have a clear understanding of relevant authorities, roles and responsibilities in each stage of the evacuation, and that the evacuation plan clearly identifies these. Authorities, roles and responsibilities can vary between stages in the evacuation process depending on the hazard, and are covered in the TEMP.

The TEMP describes how the activities of each agency will be coordinated to ensure an evacuation can be implemented effectively and efficiently. It is therefore important for the evacuation plan to clearly reflect the roles and responsibilities of all agencies involved.

The management structure for each stage of the evacuation requires agreement and documentation in the evacuation plan.

### Resources and services needed

An evacuation plan identifies all resources and services required to carry out an evacuation and details how those resources will be sourced and coordinated.

As some critical resources (equipment or personnel) may be sourced from local businesses or community groups (e.g. local bus companies may be engaged to assist in the withdrawal stage), local community providers are engaged in evacuation planning and agreements must be documented in the plan. Scarce local resources may need to be prioritised or shared across areas of operation.

Resources required of key agencies and organisations must also be identified, and any shortfalls addressed. Those people and groups preparing the evacuation plan should adopt a collaborative approach to planning and seek to ensure sufficient resources across different agencies and emergency services are available during an evacuation.

The evacuation plan may also identify an agency's pre-existing arrangements or memorandums of understanding with interstate counterparts for activation during an event that exhausts all available resources in that agency.

### Arrangements and systems

Those preparing the evacuation plan should identify and develop specific management arrangements addressing each of the five stages of evacuation. The points covered in this Framework are considered carefully so that specific arrangements and systems to address all stages of an evacuation can be developed. Local community representatives are engaged to capitalise on their local knowledge, ensure the plan is relevant, foster a sense of shared responsibility and gain local acceptance of the plan.

For example, assembly points, egress routes and traffic management points need to be identified and effective warnings arrangements developed. Community representatives with previous experience or good local knowledge can help identify assembly points and egress routes, and provide critical advice (e.g. telephone blackspots and poor coverage, suitable radio stations, effectiveness of evacuation routes in previous events). Local knowledge can also help identify groups with specific needs in the affected communities.

Contingency plans are to be developed for all stages to mitigate risks if the evacuation plan or elements of the plan cannot be implemented.

## Documenting and promoting the plan

Following approval of the plan, it should be forwarded to all agencies and organisations with an identified role in evacuation. The existence of the plan needs to be promoted to the wider community using a variety of means such as libraries, websites, community notice boards and, if possible, social media. A broad knowledge and understanding of the plan will assist communities become better prepared and more responsive to evacuation warnings.

## Exercising the plan

To ensure continuous improvement in readiness and response, the plan should be reviewed, updated and exercised regularly. Review and exercise milestones may differ between agencies depending on statutory requirements and the level of the evacuation planning.

Following an exercise, a report is prepared with observations, insights, lessons and possible treatment options to improve the plan. Those responsible for maintaining the plan should consider the report and the inclusion of treatment options in a revised plan.

The Interagency Exercise Coordination Group (IECG) provides a central point of contact for significant multi-agency security and/or emergency management exercises in Tasmania. Before exercising, contact your agency representative on the IECG or contact the Emergency Management Unit in the State Emergency Service for support. By engaging with the IECG and agency officials routinely, you will ensure your exercise is linked in with other agencies, which may prevent duplication of effort and resources, and enhance interoperability.

The Tasmanian Exercise Management Framework exercise management and associated resources can be found on the SES Website at Emergency Management Exercise Templates and Resources<sup>8</sup>.

Further information about managing exercises can be found in Managing Exercises: A handbook for Tasmanian Government agencies<sup>9</sup>.

## Monitoring and review

Those responsible for maintaining the evacuation plan should ensure that it is regularly monitored, reviewed and updated in accordance with the emergency management plan review process. Consideration should be given to:

- lessons learned after activating the plan during an event;
- agreed recommendations from inquiries or reviews;
- evaluation reports from exercises;
- changes in risk assessments; and
- changes in contact details.

8 [http://www.ses.tas.gov.au/h/em/em-training/exercises/exercising-templates-and-resources?searched=exercising&advsearch=allwords&highlight=ajaxSearch\\_highlight+ajaxSearch\\_highlight](http://www.ses.tas.gov.au/h/em/em-training/exercises/exercising-templates-and-resources?searched=exercising&advsearch=allwords&highlight=ajaxSearch_highlight+ajaxSearch_highlight)

9 <http://www.ses.tas.gov.au/h/em/em-training/exercises>

Where possible, the review should involve representatives from affected communities or stakeholder agencies. Data to inform improvements to the evacuation plan may be gathered during the evacuation (e.g. surveying evacuees accommodated at evacuation centres). Appropriate version control and document handling protocols must be developed and implemented.

### Legislation

Evacuation planners must be familiar with the legislation governing their agency and emergency management in their jurisdiction. This is particularly important when planning for evacuation efforts that lie outside the *Emergency Management Act 2006*.

## 2. Evacuation Planning Stages



## Stage I – Decision to evacuate

### In this section you will understand the steps to:

- ☒ identify authority to make decision
- ☒ Identify relevant stakeholders
- ☒ develop a risk assessment process to help decide whether to evacuate
- ☒ decide how to let people know that a decision has been made
- ☒ communicate the decision
- ☒ document the decision

The purpose of this section is to guide planning to make an *informed* decision about evacuation. The need to document the decision-making process and communicate the decision to stakeholders is also covered.

### Introduction

The decision to evacuate (or not) is the first of the five stages of the evacuation process. Many complex issues need to be considered in making this decision, often with only limited information and time available. When an emergency occurs and the time comes to make the decision, the people and the agencies involved are in a better position to make informed decisions when they have planned for such an occurrence.

### Authority to decide

The evacuation plan references relevant legislation, documented emergency management arrangements and emergency management plans to identify the agency, person or appointment with the authority to make the decision. The evacuation plan annotates which agency and/or position has the authority to decide to evacuate as outlined in the TEMP. This agency or position may vary depending on the nature of the hazard as outlined in the TEMP, and it may not be the same agency or position that is responsible for managing other stages of the evacuation process.

Outside a declaration of state of emergency under the *Emergency Management Act 2006* (the Act), the decision to evacuate people is made by the Incident Controller from the responsible Response Management Authority as outlined in Table 4 of the TEMP. The Incident Controller will consult with TASPOL and other relevant experts/agencies in the making of evacuation decisions. Outside a declared emergency, emergency powers may be granted by the State Controller in accordance with Division 3 of the Act.



During a state of emergency under the Act, the State Controller may exercise his or her powers under Schedule 1 – Emergency Powers and direct evacuations of people, animals or wildlife. It is worth noting, however, that some emergencies requiring evacuation, such as the 2013 Southern Tasmania bushfires, were not declared a state of emergency under the Act.

A decision not to evacuate is just as important as a decision to evacuate.

## Considerations

### Assessment of risk

The need to develop an evacuation plan has already been determined by the relevant emergency management plan. However, the existence of an evacuation plan does not mean that it will be implemented under all circumstances. Before deciding to undertake an evacuation for a particular hazard threat, the risk it poses must be assessed. Due to time constraints, this assessment will often be brief, although if time permits, relevant stakeholders are to be consulted before making a decision. The plan should identify the relevant stakeholders, typically including police, other relevant emergency services, support agencies, council and community representatives from a diverse cross section of the community.

The Tasmanian Emergency Risk Assessment Guidelines (TERAG) provides guidance on the risk assessment process. Risk assessments applying the TERAG should include the following steps:

- Establish the context
- Identify the risks
- Analyse the risks
- Evaluate the risks
- Identify risk treatment options

If time is unavailable to undertake a detailed risk assessment, or an event falls outside the parameters adopted for a defined event (e.g. if the flood level is higher than expected or the cyclone is of a lower category), a dynamic risk assessment using an abbreviated version of TERAG or an alternative dynamic risk assessment will be necessary.

A short, online learning module covering emergency risk assessment can be found on the AIDR's Online National Emergency Risk Assessment Guidelines Training Module<sup>10</sup>.

For further information about approaches to dynamic risk assessment, see the Resources and reading material section.

<sup>10</sup> <https://aidr.org.au/programs/national-risk-guidelines/>

### *Establish the context*

To inform a decision on whether to evacuate, the plan should document the following:

- the nature and severity of the hazard being planned for, the boundaries of the area under threat, and the capacity of agencies to manage the threat (including its impact on people and their assets);
- the time required to complete the warning and withdrawal stages for the area at risk;
- the potential threat to life, injury or illness if people shelter in place, or if they evacuate;
- the time of day (better to evacuate during daylight hours if possible);
- the potential loss of or damage to infrastructure, assets and environment;
- the existence and adequacy of an evacuation plan;
- the existence and adequacy of resources and networks (e.g. transport options, egress routes); and
- community characteristics – demographics, values, mobility, presence of people with vulnerabilities (e.g. isolated elderly, residents of nursing homes, visitors, people affected by family violence), community experience with similar hazards, community preparedness for this hazard, familiarity with the evacuation plan, likely responses to the hazard (with and without a warning to evacuate), and resilience.

### *Identify the risks*

To inform a decision about evacuation, the relevant risks are identified, including but not limited to the following:

- the time available until the threat impacts;
- the potential harm (physical, psychological) to people remaining, including any that may be particularly vulnerable to the hazard, and potential harm to people evacuating;
- the potential harm to emergency service personnel undertaking different mitigation strategies, including evacuation;
- the potential costs of social and economic impacts of evacuation (e.g. interruption to social networks, loss of unprotected homes and businesses, loss of income and looting of unsecured property);
- the potential loss of telecommunications infrastructure that may limit capacity to warn the community;
- the potential for impact sooner than anticipated and/or more severely than anticipated;
- the number of people likely to be unaware of the risk;
- the number of people unlikely to respond to warnings; and
- the number of people who do not have the capacity to respond to the threat or to warnings, or with increased vulnerability (e.g. lone parents with babies and small children, pregnant women).

### *Analyse the risks*

Analysis of the risks considers the risks relevant to the hazard being addressed (e.g. flood, bushfire, landslip) and how those risks vary with different hazard levels (e.g. flood levels, fire danger ratings or cyclone categories respectively).

The degree of confidence will vary according to the quality and relevance of information available, the convergence of views of those consulted, and the time available to make a decision.

During the planning stages, a good resource to help prioritise risks most relevant to Tasmania can be found in the Tasmanian State Natural Disaster Risk Assessment (TSNDRA)<sup>11</sup>.

### ***Evaluate the risks***

Evaluating risks quantifies them with respect to likelihood and consequence for different impact severity (e.g. flood level, or fire danger rating), so that they can be ranked and those requiring treatment can be identified.

### ***Identify risk treatment options***

If evacuation is identified as an appropriate risk treatment, the most appropriate type of evacuation in the circumstances will need to be determined; this may include whether it is compulsory or recommended, total, partial and/or phased.

In circumstances where evacuation is an appropriate strategy but insufficient time is available to evacuate all those at risk, consider partial evacuation or increased efforts to protect at-risk people in place. If evacuation is an appropriate strategy and there is no time to evacuate anyone, the Incident Controller takes appropriate steps to warn affected residents, and where necessary, act to protect them in place.

### **Communicate the decision**

The evacuation plan should incorporate a means of communicating the decision to agencies and organisations with responsibility for subsequent evacuation stages, and making the risk evaluation available to those managing the withdrawal stage. The decision also needs to be communicated to people likely to be affected by the decision, that is, potential evacuees. This is addressed in the Warning section.

The plan must describe who will continue to update those responsible for subsequent stages about the progress of the incident, its implications for warnings, and for managing the withdrawal stage.

### **Mobilise resources**

The evacuation plan should identify what resources are required for each of the five stages, where they will be sourced from and how they will be activated. Capacity to mobilise sufficient and appropriate resources for the warning and withdrawal stages is of critical importance.

### **Documentation**

To help document the decision to evacuate or not, the evacuation plan may include a template that facilitates the risk assessment process. The template should have room to record relevant information considered in the decision, who was consulted, the decision itself, which stakeholders were informed, and dates/times that these actions occurred.

An electronic option for noting decisions and actions may include WebEOC. WebEOC is a web-based interagency incident management system, which is currently licensed to the Department of Police, Fire and Emergency Management and managed by Tasmania Police (Special Response and Counter-Terrorism). WebEOC also provides data storage and a decision log used to record decisions and their rationale.

<sup>11</sup> <http://www.ses.tas.gov.au/h/em/risk-mgmt/tsndra>

## Stage 2 – Warning

In this section you will understand the steps to:

- ☒ identify authority and responsibility
- ☒ do it early
- ☒ identify relevant stakeholders
- ☒ construct warning message templates
- ☒ determine warning delivery methods
- ☒ ensure the message tells –
  - the right people
  - when, how and where to go
  - why
- ☒ document it

The purpose of this section is to guide the development of arrangements to warn people about the need to evacuate, and the steps they should take.

### Introduction

Warning is the second of the five stages of the evacuation process. A warning is the dissemination of a message signalling an imminent or existing hazard, and includes advice on appropriate protective measures. Its purpose is to prompt an appropriate response from those at risk. Evacuation is one possible protective measure.

The primary intent of issuing a warning to evacuate is to protect life.

Experience from many recent emergencies shows that lives have been lost when decisions are left until the last minute. For this reason, evacuation warnings must be communicated as early as possible.

It is acknowledged that in some emergency situations, the risks of evacuating may be greater than sheltering in place (e.g. if there is not enough time to coordinate an effective evacuation).

The purpose of a warning in the context of an evacuation is threefold:

- to provide information to those likely to be impacted by the event about the nature and timing of that impact;
- to provide specific advice about the evacuation including who it applies to and why, when people should evacuate, where and when they should go and how to get there; and
- to provide information about the potential consequences of not evacuating, and what protective measures to take if not evacuating.

Given there is often limited time available to warn people of impending impacts, being prepared in advance is important. Warnings are more likely to be effective if the factors that may affect warnings have been considered and specific arrangements for warnings have been developed for delivery before, during or after an incident. It is best to have warning messages pre-written in template form.

Factors that may influence the effectiveness of warnings include the nature and timing of the hazard impact, the sense of urgency or relevance the warning creates, technology limitations, previous experience with emergency situations, commentary in traditional and social media, and visual and auditory cues. For example, the more immediate and more obvious the threat, the greater the likelihood that people will accept and respond effectively to a warning.

The warning arrangements for an anticipated hazard identify the trigger<sup>12</sup> for warnings, content of warning messages (e.g. specific actions people should take, location of assembly areas, evacuation centres, egress routes) and the methods for delivering warnings to the community. How these matters are addressed may vary depending on the nature of the hazard, its severity and the lead-time available to prepare and issue warnings. These matters are covered in more detail under 'Considerations' below.

### Authority and responsibility to warn

The evacuation plan identifies which agency and/or position has the authority and responsibility to issue evacuation warnings. This agency or position may differ depending on the nature of the hazard threat and local arrangements. The plan should refer to relevant legislation, documented emergency management arrangements or emergency management plans that identify the responsible and supporting management authorities.

While the authority to issue an evacuation warning rests with the relevant agency or position, the total warning system (comprising relationships between early warning agencies, government agencies, emergency services and the community) is the system that ensures accurate, timely and relevant information is included in warnings. See Australian Disaster Resilience Manual 21 Flood Warning as an example of the total warning system in relation to flood warnings.

The evacuation plan may refer to any collaborative arrangements that exist between key agencies (e.g. Bureau of Meteorology). It should also identify arrangements to ensure message content relating to evacuations is consistent.

In many cases, the relevant legislation, arrangements or plans delegate the authority to issue evacuation warnings to the Incident Controller. For most agencies that have adopted an incident command and control system, this will be the Incident Controller. These arrangements ensure that the person with the appropriate authority is identified in an agency's command and control structure, and is available to issue timely warnings.

<sup>12</sup> Trigger: A pre-identified reference, event or threshold that upon its occurrence signifies a need to review an action, a plan or course of events

### Considerations

#### General

Across Australia, some hazards such as bushfire and tsunami have nationally agreed warning frameworks that set out different levels of alert and message content. In some jurisdictions, there are agreed warning frameworks that are used across multiple hazards. Where relevant, the plan for issuing evacuation warnings should be consistent with these frameworks.

Warnings about evacuations are to be issued in a timely manner so that people who receive them have enough time to confirm the message and respond to the information it contains.

Warnings are most effective when underpinned by community education and engagement before an emergency occurs. People then understand their responsibilities before, during and after an emergency, what preparations to undertake, what to expect, and what action they may need to take. Hence the evacuation plan should identify opportunities to educate communities about emergency warnings.

#### Message construction

In making a decision to evacuate, the person making that decision should consider who needs to be warned, when, and what about (e.g. what actions need to be taken and the time to take those actions before it is too late to leave). When constructing warnings, the following factors need to be considered.

A warning message must be relevant to the receiver and their location, and if possible, tailored to their situation.

A warning message should be constructed so that people can easily identify that it applies to them, and clear actions to take in order to reduce their risk from the hazard.

Warning messages should have the following characteristics: authority, credibility, accuracy, clarity and consistency. They should: provide guidance, contain enough detail, be timed appropriately, be repeated often enough, identify the impact area and address the specific needs of all people at risk.

Warning message templates and prepared scripts should be included in the evacuation plan to help ensure warnings include critical message content and can be issued promptly when required.

#### Message format

For many hazards, there are agreed standard messages or templates that are to be used. The evacuation plan identifies and includes these standard messages and templates. In Australia, the Common Alerting Protocol – Australia (CAP-AU) format is to be used.

The purpose of CAP-AU is to ensure message content is appropriate and unambiguous, and the message format is consistent, so that messages can be broadcast across a variety of communication systems.

Further information about the CAP-AU can be found at <https://data.gov.au/dataset/cap-au-std>

## Message content

The plan must identify diverse community groups, businesses and organisations that may need to be reached. Message content may have to be tailored to meet the specific needs of the following groups:

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|--|--|
| • hospitals and aged care facilities;  | • churches;  |
| • rehabilitation facilities and other supported accommodation;                     | • transport hubs – train and bus stations, airports;   |
| • people with psychosocial disabilities;   | • critical infrastructure operations (e.g. electricity generating plants, fuel depots);                                |
| • people with disabilities affecting mobility, sight, speech, language or hearing; | • owners of pets and companion animals;  |
| • people receiving home-based treatment or with specific healthcare needs;         | • owners of assistance animals;  |
| • a parent travelling alone with babies and small children, and pregnant women;    | • farmers and others with animal welfare responsibilities e.g. boarding kennels, horse racing or agistment facilities; |
| • childcare centres;   | • people who are homeless or socially isolated;  |
| • pre-schools, primary, secondary and tertiary schools and institutions;           | • unaccompanied children;  |
| • special schools;   | • remote communities;  |
| • school camps;  | • visitors, and short-term visitor accommodation operators;  |
| • correctional facilities;   | • people attending mass gatherings and major events;   |
| • commercial and industrial precincts;   | • Aboriginal and Torres Strait Islander communities;   |
| • people in the water;   | • members of culturally and linguistically diverse (CALD) communities; or  |
| • people in boats and ships, in bays/marinas or at sea;                            | • self-evacuees.   |
| • recreational and sporting facilities;  |  |
- 

It may not always be possible to tailor customised messages to every sector of the community. Consideration should be given to sending messages to community and social service organisations that are in regular contact with and support these groups of people, particularly those that are hard to reach (e.g. CALD communities, Aboriginal and Torres Strait Islander communities, people facing homelessness, people who are isolated) or those with complex needs (e.g. people with or facing intervention orders).

Further information about working with people with disabilities can be found in *Australian Disaster Resilience (ADR) Handbook 5 Communicating with People with a Disability: Guidelines for Emergency Managers* (AIDR 2013) (<https://knowledge.aidr.org.au/resources/manual-series/>).



Information about communicating with CALD communities can be found at *Australian Disaster Resilience (ADR) Manual 44 Guidelines for Emergency Management in CALD Communities (AIDR 2007)* (<https://knowledge.aidr.org.au/resources/manual-series/>)

Warning messages should contain:

- the name of the agency issuing the warning;
- the date and time of issue;
- a description of the hazard and its potential impacts;
- when and over what area it is likely to impact;
- the area to be evacuated, including a reference to specific 'evacuation zones' for phased or partial evacuation if they have been identified and used for public education before the event;
- safe evacuation routes and available evacuation centres;
- how or where to validate the information and/or gain further information;
- the consequence of not responding to the warning; and
- the time the next warning will be issued, or advice that no further warning will be issued.

Other content that should be considered for evacuation-specific warnings includes:

- the expected duration of absence;
- what essential items to take;
- the need to secure one's home/business before leaving, and arrangements made to maintain security of evacuated communities;
- how to manage pets;
- how to manage assistance animals;
- how to protect or where to relocate livestock;
- safe egress routes;
- what means are available, or should be used, to evacuate;
- the locations of assembly areas and evacuation centres, and registration processes;
- the availability of assistance to evacuate, and assistance following evacuation;
- advice to avoid using telephones unless necessary;
- what is being done to mitigate the risk from the hazard;
- what arrangements may be made to allow temporary re-entry to property;
- advice for people not at home at the time of the warning; and
- the need to inform friends and/or relatives of plans.

Consideration should be given to providing additional information for those sheltering in place about personal safety and self-sufficiency, including:

- the potential consequences of sheltering in place;
- the need to be physically and psychologically prepared to shelter in place;
- protective measures to take;
- how to shelter safely;
- the need to source food, water, power and other essential services, now and/or later; and
- the need to inform friends and/or relatives of plans.

### **Cross-reference between authorities**

In situations where relevant information is included from more than one authority, each authority is identified in the warning. For example, weather warnings or tsunami warnings might include hazard information from the Bureau of Meteorology together with evacuation instructions from the relevant Response Management Authority.

### **Dissemination methods and tools**

When planning warnings, it is necessary to identify a range of warning methods to be used to ensure maximum penetration in the target community (e.g. not everyone has access to or uses mobile technology). There may be limitations to some of these warning methods, including the absence of or failure of technology (e.g. loss of power or telecommunications). The plan should identify contingencies in case preferred media are unavailable. Options are briefly described below.

#### **Websites**

Agency websites can deliver warnings to the community, can usually handle high traffic loads and have in-built redundancy. In many cases, these websites can provide warning messages in a range of formats including text (sometimes in multiple languages) and maps.

#### **Mass media**

Collaboration with the mass media (radio, television, newsprint) can be an effective way of alerting the community to current warnings as well as awareness and education activities at other times. Arrangements are in place with ABC Radio, some commercial and community networks (known as emergency broadcasters). The warnings plan should include reference to any such arrangements.

#### **Telephone**

Telephones can be an effective method to provide tailored evacuation warning information, either through telephone trees or Emergency Alert. Telephone trees are effective to communicate tailored evacuation warning messages to people from a trusted source, but these must be established before emergencies occur. The Emergency Alert telephone and text-based alerting system is a national system that can deliver messages to mobile and fixed telephones in an identified warning area.

There are some limitations to Emergency Alert, including the length of text messages, a limited number of campaigns that can run nationally at any one time, processing efficiency and reliance on telecommunications infrastructure that can often be affected during an emergency. Given the limited length of text messages, it is advisable to provide additional sources of information in these messages, so recipients can obtain further information. Failing to do this can mean recipients do not receive vital information and cause adverse impacts on Triple Zero services.

The Tasmanian Emergency Information Service (TEIS)<sup>13</sup> provides a single point of telephone contact for public access to non-operational information about emergency and recovery assistance through a 1800 hotline. The Department of Premier and Cabinet (DPAC) administers and activates the TEIS.

### ***Standard Emergency Warning Signal***

The Standard Emergency Warning Signal (SEWS)<sup>14</sup> is a siren that can be played on radio and television that is immediately followed by a warning message with a clear action to take. SEWS may be used to increase the urgency of a warning message.

Further information about SEWS can be found at <http://www.emergencyalert.gov.au/frequently-asked-questions/what-is-emergency-alert/75-3-what-is-the-standard-emergency-warning-signal.html>

Listen to the SEWS here [http://emergencyalert.gov.au/images/stories/public\\_msg\\_w\\_tone.mp3](http://emergencyalert.gov.au/images/stories/public_msg_w_tone.mp3)

### ***Social media***

Social media allows for quick dissemination of warnings to affected communities, and gives people the opportunity to share information with family and friends.

Many agencies use social media for the delivery of warnings and other information, including relocation options. Character limits must be considered when using this medium for warnings. In a message, including shortened hyperlinks to additional information sources is recommended.

Social media also provides an opportunity for real-time monitoring of warnings and their effectiveness.

The warnings arrangements should identify how social media will be used to issue evacuation warnings.

### ***Face-to-face***

Face-to face interactions (door knocking, community meetings, speaking to community leaders) are a useful method to convey evacuation warning messages because they emphasise urgency and the message can be tailored to the recipient. While speaking directly to people is an effective method for conveying information, it is also very resource-intensive and time-consuming and may not be feasible in all circumstances.

### ***Community sirens***

Community sirens (if installed in the affected area) when activated produce a loud sound that can be heard by people in the surrounding area. They can be effective in notifying people that an emergency is occurring.

<sup>13</sup> <http://alert.tas.gov.au/Pages/Home.aspx>

<sup>14</sup> <http://www.ses.tas.gov.au/h/em/awareness/sews>

## Documentation

To assist in documenting the warnings stage, the evacuation plan for Stage 2 includes:

- warning templates;
- pre-prepared scripts;
- details of who needs to be warned for different hazards;
- relevant contact details;
- location of sites for face-to-face warnings and briefings;
- channels to be used to warn people; and
- tools/templates to record dates/times that warnings were issued; the nature and content of those warnings, and details of who was warned.

WebEOC provides functionality for information management such as this and can be an effective way to share information between agencies during times of emergency.

## Stage 3 – Withdrawal

### In this section you will understand the steps to:

- ☒ Identify authority and responsibility
- ☒ Identify relevant stakeholders
- ☒ Plan for different types of withdrawal
- ☒ Plan for contingencies
- ☒ Link to resources needed and routes to take
- ☒ Consider traffic management points and plans
- ☒ Consider security measures
- ☒ Plan communications for the withdrawal stage
- ☒ Prepare maps for withdrawal management
- ☒ Document it

The purpose of this section is to guide the planning to withdraw people safely from an emerging threat following a decision and a warning to evacuate.

### Introduction

Withdrawal is the third of five stages of the evacuation process and involves the organised movement of people from a dangerous or potentially dangerous area to one that is safer.

While some people in the hazard impact area will self-evacuate and others will choose to shelter in place, there is a responsibility to ensure that those who choose, or are directed, to withdraw and need guidance and/or assistance, are able to withdraw safely.

Managed withdrawal is likely to be more effective if it is carried out in accordance with a prepared plan. The arrangements for withdrawal should be developed in consultation with relevant stakeholders. These may include council and community representatives, local police and managers of local facilities. Some facilities and groups of people whose withdrawal may need to be managed are listed in Stage 2 – Warning.

Withdrawal arrangements must be consistent with any advice provided to people affected by the evacuation warning, which in turn should be consistent with the decision to evacuate.

Evacuation planning may involve the use of computational models (or 'agent-based models') to help predict how people/vehicles (i.e. agents) behave under different circumstances. For an example of a model that seeks to predict

the response of communities (based on their demographic characteristics) to warnings of different hazards and different intensities, see the Community Emergency Response Model (CERM)<sup>15</sup>.

### Withdrawal coordination

The agency and position coordinating a withdrawal may vary depending on the nature of the hazard. Reference should be made to relevant legislation, emergency management plans or documented emergency management arrangements to identify the agency or position in the plan.

The plan should identify arrangements necessary to ensure those managing the withdrawal remain well-informed about the progress of the incident, particularly any aspects that affect the capacity to safely complete the withdrawal stage. For example, the plan should identify how updates on the progress of the incident will continue to be received, and any impacts on egress routes.

### Considerations

The following factors should be considered in withdrawal planning:

#### Time available

A significant part of the evacuation planning decision (to stay or go) will be related to the time available to evacuate.

An assessment of the time available must include:

- the speed and nature of the onset of the emergency;
- time to assess suitable and appropriate evacuation options;
- time for the evacuation decision to be approved or endorsed;
- time taken for the evacuation decision to be communicated to the potential evacuees;
- time taken to mobilise logistic resources; and
- time for travel away from the area to a safer location.

The plan should include realistic estimates of how long the withdrawal stage will take to complete for different scenarios. The estimates must include planning assumptions and recognise that the above steps may not be linear in execution.

In some circumstances, evacuation may be the only safe option, but the time available may be less than the time required to complete the withdrawal stage. The plan must include contingencies for circumstances that necessitate partial evacuation for people most at risk, or increased efforts to protect them in place.

The plan may benefit from identifying predetermined triggers<sup>16</sup>. Commonly agreed and understood triggers in the plan will decrease the time it takes to make an accurate decision and help prioritise operational and strategic tasks.

<sup>15</sup> <https://www.afac.com.au/docs/default-source/ru/community-emergency-response-model-validation-project.pdf>

<sup>16</sup> Trigger: A pre-identified reference, event or threshold that upon its occurrence signifies a need to review an action, a plan or course of events

### People at higher risk

The plan should identify people at higher risk than the general population, for whom more detailed withdrawal or shelter-in-place arrangements may need to be prepared. Some of these groups are listed in Stage 2 – Warning. For some of them, specific transport arrangements and destinations may need to be identified.

For places such as aged care facilities, schools and medical facilities where the risk to occupants is high during an emergency, the facility's evacuation plan could be referenced in the emergency management plan. Facility evacuation plans guide how people at these facilities will be managed during all stages of the evacuation process.

### Those who choose to shelter in place

The person responsible for the withdrawal stage should focus on managing the withdrawal of those who have chosen or been directed to withdraw and who need guidance and/or assistance to do so. Some people will self-evacuate before, during or after the withdrawal stage, and while they may present at evacuation centres, they will often self-manage their withdrawal.

Others may choose to shelter in place. This may be to protect their property, care for their animals or simply to shelter in place. Others will shelter in place to wait and assess the situation before deciding whether to evacuate. Seeking to influence any of these people to withdraw can be time-consuming and fruitless, and, if protracted, may endanger personnel managing the withdrawal. Only in circumstances where it is clearly unsafe for people to shelter in place should efforts be made to remove them to safety. The evacuation plan should identify the relevant legislation, formal plans or arrangements that exist to inform how people in these circumstances are to be managed.

### Family groups

The plan must seek, whenever possible, to move groups of people familiar with each other (e.g. families, residents and staff of care facilities) as a complete unit, to minimise, as much as possible, the sense of dislocation likely to be experienced during an evacuation.

However, exceptions also need to be planned for. For example, some cultural practices don't allow certain family members to travel unaccompanied or to travel and be accommodated together. These cultural practices may be set aside in certain situations, such as emergencies. Some court orders, police orders or bail conditions may restrict the capacity of some individuals to travel unaccompanied or be accommodated with specified others.

### Animal management

While the focus of evacuation is on protecting human life, animals are important to people and need to be considered when planning the withdrawal stage. While individuals are likely to make their own decisions about their pets and animals, they may be constrained by the evacuation withdrawal timings, capacity to move their pets or animals, and an appropriate location to move their pets or animals to.

The evacuation plan should recognise that people who have pets and animals in the hazard impact areas are likely to want to evacuate these animals, in some cases to evacuation centres. The plan should also recognise that, where possible, owners retain responsibility for their animals. Some people may choose to shelter in place to care for these animals rather than evacuating without them.



People with assistance animals need special consideration in the plan, as to separate them from their animal unnecessarily will not only disadvantage them but stands contrary to the *Disability Discrimination Act 1992*<sup>17</sup>. While this may not present a significant burden for those managing the withdrawal stage, those managing the next stage – shelter – may need to plan for the management of any evacuated animals.

Evacuees accompanied by animals need to be advised of the location of any evacuation centres that can accommodate animals. Further information about the management of pets, companion animals, assistance animals and livestock can be found in the Resources section at the end of this Framework.

### **Partial and phased evacuations**

If partial evacuation is possible based on the risk assessment in the decision stage, the withdrawal plan should describe who is likely to be withdrawn and not withdrawn and the arrangements for each of these two groups. For example, to avoid traffic congestion, some at-risk groups may be withdrawn before the general population is encouraged to withdraw, and some may be protected in place.

Similarly, if phased evacuation is appropriate, the withdrawal plan will need to identify how this should unfold. For example, for a flood, upstream communities may be encouraged to evacuate before downstream communities. Similar arrangements may be made for communities in the path of an advancing bushfire. The plan should include estimated timelines likely to apply during phased evacuation for hazard impacts of varying intensities.

### **Transport options**

The evacuation warnings issued during the warning stage will include advice about transport options for withdrawal. Often, evacuees will have been encouraged to make their own arrangements to withdraw before the hazard impacts. Typical options include walking, own or friend's car, taxi and public transport. This will minimise the number of people for whom other transport arrangements need to be made.

Evacuation on foot should only be encouraged where distances to be travelled are short, either to immediate safety (e.g. to a nearby hill or higher ground when a tsunami threatens) or to a nearby assembly area.

Transport arrangements may need to be made for some at-risk groups identified in Stage 2 – Warning. The plan should identify the resources that are required and the arrangements that have been, or need to be, made to transport these people to an appropriate destination. There may be a need to arrange specialist transport such as buses (in some cases, wide-aisle buses), wheelchair-accessible vehicles, cars with approved child restraints, ambulances, boats or aircraft to help people most at risk or those who may be isolated or otherwise in need of assistance. The likely extent of self-evacuation should be considered, as this will affect the amount of transport resources required, or the use of limited resources to be prioritised.

For some communities or families, such as on islands or cut off by the event, the only transport option may be by air or water. Given the nature of isolated communities, local residents may be best placed to provide planning advice or initiate effort for overcoming logistic constraints; however, evacuation planning must also consider that residents or visitors to an area may not have this capability. If appropriate, consider seeking Civil Aviation Safety Authority (CASA) assistance in planning for and managing the withdrawal and return stages, and the additional risks posed by the hazard on air transport.

<sup>17</sup> <https://www.legislation.gov.au/details/c2013c00022>

## Egress routes

The plan should identify safe egress routes that will be announced in evacuation warnings, noting that for some hazard impacts, planned routes may become compromised, so alternatives should be identified. In cases where egress routes may not be obvious to evacuees, the plan should identify arrangements to signpost them clearly. Egress routes that can accommodate expected traffic volumes need to be identified. Where there may be a large number of evacuees, it may be appropriate to use a traffic management model. Egress routes for pedestrian traffic, as well as road traffic, must be identified. Using triggers<sup>18</sup> in the plan will help plan for, and operationalise, timely and efficient egress.

## Traffic management

The withdrawal plan should identify the location of appropriate places for traffic management points (TMPs) to help control the flow of traffic leaving the hazard impact area to avoid bottlenecks, and to restrict the entry of traffic into the impact area until it is safe.

Traffic is to be managed, often by police or contracted traffic management personnel, to facilitate entry of emergency response vehicles while the hazard is being controlled and, later, for people and vehicles to restore facilities and services.

Most traffic management events are managed by police using guiding principles that are flexible in a wide range of scenarios. Traffic managed in this way stands alone from standing traffic management plans.

## Assembly areas

In some instances, it may be necessary to escort people from the hazard impact area to ensure they are safe. For this purpose, the plan should identify assembly areas (in some jurisdictions, 'transit areas') where people in cars, buses and other transport can assemble in safety before being escorted from the hazard impact area. The plan should identify who will attend assembly areas to marshal, brief and escort those gathering there.

Identifying egress routes, assembly areas and TMPs should be done in consultation with community representatives, as they will be able to readily identify the routes and places that locals are likely to use.

At assembly areas, plans could consider registering evacuees; providing toilet facilities, refreshments and relevant information about the hazard threat; the evacuation process; shelter options and locations; likely duration until the return stage; and how to access further information.

## Contingencies

The plan should identify what contingencies are available to deal with vehicle breakdowns, road blockages and where vehicle fuel can be accessed should it be necessary. Again, relevant contact details are to be included in the plan.

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<sup>18</sup> Trigger: A pre-identified reference, event or threshold that upon its occurrence signifies a need to review an action, a plan or course of events

## Destinations

Potential destinations for people evacuating from the area affected can be detailed in the section on shelter.

As a principle, during the warning and withdrawal stages, communication with evacuees encourages them to make their own shelter arrangements, such as staying outside the affected area with family or friends, or in commercial accommodation such as hotels, motels, B&Bs and the like.

For those who are unable or unwilling to make their own arrangements, the plan encourages them to be transported or directed to evacuation centres or specialist facilities, depending on their needs and circumstances. The plan should identify where these centres and facilities are, as well as alternatives in the event they are unavailable due to ongoing hazard threats, overcrowding or for other reasons.

## Security

Evacuation warnings should have encouraged evacuees to secure their premises and belongings before departure. However, some individuals see the evacuation or partial evacuation of communities as an opportunity to loot vacated buildings. Hence the security of vacated communities should be arranged whenever circumstances permit. These arrangements, such as routine police patrols, are to be made in consultation with local police and detailed in the withdrawal plan so that details can be announced during emergency warnings. This will discourage theft and further encourage people to leave, safe in the knowledge that their possessions are likely to be safe from theft. The plan should describe how security will continue to be provided at least until stage five (return) is well-advanced.

While marking premises in some way to indicate that they have been vacated can help identify other places where remaining people may be sheltering, such arrangements also readily identify vacant premises to would-be looters. Consider marking vacated premises only if adequate security measures are in place.

Primacy of life will take precedence over matters of protecting property, and community expectations of security measures are best managed during community education activities.

## Communications

The evacuation plan could include a communications section that identifies how relevant withdrawal matters will be communicated to those managing the withdrawal stage and to evacuees. For example, information that planned egress routes have become unusable due to damaged bridges or fallen trees will need to be communicated to evacuees.

In some circumstances, the time evacuees spend en route may be considerable, and plans should be made to communicate with them, for example via AM/FM radio, about where to access fuel, water and services. In more remote locations, communication may be via handheld radio.

The plan should also address how to access information *from* evacuees about, for example, compromised egress routes and vehicle breakdowns.

### Documentation

The evacuation plan for Stage 3 – Withdrawal must include details of the specific plans to manage at-risk groups, including:

- plans to evacuate and/or shelter people in place, prepared by facilities managers
- the location of facilities housing at-risk groups
- relevant contact details
- the location of egress routes including alternative routes, TMPs and assembly areas
- transport arrangements including contact details
- security arrangements
- the communications sub-plan; and
- the ability to capture details of the evacuation plan as it unfolds (e.g. who was evacuated, at what time and to where).

Maps (preferably digitised to readily enable sharing) should also clearly identify the location of at-risk groups (including those where shelter-in-place arrangements have been made), preferred egress routes, and the locations of assembly areas, evacuation centres and TMPs.

## Stage 4 – Shelter

### In this section you will understand the steps to:

- ☒ Identify authority and responsibility
- ☒ Identify relevant stakeholders
- ☒ Identify shelter options
- ☒ Agree on responsibilities and cost arrangements
- ☒ Consider goods and services needed and routes to take
- ☒ Plan for animals
- ☒ Plan for contingencies
- ☒ Registration
- ☒ Develop a shelter communications plan
- ☒ Document it

The purpose of this section is to guide the development of a plan to provide adequate shelter for any evacuees who seek it. This may include self-evacuees, as well as any animals accompanying evacuees.



#### Evacuation centres

*The term evacuation centre is used in this Framework and includes relief centres and welfare centres.*

### Introduction

Shelter is the fourth of the five stages of the evacuation process and involves providing basic needs for people affected by the emergency, away from the immediate or potential effects of the hazard.

Shelter provides temporary accommodation of evacuees who cannot remain home due to a hazard impact or potential impact. The shelter needs of individuals may vary over time and so the types of shelter they seek, or that can be provided, may also vary.

### Authority and responsibility to manage evacuation centre

The evacuation plan should identify the council with the authority and responsibility to manage the evacuation centre.

### Considerations

The plan describes the range of shelter options available and how they may be used:

#### Self-shelter options

The plan should include arrangements to promote self-shelter options, encouraging evacuees to make their own accommodation arrangements away from the hazard impact area. This promotes self-efficacy and reduces the burden on the responsible agency, particularly where alternative accommodation options may be in short supply. Self-help options may include evacuees:

- using their holiday home;
- staying with family or friends; or
- using commercial accommodation (e.g. hotels, motels).

Use of self-shelter options is less likely for low-income households, isolated and solitary people, and for communities already experiencing overcrowding.

To help manage the return stage and recovery, plans need to be made to communicate with those who make their own accommodation arrangements (see 'Keeping evacuees and others informed').

#### Alternative accommodation options

For those who cannot make their own shelter arrangements, plan to provide the following options:

- Evacuation centres – the purpose and features of evacuation centres are described below. The plan should document the arrangements that have been made with the owners of facilities to be used as evacuation centres, including how and by whom they will be activated, what responsibilities remain with the facility owner, and what responsibilities the responsible agency will have.
- Commercial accommodation – evacuees may be redirected to commercial accommodation. The plan therefore, should identify commercial accommodation providers who have been determined appropriate for this purpose, including relevant contact details and any agreed arrangements.
- Specialist facilities – the plan should identify where evacuees who require special care will be accommodated. The plan should identify the capacity of these facilities to house evacuees with special needs (including for example, survivors of family violence), and may need to identify alternative facilities. The plan should include the address and contact details for all specialist facilities and describe the arrangements that have been made with these facilities.

### Evacuation centres

#### Purpose and features

The purpose of an evacuation centre is to temporarily house evacuees who have limited capacity to find alternative accommodation following withdrawal. Evacuees may be feeling vulnerable, stressed and even traumatised by the

emergency experience. The evacuation centre should be a safe and secure place of shelter that provides their basic needs and where they can start their recovery.

Unlike other shelter options, an evacuation centre, along with community fire refuges and nearby safer places are seldom purpose built for accommodation, but are adapted for this purpose as required.

To ensure evacuation centres are fit for purpose, they should:

- be located outside the expected hazard impact area;
- be available for the duration of the shelter stage, confirmed in formal agreements with owners;
- have sufficient space and appropriate bedding (which may be brought in) to enable evacuees to sleep comfortably;
- have electric power and potable water available or the ability to connect to emergency supplies;
- have adequate heating, cooling and airflow;
- have adequate toilet, laundry and washing facilities (consider family and non-gender-specific facilities);
- have adequate kitchen facilities, and provisions for dining and recreation;
- have adequate provisions for general and hazardous waste disposal;
- be accessible to people with disabilities;
- have safe spaces for children and people with special needs;
- be safe for survivors of family violence and for people of diverse gender and sexual identities;
- accommodate a range of assistance services;
- have arrangements in place to safeguard children and vulnerable adults from harm (e.g. power point covers, fenced water areas, stair rails);
- be secure;
- have sufficient parking;
- have access to transport to local population centres; and
- have appropriate insurance and usage permits for the intended use.

Children and people with special needs can be particularly vulnerable in an evacuation centre as their normal safeguards, routines and support structures have been interrupted or altered. The evacuation plan and shelter plans should consider how their needs could be met, including:

- access to health and wellbeing support, including for people who need psychosocial support;
- extra measures to ensure the safety and protection of children, including the establishment of 'child safe spaces'; and
- provision of age-appropriate activities and recovery support programs.

Further resources for establishing child safe spaces are available in the Resources section of this Framework.

Examples of facilities that may be suitable as evacuation centres include sporting complexes, community centres and schools.

### **Health, safety and security**

The plan should identify measures to ensure the health, safety and security of evacuation centre staff and evacuees, addressing:

- appropriate induction of staff and evacuees into the premises;
- public and environmental health issues including food safety and the prevention and control of communicable diseases;
- fire safety;
- safe work practices; and
- site security, perhaps involving police, private security services or other authorised people.

### **Command and coordination**

Several agencies and organisations often deliver services simultaneously at evacuation centres. The plan should identify which agencies and organisations will deliver these services, the names and contact details of key personnel, and arrangements for ensuring these services are provided seamlessly, possibly for an extended period. The services required at an evacuation centre are likely to change over time, and accommodation for some or all evacuees may be shifted off-site as more suitable accommodation options become available.

To ensure effective communication and to minimise disruption to service delivery as evacuation centre services evolve, the plan should detail reporting lines, arrangements for communicating between service providers, and procedures for managing disputes.

The plan should identify sources for all goods and services that will be required for the duration of the evacuation centre, including food, hygiene, pharmaceutical and other necessary supplies, and health and welfare services. In some circumstances such as widespread damage, food supplies may be in short supply for a period. The plan should identify arrangements that may have been established by the Tasmanian Government's supply chain managers to address these circumstances.

Evacuation centres often bring large numbers of people unknown to each other into proximity, sometimes for extended periods. Managing the vagaries of human behaviour in these circumstances can be a dynamic and challenging process. The plan should include communication of expected behaviour to evacuation centre staff and evacuees, as well as contingencies to manage unwanted behaviour.

### **Animal welfare**

Some people may be reluctant or refuse to evacuate if they are unable to bring their pets and companion animals to an evacuation centre or commercial accommodation. The plan should consider at least one site that will cater for pets. Owners of pets and companion animals should be advised that they retain responsibility for the welfare of their animals including feeding, cleaning up and control.



### Assistance animals

Assistance animals are not pets, but rather are highly trained disability support services that enable a person with disability to safely participate in personal and public life activities<sup>19</sup>. An assistance animal with an evacuee must not be denied access to any form of emergency shelter, including evacuation centres. Therefore, all plans have to consider how evacuees with assistance animals are supported and serviced during an evacuation<sup>20</sup>. The *Disability Discrimination Act 1992* (Cth) sets out the legal definition of an assistance animal and provides other relevant information.

### Contingency arrangements

An evacuation centre may become compromised or exceed capacity, so an alternative site with the appropriate capacity, infrastructure and support services should be identified in the plan. Plans also need to take into account that the situation might escalate to a point where additional resource requirements are beyond the capacity of the existing services and agencies.

### De-escalation

The eventual return of evacuees to their homes is addressed in the section on Return. However, the evacuation plan should include an exit strategy that includes consultation with evacuees about the planned closure of the evacuation centre, advice about alternative accommodation options, and how to access ongoing recovery services and support.

### Additional services for evacuees

#### Registration of evacuees

Registering people affected by emergencies helps with locating and reuniting family members; it also informs assessments of longer-term recovery needs. Where evacuation is required, registration of evacuees should be commenced immediately by council using an approved registration form.

During significant emergencies, registrations may be undertaken by the Red Cross's Register.Find.Reunite National Registration and Inquiry service. Consideration must be given to the privacy and security of personal information, and be compatible with national registration and enquiry systems (Register.Find.Reunite). If requested by the Incident Controller, Red Cross may provide volunteers to assist with registration processes. Registration data collected by local government must be provided to Tasmanian Government agencies for recovery purposes after the emergency.

The Register.Find.Reunite service may be activated by Tasmania Police in consultation with the relevant Regional Controller/s and Municipal Coordinators. While activated, the Red Cross may coordinate registrations in evacuation and recovery centres, and activate national call centre arrangements as directed by the Incident Controller.

<sup>19</sup> Australian Human Rights Commission

<sup>20</sup>

### Keeping evacuees and others informed

Information will be highly sought-after by evacuees, no less so during the shelter stage. Therefore, the shelter plan should include a communications section that identifies how evacuees will be kept informed about evacuation and recovery centre matters, such as:

- the evolving emergency;
- known impacts on community;
- road closures and access restrictions;
- any risks associated with early return, and how to mitigate them; and
- expected closure date of any evacuation centres, and plans and dates for return.

Evacuees in an evacuation centre may be communicated with using a notice board or regular face-to-face briefings. The plan needs to identify how more widely dispersed evacuees, and those who chose to shelter in place, will be kept informed, such as through social media. It will be particularly important to communicate with self-evacuees during this stage, so they can be informed about the return stage. While an emergency continues, plan to liaise with the people managing the emergency about communicating with evacuees and those who shelter in place to ensure consistent messaging.

All communications are to be open, honest, relevant and up-to-date. Any information about damage to specific homes and properties are dealt with under arrangements set out in the State Special Emergency Management Plan for Impact and Damage Assessment.

Messages should also be tailored to meet the needs of the owners of any facilities being used, their staff, and those managing the evacuation centre. Plans are to be made so that relevant information from agencies responsible for evacuation stages can be shared with the surrounding community and emergency management personnel.

### Transition to recovery

The services available to evacuees in an evacuation centre should be consistent with those available under local recovery plans and arrangements. This will assist with a seamless transition to recovery, noting that recovery centres may be established in separate facilities during the shelter stage to provide recovery advice and assistance.



#### Key Message

*People under stress may struggle to receive and process information. Further guidance on effective communication can be found at <http://www.redcross.org.au/communicating-in-recovery.aspx>*

## Documentation

To help document the shelter stage, the evacuation plan should include:

- details of the facilities available for sheltering evacuees;
- floor plans of those facilities;
- agreed arrangements with the facility owners and managers to set up, activate and operate those facilities as evacuation centres; and
- relevant contact details.

A communications sub-plan could be prepared, to ensure appropriate information continues to be communicated to evacuees via suitable media.

Additional supporting documentation may include:

- a register of supplies required to support evacuation centre operations (recommended quantities of, for example, bedding, furnishings, food, hygiene products, cleaning supplies), and resupply request forms;
- evacuation centre management templates including:
  - sign in/out sheets
  - incident report forms
  - situation reporting templates

## Stage 5 – Return

### In this section you will understand the steps to:

- ☒ Identify authority and responsibility
- ☒ Do it early – as soon as is 'Safe'
- ☒ Identify relevant stakeholders
- ☒ Develop risk management processes for return
- ☒ Identify return options
- ☒ Plan communications strategy for the return stage
- ☒ Link with recovery plans
- ☒ Document it

The purpose of this section is to guide the making of an informed decision about the safe and timely return of evacuees to their homes and businesses, and the development of a plan to manage the return effectively and efficiently.

#### Introduction

Return is the fifth and final stage of the evacuation process – the period during which those who have left the hazard impacted area and have been unable to return are now able to do so, more or less permanently. Short-term, temporary re-entry to impacted areas to assess damage, collect belongings or attend to livestock is covered in the section on Temporary re-entry below.

For many, return is the beginning of the recovery process and therefore begins as soon as possible after withdrawal, providing the health and safety of returnees is not unduly compromised. Returning is not without risk, but to delay return in the hope that all risks will be eliminated is not realistic. To delay return carries risks, as delay can have negative impacts on the recovery of returnees, including increasing frustration or stress if unable to return to secure property, attend to pets or livestock, or restore business activity. Early return will help minimise negative social and economic impacts on affected communities.

Community support for the timing of the return will be enhanced if appropriate community representatives are involved in developing the return plan and deciding on the timing.

The return stage should be a planned and managed process to ensure it is carried out as soon as possible and as safely as practicable. However, return can be stressful, particularly for people who have lost loved ones and/or property. There may also be misinformation or tension due to differing experiences of the emergency. People will respond to stress differently which may, during the return stage, result in increased conflict. Conflict may arise:

- among returning evacuees;
- between evacuees returning and those who stayed;
- between evacuees and supporting agencies;
- between evacuees and other community members not directly affected by the hazard impact; or
- between evacuees and media who have an increased presence in hazard impacted areas.

The plan should include strategies to promote reconnection and to minimise and manage the potential for conflict. Necessary strategies are: providing timely and accurate information to promote shared understanding, making support services available, and engaging the community in the return process.

Not all evacuees will return permanently to their home or business. Some will choose to relocate, and others may be resettled elsewhere at the directive of government (e.g. following the Christchurch NZ earthquake).

### **Authority to decide on and responsibility to manage return**

The evacuation plan should identify which agency(ies) or position(s) have the authority and responsibility to decide when the return stage can start and to manage the return. The agency or position may vary depending on the nature of the hazard threat.

## **Considerations**

### **Context**

The managed return of people suggests that evacuees have remained outside the hazard impact area pending a formal decision that will enable them to return. However, experience demonstrates that many will have returned earlier, often despite the maintenance of TMPs to prevent this. Such behaviour suggests that people undertake their own risk assessment based on their particular needs and risk appetite. For example, farmers and people with animal welfare responsibilities may need to return quickly to attend to their stock, and business owners will be keen to restore as quickly as possible their means of making a living. Many householders who have lost most of their possessions will want to return to see what remains, and to secure it.

In these examples, the desire to return outweighs the perceived risk of return. Given this, it is incumbent on the agency responsible for managing the return stage to ensure people can make, as early as possible, informed choices about the risks they may face and how those risks may be mitigated. The evacuation plan's communications sub-plan addresses the need to inform people about personal risks and mitigation strategies, starting as soon as possible after the warning stage.

Such an approach recognises that many people are capable and self-reliant, and helps acknowledge and build community resilience.

### **Risk assessment**

When to start the formal return stage is based on a risk assessment similar to that described in stage 1. The plan should include a risk assessment template. Once the risk assessment has been completed and documented, and the risks have been treated to the extent they need to be, the return stage begins.

The plan should detail arrangements to ensure properly trained and equipped teams (Rapid Impact Assessment Teams) in the field are gathering data to enable timely risk assessment. Teams include representatives of government agencies, infrastructure owners and affected communities whose local knowledge and diverse representation will add value to assessments and add credibility to analysis and evaluation. The plan should document how data will be captured and include either data capture forms or an electronic application to enable data capture and analysis.

Risks to be assessed may include:

- the residual risk, or the possibility of the hazard returning;
- new hazards (e.g. ground, air or water contaminated by asbestos, sewage, dead animals, damaged buildings and septic tanks etc.);
- risk mitigation measures;
- safety of access and egress routes;
- safety of structures;
- safety of electrical and gas facilities and infrastructure, fuel storage and other hazardous facilities;
- capacity to re-connect services to damaged buildings, treat contaminated water;
- the availability of facilities, utilities, services, food and water necessary to sustain returnees; and
- contamination of evidence of crime.

### **Temporary re-entry**

The plan should provide for the temporary re-entry of people (e.g. householders, business owners, farmers) to the hazard impact area before opening the area to the broader community. Temporary re-entry may be enabled to assess damage, collect belongings or attend to livestock, and only follows an appropriate assessment of the risk. Consider issuing permits to those temporarily re-entering (see below).

### **Phased return**

Phased return can be considered in the plan. Depending on circumstances, access may be restricted until essential infrastructure has been restored and remaining hazards addressed.

Enabling those with homes and businesses (e.g. agricultural, commercial) to return as soon as it is reasonably safe should be facilitated, while continuing to restrict access to those who merely want to visit the hazard impact area. In instances where entry is restricted to some people, TMPs may be used to assess the bona fides of people seeking to return to the hazard impact area.

To inform a phased return and speed up the return process, the plan should identify the range of services and infrastructure that may be interrupted by the hazard impact. The plan should include details of key contacts to enable service providers to enter impacted areas to restore services and infrastructure as soon as practicable following risk assessment and the implementation of necessary risk treatments applicable to their operations.

### **Permit system**

A permit system may be appropriate to facilitate the re-entry or return of some people before the hazard is completely resolved. For example, farmers and people with animal welfare responsibilities, such as boarding kennels, stables, agistment facilities and feedlots, may require urgent access to attend to injured animals, locate and contain wandering stock and to provide water and feed. Permits should only be issued following an appropriate assessment of the risk in the area to be accessed. In addition to elements listed under 'Risk assessment' above, consider the following:

- the physical and mental capability of the person seeking a permit;
- the identification of high-risk 'no go' areas;
- times of entry and exit;
- mode of transport and speed restrictions;
- confinement of activities to specific properties and access/egress routes;
- any limitations due to infrastructure restoration activities; and
- legal indemnity and responsibility for safety.

Any existing emergency management arrangements that guide the process of permitted access to hazard impacted areas are to be appended to the plan.

See Resources for examples of permit systems.

### **Restricted access to high-risk areas**

Risk treatment may include identifying areas that cannot be accessed by the general public until the risk has been treated to a tolerable level (e.g. areas contaminated by asbestos), but enabling access to the balance of the hazard impacted area as soon as possible.

The plan should identify how to restrict access to those areas that still pose a threat to health and safety. Signage, road blocks and/or TMPs may be appropriate.

### Communication

To help evacuees make well-informed decisions before returning and sheltering in hazard impact areas, any return plan should include communications planning for sharing relevant information with returnees before and after their return.

Information is to be provided on:

- what to expect when they return (e.g. what they will see, smell, feel, impacts to essential services such as sewage, power);
- the residual risks returnees face;
- mitigation strategies that agencies have put in place, and that returnees may put in place to augment those strategies;
- travel and accommodation arrangements for those requiring assistance to return;
- location of and reason for restricted areas;
- support services available in the vicinity (e.g. health, welfare, banking, insurance, education, childcare); and
- food and water supplies, access to fuel, hardware stores, safety equipment.

Evacuees should be encouraged to weigh up this information and consider if and when they will return, given their own needs, capacities, abilities and circumstances.

How this information will be delivered should be described in the communications plan. Returnees should continue to be consulted about their information needs, which will vary over time. This consultation should also identify when communication is no longer required.

### Documentation

To help document the return stage, the evacuation plan should include, for stage 5, a template to enable a risk assessment to be undertaken quickly, as well as a template or software application to facilitate data collection and analysis of risks. It also identifies critical infrastructure likely to be impacted, and key contact details for infrastructure owners/managers.

A communications sub-plan should be included, to ensure appropriate information continues to be communicated to returnees via suitable means.

### Transition to recovery

Some elements of the return stage may overlap with components of the recovery plan. Hence the return must be coordinated between the person or agency responsible for managing the return stage and the person responsible for recovery. How return and recovery are integrated should be described consistently in both the evacuation plan and the recovery plan. At what point the return stage is completed should be agreed between those managing return and recovery. Given the inherent complexity and nature of balancing both recovery and return stages, it is recognised that the situation may drive the need for collegial innovation at the time of these phases.



Not all who left the hazard impact area will be able to return permanently until their home or business is restored or rebuilt. And there will be some who do not wish to return at all. The needs of these two groups will remain a strong focus for those managing the recovery process.

Tasmanian Relief and Recovery Arrangements<sup>21</sup> are administered by the Department of Premier and Cabinet's Office of Security and Emergency Management and outline the financial arrangements for relevant relief and recovery activities.

Arrangements for transitioning to recovery are outlined in the State Recovery Plan, which is maintained by the Department of Premier and Cabinet.

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<sup>21</sup> <http://www.dpac.tas.gov.au/divisions/osem/>

## Evacuation roles and responsibilities

Stage One – Decision to Evacuate	Support Agency	
	Primary	Assisting
Evacuation Risk Assessment	Response Management Authority Tasmania Police	Council
Decision to Evacuate	Response Management Authority	

Stage Two – Warning	Support Agency	
	Primary	Assisting
Decision to Warn	Response Management Authority	DPIPWE (ESGIS)
Provision of Warnings	Response Management Authority	SES Tasmania Police DPAC (PIU)

Stage Three – Withdrawal	Support Agency	
	Primary	Assisting
Coordination	Tasmania Police	Councils Ambulance Tasmania
Logistics/Transportation	State Growth (Transport Services Group)	Contractors Commercial freight and transport providers
Security	Tasmania Police	Contractors
Traffic Management	Tasmania Police	Councils State Growth Contractors SES

Stage Four – Shelter	Support Agency	
	Primary	Assisting
Evacuation Centre Activation	Councils	SES
Evacuation Centre Management	Councils	Communities Tasmania Contractors
Environmental Health and Pollution	Councils DoH (Public Health Services)	DPIPWE (EPA)
Alternative Emergency Accommodation	DoH (Housing Tasmania)	Council NGOs Regional tourism organisations
Registration	Councils	Tasmania Police NGOs SES
Animal Welfare (pets and companion animals)	Councils	DPIPWE (Biosecurity Tasmania) Community/member groups
Animal Welfare (livestock)	DPIPWE (Biosecurity Tasmania)	Councils Community/member groups
Transition to Recovery	Recovery Coordinators Councils Response Management Authority	DPAC
Care for Children	Communities Tasmania (Children and Youth Services)	DOE NGOs
Waste Management	Councils	DPIPWE (EPA)

Stage Five – Return	Support Agency	
	Primary	Assisting
Return Risk Assessment	Response Management Authority	Key stakeholders
Decision to Return	Response Management Authority	Councils
Transition to Recovery	Response Management Authority	DPAC Recovery Coordinators Contracted support agencies Council

## Document acceptance and release notice

This document is Version 0.15 19/7/2018 of the Emergency Evacuation Framework.

This document is a managed document. For identification of amendments each page contains a release and a page number. Changes will only be issued as complete replacement. Recipients should remove superseded versions from circulation.

This document is authorised for release once all signatures have been obtained.

<b>Prepared by:</b>	<b>For Acceptance:</b>	<b>Date:</b>	<b>Signature:</b>
Author:	Ky Wittich		
Cleared By:			
<b>Accepted:</b>	<b>For Release:</b>	<b>Date:</b>	<b>Signature:</b>

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## Distribution

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## Evacuation plan template

Note: this is a representation of the information required for this document.  
Please refer to the digital copy for the full version and explanation.

### EVACUATION PLAN TEMPLATE

*<insert name of Exercise>*

#### INTRODUCTION

Purpose:  
Scope:  
Relevant legislation:  
Policies:  
Evacuation coordination and management structure:  
Interaction with other planning:  
Planning assumptions:  
Review and revision of plans:

#### PRE-RESPONSE

Hazard monitoring:  
Information exchange:  
Community preparation to evacuate:  
Pre-identification of a suitable evacuation centre:

#### STAGE 1 – DECISION TO EVACUATE

Authority and criteria to activate the plan:  
Timing an evacuation:

#### STAGE 2 – WARNING

Transforming SEWS into public warnings:

#### STAGE 3 – WITHDRAWAL

Security in evacuated zones:  
Transport and logistics:

#### STAGE 4 – SHELTER

Providing shelter:  
Information management at the evacuation centre:  
Safety and security at the evacuation centre:  
Protection at the evacuation centre:

#### STAGE 5 – RETURN

Return criteria:  
Return alternatives:

## RESPONSIBILITIES

### Pre-response

- Primary Support Agency:
  - Functions:
- Assisting Support Agency:
  - Functions:

### Decision to evacuate

- Primary Support Agency:
  - Functions:
- Assisting Support Agency:
  - Functions:

### Warnings

- Primary Support Agency:
  - Functions:
- Assisting Support Agency:
  - Functions:

### Withdrawal

- Primary Support Agency:
  - Functions:
- Assisting Support Agency:
  - Functions:

### Evacuation centre and relief

- Primary Support Agency:
  - Functions:
- Assisting Support Agency:
  - Functions:

### Return and transition to recovery

- Primary Support Agency:
  - Functions:
- Assisting Support Agency:
  - Functions:





