



British Columbia

**Operational
Guidelines for
Evacuations**

2005

Ministry of Public Safety and
Solicitor General
Provincial Emergency Program

Justice Institute of British Columbia
Emergency Management Division



**BRITISH
COLUMBIA**

FOREWORD

A requirement exists to create a consistent format for use by all jurisdictions that would ensure that the process of evacuation in the event of an emergency is accomplished with life safety being the paramount consideration.

The operational guidelines provide a common decision making process and implementation procedure and standard formats for the orders to be issued, including a pro forma declaration of a State of Emergency.

These operational guidelines have been prepared in concert with the Justice Institute of British Columbia/Emergency Management Division based on the "Three Stage Evacuation Process" approved by the Interagency Emergency Preparedness Council (IEPC).

These guidelines are effective on receipt and will be modified as required on an on-going basis. Use the material with diligence and cautions, bearing in mind that:

The order to evacuate should only be given after careful consideration of all the factors involved, and with life safety paramount.

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- G. Evacuation Plan Check List
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- I. Public Information Messaging

Annex I1 Public Information Messaging Template

Annex I2 Evacuation Instructions

Annex I3 Shelter-In-Place Instructions

References

- A. Emergency Program Act (1996)
- B. Emergency Program Management Regulation
- C. British Columbia Emergency Response Management System (BCERMS) Overview (2000)
- D. Central Coordination Group (CCCG)/Provincial Emergency Coordination Centre (PECC) Standard Operating Procedures (Draft March 1999)
- E. Provincial Regional Emergency Operations Centre (PREOC) Guidelines (2001)
- F. British Columbia Emergency Public Information Plan

INTRODUCTION

Ordering an evacuation of all or part of an emergency area is a very serious step, and requires detailed planning. In British Columbia, the *Emergency Program Act (1993)* permits the head of a local authority to declare a State of Local Emergency, and that allows the local authority to order an evacuation should it be absolutely necessary.

An evacuation may also be ordered by the minister responsible for the *Emergency Program Act* if a (provincial) State of Emergency is declared.

The order to evacuate can also be given by the British Columbia Fire Commissioner under the *Fire Services Act*. The Order should only be given (pursuant to these Acts) after careful consideration of all the factors involved. Specifically, Section 25 (1) of the Fire Services Act, reads:

"If an emergency arising from a fire hazard or from a risk of explosion causes the fire commissioner to be apprehensive of imminent and serious danger to life or property, or of a panic, he may immediately take steps he thinks advisable to remove the hazard or risk. He may evacuate a building or area, and may call on the police and fire prevention authorities having jurisdiction to assist him".

In addition, evacuations which relate to a specific discipline or hazard may be ordered by other disciplines, as required, subject to the following statutes:

- Ministry responsible for Health - the minister or local health board – Health Act - Chapter 161, Sect 60/62;

- Ministry responsible for the Environment - minister or designate - Waste Management Act;
- Ministry responsible for Mines - Mines Act - Health Safety & Reclamation Code - Subject: Page 3.

Wherever the authority to order an evacuation may rest, a community needs to develop evacuation plans. If an evacuation were required, at least the municipality would be prepared to carry it out. In some cases clear and obvious risks will indicate the need for evacuation; in other cases a precautionary evacuation may be justified to avoid an expected risk. In still other circumstances - for example, where evacuees would have to drive through a plume of hazardous gases - it may be better for people to take shelter in their homes.

Assumptions

- Spontaneous evacuation will occur when there is sufficient warning of the threat. Between 5 and 20 per cent of the people at risk will evacuate before being directed to do so.
- Some people will refuse to evacuate, regardless of the threat.
- Some owners of companion animals will refuse to evacuate unless arrangements have been made to care for their animals.
- Roughly 10 - 20 per cent of the population at risk will require assistance in reception centres or group lodging facilities (this figure should be adjusted based on any behavioural studies conducted in the jurisdiction). Many evacuees will seek shelter with relatives, friends or motels rather than use government-provided facilities,
- For some hazards, such as flooding and tsunamis, standard designated evacuation routes will be used to evacuate people.

Abbreviations and Definitions

A list of abbreviations and definitions for terms used in this plan is provided in Annex A.

**PLANNING
CONSIDERATIONS**

Evacuation plans must deal with two distinct groups of people: the "population at risk," and the "host population" which will shelter the evacuees.

**Population At Risk –
“The Evacuees”**

The population at risk is the principal focus of evacuation plans, and information about this population is an essential requirement of sound planning. The need for evacuation and the ease with which evacuation can be accomplished will depend on a number of factors: the day of the week and time of day, for example, will determine if families will be together at home, or scattered at work and at school. Some evacuees will need transportation; others will evacuate themselves; others may simply refuse to move.

The first requirement of evacuation planning is Hazard Risk Vulnerability Analysis (HRVA) to determine what areas of the community are at risk from a specific hazard. The HRVA will also assist in determining the location of evacuation routes and reception facilities.

The next requirement is detailed information about the populations likely to be at risk. The table at Figure 1 is an example of what you need to know. In larger communities it may be necessary to collect and store this information in a computerized data bank. Schools, hospitals, nursing homes and similar institutions should each have separate emergency evacuation plans which show where their populations will assemble for transportation. Families should be encouraged to trust in institutional planning, and avoid the temptation to arrive independently to pick up family members. The evacuation plan should take these institutional plans into account, and provide for transportation, evacuation routes, etc. for each institution.

The approximate number in each of the following categories is required for day and night in each geographical area of the municipality.

- | | |
|--------------------------|------------------------------------|
| 1. Total population | 6. Hospital patients |
| 2. Adults | a. ambulatory |
| 3. Secondary school age | b. non-ambulatory |
| 4. Elementary school age | 7. Residents of homes for the aged |
| 5. Pre-school age | a. ambulatory |
| | b. non-ambulatory |

A chart of the necessary information would look like this:

Categories	Geographical Area Day/Night			
	Downtown	East Side	West Side	Suburbs
Adults	1665/39	824/1740	438/596	126/321
Secondary School	85/12	321/321	258/365	21/310
Elementary School	12/0	511/411	431/321	312/310
Hospital Patients (all considered adults)	60/60		312/312	
Elderly/Special Needs	134/134		83/83	
Total	1822/111	1913/2818	1673/1806	981/1272

Figure 1 - Demographic Details

In addition to knowing about the population at risk, it is necessary to develop some method of communicating with them. Usually broadcast media - local radio and television - will be the answer, but in areas where broadcast outlets are not available, other methods (sirens, a public address system, telephone fan-out networks, door-to-door visits) must be developed. Communications with this population category will always have two elements: you have to tell them that an evacuation is pending, and then how and when to react.

The Evacuation Plan should also provide for assembly points for evacuees, evacuation routes, traffic control points, and vehicles or other means of evacuation. You will also require alternate assembly points and evacuation routes in the event primary

The Evacuation Plan should also provide for assembly points for evacuees, evacuation routes, traffic control points, and vehicles or other means of evacuation. You will also require alternate assembly points and evacuation routes in the event primary routes are blocked. Possible "choke points" on the evacuation routes should be identified, and some means of clearing blockages must be available. The police can help identify these points and tell you how to deal with them.

A Directory of Resources should include transportation resources as well as methods of arranging access to these resources, an estimate of how long it will take to arrange for drivers, and other details. All of this planning must be done in advance of the actual emergency.

Finally, the Evacuation Plan should include a control mechanism to ensure the evacuation is carried out as planned, and to react to unforeseen circumstances. An essential element in this is an effective, flexible system of communications.

**Host Population -
"The Receivers"**

Under the *Local Authority Emergency Management Regulation*, communities must coordinate their own emergency social services. Emergency Social Services (ESS) within the Provincial Emergency Program, will assist by providing ESS volunteers with training and consultation in developing their plans. During a disaster, ministry staff actively support local responders and ensure that the costs of providing essential services are paid promptly.

Reception planning is the responsibility of emergency social service agencies in the community, and it is an essential part of your emergency response procedures. A large number of evacuees arriving from a neighbouring community is an emergency like any other, and must be accommodated in your emergency plan.

Reception planning starts in the same place as evacuation planning: with detailed information about the population likely to be involved and the probable circumstances of the evacuation:

- approximate number in each age group;
- number requiring 'official' accommodation compared with the number able to fend for themselves;
- number requiring special care - for example, hospitalized or institutionalized populations;
- amount of notice that can be expected before evacuees begin to arrive;
- principal evacuation routes and means of transportation.

This aspect of emergency planning should be coordinated with neighbouring communities.

Evacuee centres will require facilities for group lodging, feeding and washrooms, preferably with showers. Depending on the duration of the evacuation they may also require recreation facilities (especially for children) and arrangements for communicating with family members and friends. Planners should survey public and private facilities to determine how many people can be accommodated for short or long periods. Ideally, evacuees will be relocated to hotels and motels. The determining factor is usually the availability of washrooms and facilities for feeding evacuees, however seismic safety must now be considered. High schools and community centres often make good evacuee centres; shopping malls and elementary schools are less desirable.

Reception arrangements should also include a formal registration and inquiry process that will keep track of evacuees and their relocation arrangements, re-unite families that have become separated, and answer queries from concerned relatives and friends. This is a task that requires careful planning and training for volunteers. Communities with Red Cross Services will be assisted with this function; otherwise local volunteers will assume the responsibility. Remember that all volunteers must be trained before they will be able to fulfil these duties. Plans for receiving evacuees should be worked out with neighbouring communities on a reciprocal basis.

CONCEPT OF OPERATIONS

General Evacuation is the process of removing persons and /or domestic animals from an area that is or may pose a threat to life and limb to an area of safety. Depending on the nature and scope of the event evacuations may be either local, affecting single building or group of building, or widespread affecting a whole community.

Authority To order a mandatory evacuation, a local authority must declare a “State of Local Emergency” as enabled under the Emergency Program Act. Implementation of an evacuation order would normally be conducted by the local police authority.

A Local State of Emergency declaration template is provided at Annex B.

No Notice Evacuation Evacuation of people at risk from unique emergency situations that occur with little or no warning will be implemented on an *ad hoc* basis. The individual responsible for implementing it should be the *Incident Commander* at the scene of the emergency, with support arranged through the *Emergency Operations Centre* as necessary. Evacuation instructions should be based on known or assumed health risks associated with the hazard.

Pre Planned Evacuation As authority to order an evacuation rests with a number of authorities, it was determined by the concerned disciplines mentioned herein, that a common policy and process format which will be acceptable to all, be implemented. The following is simple, manageable and effective. The Interagency Emergency Preparedness Council (IEPC) approved three stage process is to be used throughout the province to deal with emergency evacuations.

A consistent format and process should be in place to alert the population at risk of potential evacuation, because of the danger of possible loss of life and that they should be prepared to evacuate the area.

This Evacuation Alert may allow for the population at risk to begin an orderly preparation to voluntarily leave the affected area, within a specified time frame, however, the reality of the situation may require immediate action with very short notice.

NOTE: In some instances an Evacuation Order is immediate and no evacuation alert is given.

The population at risk is ordered to evacuate the area specified in a formal written order. It is an Order and as such does not allow for any discretionary action on the part of the population at risk – they must leave the area immediately.

A statement must be included in all bulletins, pamphlets, warnings and orders which makes it very clear to all that, while the evacuation order is in effect, the area in question will have controlled access, this means that a pass may be required to regain access to the area.

The population at risk is allowed to return to the area previously evacuated, once they have been advised that the danger has passed. There is the possibility that the danger may reoccur and the evacuation notification might need to be reissued.

Depending on the incident residents may be advised to remain inside and seal the building (shutting down heating and air conditioning). This action gives immediate protection and should only be considered for short durations in response to specific hazards, e.g. it is not appropriate for interface fire threat.

Locating, rescuing, stabilizing and removing victims from hazardous and/or contaminated area is only done by emergency services personnel with appropriate protective equipment and training.

Process

Regardless of who orders an evacuation, warning and implementation should follow the provincial standard of a three-staged evacuation process.

Stage 1
Evacuation Alert

Alert the population at risk of the impending danger. At this point, the movement of handicapped persons, transient population including vacationers, and in some cases, school population, and any voluntary evacuees, should become a priority.

Possible methods of warning the population at risk include:

- door-to-door campaign with pamphlets delivered by representatives of the local authority under the direction of the police or under police supervision, i.e., volunteers, etc. ;
- radio and/or television broadcasts;
- sirens and mobile/aerial public address announcements;
- telephone calls;
- electronic media (internet) could also be used in conjunction with the above.

An "Evacuation Procedure Bulletin" sample may be attached for information purposes. This bulletin should be included with the door-to-door Evacuation Alert that may be delivered to the house occupants time permitting.

A sample Evacuation Alert is provided at Annex C.

The alert should:

- identify hazard/emergency zone and travel route(s);
- identify reception centre locations and addresses;
- advise method declaring "Rescind" and procedure for issue of controlled re-entry passes.

Note: A 'Notice' maybe issued to advise the public of a potential hazard in their area. An 'All Clear' maybe issued when such hazards have diminished. 'Notices' and 'All-clears' are public advisories and not consider part of the evacuation process.

Stage 2
Evacuation Order

LEAVE THE AREA NOW!! The Evacuation Order should include: the time order is in affect and a Pass Form which can be used if the evacuee needs to re-enter a controlled area, with instructions for its use. All persons in the affected area are to be told that, in the interest of their own safety and considering the risk, they are **NOW ORDERED** to leave the area. The written Evacuation Order is to be in a consistent form. There is no discretion allowed in the Order, which clearly indicates immediate evacuation and relocation.

A sample Evacuation Order is provided at Annex D.

THE POLICE WILL ENFORCE THIS EVACUATION ORDER

Stage 3
Rescind

When the emergency which necessitated the evacuation is under control and the hazard/ emergency zone is declared safe (habitable), a rescind of the Evacuation Order should be implemented. This procedure should advise the population at risk that the danger may reoccur and that an ALERT or ORDER may be reinstated, if this happens the process recommences from Stage 1.

A sample "Rescind" declaration is provided at Annex E.

Responsibilities

The local law enforcement authority normally has overall responsibility for evacuation operations. In most situations, the Incident Commander may recommend an evacuation. If the Emergency Operations Centre (EOC) has been activated, the decision to evacuate will be made in consultation with the Director of the Emergency Operations Centre.

The responsibility for opening a Reception Centre and/or group lodging belongs to the Emergency Social Services Director through the EOC.

Notification

The coordinator of the emergency program shall be notified whenever any significant Evacuation Action is implemented or anticipated.

The Emergency Social Services Director shall be

notified whenever an Evacuation Action is implemented or anticipated. If sheltering is actually needed, the ESS Director will open the designated reception centres or group lodging facilities. If an Evacuation Plan is initiated, the Emergency Operations Centre shall ensure that senior officials have been alerted.

Alerting the Public

The method of alerting the public will depend on the time available, hazard area, and resources available.

Available options include:

- personal contact. General estimate of personnel required:
 - single family dwelling – 2 people per block
 - small apartment building – 2 people per building
 - large apartment building – 2 people per floor
- law enforcement, fire, public works and search and rescue vehicles using public address systems;
- local TV, radio and news media;
- government Access Channel on the cable television system and Cable TV interrupts;
- school alert receivers;
- telephone systems – manual or automatic dialing systems, non-dialing/office based systems;
- outdoor alerting systems.

The Evacuation Plan information provided to the public includes the following:

- whether residents should evacuate or shelter-in-place¹;
- why they are being advised/ordered to evacuate or shelter-in-place;
- whether evacuation is an Alert or an Order;
- the evacuation routes, including conditions of roads;
- what to do if a vehicle breaks down;

¹ Shelter in place - immediate shelter inside a building or residence during a release of potentially toxic material to the outside air or when the air quality may be threatened, for example smoke. Shelter in place is not appropriate for all hazards, e.g. interface fire threat.

- the location of reception centres, where they should go immediately to register;
- assembly points for those needing transportation;
- estimated duration of evacuation.

The rationale for instituting this simple procedure for dealing with an emergency evacuation is to ensure:

- population at risk receives a clear consistent message regardless of the emergency;
- media receives a clear consistent message regardless of the emergency;
- responders are familiar with a clear consistent approach and process regardless of the situation.

Ordering an evacuation of all or part of an emergency area is a very serious step, and requires detailed planning.

The order to evacuate should only be given after careful consideration of all the factors involved, and with life safety paramount.

Evacuation Routes

The Incident Commander and/or the EOC will select the best routes for evacuation from the threatened area. The best routes may have to be selected at the time of the incident. Notification of changes in the selected routes will be made to the Emergency Operations Centre Information Officer, and Emergency Social Services Director, as well as field personnel. The following factors should be considered:

- most evacuees utilize their own personal transportation during an evacuation;
- research approximately how many autos per lane per hour can be accommodated on most roads;
- the average vehicle occupancy is four persons;
- the local law enforcement/traffic management authority assessment.

Traffic Control Points Traffic controls may be established at key intersections and at access control points to major evacuation routes as needed. In some cases, it may be necessary to control traffic on other routes to minimize the impact on the evacuation traffic.

Access Control As an area is being evacuated, access controls must be established. Security may be obtained by establishing staffed Access Control Points and barricades at key locations around the perimeter. The objectives of Access Control are:

- to provide a controlled area from which an emergency evacuation will take place and prevent entry by unauthorized persons;
- to protect lives by controlling entry into hazard area;
- to maintain law and order in the hazard area.

Criteria for allowing entry into closed areas will be established for each incident.

- **No Access** – Prohibits the public from entering the closed area. Authorized personnel (i.e., local/provincial workers as required). Media representatives will be allowed access on a controlled basis.
- **Limited Access** – Allows persons into closed areas according to access criteria established by the Incident Commander. Entry criteria should define the persons who will be allowed and whether motor vehicles are allowed.

CREATING A PLAN

General

Evacuation plans are complex and may vary according to the type of incident and geographic area involved.

Evacuation plans should provide for both minor evacuations of a limited area (for example, one resulting from a major fire or a gas leak) and major evacuations affecting a large part of the population (for instance a major chemical release). Plans should be flexible enough to accommodate both sudden emergencies and situations that provide more warning.

Objectives

The objectives of evacuation planning are:

- to decide whether the exposed population is more effectively protected by sheltering-in-place or by evacuating in response to the specific hazard;
- to develop an evacuation plan based on the type of threat, population, time, weather, communications, response resources and capabilities;
- develop notification and instructional information for persons within the threatened area;
- expedite the evacuation of persons from hazardous areas, control evacuation traffic and provide adequate means to transport persons without vehicles;
- institute access control measures to prevent unauthorized persons from entering vacated or partially vacated areas;
- provide sufficient resources to implement the plan;
- monitor the plan and make changes as conditions warrant.

Purpose

The purpose of an evacuation plan is to:

- describe the means government will use to keep evacuees and the general public informed on evacuation activities and the specific actions they should take;
- describe the evacuation options and the evacuation routes that have been developed to protect and move people away from the different hazards the jurisdiction faces;
- describe the modes of transportation that will be used to move evacuees;
- describe the provisions that have been made for evacuating special needs populations. Such populations include:
 - children in school;
 - children in day care centres;
 - nursing home residents (long term);
 - women and children in transition homes;
 - the disabled (hearing impaired, sight impaired, mentally impaired, and mobility impaired);
 - non-English speaking people;
 - institutionalized individuals (in hospitals, mental health facilities, nursing homes (short term), incarcerated residents (in jails, juvenile facilities, drug treatment centres, etc.);
 - transient populations (street people, motel and hotel guests, seasonal workers) people without transportation tourists;
- identify assembly areas for picking up people that do not have their own transportation;
- outline or reference the document that details the evacuation movement control procedures;
- describe the provisions that have been made to control access to the evacuated area;
- describe the provisions that have been made to provide security for the protection of property in the area that has been evacuated;
- describe the provisions that have been made for the return of people to their homes;
- detail methods of communicating alerts and orders;
- detail plans for provisioning evacuation sites for independents, dependants and pets; and detail temporary (< 24 hours) evacuation sites

and the plans to move people from temporary sites to reception centres.

Advice to residents to remain inside and seal the building (shutting down heating and air conditioning) gives immediate protection and should only be considered for short durations and when appropriate to hazard.

The evacuation plan information provided to the public includes the following:

- whether residents should evacuate or shelter-in-place;
- why they are being advised/ordered to evacuate or shelter-in-place;
- whether evacuation is an Alert or an Order;
- the evacuation routes, including conditions of roads;
- what to do if a vehicle breaks down;
- the location and name of reception centre facility;
- assembly points for those needing transportation;
- estimated duration of evacuation.

Elements

The elements of the plan should include, but are not limited to, the following items:

- coordinate with all potentially involved agencies and resources regarding their roles;
- determine responsibilities and tasks to be accomplished
identify and clearly delineate structures, facilities, or neighbourhoods subject to the selected protective action;
- establish easily understood directions and clearly identified evacuation routes, along with provision of traffic control and direction measures;
- establish staff requirements, equipment, and announce shelter locations;
- obtain alternate modes of transportation to aid those with special requirements or limited mobility (detailed planning and extensive coordination is required to effectively evacuate or implement in-place protection at special institutions and facilities, e.g. jails, hospitals and convalescent homes);
 - establish readily identifiable perimeters and

- provide security within evacuated areas;
- plan for demobilization, rescinding evacuation orders, and deactivating facilities;
- develop clear, complete and concise evacuation/shelter-in-place announcements, messages and notices.

Requirement Analysis

In developing an evacuation plan, it is essential that as much information as possible be assembled. An Evacuation Planning Worksheet (Annex F) should be completed for each significant hazard identified in the community Hazard, Risk and Vulnerability Analysis.

Plan Checklist

The Evacuation Plan Checklist (Annex G) which is written for a major incident is to assist in effectively responding to an evacuation scenario. In most cases, you will not need to do each item on the list; use only those needed.

They are not listed in order of importance.

Plan Template

The Evacuation Plan - Template (Annex H) provides a start point for preparation of an evacuation plan.

Public Information Messaging

Public Information Messaging is an important element in planning for evacuations. Annex I, I1, I2, and I3 provide valuable information and templates that can be used to ensure the public is well informed.

Annex A

ABBREVIATIONS AND DEFINITIONS

Agency	Branches within provincial ministries and any other government organization which is affected by fire response operations; also the mentioned groups participating in joint response efforts.
BCERMS - <i>British Columbia Emergency Response Management System</i>	The BCERMS represents standard policies and practices adopted by the BC government for emergency management.
CCG - <i>Central Coordination Group</i>	The CCG includes senior representatives from key ministries with responsibility for response to certain types of events. The CCG is activated whenever a coordinated government response is required for any emergency.
ECC - <i>Emergency Coordination Centre</i>	The ECC at the Provincial Emergency Program Headquarters receives and disseminates information from multiple sources regarding emergency situations. The Emergency Coordination Centre serves as the “incident message centre” for the Provincial Emergency Coordination Centre.
EOC - <i>Emergency Operations Centre</i>	A pre-designated facility established by a local government or jurisdiction to coordinate the overall agency or jurisdictional response and support to an emergency.
ESS – <i>Emergency Social Services</i>	ESS are those services that are provided short term (generally 72 hours) to preserve the emotional and physical well-being of evacuees and response workers in emergency situations.
Fireguard	A strategically planned barrier, either manually or mechanically constructed, intended to stop a fire or retard its rate of spread and from which suppression action is carried out to control a fire; the constructed portion of a control line.

ICS - Incident Command System	A standardized on-scene emergency management concept specifically designed to allow its user(s) to adopt an integrated organizational structure equal to the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries.
IEPC	Interagency Emergency Preparedness Council.
IO - Information Officer	A provider of public and media messaging in an emergency.
PECC - Provincial Emergency Coordination Centre	A facility permanently activated at the provincial central coordination level to help coordinate emergency response efforts.
Provincial Response	A coordinated cross-government response involving a major commitment of financial and/or physical resources.
PREOC - Provincial Regional Emergency Operations Centre	A facility permanently activated at the regional level by provincial staff and, as required, other agencies to help manage the support of emergency response efforts.
PREOC Representatives	A multi-disciplinary PREOC team designed to assist local authorities in preparing for and responding to an emergency/disaster.
SITREP	Situation Report.
TEAMS - Temporary Emergency Assignment Management System	A program under which personnel from across government are specifically trained for deployment in the PECC and PREOCs. Parent ministries/agencies are reimbursed for personnel costs, i.e., salary and benefits.
Wild-Land/Urban Interface Fire	A popular term used to describe an area where various structures (most notably private homes) and other human developments meet or are intermingled with forest and other vegetative fuel types.

Annex B

Pro Forma

DECLARATION OF A STATE OF LOCAL EMERGENCY

ORDER

WHEREAS [*description of hazard and emergency*] in [*description of area*];

AND WHEREAS [*explanation of on-going or imminent threat to life or property*];

AND WHEREAS this [*description*] emergency requires prompt coordination of action or special regulation of persons or property to protect the health, safety or welfare of people or to limit damage to property;

NOW THEREFORE:

IT IS HEREBY ORDERED pursuant to Section 12 (1) of the *Emergency Program Act* (RS, 1996, Chap 111) that a state of emergency exists due to [*short hazard description*] and [*short consequence statement*] in [*area description*];

IT IS FURTHER ORDERED THAT the [*local authority*], its employees, servants and agents are empowered pursuant to Section 13 (1) of the *Emergency Program Act* to do all acts and implement all procedures that are considered necessary to prevent or to alleviate the effects of the emergency.

ORDERED by the [*local authority or head of local authority*] this ____ day of [*month*], 20__.

[*Head of Local Authority*]

Annex C

EVACUATION ALERT

This **EVACUATION ALERT** is a notification of the POTENTIAL danger which might arise due to a _____ in your area. The reason evacuation alerts are issued is to notify residents of the potential for loss of life from unstable _____ conditions. It would be prudent for residents to prepare to leave this area with very short notice.

This alert may be followed by an immediate order to evacuate, with more updated information on the condition, and when an evacuation order is issued you must leave your home immediately.

You will find attached to this EVACUATION ALERT notification a travel route which you must follow in the event that this EVACUATION ALERT is followed by an EVACUATION ORDER, and a telephone number for you to call in the event that you need transportation from the area.

A Travel Route Map and location of the Reception Centre is included for your use. Follow it closely.

Signature_____

Name of Local Authority (CITE AUTHORITY)

Annex D

EVACUATION ORDER

Date: _____

The _____ (Authority) has been advised of the imminent danger
of _____

to the life and property of persons resident or present in (SPECIFIC
DESCRIPTION OF AREA WITH DETAIL)

Based on this information, an *order pursuant to* _____ *Cite
the Authority*

to evacuate these areas has been authorized in the interest of life safety at
_____ (time) hours.

Other agencies will be expediting this action in these areas on behalf of the
Authority issuing this Order as first cited above.

FOLLOW THE TRAVEL ROUTE PROVIDED AND REGISTER AT:

(ESS Reception Centre address and name of facility)

YOU MUST LEAVE THIS AREA IMMEDIATELY

_____ **Signature**

(Name) LOCAL AUTHORITY (CITE AUTHORITY AND LEGISLATION)

THE POLICE WILL ENFORCE THIS EVACUATION ORDER

Annex E

EVACUATION RESCIND

Date

The _____ has been advised that the imminent risk of danger to life and properties in your area has diminished at this time.

The Evacuation Order, *pursuant to* (cite the Authority) is therefore rescinded.

An Evacuation Alert/Order may need to be reissued: however if that is deemed necessary the process will re-commence.

Signature

Name of the Local Authority (CITE AUTHORITY AND LEGISLATION)

Annex F

**Evacuation Planning Worksheet
(Instruction Appendix F1)**

Threat Information					
Type	Details				
Fire					
Natural disaster					
Hazardous materials					
Civil disturbance					
Impact	Details				
Life safety					
Environmental					
Other					
Comments					
Population/Location					
Population size – numbers of	Persons:			Animals:	
Density	<input type="checkbox"/> High	<input type="checkbox"/> Medium	<input type="checkbox"/> Low		
Type	<input type="checkbox"/> Residential	<input type="checkbox"/> Commercial	<input type="checkbox"/> Industrial		
Special Considerations					
Type	Yes	No	Type	Yes	No
Jails			Transportation available		
Schools			Different languages spoken		
Hospitals			Hearing/sight/mobility impaired		
Population indoors (shut-ins)			Transients		
Shelters available			Familiar with the area		
Location/Distance (Plot on Map)					
Distance from incident to population:	M	KM			
Direction threat is from population:	<input type="checkbox"/> North	<input type="checkbox"/> South	<input type="checkbox"/> East	<input type="checkbox"/> West	
The terrain is:	<input type="checkbox"/> Flat	<input type="checkbox"/> Slightly sloped	<input type="checkbox"/> Steep	<input type="checkbox"/> Very steep	
Available evacuation routes:					
Comments:					
Hazardous Material Conditions					
Condition:	<input type="checkbox"/> Contained	<input type="checkbox"/> Not contained	<input type="checkbox"/> Controlled	<input type="checkbox"/> Uncontrolled	
	<input type="checkbox"/> Continuous	<input type="checkbox"/> Not continuous	<input type="checkbox"/> Stable	<input type="checkbox"/> Unstable	
Description:	<input type="checkbox"/> Puff	<input type="checkbox"/> Pool	<input type="checkbox"/> Plume	<input type="checkbox"/> Other	
Location:	<input type="checkbox"/> Ground level	<input type="checkbox"/> Elevated	<input type="checkbox"/> Accessible	<input type="checkbox"/> Inaccessible	
Temperature:	Ambient Temp:	On Fire:	Heated:	Cooled:	
Refer to the Hazardous Materials Data Sheet for more Information					

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Time					
When threat is likely to occur:	Time:		Date:		
Time threat will last:	Hours:	Days:	Weeks:		
Rate					
Rate of threat/release	<input type="checkbox"/> Rapid	<input type="checkbox"/> Moderate	<input type="checkbox"/> Slow	<input type="checkbox"/> Stopped	<input type="checkbox"/> Unknown
Rate of threat movement	<input type="checkbox"/> Rapid	<input type="checkbox"/> Moderate	<input type="checkbox"/> Slow	<input type="checkbox"/> Stopped	<input type="checkbox"/> Unknown
Will contact population in:	Minutes:		Hours:	Days:	
Greatest threat will occur in:	Minutes:		Hours:	Days:	
Time Needed for Implementing Protective Actions					
Action	Minutes		Hours		
Deploy Response Personnel					
Develop Message					
Give Public Warning and Instructions					
Public Mobilization and Travel Time					
Special Needs for Mobilization and Travel Time					
Time Needed for Environmental Monitoring					
Comments:					
Communications					
Communicate with public	Yes	No	Communicate with responders	Yes	No
Able to warn public?			Able to communicate with all agencies?		
Able to warn Institutions?			Able to communicate with media?		
Able to warn transients?			Able to communicate with mutual aid?		
Able to warn hearing impaired?			Able to use phone system?		
Able to instruct and update?			Able to use outdoor alerting?		
Comments:					
Resources and Responder Capabilities					
Mobilize Needed Specialized Resources	Yes	No	Communicate with Responders	Yes	No
Able to mobilize existing resources?			Able to stop the threat?		
Able to mobilize additional resources?			Able to direct/control threat?		
Able to obtain specialized resources?			Able to neutralize the threat?		
			Able to identify the material?		
Comments:					

Annex F1

EVACUATION PLAN WORKSHEET INSTRUCTIONS

General Instructions

1. Use this form in conjunction with the Hazardous Materials Data Sheet.
2. Complete all sections of the worksheet, entering information on the lines provided. Place a check in the box provided when applicable.
3. Review the contents of the Hazardous Materials Data Sheet and Protective Actions worksheet at the Safety Briefing.

Section Instructions

The following instructions are provided for further clarification:

Section	Instructions
Threat Information	Identify the threat type(s) and the potential impact(s). Provide details as appropriate.
Population/Location	Identify the population threatened. Identify any special considerations that will impact your protective actions planning.
HazMat Conditions	If this is a HazMat incident, provide additional details about the condition of the release/spill. This information should be used in conjunction with the Hazardous Materials Data Sheet.
Time	Indicate time frames regarding the threat and time needed to implement protective actions.
Communications	Assess communications capabilities.
Resources and Responder Capabilities	Assess the capabilities of mobilizing resources and controlling the threat.

Annex G

EVACUATION PLAN CHECKLIST

Options

1. Do nothing

2. Determine potential threat area (emergency/disaster zone)/ stakeholders and establish a perimeter excluding people from entering the threat area by diverting vehicle and pedestrian traffic—indicate boundary on map

Agency in charge _____

Resources assigned

- Police
- Fire
- Public Works
- Other

3. Rescue – indicate area on map

Agency in charge _____

Resources Assigned

- HazMat Teams (special equipment needed)
- Fire Department (level of Personal Protective Equipment (PPE) needed)
- Decontamination (set up area)
- Ambulance Service (triage and treatment area)
- Other

4. Evacuate – indicate area on map

Agency in charge _____

Resources assigned

- HazMat Teams (special equipment needed)
- Fire Department (level of PPE needed)
- Decontamination (set up area)

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- Ambulance Service (triage and treatment area)
- Police (limits of involvement shown on map)
- Other
- Ensure all agencies consult prior to evacuation. Ensure that all agencies fully understand the decision.
- Consider reception centre locations and the number of people who will need to be assisted

Agency in charge _____

Resources Assigned

- Schools, recreation centres, other assembly halls
- A site with adult-sized furniture, capability of feeding, and public address system.
- (HazMat) The facility chosen will not be exposed if the wind shifts or increases.
- Alert the Emergency Operations Centre (EOC) for operations.
- Consider special facility/special population evacuation needs and establish priorities.
- Consider potential for domestic animals to be evacuated with families and alert pet care providers.
- Consider resources needed to conduct Emergency Evacuation Operations and advise potential mutual aid agencies.
- Determine the number of people needing transportation.
- Dispatch transportation to special facilities and identified areas where assistance is required.

Agency in charge _____

Resources Assigned

- Transit (level of PPE needed)
- Fire Department (level of PPE needed)
- Decontamination (set up area)
- Ambulance service (triage and treatment area)
- Establish a policy on whether persons will be advised or ordered to evacuate.
- Prepare, print and distribute Emergency Evacuation notices if time permits.
- Assemble, brief and deploy Emergency Evacuation personnel.
- Announce Evacuation Plan decisions (boundaries and evacuation routes).

- Announce emergency reception centre locations.
- Establish and announce a telephone number for evacuees to call for progress reports and re-entry times.
- Begin with Emergency Evacuation.
- Track numbers of evacuees and any reported injuries.
- Keep all field units updated regarding changes.
- Document the decision process.
- Notify local elected officials and the Provincial Emergency Program (Regional Office)
- Appoint an Information Officer, with support and back up.
- Re-evaluate the BCERMS structure. Is a Logistics, Planning, or Finance Section needed, if not already appointed?
- Consider the need for a Crisis Intervention Team.
- Track all costs related to the incident.
- Keep evacuees at the reception centres and group lodging facilities informed of incident progress and projected return times.
- Decide on allowing return into evacuated area in consultation with all relevant parties.
- Schedule a debriefing with all parties to evaluate the Evacuation Plan.
- Make suggested changes in this procedure to the Emergency Program Coordinator and the Emergency Policy Group.

5. Shelter-in-Place (include the following in the evacuation plan)

Agency in charge _____

- Discuss and decide on appropriate alternate strategies.
- Seal off the area.
- Selective or partial evacuation.
- (*HazMat*) Issue a recommendation to close windows and shut off heating and ventilating systems in the threat area.
- (*HazMat*) Issue a recommendation for people to stay indoors.
- Appoint an Information Officer, with support and back up.
- Establish and announce a telephone number for persons to call for information on the incident.
- Re-evaluate the BCERMS level of activation, e.g. are additional resources required?
- Prepare, print and distribute incident information for persons in the affected area.

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- Notify elected officials and Provincial Emergency Program (Regional Office).
- Assemble and brief a standby force of personnel to assist with an emergency evacuation if the need arises.
- Establish and announce needed information to the public.
- Consider the need for a crisis intervention team.
- Continue to monitor the situation and to re-evaluate the need to evacuate, keeping all field units up to date regarding changes.
- Track all costs related to the incident.
- Keep residents informed of incident progress and projected time until the incident is over.
- (*HazMat*) Monitor the release and revise projected end of incident times.
- (*HazMat*) Consider changing tactics on consultation with all relevant parties.
- Provide advice and information on any special precautions that should be taken during and after the event.

Annex H

LOCAL GOVERNMENT EVACUATION PLAN TEMPLATE

References

Applicable reference should be provided as appropriate, for example:

- local emergency plan; and
- mutual aid agreements.

**INTRODUCTION/
BACKGROUND**

Provide a general overview of the hazards which may confront the jurisdiction and the need for effective contingency plans.

SITUATION

Identify:

- those emergency conditions that would necessitate an evacuation;
- potential impact areas, such as those prone to flooding, seismic activity or wildfires or near a facility that produces, stores and/or transports hazardous material; and
- population groups that will require special assistance.

Assumptions

Address the unknowns of the emergency situation, such as unanticipated contingencies and establish parameters within which evacuations will take place.

Typical assumptions include:

- *most hazards provide sufficient warning time to implement a planned evacuation;*
- *spontaneous/voluntary evacuation will occur when there is sufficient warning of a threat - between 5 and 20 % will evacuate before being ordered;*
- *some people will refuse to evacuate, regardless of threat;*
- *some pet owners will refuse to evacuate until arrangement are made for their pets;*
- *approximately 20 % of evacuees will require congregate care shelter;*
- *commercial transport will be available under a declaration of a state of emergency;*
- *standard evacuation routes may be established for*

- specific seasonal hazards; and*
- evacuation during NO notice emergency situations will be on an ad hoc basis, based on direction of the on-site incident commander.*

PURPOSE

To describe the provisions that have been made to ensure the safe and orderly evacuation of people threatened by a natural or man-made hazard.

CONCEPT OF OPERATIONS

General

Provide a general overview of the plan, including the warning process, areas likely to be affected and the routes and destination of evacuees.

Authority

Detail who can order an evacuation in jurisdiction covered by plan.

To order an evacuation, a local authority must declare a “state of local emergency”, as enabled under Section 12 of the BC Emergency Program Act.

Authority to implement an evacuation normally rests with the local authority, through the local law enforcement agency.

Other authorities may include:

- the Ministry of Health has considerable statutory authority under the Health Act for evacuation and restricting movement in respect to health issues such as epidemics.
- the Wildfire Act enables the removal of persons who may interfere with fighting forest fires.
- the Waste Management Act provides the authority to evacuate persons if a dangerous goods spill poses a health hazard.
- in a fire hazard or risk of explosion situation, the Fire Services Act provides the authority for the Fire Commissioner to evacuate a building or area.

Security	<p><i>Describe arrangements for :</i></p> <ul style="list-style-type: none">• <i>Security and protection of property in evacuated area</i>• <i>Access control to evacuated area</i> <p>As an area is being evacuated, access controls must be established. Security may be achieved by establishing staffed Access Control Points and barricades at key locations around the perimeter. A record of all vehicles and personnel who enter a closed area.</p>
Evacuation Routes	<p><i>Describe routes established to move and protect people from the potential hazards which may confront the community. Evacuation routes should be separate from disaster routes intended for use by emergency responders.</i></p>
Special Provisions	<ul style="list-style-type: none">• Provisions for evacuation of special need (such as children in school/day care, handicapped, high risk (battered women), institutionalized (hospital) and incarcerated (prisoners) and transient (such as tourists and seasonal workers) populations.• Provision for evacuation and care of livestock.
Transportation	<ul style="list-style-type: none">• Modes of transportation• Identify assembly areas for people without own transport• Provision for return of residents to their homes
Accommodation and Feeding	<ul style="list-style-type: none">• Provisions for congregate care (group lodging), including feeding, clothing and basic medical care• Sanitary facilities• Provisions for companion animals/pets
Public Information	<p><i>Describe the means government will use to keep evacuees and general public informed on evacuation activities and specific action they should take.</i></p>
ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES	<ul style="list-style-type: none">• The organizational structure for an evacuation should reflect ICS/BCERMS guidelines.• <i>Describe the specific responsibilities of all key staff and emergency appointments, such as:</i>

and emergency appointments, such as:
Local Authority (Mayor/Chair)
Incident Commander
Evacuation Coordinator
Emergency Manager/Coordinator
Law Enforcement
Public Works
Public Information Officer
Emergency Social Services Coordinator
Health Services Coordinator
School Superintendent
Animal Control Coordinator
Other Tasked Organizations

COORDINATION INSTRUCTIONS

Situation Report and Returns	<i>Describe specific reporting requirements and the format to be used. Attach sample format for required reports and returns.</i>
Mutual Aid Agreements/ Arrangements	<i>Describe agreements/arrangement with neighbouring jurisdictions (that address traffic control, law enforcement, emergency social services, shelter, etc) available to facilitate evacuation operations.</i>
Evacuation movement control procedures	<ul style="list-style-type: none">• Assembly areas• Evacuation routes and route marking• Traffic control points
Critical Timings	<ul style="list-style-type: none">• Time reception centre(s) need to be open• Time by which evacuation must be completed
Plan Development and Maintenance	Identify who is responsible for developing operational guidelines and other necessary implementing documents and ensuring that the plan is maintained.
COMMAND AND CONTROL	<ul style="list-style-type: none">• Scope of authority• Interjurisdictional Relationships
ADMINISTRATION AND LOGISTICS	<i>Describe the administration and general support requirements for the various evacuation functions.</i>
Administration	<i>Provide detail for tracking and recording information on evacuation detail, i.e., areas and numbers evacuated,</i>

numbers processed through reception centres and/or provided shelter.

Logistics

Detail the arrangements made to secure or relocate those essential supplies and equipment needed to sustain operations and meet evacuee needs. Consideration should include, but are not limited to, the following:

- *Food;*
- *Water and water trucks/trailers;*
- *Beds and bedding;*
- *Clothing;*
- *Medical equipment and supplies;*
- *Portable generators and lighting devices;*
- *Gas and diesel fuel;*
- *Sanitation devices;*
- *Public works vehicles and equipment; and*
- *Police and firefighting vehicles.*

Attachments

- Pro Forma
 - Declaration of a Local State Of Emergency
 - Evacuation Alert
 - Evacuation Order
 - Evacuation Rescind
- Map
 - Potential Hazard Areas
 - Evacuation Routes (TBD)
 - Key Locations (e.g. Reception centres and medical facilities)
- Report and Returns - Sample (TBD)

Annex I

PUBLIC INFORMATION MESSAGING

General	In developing a community education and awareness program regarding emergency evacuation information on the following issues should be addressed.
What is an Evacuation Alert?	An Evacuation ALERT is a notification of Danger in your area. EVACUATION ALERTS are issued to advise the population at risk of the potential for loss of life from a hazard, and that they should be prepared to evacuate.
Alert Message Content	EVERYONE IN THE AFFECTED AREA SHOULD PREPARE TO MOVE TO A SAFE AREA
<i>Things you should do NOW !!</i>	<p>Gather essential items such as medications, eyeglasses, valuable papers, immediate care needs for dependants, and, if you choose, valuable keepsakes, photographs, etc. Make them available for immediate access for a quick departure.</p> <p>If you need transportation, the individual providing the alert notification will provide you with information regarding making arrangement for transport for you.</p> <p>Know the location of all family members and determine a planned meeting place should an evacuation be called while separated.</p> <p>Prepare to evacuate disabled persons and children. Relocate large pets and livestock to a safe area immediately, if possible.</p> <p>If possible arrange accommodation for your family in the event of an evacuation. Emergency lodging will be provided if necessary. This lodging will probably not permit pets, so it is suggested that alternate arrangements be made for pets at the same time.</p> <p>Community emergency plans have been prepared to ensure your safety. It is important that you follow the</p>

directives you are given by the authorities to ensure your safety. Advance preparation is the key to safe and effective movement of people. Plans for providing care and recovery of evacuees, victims, and emergency workers have been put in place with your welfare in mind.

If you are alerted of the possibility of a disaster impacting your area you may be provided with suggestions of things you should do to protect your property. These suggestions will be relevant to the impending disaster, e.g. What you can do in the event of an impending flood, or fire etc.

EVERYONE IN THE AFFECTED AREA SHOULD NOW BE READY TO MOVE QUICKLY FROM THE AREA.

What is an Evacuation Order?

An Evacuation Order will only be issued by authorities having jurisdiction in response to imminent potential of loss of life or injury because of **ANY POTENTIAL DANGER**, to the population at risk, the residents, in the affected area. These orders are issued in the interest of LIFE SAFETY. Members of the RCMP, Search and Rescue, Fire Departments, and the Local Authorities may be involved in expediting that action through door to door contact, the electronic media, etc.

Required Action

When an Evacuation is Ordered:

- gather personal/family emergency kit;
- proceed quickly and calmly to nearest evacuation site (temporary or permanent);
- report to ESS Reception Centre indicated and register with the personnel staffing that centre. This will allow for effective communications from the evacuation team and will facilitate contact by friends or relatives who may be very concerned about your whereabouts and safety;
- keep a flashlight and portable radio with you at all times;

- follow the evacuation instructions which have been provided to you in the Evacuation Alert or Evacuation Order;
- ensure you haven't forgotten a necessity? Travel will be one-way only, out of your area to allow emergency vehicles access;
- TAKE EVERYTHING YOU WILL REQUIRE FOR AN EXTENDED STAY; and
- Remember THE POLICE WILL ENFORCE THIS EVACUATION ORDER

Annex I1

PUBLIC INFORMATION MESSAGING TEMPLATE

This is _____
Rank/Title *Name*

from the _____
Agency/Department

A _____
size/intensity *incident*

_____ *has occurred/is occurring* in _____ *location*

Because of the potential danger to life and health _____
the authority

_____ *has/have* _____ *ordered/recommended* everyone within _____
_____ *blocks/kilometres/metres*

of that area to _____
evacuate/shelter-in-place *immediately/as soon as possible*

If you are in the following areas, you _____
must/should *leave the area/get inside a building*

This message will be repeated. Specific instructions and locations will be given

If you are in the following areas, you _____
must/should *leave the area/get inside a building*

_____. The areas involved are as follows:
immediately/as soon as possible

_____	_____
<i>North/South/East/West</i>	<i>Location: street, highway or other significant geographical point</i>
_____	_____
<i>North/South/East/West</i>	<i>Location: street, highway or other significant geographical point</i>
_____	_____
<i>North/South/East/West</i>	<i>Location: street, highway or other significant geographical point</i>

Annex I2

EVACUATION INSTRUCTIONS

1. Stay calm.
2. Gather your family; take a neighbour or someone who needs help.
3. If evacuation is an Alert: Assemble essential items (diapers, baby food, clothes, medical, eyeglasses and money). Be ready to leave at a moments notice.
4. If evacuation is an Order: Take critical items (medicine, purse, wallet, and keys) only if they are immediately available. Take pets in pet kennels or on leash.
5. Turn off appliances (stove, light, and heaters).
6. Do not use more vehicles than you require.
7. Do not use the telephone unless you need emergency service.
8. Go immediately to the home of a friend or relative outside the evacuation area, or to a ESS Reception Centre located at: _____.
9. Emergency Response Workers will be stationed at intersections along the way to direct you.
10. If you need transportation, call: _____ or _____.
11. Children attending the following schools will be evacuated to:

School	Evacuation Location

12. Do not drive to your child's school. Pick your child up from the authorities at the shelter identified above.
13. Keep the windows and vents in the car closed.
14. Other: _____.

Annex I3

SHELTER-IN-PLACE INSTRUCTIONS

1. Get inside your home or other building as quickly as possible.
2. Close all doors, windows, fireplaces, vents or other openings. Use duct tape, foil or plastic wrap to seal leaks.
3. Turn off all heating, ventilation and air conditioning systems. Close vents.
4. Close drapes, curtains and shades. Stay away from external windows.
5. Use stairwells whenever possible. Limit the use of elevators.
6. Use telephones only if you need immediate emergency service.
7. Turn on the radio or television for information.
8. The hazardous material is toxic. The signs and symptoms of overexposure are as follows: _____.
9. If you have any of these signs or symptoms, seek medical help outside the evacuation area or at the medic station located at:
_____.