RECOMMENDATION FOR THE EVACUATION — PROTECTIVE MEASURE (October 2017)

April 2019

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PURPOSE

• This document which was developed in order to plan the evacuation protective measure is an integral part of emergency response plans.
• It can be applied, *mutatis mutandis*, by all persons developing emergency response plans in the event of natural and other disasters.
LEGAL BASIS AND GUIDING PRINCIPLES

• Act on the Protection against Natural and Other Disasters (Official Gazette of the Republic of Slovenia [Uradni list RS], official consolidated version and No. 97/10 (hereinafter: ZVNDN);
• Decree on the Content and Elaboration of Protection and Rescue Plans (Official Gazette of the Republic of Slovenia [Uradni list RS], No. 24/12, 78/16) (hereinafter: Decree on the Content and Elaboration of Protection and Rescue Plans);
• Decree on the Organization, Equipment and Training of Protection and Aid Forces (Official Gazette of the Republic of Slovenia [Uradni list RS], No. 54/2009, 23/2011, 27/2016) (hereinafter: Decree on the Organization, Equipment and Training of Protection and Aid Forces);
• Rules on Staffing and Material Formation of Civil Protection Units, Services and Bodies (Official Gazette of the Republic of Slovenia [Uradni list RS], No. 104/08) (hereinafter: Rules on Staffing and Material Formation of Civil Protection Units, Services and Bodies);
• Instructions on Implementing Protective Measures (Official Gazette of the Republic of Slovenia [Uradni list RS], No. 39/94) (hereinafter: Instructions on Implementing Protective Measures);
• The guiding principles are in accordance with:
  – international human rights law and
  – international humanitarian law.
ASSUMPTIONS REGARDING THE PLANNING OF EVACUATION PROTECTIVE MEASURE

• Principle of step-by-step deployment of forces and resources;
  – local community shall initially deploy its own forces and resources.
  – Where the scale of a disaster or threat overwhelms the available forces and resources of the local community or they cannot be provided by neighbouring local communities, the state shall ensure that forces and resources from a wider area are called in.

• coordination on national, regional and local level (national – strategic, municipal – concrete):
  – evacuation is the last possible solution;
  – specific circumstances for every type of disaster (nuclear, earthquake, floods etc.);
  – gradual evacuation is feasible to a much greater extent than the evacuation of all the inhabitants;
  – vulnerable groups (people who are ill, the elderly, the disabled, convalescents, pregnant women, mothers and single parents with dependent children).

• The evacuated inhabitants:
  – often suffer long-term psychological and social harm, particularly if they have been evacuated for a long time;
  – can suffer illnesses twice as severe compared to people who experience disaster but do not have to abandon their home;
  – protection of the evacuated area (entry to and exit from the affected area).
Responsibility for performing activities:

- Government/Minister/mayor/in the event of an emergency, also the responsible CP commander/
- Removal is ordered by the CP commander or the head of intervention during the management of protection, rescue and relief

Situation Assessment:

Decisions on evacuation:

- Yes
  - Ordering an evacuation
    - Alarming and informing the inhabitants about an evacuation
      - Implementation of evacuation
        - Managing evacuation
          - Evacuation reception

Persons who perform or are responsible:

- Responsible institution in accordance with the plan for PR tasks:
- Responsible CP headquarters
- RNC, NCRS/regional office of ACPDR, ACPDR, media
  - PRR forces and authorities/police/companies, institutes and other organisations, voluntary humanitarian and other non-governmental organisations/
  - PRR forces and authorities/police/companies, institutes and other organisations, voluntary humanitarian and other non-governmental organisations/headquarters support service
- PRR forces and authorities/headquarters support service

In urgent cases:

- Government, minister responsible for PANOD, responsible CP commanders, Director General of ACPDR or deputy, representatives of regional offices of ACPDR, in exceptional cases, the head of notification centre or his/her deputy/mayor
  - ACPDR issues instructions in the area of two or more regions/regional offices of ACPDR direct and coordinate in the area of two or more municipalities/

- The responsible CP commander with responsible CP headquarters
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SITUATION ASSESSMENT

• Preparing a situation assessment is of key importance to decision-making;
• monitoring of hazards
• communication of information from organisations (early warning systems) to decision-makers (government / major / responsible Civil Protection (CP) commanders…) is important;
• persons who perform an evacuation must be defined and also the data threshold, which, if exceeded, will signal the need for ordering an evacuation.
ORDERING AN EVACUATION

• Before making a decision to evacuate:
  • make an analysis with regard to the identification of hazard location and risk assessment;
  • take into account:
    – analysis of vulnerability,
    – time available for evacuation,
    – number of inhabitants to evacuate,
    – exit/evacuation routes,
    – safety,
    – resources,
    – environmental factors,
    – social factors,
    – night evacuation compared to evacuation during the day;
  • time planning model – time constraints;
• scientific calculations play an important role => they provide preliminary information for decision-making with regard to the time planning of evacuation and increase the efficiency of early warning messages;
• it is necessary to consider issuing warnings in certain time intervals;
ORDERING AN EVACUATION

• if lives of inhabitants, livestock and domestic animals and goods are exposed to immediate threat and if cultural heritage cannot be protected in any other way; evacuation is ordered for the duration of hazard;

• ordered by: the Government, the mayor or, in the event of an emergency, by the responsible Civil Protection commander;

• records are kept (maintained by the headquarters support service),

• written orders are issued as soon as possible.
ALARMING AND INFORMING THE INHABITANTS ABOUT AN EVACUATION

- Alarming or the use of warning siren signals is prescribed by:
  - the Government of the Republic of Slovenia;
  - minister responsible for the protection against natural and other disasters;
  - the mayor;
  - the responsible Civil Protection Commanders and their deputies;
  - Director General of the Administration of the Republic of Slovenia for Civil Protection and Disaster Relief or his/her deputy;
  - representatives of regional offices of the Administration of the Republic of Slovenia for Civil Protection and Disaster Relief, or
  - representative of municipal service responsible for protection against natural and other disasters;
  - other persons authorised by the Government of the Republic of Slovenia or the mayor;
  - in exceptional cases, responsible public employees in regional notification centres.
ALARMING AND INFORMING THE INHABITANTS ABOUT AN EVACUATION

• **Unified public warning system** (organized by the Administration of the Republic of Slovenia for Civil Protection and Disaster Relief (ACPDR) on local, regional or national level: Notification Centre of the Republic of Slovenia (NCRS) and Regional Notification Centre (RNC)).

• 1. If the **zone at risk exceeds the area of one region** then the **NCRS** immediately after alarming, communicates...

• the information **via Radio Slovenia and Television Slovenia**, programmes 1 and 2;

• information to the RNCs so they can inform regional radio and television stations;

• **it is also recommended** that the information is communicated to the Slovenian Press Agency (STA) in order to inform all the journalists and inhabitants who are not affected by the disaster;

• 2. If the **zone at risk does not exceed the area of one region** the **RNC** must, immediately after the activation, inform the inhabitants in the area at risk about the hazard via:

  – a regional radio and television station and any other mass media, and provide instructions on personal and mutual protection;

• the ACPDR also publishes information on hazards, warnings and response instructions at the website **www.sos112.si** and wap portal **wap.sos112.si**;
NOTIFICATION CENTRE
ALARMING AND INFORMING THE INHABITANTS ABOUT AN EVACUATION

• Clear, reliable, timely and accurate information are essential for an efficient evacuation:

  – information must be provided regularly and through all the phases of an evacuation;
  – the aim is to reach the largest number possible of inhabitants – various methods:
    • radio announcements,
    • television announcements, news broadcast,
    • websites/social networks,
    • e-mail, telephone, telefax,
    • sirens,
    • system for the notification of inhabitants (static and vehicle mounted),
    • knocking on doors;
  • dissemination of information is determined in advance.
IMPLEMENTATION OF EVACUATION

• Evacuation is organised by:
  • municipalities:
    – implemented by companies, institutes and other organisations as well as voluntary humanitarian and other non-governmental organisations which are defined in the plans for protection and rescue (PR) tasks;
  • in the area of two or more municipalities:
    – directed and coordinated by the ministry responsible for the protection against natural and other disasters (PANOD);
  • the evacuation is performed by persons who are responsible for and perform the tasks:
    – from the evacuation assembly point to the evacuation reception area;
    – in accordance with the planning of evacuation protective measure;
  • persons who are responsible for and perform the tasks also perform the emergency transfer of livestock and other domestic animals, if this is the only possible arrangement.
• owners, managers or users of cultural heritage:
  – responsible for performing the prescribed protective measures, including evacuation;
  – they may request assistance from the expert service for the protection of cultural heritage;
IMPLEMENTATION OF EVACUATION

• Ensuring the safety of evacuated areas:
  • feasibility of the control of access to the evacuated area and the exit from it (preliminary measures for property protection);
  • measures for a safe suspension of operation and work in the industry in the affected areas;
  • measures for special institutions where the personnel must remain,
  • measures with regard to pets and livestock which were left in the area by the inhabitants;
  • preliminary measures with regard to inhabitants who cannot be evacuated or refuse to be evacuated (threat announcement, counselling, safety and protective measures);
  • measures for protecting cultural heritage.
IMPLEMENTATION OF EVACUATION

• Predetermining appropriate evacuation assembly points and reception areas to be used during an evacuation:
  • location depends on the type and level of hazard and the probability of domino effects (e.g. fire after an earthquake, landslides after heavy rain or damage to chemical and technological plants);
  • the following must also be taken into account:
    • many evacuated inhabitants wish to be as close to their home as possible;
    • some inhabitants evacuate themselves and take care of their accommodation (with family, friends and/or in a hotel), therefore the capacities in accommodation centres do not have to provide for all the evacuated inhabitants;
    • interruptions with regard to work, school etc. must be mitigated as much as possible;
    • facilities must be suitable for the anticipated conditions (e.g. for winter or summer).
  • Refuge for animals, livestock an pets:
    • In the event of the evacuation of animals,
    • livestock and pets, suitable accommodations facilities must be determined in advance.
IMPLEMENTATION OF EVACUATION

Infrastructure and means of transport:

• evacuation capacity which is based on **private and public means of transport** (by **road**, **railway**; special attention must be paid to the coordination of transport in order to prevent congestions);

• measures with regard to the assembly points and transport of **groups of inhabitants with special needs**;

• important characteristics and factors which must be taken into account:
  – effects of weather conditions;
  – shortest route to determined **target areas**;
  – capacity of suggested roads for the suggested means of transport;
  – possibility of increasing capacity and traffic flow with the help of transport strategies;
  – availability of infrastructure; evacuated inhabitants en route are **informed** of actual conditions on the route;
  – the number of **potentially hazardous points**, such as bridges and tunnels;
  – estimate of damage on evacuation routes;
  – availability of evacuation **reception areas**;

• some routes become impassable => planning of **additional routes** for evacuation.
IMPLEMENTATION OF EVACUATION

Control of transport and traffic:

• traffic flow will be particularly demanding to manage in densely populated urban areas and rural areas with narrow roads;
• separating passengers on foot and road traffic;
• special routes for buses;
• gradual evacuation (in phases);
• reserves of fuel, portable toilets and water en route;
• procedures and available personnel for providing help in the event of:
  – traffic accidents,
  – breakdowns,
  – urgent health care,
  – other hazards;
• measures for responding in the event of disorganized self-evacuation (for example, procedures for the mobile control of traffic, predetermining reception centres).
IMPLEMENTATION OF EVACUATION

Transport of animals, livestock and pets:
• transport of animals from a hazardous area must be planned separately or the arrangements for the care of animals must be determined: refuge, sufficient food and water.

Transport of cultural heritage objects:
• evacuation or transport of cultural heritage objects from a hazardous area is planned separately, as required;
• it is performed if cultural heritage cannot be protected in any other manner.

Safety of persons who are responsible for and perform the tasks:
• their protection from all types of hazards is of key importance:
• in order to be able to perform their tasks;
PLANNING – Databases

- **PLANNING – Data from Annexes to Emergency Response Plans**
  - Overview of *areas* from which the evacuation is being performed, together with the *data on the number of inhabitants* or animals which are being evacuated from individual areas;
  - overview of evacuation *assembly points* and *evacuation routes*;
  - overview of *evacuation vehicles*, together with the data on *vehicle owners*, *vehicle capacities* and *types of motor fuel*;
  - overview of *decontamination stations*, together with the data on owners, types, purposes and capacities of decontamination stations and locations of mobile decontaminations stations;
  - overview of *shelters*, together with the data on their locations, levels of resistance and capacities;
  - overview of *facilities/shelters* for the accommodation of *animals*, inspections of *vehicles* for the evacuation of *animals*. 
MANAGING AND DIRECTING AN EVACUATION

• After the decision on evacuation is made, it is important that it is performed in a **coordinated manner**;
• **managing and directing** an evacuation must be planned in advance;
• **hierarchy of decision-making** must be **defined** (national, regional and local level);
• **operational and expert management** is organised and performed as a **unified system**;
• **management** is performed by **responsible Civil Protection commanders**;
• **participating units, services and other operational structures** organised within societies and other non-governmental organisations or commercial companies, institutes and other organisations **are managed independently by their leaders** in accordance with professional rules and regulations;
• if there are more persons performing the tasks, they must act in accordance with instructions of the responsible Civil Protection commander.
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