

ESF #1: APPENDIX 1 - CITY OF TUCSON EMERGENCY EVACUATION PLAN

I. Purpose

To establish a comprehensive plan for the safe and orderly evacuation of people and domestic animals from areas within the City of Tucson (also referred to as "The City") that are threatened by natural or man made disasters or emergencies.

II. Situation

- A. The City of Tucson understands its responsibility for protecting the lives and property of the citizens of Tucson, including, where possible, the lives of domestic animals.
- B. The priorities during all phases of an emergency are as follows:
 1. Save and protect the greatest number of people at risk
 2. Ensure the personal safety of emergency responders and other city employees
 3. Save and protect as many residential, business and industrial properties as possible
 4. Save and protect as much vital infrastructure as possible
 5. Restrain the spread of environmental damage
 6. Minimize human hardship and economic interruptions
 7. These priorities will be addressed in collaboration with and supported by local, county, state, and federal authorities
- C. There are numerous hazards that could result in the need to evacuate a portion of the city. While it is extremely unlikely that a situation would occur of such magnitude to require evacuation of the entire city, this plan is designed to address that possibility.
- D. The City of Tucson maintains the ability to respond to "all hazards" emergency incidents, including but not limited to:
 1. Natural
 - Drought
 - Earthquakes
 - Rural-urban interface fires and wildland fires
 - Flooding
 - Land shift (slides, erosions, and subsidence)
 - Heat emergencies
 - Severe storms
 - Volcano/Ashfall
 - Radon gas

2. Technological and Human-Caused
 - Energy emergency
 - HazMat sites and transportation routes
 - Household chemical waste
 - Radiological incidents
 - Terrorism and/or Weapons of Mass Destruction Incidents that include CBRNE (Chemical, Biological, Radiological, Nuclear, and Explosives) incidents.
 - Civil disorder
- E. Locations with the most potential for evacuation due to **Hazardous Materials** accidents include:
 1. Interstate Highways 10 and 19
 2. Union Pacific Railroad infrastructure
 3. Kinder-Morgan and El Paso natural gas pipelines.
- F. Potential evacuation areas due to **natural disasters** (flood, wildfire, microburst, lightning, high winds, etc.) include:
 1. Low lying areas along the Rillito and Santa Cruz rivers
 2. All heavily populated areas.
- G. The designated evacuation routes from Tucson are (also see Tab B):
 1. Interstate Highways 10 and 19
 2. State Routes 77 (Oracle Road) and 86 (Ajo Highway)
- H. Evacuation notification and mobilization will be done using Zip Codes (see Tab B) and/or other routes as identified by the EOC.
- I. Animals will be identified as service animals or pets. Service animals and pets will be taken to designated areas. For further information on the care of animals, see ESF #6, Appendix A.

III. Assumptions

- A. There are varying degrees of probability that emergency situations outlined above will occur, thereby prompting the City of Tucson to provide immediate assistance in an effort to save lives and protect property.
- B. Some disasters occur slowly, providing ample time for early public pre-notification and orderly, well-planned evacuation. Many types of disasters occur without warning and limit the ability to provide early pre-notification.
- C. An evacuation may be required at any time of day or night and in any kind of weather. City assets may be heavily strained and traffic congestion must be expected.
- D. It is anticipated that large numbers of people would voluntarily evacuate upon notification to do so.
- E. Some people will refuse to evacuate despite an obvious life-threatening hazard. Any first responders involved in the evacuation that encounters a person refusing to evacuate shall document:
 1. Their names(s)
 2. Date(s) of birth
 3. Social Security Number(s)
 4. Next of kin or contact person and phone number
 5. Date and time the information is received
 6. Location

- F. In most situations evacuees will have little preparation time and will require maximum support in reception areas, particularly for food, bedding and clothing.
- G. In any evacuation situation, those directing emergency operations must seek to ensure that people with special needs are well cared for - this includes the elderly and handicapped, nursing home and hospital patients, and prisoners in all confinement facilities in the City of Tucson and Pima County.
- H. The Incident Commander will be notified immediately of any identified special needs population requiring evacuation. The Incident Commander will determine the need for any special equipment required to evacuate individuals with special needs. The Incident Commander will request assistance from the Tucson Police Department and the Tucson Fire Department, or other city departments in addressing these needs.
- I. Service animals will stay with their owners, unless they become unruly or overly aggressive in the shelter.
- J. The City of Tucson will maintain emergency service resources ready to respond to emergencies as they arise in the city and, where possible, to support surrounding jurisdictions.
- K. The City of Tucson is adequately funded to maintain the appropriate and proper readiness, assuring compliance with standards as they relate to staffing, training, and equipment issues.
- L. The Emergency Operations Center (EOC) is the primary communications link relating to the alert, activation, deployment, and incident management of all responding agencies within the City of Tucson metropolitan area.
- M. The City of Tucson uses the National Incident Management System (NIMS) while responding to emergencies at the site of the incident and to manage the EOC. The NIMS is a standardized emergency management system for organizing personnel and equipment resources.
- N. All events begin locally, and are ultimately resolved locally. The City Of Tucson senior leaders are tasked with preparation, prevention, response, mitigation, and recovery. All requests for additional assets will be directed through properly established procedures to Pima County, the State of Arizona, or the Federal Government.

IV. Objectives

- A. Activation of the Emergency Operations Center (EOC) during an emergency will be determined in accordance with the City of Tucson Emergency Operations Plan, Emergency Support Function #5, Appendix 1.
- B. The Incident Commander will request utilization of any mobile command center(s) for use as an on site command post. The location and nature of the event will determine the site for the Command Center.
- C. In the event of a disaster, all affected and potentially affected EOCs identified by the City of Tucson's EOC Director will be notified for activation. These EOCs will work in collaboration with the City of Tucson's EOC and the Pima County Office of Emergency Management and Homeland Security in supervising the evacuation to host areas. Each host area's EOC will insure the reception and care of their arriving evacuees.

- D. The Incident Commander may determine that “Shelter in Place” is an appropriate response in lieu of evacuation. In such cases, the Automated Emergency Notification System, radio, and other public service advisories will be used to notify the affected public to shelter in place indoors. Additional information specific to the identified hazard will be communicated to the public (e.g., informing the public to alter air intakes into their building). The Incident Commander, in collaboration with the Public Information Office, will approve the information and instructions communicated to the public.
- E. In the case of long term emergencies, if necessary and as time permits, the EOC will attempt to ensure that evacuees are instructed as to what supplies they need to take with them. This includes such items as bedding, cots (if available), rugged clothing for two weeks, two weeks supply of easily prepared foods, medical items, etc.
- F. The Incident Commander has the authority to order any large-scale evacuation due to natural or man-made hazards.
- G. The decision to allow evacuees to return to the evacuated area will be made after the threat has passed and the evacuated area is determined to be free of dangerous contamination or other hazards, as necessary and practical. The area will be inspected by personnel of the Tucson Fire Department, the Tucson Police Department, and the appropriate utilities for safety verification prior to the re-entry order. Some specific re-entry considerations are:
 - 1. The threat that caused the evacuation is completely resolved.
 - 2. Only a safe level of, or no contamination, exists in the affected area.
 - 3. Homes/buildings have been inspected to determine their safety and structural integrity.
 - 4. Determination of the number of persons in shelters who require transport to their homes has been made and transportation is available.
 - 5. Determination of long-term housing requirements has been completed.
 - 6. Arrangements to coordinate traffic control and movement have been completed.
 - 7. The public has been informed of known potential problems and hazards and any corresponding precautions.
 - 8. All necessary infrastructure (electric, water, gas) is at operational levels sufficient to support life, and has been reactivated by trained utility personnel.

V. Movement and Transportation of Evacuees

A. General

1. The preferred method of evacuation notification is door to door, personal contact. First responders may use their vehicle mounted public address systems and the news media to assist in notifying the public of the need to evacuate and will provide specific instructions. The Automatic Emergency Notifications System (AENS) is a valuable tool that will assist in the notification process. Considerations for public safety, time, staffing, and the special needs of the people to be evacuated should be evaluated when determining the method of evacuation. Small areas may be evacuated by telephoning residents and businesses directly if staffing and time allows. **Evacuees will be responsible for taking their animals to the reception center for sheltering.** The Tucson Office of Emergency Management and Homeland Security will make available a list of appropriate shelters for animals as determined by Pima County Office of Emergency Management and Homeland Security and the Pima Animal Care Center.
2. The on scene Incident Commander will determine the need for an evacuation for a natural or man-made disaster. The evacuation procedures may be pre-determined, but in any case, they must be flexible enough to be modified as necessary either at the time an evacuation is deemed necessary, or at any time during the evacuation.
3. The primary evacuation mode used by the public will be privately owned vehicles. If possible, two-way traffic will be maintained on evacuation routes to permit continued emergency vehicle access. Traffic control points will be located as needed for anticipated traffic volume and complexity of evacuation routes. **During an evacuation, the State of Arizona has determined that 45 miles per hour is the safest maximum speed.**
 - a. Major streets may be designated as one-way traffic routes as needed. Emergency and mass evacuation vehicles will have designated streets for their exclusive use.
 - b. Law enforcement officials will obtain wrecker services to remove disabled vehicles.
 - c. Evacuees without a means of transportation should go to the nearest pick-up location to await bus or truck transportation (see Tab B).
4. The City of Tucson Department of Transportation will provide traffic control devices, such as signs and barricades, within the City limits. Additional assistance or equipment for use along Interstates or county roadways may be requested from the Pima County Transportation Department or the Arizona Department of Transportation (ADOT).
5. The Incident Commander will designate a Transportation Officer to coordinate public transportation resources in conjunction with the Emergency Operations Center. These resources may include school or church busses, vans, and multi-purpose vehicles.
6. The City of Tucson will arrange transportation to the shelter/reception centers for those who report to a pick up location.

7. The Incident Commander will determine the location of the City of Tucson reception centers. The identified shelter locations are referenced in the City of Tucson Emergency Operations Plan (EOP), ESF #6. The Red Cross and their National Shelter Program may also provide long-term sheltering.
8. SunTran, VanTran, and volunteers will deliver elderly, infirm or disabled persons needing evacuation assistance to their closest shelter/reception centers.
9. When possible, medical care needs should be taken into account in determining the best shelter for an individual. Through inter-hospital agreements and prior coordination, critical patients will be relocated to hospitals in host areas. The hospital's written evacuation plans will serve as the foundation of the evacuation of that facility. The EOC will facilitate air and ground resource distribution to assist hospital evacuation.
10. The method of evacuation of non-ambulatory patients from nursing homes should be defined in the nursing home's evacuation plan. The Transportation Officer will assist in obtaining transportation if requested to do so.
11. School district superintendents, and superintendents of private schools, will have responsibility for the evacuation of public schools. However, if sufficient time exists, parents will be notified to pick up their children. This prevents separation of children and parents, and allows for the use of additional school buses for other transportation needs.
12. The Warden(s) of the various detention centers are responsible for the evacuation of their prisoners. They will coordinate reception and shelter of prisoners at the facility to which they're evacuating. They will coordinate with the other departments to assist in ensuring security of their prisoners while in route to the receiving facility.

B. Additional Considerations for evacuation of the City of Tucson to other jurisdictions.

1. Rest areas may be necessary along the evacuation route and will be designated by the ADOT. Impediments to evacuation may occur and plans for temporarily sheltering and feeding evacuees at an en route point should be made. Rest areas, temporary sheltering, and feeding within the City of Tucson will be coordinated by the Tucson Office of emergency Management and Homeland Security, coordination for these resources outside the City limits will be through the Pima County Office of Emergency Management and Homeland Security.
2. Coordination between the evacuating and receiving jurisdiction is essential to ensure smooth operations. This should include arrangements for the evacuating jurisdiction to provide additional equipment and operators for shelters, food, water, and other essentials.
3. If evacuees are transported outside the City of Tucson, the reception centers must be prepared to transport these people onward to their assigned mass care facilities.

VI. General

- A. When notified of an emergency situation or a need for an evacuation, the City of Tucson will respond with incident-specific personnel, equipment, and apparatus to the emergency site, staging area or other location in support of the incident.
- B. The City of Tucson will assume the responsibility for organizing, training, and equipping personnel to respond to an emergency requiring evacuation of citizens.
- C. Pre-disaster, emergency response and recovery plans are based on an all-hazards approach to emergency management. Standard operating guidelines describe how emergency tasks will be performed.
- D. Automatic Emergency Notification System (AENS) procedures are in place and are routinely tested and exercised.
- E. The City of Tucson Office of Emergency Management and Homeland Security will address all phases of emergency planning, response and recovery issues by coordinating the use of those resources belonging to private, governmental, and non-government agencies. Coordinated efforts with hospitals and Pima County Public Health Department ensure that all medical operations are thoroughly integrated.

VII. Source and Use of Resources

- A. Resources will be provided, as needs escalate, to meet incident demands, or as assessed by the Incident Commander. Coordination and distribution of the resources will be through the Emergency Operations Center and /or the Tucson Office of Emergency Management and Homeland Security.
- B. The city is comprised of a cadre of professionals that are capable of providing an all-hazards emergency response to incidents occurring within the City's jurisdictional boundaries, and when possible, and upon approval, to adjacent regional jurisdictions. When notified of an emergency situation, response personnel, equipment, and apparatus are dispatched to the emergency site, staging area, or other location as appropriate. The City's dispatch center will establish communication links among response personnel and/or the EOC when it is activated. Radios will serve as the primary form of communication. Telephones and ham radios provided by the Radio Amateur Civil Emergency Services (RACES) will serve as the backup methods.

VIII. Implementation of NIMS

- A. During the activation of the EOC, the City's Emergency Operations Center will coordinate the support of non City of Tucson resources dealing with the incident with the Pima County Office of Emergency Management and Homeland Security Multi-Agency Coordination Center (MACC). The principal objective of the National Incident Management System (NIMS) is to unify command and control, improve communication among involved activities, and to ensure that all City resources are made available, if they are required, for the effective resolution of the emergency incident.
- B. The City of Tucson through its Office of Emergency Management and Homeland Security commanders will support all EOC activities when the EOC is activated. Responsibilities of the representatives to the EOC include:
 - 1. Provide a reliable communications link for resource support to the Incident Command Post

2. Support the overall incident management strategy
3. Develop a consolidated EOC Action Plan
4. Assign appropriate personnel, consistent with pre-emergency plans and Standard Operating Procedures
5. Review, evaluate, and revise (as needed) the consolidated EOP Action Plan
6. Resource allocation and the coordination of resources to specific field operations
7. Coordinate the deployment of field units to ensure the availability of appropriate resources to deal with situations at multiple locations
8. Communicate with field forces and keep a record of their status
9. Assist the community to get back to normal by starting the recovery process as soon as possible
10. Notification, interaction, and collaboration with the Pima County Office of Emergency Management, including its Multi-agency Coordination Center if activated.

IX. Organization and Assignment of Responsibilities

A. General

The City of Tucson is responsible for plan development and the deployment of resources to all emergency events occurring within the jurisdictional boundaries of the City. As such, the City will place into motion the following duties and responsibilities in the event that an emergency evacuation is necessary.

1. Police Department
 - Determine alternate evacuation routes
 - Provide traffic control
 - Maintain security in the evacuated area
 - Assist in issuing warnings to the public
 - Establish parking and security at the reception, lodging, and feeding centers
2. Fire Department
 - Respond to hazardous material and fire incidents
 - Provide on-scene coordination and advise of the need for evacuation
 - Provide emergency medical services as needed
 - Provide fire security in evacuated areas and assistance in issuing warnings to the public
 - Coordinate with area ambulance companies for the transport of non-ambulatory and persons with special needs
3. Emergency Operations Center(s)
 - Inform the public of evacuation requirements and action
 - Provide the public with essential emergency information and directions
4. Tucson Department of Transportation (TDOT)
 - Maintain evacuation routes
 - Provide traffic contra-flow devices as necessary
 - Provide transportation for evacuees without private vehicles

5. General Services Department
 - Maintain the City of Tucson Emergency Fuel Plan.
 - Provide fuel management and supply during the emergency management as prioritized in the City of Tucson Emergency Fuel Plan.
 6. Other City Departments
 - Respond to the scene and provide support as requested by the Incident Commander
 - Provide support as requested by the Emergency Operations Center or the Tucson Office of Emergency Management and Homeland Security.
 7. School District Liaison
 - Evacuate students in the effected area to predetermined locations per established procedures
 - Close schools and release students in accordance with pre-established procedures
 - Coordinate the use of school busses and facilities as needed to support the overall evacuation
 8. Pima County Animal Control
 - Estimate the number and types of animals in the risk area
 - Coordinate the evacuation routes for the animals with the EOC
 - Mobilize transportation and cages/pens for the animals as necessary
 - Identify areas and facilities in which to house evacuated animals
 9. Tucson Office of Emergency Management and Homeland Security (TOEMHS)
 - Record statistical data regarding the evacuation to include the number of evacuees, personnel, animals, and expenses for reimbursement.
- B. The dissemination of all information will be coordinated through the City of Tucson Public Information Officer and/or the Joint Information Center (JIC).

X. Emergency Operations Center Personnel

- A. Incident management within the Emergency Operations Center will be accomplished utilizing the Incident Command System. At a minimum, the EOC Director's position is activated. Depending upon the size or complexity of the incident, the EOC Director may delegate other functional responsibilities and duties including (refer to ESF #5 of the City of Tucson's Emergency Operations Plan for further information):
- EOC Staff
 - Public Information Officer
 - Liaison Officer
 - Safety Officer
 - Operations Section
 - Logistics Section
 - Planning Section
 - Intelligence Section
 - Admin/Finance Section

- B. Because of the unique characteristics of any evacuation operation, distinctive positions and duties may be established within the EOC structure. Examples of these positions and duties are:
1. Evacuation Coordinator
 - This position would normally work under the Operations Section in the EOC
 - The Evacuation Coordinator may work with the American Red Cross (ARC), a Mass Care Coordinator (if the position is established), or a member organization of the Volunteer Organizations Active in Disaster (VOAD), among others.
 - Responsibilities of this position include:
 - Ensuring that patients are removed from hospitals, nursing homes, and other health care facilities that are inside the risk area
 - Ensuring that transportation and medical care is provided to patients evacuated from the risk area
 - Ensuring that care for those unable to evacuate the risk area is continued
 2. Public Information Officer
 - Duties unique to the PIO function in an evacuation situation include:
 - Informing the public of areas that are under evacuation orders
 - Providing a list of items that evacuees should take with them
 - Announcing pick-up locations for evacuees if they do not have transportation
 - Announcing the location of mass care facilities
 - Keeping the public informed regarding policies and activities that are specific to the evacuation
 - Informing evacuees of the action(s) to take for the safe evacuation of pets and farm animals
 3. Logistics
 - Duties unique to the Logistics function in an evacuation situation include:
 - Maintaining mutual aid agreements with neighboring jurisdictions that address supporting evacuees, mass care and shelters
 - Coordinating the procurement of provisions or services necessary to maintain the evacuation, such as:
 - Food
 - Water
 - Medical Supplies
 - Sanitation services
 - Electricity
 - Bathroom facilities
 - Coordination of fuel operations necessary to maintain the evacuation and emergency response needs as follows:
 - The General Services Department will implement the City of Tucson's Emergency Fuel Plan. This plan will provide the rationing of fuel for evacuation resources by priority.
 - The State of Arizona will set up Motorist Assist Points. At these points, the State of Arizona will set up emergency-fueling operations.

XI. Scope of Operations

- A. The Tucson Office of Emergency Management and Homeland Security (TOEMHS) is tasked with providing resource support and coordination during emergency situations. Additionally, TOEMHS will serve as staff assistants to the Incident Commander for command and control of the incident as needed.
- B. The City serves a population in excess of 500,000 residents, and encompasses a land area of almost 228 square miles. The City has mutual-aid agreements with Pima County, Davis-Monthan Air Force Base, the 162nd Air National Guard facility, and several other jurisdictions in southern Arizona. The City constitutes 53% of the population of Pima County. This population increases daily through an influx of workers into the City.

XII. Hazards

Because of the location and geologic features, the Metropolitan Tucson area is vulnerable to the damaging effects of natural, technological and human-caused hazards. Events may occur at any time and may create varying degrees of damage and economic hardship to individuals, businesses, and the governments residing in the metropolitan area. Hazards that were identified in the 2004 Pima County Hazard Vulnerability Analysis were:

- Natural
 - Drought
 - Earthquakes
 - Rural-urban interface fires and wildland fires
 - Flooding
 - Land shift (slides, erosions, and subsidence)
 - Heat emergencies
 - Severe storms
 - Volcano/Ashfall
 - Radon gas
- Technological and Human-Caused
 - Energy emergency
 - HazMat sites and transportation routes
 - Household chemical waste
 - Radiological incidents
 - Terrorism and/or Weapons of Mass Destruction Incidents that include CBRNE (Chemical, Biological, Radiological, Nuclear, and Explosives) incidents
 - Civil Disorder

XIII. Administration and Logistics

- A. The City of Tucson provides for the accountability of its response efforts through a records management system that tracks details of each emergency incident from its inception through its demobilization.
- B. All transportation, staff hours, and other costs associated with evacuations must be itemized in accordance with the State of Arizona Department of Emergency Management & Military Affairs and FEMA. Copies of all documents will be sent to the Tucson Office of Emergency Management and Homeland Security within twenty-four (24) hours of compilation.

XIV. Plan Development Maintenance and Distribution

- A. This plan was developed through the cooperative efforts of the City of Tucson, Pima County, local entities, and State agencies. The Tucson Office of Emergency Management & Homeland Security will direct maintenance of the plan through appropriate representatives as designated by the City Manager.
- B. The Tucson Office of Emergency Management and Homeland Security is responsible for coordinating full reviews and updates of the Evacuation Plan every four (4) years, or more frequently if deemed necessary by the Tucson Office of Emergency Management and Homeland Security.