

## SECTION FIVE

# ACTIONS BY HOST AREA GOVERNMENTS TO PREPARE FOR ARRIVAL OF EVACUEES

This section outlines actions which may be taken by governments of host counties during periods of international crisis to prepare for the arrival of spontaneous (or other) evacuees.

Crisis relocation planning was started in each of the States between 1977 and 1979 and will be continued in the 1980's. Planning includes work with officials of low-risk "host" jurisdictions to develop detailed crisis relocation plans and capabilities for reception and care of evacuees should crisis relocation be directed. Host area plans include details of actions to direct traffic into and through host areas, to park cars and register evacuees assigned to the host jurisdiction (normally a county), to provide for feeding and temporary lodging of evacuees, to provide for development of fallout protection (by upgrading existing structures and/or construction of expedient shelters), and to take a number of related actions to achieve maximum survival of both evacuees and residents should crisis relocation be followed by enemy attack.

Progress in developing plans and capabilities for the contingency of crisis relocation will depend upon resources available. It is possible that a severe crisis could arise before detailed plans had been completed in many or most of the counties designed as host areas. Even if there were no nationally directed activation of the crisis relocation plans that did exist, there could be considerable "spontaneous evacuation" from U.S. risk areas. The number of such evacuees can not be predicted with accuracy, but estimates are that from 10 to perhaps 20 or 30 percent of the populations of many risk areas might leave spontaneously—or possibly an even higher number. In the more densely populated parts of the country, this could conceivably lead to a doubling or even tripling of host county populations.

It is also conceivable that crisis relocation could be directed, even though planning had not been completed in some counties designated as host areas. Finally, a developing peacetime hazard (such as a potentially serious accident at a nuclear reactor facility) could require rapid development of hosting plans in counties surrounding threatened areas.

Thus, during a crisis it would be prudent for counties without detailed crisis relocation plans

(CRP's) to develop ad hoc or improvised plans for hosting operations, should the need for hosting evacuees confront their jurisdiction. This would also be true in case of a developing peacetime threat that could require evacuation (such as a potentially serious accident at a nuclear reactor facility, or a terrorist threat to a U.S. city).

During a crisis situation, State CD personnel would probably not be able to provide onsite guidance or assistance for each host county. However, State staffs should be able to advise each county of the approximate number of evacuees that could arrive should crisis relocation be substantially or fully implemented, the risk areas the evacuees would likely be coming from, and the routes on which they would be likely to be moving. The State may also be able to provide copies of detailed planning guidance (CPG 2-8-C, "Operations Planning for Risk and Host Areas," January 1979), and possibly examples of completed host-area CRP's for other jurisdictions in the State.

In the case of purely spontaneous evacuation, many might have their own places to go (friends, relatives, or vacation homes). These evacuees would likely not add greatly to the Increased Readiness problems the host area government would already face in terms of protecting its own residents. There could be additional spontaneous evacuees, however—possibly in large numbers—who would need assistance.

This section is not intended as a detailed guide to crisis relocation planning for host areas. Rather, it is a checklist of the most important aspects only, of ad hoc or improvised arrangements to assist large numbers of evacuees who could arrive on short notice. For even reasonably effective hosting operations, a high degree of initiative and improvisation would be called for from host area governmental and non-governmental leaders—and a high degree of cooperation from evacuees. Natural disaster experience is that most people will be highly cooperative, but also that this requires timely, accurate, and authoritative information and instructions from governmental leaders.

## **Actions to Increase Readiness for Hosting Evacuees**

### *1. Brief Head of Government*

CD director should secure as much information as possible from the State staff concerning status of crisis relocation planning in the State (as this affects the locality), any indications of developing spontaneous evacuation, approximate number of evacuees that could be expected in the locality should incomplete crisis relocation plans (CRP's) nevertheless be activated, and related information. He or she should also, if possible, secure from the State copies of CRP planning guidance, examples of completed host-area CRP's from elsewhere in the State, and other materials that would assist in rapid, ad hoc planning in the locality.

CD director briefs head of government on situation, on potential local problems should spontaneous evacuation develop (or crisis relocation be directed), on status of crisis relocation planning within the State, and on initial planning (if any) affecting the jurisdiction.

CD director recommends participants for initial meeting of governmental and other leaders to consider the situation and commence development of ad hoc hosting plans. These should include persons able to address problems such as traffic control, emergency public information, lodging and feeding evacuees, and development of fallout protection. (Consider persons such as county supervisors or executives, county attorney, law enforcement officials, fire chief, welfare officials, representatives of American Red Cross and voluntary welfare organizations, news media representatives, representatives of food retailers and restaurant and motel operators, representatives of churches, school officials, county engineer, representative of construction contractors, utility officials, public health officials, representative of county medical society.)

### *2. Brief Local Government Officials and Other Leaders, and Assign Responsibilities*

Head of government and/or CD director convene initial meeting of local leaders decided upon in step 1.

Brief leaders on the crisis situation, the possibility of spontaneous evacuation (or directed crisis relocation), the problems that could then confront the jurisdiction, and the need for rapid ad hoc planning should substantial num-

bers of spontaneous (or other) evacuees arrive and need assistance.

Outline basic emergency organization in existing local CD plan, and additional operations that would be needed should the crisis intensify and spontaneous (or other) evacuees arrive in the jurisdiction, such as (a) providing Emergency Public Information for both evacuees and residents; (b) traffic control, parking, and maintenance of law and order; (c) providing temporary lodging for evacuees; (d) feeding evacuees; and (e) developing fallout protection.

Assign responsibilities for planning in the foregoing basic areas, and designate planning group chief where representatives from a number of different areas are involved. (Example: The feeding planning group could involve restaurant, food retailer, school, church, Red Cross, and other representatives—one of whom should be in charge.)

Designate an overall planning director, to coordinate and direct efforts of all involved in ad hoc planning.

### *3. Start Development of Ad Hoc Hosting Plans*

*Emergency Public Information*—Local news media representatives develop procedures for providing official information and advice to evacuees and residents via the news media, should spontaneous evacuation develop (or crisis relocation be directed). Specific information and instructions would be based on plans made for the areas outlined below, with the aim of gaining maximum cooperation by both evacuees and residents.

With regard to fallout protection, illustrations of techniques for increasing the fallout protection of various types of buildings appear at the end of this section, followed by designs of typical expedient shelters. **Illustrations showing selected expedient shelter designs, and fallout upgrading techniques, should be included in local EPI materials.** The illustrations provided at the end of this section can be used in developing local EPI materials during a crisis, if other materials are not available.

EPI material for the host area residents should stress that while plans provide for lodging evacuees in schools, churches, and other non-residential structures, residents are requested to invite evacuees into their homes, on a voluntary basis, if they feel they can do so. (Both natural disaster experience and research suggest that substantial numbers of residents would voluntarily accept evacuees in their homes, as noted

below under "Lodging.")

Also, EPI material may suggest that residents may wish to share their basements with evacuees, should an attack occur with the threat of a lethal fallout hazard, and if adequate shelter for evacuees had not been produced. (Research also indicates that most people with home basements would be willing to share them in case of an attack on the U.S.)

*Traffic Control and Law Enforcement*—Most evacuees would use their own cars. Planning for traffic control and law enforcement should include:

- Evaluate police requirements for an increased population. Discuss and plan for coordination of police operations within the county, and for augmentation of regular officers with auxiliaries, if necessary.
- Identify off-street parking areas for possibly large numbers of evacuee vehicles.
- Plan for (a) traffic movement patterns for control of vehicles, including direction to parking areas and to reception centers (signs, intersection control, etc.), (b) close coordination with the State law enforcement agency on all movements toward the county; and (c) any by-passes to be established, to move some of the evacuees on to other host counties.
- Provide for additional security for local facilities, if necessary.

*Lodging*—Working with established welfare organizations, the host county government should determine facilities suitable for emergency lodging including, for example, those facilities commonly used for natural disaster refugee lodging (schools, churches, armories, motels, etc.). Planning should consider that the number of evacuees might exceed the capacities of these types of buildings (allowing about 40 square feet per evacuee). In that event, larger commercial buildings and/or barns and other non-residential rural structures might have to be used.

Plans should *not* provide for assigning any evacuees to private residences. However, if evacuees arrive in large numbers, county officials should request that residents voluntarily accept evacuees in their homes. (Both natural disaster experience and research suggest that substantial numbers of residents would do this—possibly half or even more.)

*Feeding*—The number of evacuees and capabilities of food service facilities will dictate

feeding plans. Commercial and school cafeterias can handle about four times their normal capacity by increasing the work force and hours of operation. Noncommercial establishments (e.g., churches) can about double their normal levels.

American Red Cross and other private welfare organizations with experience in natural disaster welfare operations should be consulted as to the amount and types of food necessary to sustain evacuees over extended periods.

*Fallout Protection*—Civil defense director reviews the community shelter plan. Since CSP's provide for sheltering the resident population only, plans should be made for providing additional fallout protection for evacuees. Existing facilities providing fallout protection should be used insofar as possible, with deficits to be met by developing expedient shelters, or by planning to upgrade existing buildings judged suitable. (Upgrading requires placing an additional supporting wall between existing walls or girders and then piling earth about 6 feet high along all exterior walls, plus adding 10 to 12 inches of earth overhead. See upgrading techniques illustrated at the end of this section.)

#### 4. Refine and Extend Ad Hoc Planning

Groups involved in ad hoc planning, for major areas outlined in step 3, continue to develop plans, coordinated by overall planning director.

Planning is extended to additional areas deemed necessary. These may include:

- Plan for establishing evacuee registration centers (schools are recommended).
- Surveys of existing stocks of food, fuel, and other life-support resources.
- Consideration of impact of increased population on community public services (water, sanitation, fire protection, electric power, etc.), and ways to mitigate impact.
- Survey of hospital and outpatient medical loads vs. potential needs, and means of providing medical care for evacuees
- Surveys of health and sanitation supplies.
- Refuse disposal and sanitation operations.
- Establishing retail and services organization to coordinate business and commercial activities in support of local government operations.
- Enactment of any ordinances needed to provide authority for operating officials.

Emergency Public Information plans and standby materials for later use are expanded as required by broadened planning.

***5. Develop Organizations Needed to Execute Ad Hoc Plans***

As necessary, develop organizations needed to execute ad hoc plans (such as school personnel to operate evacuee registration centers).

***6. Activate Ad Hoc Hosting Plans as Required***

If significant spontaneous evacuation develops (or crisis relocation is directed), local officials implement ad hoc plans. This includes dissemination of information and instructions for evacuees and residents (such as instructions for evacuees on where to register, requests to residents to volunteer homes for temporary lodging of evacuees, information on expedient shelter construction).