

Joint Standard Operating Procedure



Department of
Environment and
Primary Industries



JOINT SOP	
Title	Evacuation
Purpose	Evacuation is the planned relocation of persons from dangerous or potentially dangerous areas to safer areas and eventual return. The end to end process of evacuation across all five stages involves various procedures and responsibilities across various agencies. The purpose of this Joint Standard Operating Procedure (JSOP) is to ensure that standard procedures are shared and understood by all relevant agencies.
Scope	<p>This JSOP relates to the responsibilities of all agencies, through the five stages of evacuation; decision, warning, withdrawal, shelter and return.</p> <p>This JSOP applies to the activities of evacuation during or in anticipation of an emergency, through the five stages of evacuation until the affected members of the community are returned. This includes certain elements in the management of self-evacuees.</p> <p>This JSOP applies to all emergencies requiring community evacuations and refers to 'hazard specific' evacuation schedules and related documents where required.</p> <p>This JSOP is limited to emergencies that require the movement of people to a safer place. Emergencies that provide no alternative but to 'shelter in place' need to be considered outside or in addition to this JSOP.</p> <p>This JSOP applies to all Incident Controllers and relevant responsible agencies required to perform tasks in the event of an evacuation.</p> <p>The role of Evacuation Manager is the responsibility of Victoria Police. Any reference to Evacuation Managers in this JSOP is to be read in conjunction with Victoria Police procedures for this role.</p>
Content	<p>The procedural contents of this JSOP are:</p> <ul style="list-style-type: none"> • Step 1: Decision [pg3] • Step 2: Warning [pg4] • Step 3: Withdrawal [pg4&5] • Step 4: Shelter [pg5] • Step 5: Return [pg5&6]

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	<p>Schedule 1: Consideration of Evacuation during an Emergency [pg7]</p> <p>Schedule 2: Recommendation to Evacuate [pg8]</p> <p>Schedule 3: Consideration for Return of Evacuees after an Evacuation [pg9]</p> <p>Schedule 4: Recommendation- Safe to Return [pg10&11]</p> <p>Schedule 5: Evacuation Responsibilities Flow Chart [pg12]</p>
<p>Responsibilities</p>	<p><i>Part 8 Appendix 9 of the Emergency Management Manual Victoria (EMMV) sets out the roles and responsibilities in the evacuation process. More specifically to this document the following key responsibilities apply and are outlined in a flowchart in Schedule 5:</i></p> <p>Decision</p> <ul style="list-style-type: none"> • The Incident Controller is responsible for deciding whether or not to recommend to members of the public to evacuate from a specified area. This decision, if time permits, should be made in consultation with Victoria Police, the Health Commander, the Incident Emergency Management Team (IEMT) and other expert advice where available. <p>Warning</p> <ul style="list-style-type: none"> • The Incident Controller is responsible for issuing warnings, recommendations to evacuate and provide situation updates and ongoing advice that may impact an evacuation (including the dissemination of public information) <p>Withdrawal</p> <ul style="list-style-type: none"> • Victoria Police are responsible for the withdrawal stage of the public from a specific area after the recommendation to evacuate is made by the Incident Controller. <p>Shelter</p> <ul style="list-style-type: none"> • The Incident Controller is primarily responsible for determining the need to activate emergency relief services and/or nominating safer locations for relocated people to travel to; • The Victoria Police Evacuation Manager is responsible for coordinating the shelter of evacuated people; • Municipal Councils are responsible for the provision of shelter and for managing Emergency Relief Centres; the Department of Human Services will support Municipal Councils as required. • The following people have the authority to activate the provision of relief services (which may include the activation of emergency relief centres); <ul style="list-style-type: none"> ○ The appointed Municipal Emergency Response Coordinator (MERC) (Victoria Police); ○ The Relevant Municipal Emergency Resource Officer (MERO) (municipal council staff member); and ○ A Municipal Recovery Manager (municipal council staff member)

	<p>Return</p> <ul style="list-style-type: none"> • In situations where Incident Control is still activated the Incident Controller makes the decision to advise people that they can return in consultation with Victoria Police and other relevant agencies, which may include the Health Commander. • In situations where the Incident Control Centre is no longer activated this decision may be made by the Victoria Police Evacuation Manager in consultation with relevant agencies which may include the Health Commander.
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Definitions	<p>Within this document, the following definitions apply:</p> <ul style="list-style-type: none"> • Emergency Management Team (EMT): The team which assists a controller in formulating a response strategy and in its execution by all agencies, and which assists the Emergency Response Coordinator in determining resource acquisition needs and in ensuring a coordinated response to the emergency. • Evacuation: The planned relocation of persons from dangerous or potentially dangerous areas to safer areas and eventual return. The purpose of an evacuation is to use distance to separate the people from the danger created by the emergency • Incident Controller: The person accountable and responsible for the direction of response and support activities at an incident. • Incident Control Centre (ICC): The facility where an Incident Controller manages response activities, following the transfer of incident control from a field-based Incident Controller. • Incident Management Team (IMT): The team assembled to assist the Incident Controller perform the control function, applied using the principles of the Australasian Inter-service Incident Management System (AIIMS).
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PROCEDURE

1 Decision to Evacuate	<p>1.1 A recommendation to evacuate should only be made when this is expected to offer a higher level of protection for members of the public than other options, and can be achieved without endangering response agency personnel.</p> <p>1.2 Any consideration of a recommendation to members of the public to evacuate from an area threatened by the emergency should be made in accordance with the State Emergency Response Plan, any local emergency management and evacuation plans in place and this JSOP.</p> <p>1.3 In making the decision for or against a recommendation for members of the public to evacuate an area, the Incident Controller shall:</p> <p style="margin-left: 20px;">1.3.1 Give consideration to the points identified in Schedule 1; and</p> <p style="margin-left: 20px;">1.3.2 Record the final decision in their log book, as a minimum, and where practicable the key considerations for or against a recommendation to evacuate on the proforma in Schedule 1.</p>
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- 1.4 If the circumstances dictate and the Incident Controller decides to recommend people evacuate he/she must initiate the dissemination of the recommendation as soon as possible, irrespective of whether or not they have been able to contact Victoria Police and complete the Recommendation to Evacuate sheet, in Schedule 2.
- 1.5 Where the Incident Controller decides to recommend that people should evacuate, he/she must with some urgency communicate this decision to:
- 1.5.1 A Victoria Police representative present, (in accordance with Schedule 2);
 - 1.5.2 The Incident Management Team (IMT);
 - 1.5.3 The Incident Emergency Management Team (IEMT);
 - 1.5.4 Through the Line of Control and/or the agency chain of command; and;
 - 1.5.5 Incident Responders via the responsible IMT functional leaders.
- 1.6 VP Form 682 and other guides may be used by Victoria Police to guide their actions in the evacuation stages.
- 1.7 The Incident Controller may, depending on the circumstances, delegate the responsibility for managing further IMT involvement in the evacuation to a Deputy Incident Controller.
- 1.8 The IMT shall give consideration to the impact of a decision to recommend evacuation on the management of the incident.
- 1.9 In some urgent life threatening circumstances, and in an effort to preserve life, the decision to recommend evacuation may be made by any agency representative and in this circumstance, the Incident Controller must be notified of the decision as soon as possible.
- 1.10 If an evacuation is recommended, the Incident Controller should give consideration to the duration of the evacuation and document in Schedule 1.

2 Warning

- 2.1 If the Incident Controller decides to recommend that people should evacuate a given area, he/she must:
- 2.1.1 Give priority to communicating the recommendation to evacuate to the public, in consultation with Victoria Police, where required;
 - 2.1.2 Issue the recommendation to evacuate using appropriate tools and/or methods;
 - 2.1.3 Ensure that all recommendations to evacuate refer, where appropriate, to any other 'emergency warnings' issued for the area recommended to be evacuated; and
 - 2.1.4 Ensure that all information releases regarding a recommendation to evacuate include an estimated time, beyond which it may be too dangerous to evacuate.

2.2 Where authorisation of the Incident Controller is not practicable and an extreme and imminent threat to life may exist, an evacuation message can be issued by any agency personnel

2.3 If the incident Controller requires assistance with issuing messages, Victoria Police must be advised.

3 Withdrawal

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

3.2 The Evacuation Manager will:

- 3.2.1 Ensure that they have ascertained all necessary information from the Incident Controller;
- 3.2.2 Record all relevant information and ensure resources required to effect evacuation are available;
- 3.2.3 Sectorise and prioritise the affected area and consider assembly areas if required;
- 3.2.4 Identify transport options;
- 3.2.5 Develop and communicate a traffic management plan ensuring egress routes are clearly identified and consider welfare/first aid options on route;
- 3.2.6 Ascertain a list of vulnerable people / facilities in the area and consider their relocation in consultation with the Health Commander;
- 3.2.7 Identify relief options and determine the most appropriate form of relief in consultation with the Incident Controller and the IEMT; and
- 3.2.8 Activate a registration system for relocated people.

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

- 3.3.1 Managing the withdrawal of identified vulnerable persons from private dwellings and health and aged care facilities;
- 3.3.2 Support the withdrawal of identified vulnerable people who have health related needs; and
- 3.3.3 Support the health needs of the community once evacuated.

3.4 The Evacuation Manager should communicate withdrawal decisions and maintain ongoing communications with the Incident Controller, Health Commander, IEMT, Municipal Council(s) and Support Agencies.

4 Shelter

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

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4.2 Emergency shelter may include:

- 4.2.1 Assembly areas and/or safer locations which cater for people's basic needs; and/or
- 4.2.2 Emergency Relief (including emergency relief centres).

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

4.4 General Considerations for shelter should include:

- 4.4.1 Registrations;
- 4.4.2 Public information;
- 4.4.3 Contingency arrangements;
- 4.4.4 Animal welfare;
- 4.4.5 Health and safety including security;
- 4.4.6 Exit strategies; and
- 4.4.7 Link to recovery.

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

5 Return

5.1 In making the decision for or against allowing members of the public to return to the area, the Incident Controller or Evacuation Manager shall:

- 5.1.1 Give consideration to the points identified in Schedule 3; and
- 5.1.2 Record the final decision in their log book, as a minimum, and where practicable the key considerations for or against a recommendation of safe to return on the proforma in Schedule 3.
- 5.1.3 VP Form 682, 682A and other guides may be used by Victoria Police to guide their actions in the evacuation stages.

5.2 Where the Incident Controller or Evacuation Manager decides to allow people to return to the area, the Incident Controller or Evacuation Manager must immediately communicate this decision to:

- 5.2.1 Victoria Police representative present, (in accordance with Schedule 4);
- 5.2.2 The Incident Management Team (IMT);
- 5.2.3 The Incident Emergency Management Team (IEMT);
- 5.2.4 Up the Line of Control and/or the agency chain of command; and;
- 5.2.5 Incident Responders via the responsible IMT functional leaders.

5.3 The Victoria Police Evacuation Manager is responsible for planning and managing the return of evacuated people with the assistance of other agencies where required.

REFERENCE

Related Documents	<p>Emergency Management Act 1986</p> <p>Emergency Management Act 2013</p> <p>State Emergency Response Plan 8 July 2014 (EMMV Part 3)</p> <p>Control Arrangements for Class 1 Emergencies 2014</p> <p>AEMI Evacuation Planning Handbook,</p> <p>Emergency Management Manual Victoria,</p> <p>Joint Agency Evacuation Management Training Workbook,</p> <p>Victoria Police Evacuation Guidance Card.</p> <p>VP Form 682</p> <p>VP Form 682A</p> <p>SOP J3.10 – Traffic Management</p>
Safety	The safety of response personnel remains a priority during evacuations.
Environment	Nil



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REVIEW		
Date Issue	1 October 2014	
Date Effective	1 November 2014	
Date To Be Reviewed	1 August 2016	
Date To Cease	N/A	
AUTHORITY		
The Emergency Management Commissioner (EMC) has issued this SOP under section 50 of the Emergency Management Act 2013 (EM Act 2013).		
Approved	Signature	Date
Craig Lapsley Emergency Management Commissioner		
Endorsed	Signature	Date
Euan Ferguson Chief Officer, CFA		
Alan Goodwin, Chief Fire Officer DEPI		
Peter Rau Chief Officer, MFB		
Trevor White, Chief Officer Operations VICSES		

Schedule 1 – Consideration of Evacuation during an Emergency

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

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Schedule 2 – Recommendation to Evacuate

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Recommendation to Evacuate	
Incident Name:	
Date / Time:	
Incident Controller:	
Advice to Victoria Police:	<p>It is recommended that all members of the public located in the following area: (attach map if needed)</p> <p>.....</p> <p>.....</p> <p>due to the threat posed by the</p> <p>.....Event</p> <p>be advised to leave and seek shelter at:</p>
Preferred route of travel to the place of shelter:	Evacuees should travel via:
<p>Community Advice:</p> <p>The following methods have been used to advise the community of the Recommendation to Evacuate:</p>	<p>OSOM <input type="checkbox"/></p> <p>EA <input type="checkbox"/></p> <p>Other</p> <p>Other</p> <p>Other</p>
This advice is current to:	<p>..... hrs.</p> <p>Evacuation after this time is considered life threatening due to the potential impact of the emergency in the area nominated above.</p>
Signed:	<p>...../.....</p> <p>Incident Controller (Date/Time)</p>
Received:	<p>...../.....</p> <p>Victoria Police (Date/Time)</p>

Schedule 3 – Consideration for Return of Evacuees after an Evacuation

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

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

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



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Evacuation Responsibilities Flow Chart

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