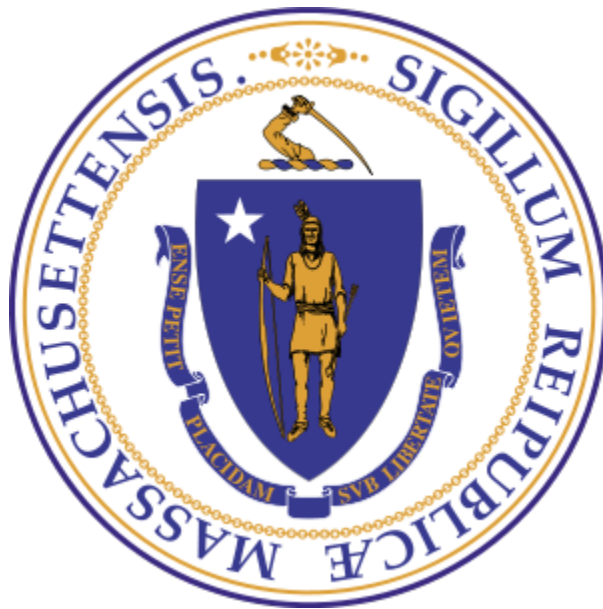


# **Commonwealth of Massachusetts**

## **Critical Transportation Need (CTN) Evacuation Plan**



### **An Annex to the Massachusetts Statewide Evacuation Coordination Plan**

**March 2023**

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# Commonwealth of Massachusetts CTN Evacuation Plan

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# Commonwealth of Massachusetts CTN Evacuation Plan Recipient Signature Form

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The Recipient Signature Form includes the signature of the Massachusetts Emergency Management Agency official responsible for authorizing receipt of the Commonwealth of Massachusetts CTN Evacuation Plan dated 3/3/23.

## Recipient Signature Form

<b>Organization:</b>	<b>Name and Title:</b>	<b>Signature:</b>	<b>Date:</b>
Massachusetts Emergency Management Agency	Dawn Brantley Acting Director		3/15/2023

# Commonwealth of Massachusetts CTN Evacuation Plan

## Section 1.0

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### Section 1.0 – Introduction

The Critical Transportation Need (CTN) Evacuation Plan is an Annex to the Commonwealth of Massachusetts’s Statewide Evacuation Coordination Plan and complements the Statewide Mass Care and Shelter Coordination Plan and the Regional Reception Center (RRC) Plan. CTN evacuees are the segment of the evacuating population that does not have access to personal transportation resources, and they require government-provided transportation assistance to evacuate. Therefore, this plan will describe the key operational elements, processes/procedures, and roles and responsibilities associated with a State-Supported CTN evacuation.

If there is an imminent threat that may require an evacuation, the Massachusetts Emergency Management Agency (MEMA) will coordinate the implementation of this plan with impacted communities requiring State-CTN evacuation support. MEMA may implement all or portions of this plan utilizing State agencies and organizations working within Emergency Support Functions (ESFs), and potentially contracted vendors.

An evacuation impacting multiple municipalities will undoubtedly pose a severe strain on the limited pool of governmental resources. These resources may include but are not limited to transportation, sheltering, and staffing. Therefore, close collaboration between MEMA and local government officials is essential to efficiently allocate available resources and effectively coordinate a CTN evacuation.

#### 1.1 – Purpose

This plan addresses how the State will implement ground transportation support to a local CTN evacuating population. The plan becomes necessary when there is an actual or anticipated lack of local shelter capacity within one or more evacuating municipalities, resulting in an evacuation that extends beyond the boundaries of a local jurisdiction. When State sheltering support is required, it is likely that State-provided transportation will be required.

This plan provides the framework, functions, and procedures necessary for the State to provide ground transportation support for a CTN evacuation, regardless of the hazard. The goal is to provide decision makers with the key tools associated with implementing CTN evacuation support, while also enabling State leadership the flexibility to tailor specific operations as appropriate.

#### 1.2 – Scope

This plan specifically focuses on the following key elements of a State-supported CTN evacuation:

- Identification of ground transportation resources
- Acquisition of ground transportation resources
- Transportation staging areas
- Movement Control System

# Commonwealth of Massachusetts CTN Evacuation Plan

## Section 1.0

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- Mission taskings for ground transportation resources

This plan does not account for the evacuation of:

- Health-care facilities such as hospitals or long-term care facilities (i.e., nursing homes, assisted living facilities, and hospice centers) or group homes that house CTN residents. This is the responsibility of local and State ESF-8 (Public Health and Medical Services).
- Secure facilities (i.e., jails, prisons, juvenile detention centers, etc.), which will be the responsibility of local and State ESF-13 (Safety and Security).

This plan is designed to be both scalable and adaptable. The plan is scalable as it can expand or contract based on the number of CTN evacuees, and it is adaptable to any hazard causing large-scale, region-wide evacuations across the Commonwealth.

### 1.3 – Authority

MEMA is responsible for coordinating all aspects of disaster and emergency management as outlined in the Massachusetts Civil Defense Act, Chapter 639 of the Acts of 1950, Codified, Appendix 33. Additionally, Massachusetts Executive Order 144, September 27, 1978, directs State agencies to provide personnel and resources at MEMA's volition to enhance coordinated response.

The Massachusetts Department of Transportation (MassDOT) is the lead agency for ESF-1 (Transportation), which provides transportation-related support and assistance to local jurisdictions in the event local needs exceed available local resources during an emergency.

### 1.4 – Non-Discrimination Policy

It is the policy of the Executive Branch of the Commonwealth of Massachusetts not to discriminate in any aspect of state employment, programs, services, policies, activities, or decisions. The state of Massachusetts will provide services and supports to clients without unlawful discrimination based on race, color, age, gender, ethnicity, sexual orientation, gender identity or expression, genetics, pregnancy or pregnancy-related condition, religion, creed, ancestry, national origin, disability, veteran's status (including Vietnam-era veterans), or background.

## Section 2.0 – Situation, Planning Assumptions, and Planning Considerations

### 2.1 – Situation

The Commonwealth of Massachusetts faces multiple hazards that could cause a large-scale evacuation resulting in the displacement of thousands of citizens. In the event of a large-scale evacuation, one or more municipalities may exceed their local shelter capacity resulting in the need for sheltering of their citizens at a more distant location. Additionally, there will likely be a request for State transportation support to transport CTN evacuees to more distant shelter locations.

### 2.2 – Planning Assumptions

Planning assumptions are factors that are considered true, real, or certain without proof or demonstration. The success in executing this plan is integrally linked to these accepted and well-grounded planning assumptions.

#### **General Planning Assumptions:**

- MEMA will activate this plan if one or more of the following conditions exist:
  - A large-scale evacuation is imminent or underway.
  - An evacuation causes one or more communities to exceed their local shelter capacities.
- The Statewide Evacuation Coordination Plan has been activated.
- The State Emergency Operations Center (SEOC) will be activated as needed to support impacted communities.

#### **Transportation Resource-Related Planning Assumptions:**

- The State will acquire a sufficient number of vehicles to support a CTN evacuation.
- Each municipality is prepared to provide “direct transportation assistance,” which entails transporting CTN evacuees from private residences to a local shelter if they are physically unable to evacuate.
- Each municipality will provide vehicles for intra-community transport of CTN evacuees, including transport to Transportation-Hubs (T-Hubs).

#### **T-Hub-Related Planning Assumptions:**

- The State is responsible for providing the vehicles to transport CTN evacuees from T-Hubs to a designated RRC Arrival Area or directly from a T-Hub to a state identified shelter.

#### **Regional Reception Center (RRC)-Related Planning Assumptions:**

- The State is responsible for providing vehicles to transport CTN evacuees from an RRC Departure Area to a state identified shelter.

# Commonwealth of Massachusetts CTN Evacuation Plan

## Section 2.0

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### 2.3 – Planning Considerations

In contrast to a planning assumption, a planning consideration includes information, situations, or circumstances that are relevant to a CTN evacuation in the Commonwealth of Massachusetts. Moreover, planning considerations are salient factors intended to help guide operational decision making and provide sound operational execution of the plan.

#### **General Planning Considerations:**

- The number of CTN evacuees will vary depending on whether the evacuation corresponds with a notice or no-notice incident:
  - Given the advanced warning tied to a notice incident, transportation dependent evacuees may be able to arrange for privately acquired transportation (i.e., from friends, relatives, etc.), rather than government-provided transportation assistance. Therefore, a notice incident may result in an estimated 3-5% of the evacuating population<sup>1</sup> requiring government-provided transportation assistance.
  - For a no-notice incident,<sup>2</sup> there is likely to be a higher percentage of CTN evacuees due to evacuation urgency and a lack of time to arrange for privately acquired transportation assistance. Additionally, in the aftermath of a disaster, there is potential for some residents to lose access to a privately owned vehicle and/or the road networks may be inaccessible, which may render them transportation dependent. Therefore, a no-notice incident may result in an estimated 5-10% of the evacuating population<sup>3</sup> requiring government-provided transportation assistance.
- For minor to moderate events, the Commonwealth should be positioned to source a sufficient number of vehicles to support a CTN evacuation; however, for major or catastrophic events, the Commonwealth will face one or more challenges in efforts to acquire a sufficient number of vehicles to support a CTN evacuation and may have to extend its reach to non-traditional sources to meet the need.
- CTN evacuees may evacuate with their pets and/or service animals.
- Special considerations will be necessary for unaccompanied minors and dependent adults.

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<sup>1</sup> This information is an estimate based on actual events, case studies, and numerous citizen surveys in various states over the last decade.

<sup>2</sup> Examples of a no-notice incident may include but are not limited to an earthquake, terrorism, flash flooding, or tornado.

<sup>3</sup> This information is an estimate based on actual events, case studies, and numerous citizen surveys in various states over the last decade.

# Commonwealth of Massachusetts CTN Evacuation Plan

## Section 2.0

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### **Sheltering-Related Planning Considerations:**

- Based on American Red Cross planning factors, approximately 10%<sup>4</sup> of the evacuating population may require emergency shelter.

### **Transportation Resource-Related Planning Considerations:**

- A State-supported CTN evacuation may require various types of vehicles (e.g., transit buses, contracted motor coaches, school buses, Americans with Disabilities Act (ADA)-compliant vehicles, etc.).
- In order to identify the estimated number of ADA seats required, State officials may choose to reference GIS geofencing data OR may calculate the estimated number of ADA seats using a planning factor of 10% of the CTN population.
- Public transportation resources will typically deploy from a provider's home station directly to either a T-Hub Staging Area or RRC Staging Area.
- If the State opts to request school buses to support a CTN evacuation, the State should consider "pulling" buses from school districts providing shelter for evacuees rather than "pushing" school buses from the evacuating school districts.
- Private/contracted transportation resources shall deploy from the vendor's home station to a designated Logistics Support Area (LSA) to initially check in and process the drivers/vehicles before tasking them for an evacuation mission.
- The Departure Area curb at the T-Hub and RRC is designed to accept multiple types of evacuation vehicles. These vehicles may include but are not limited to standard buses, ADA-equipped buses, and pet transportation vehicles designated for CTNs traveling with pets.
- A State-provided vehicle will generally make more than one trip for in-state missions that transport CTN evacuees from a T-Hub to an RRC or from an RRC to a State-identified shelter.
- The Massachusetts Bay Transportation Authority (MBTA) and Regional Transit Authority (RTA) fleet typically consists of short-haul transit buses (no restroom or under storage).
- Private/contracted transportation providers shall:
  - Ensure that all contracted vehicles arrive at LSA with at least  $\frac{3}{4}$  tank of fuel.
  - Provide lodging accommodation and meals for its drivers.
  - Provide a mechanism for refueling (e.g., fuel card or refueling point).
  - Make any necessary mechanical repairs to the provider's vehicles.

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<sup>4</sup> Ten percent (10 %) is a widely used planning assumption for estimating sheltering needs.

## Section 3.0 – Concept of Operations

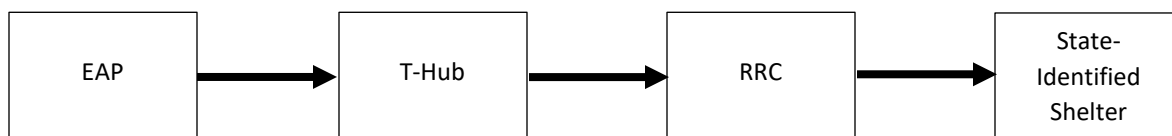
A CTN evacuation is a highly complex mission that encompasses many moving parts. The primary reason for executing this plan is a lack of shelter capacity within one or more evacuating municipalities. When these circumstances are present, the Commonwealth may be required to provide shelter and transportation support to a CTN evacuation. This Section begins with an overview of the two phases of a CTN evacuation and follows with a description of the key elements of a Phase 2, State-supported CTN evacuation.

### 3.1 – Two Phases of a CTN Evacuation

**Phase 1** of a CTN evacuation begins at the local level and solely encompasses local transportation resources. The methods by which a municipality transports CTN evacuees from residences or neighborhoods will vary based on the number of CTN evacuees and the evacuating municipality’s transportation capabilities. If local officials anticipate large numbers of CTN evacuees, they will establish Evacuation Assembly Points (EAPs) throughout the evacuating municipality. EAPs are designated locations, such as school bus stops or transit stops, where CTN evacuees gather, and government-provided vehicles transport them to a local shelter. Additionally, a municipality must be prepared to provide “direct transportation assistance” to transport CTN evacuees from private residences to a local shelter if they are physically unable to evacuate. Each evacuating municipality is responsible for designating EAPs, local shelters, transportation routes, as well as providing the resources to transport individuals requiring EAP and direct transportation assistance.

**Phase 2** of a CTN evacuation, triggering the activation of this plan, begins when local officials request State shelter support for their local evacuees. When this occurs, local officials submit a request to the SEOC for State sheltering and transportation support. If the request is approved, local officials establish a Transportation Hub (T-Hub) within their municipality. Locally provided vehicles transport CTN evacuees from EAPs to a T-Hub, and State-provided vehicles transport those evacuees from the T-Hub to an RRC.<sup>5</sup>

The primary purpose of the RRC is to register incoming evacuees, assess their immediate needs, provide shelter assignments, and transport them from the RRC to the assigned shelter. State-provided vehicles temporarily stage at a designated RRC Staging Area, until directed to pick up CTN evacuees at the RRC. Upon arriving at the RRC Departure Area, a State-provided vehicle transports CTN evacuees from the RRC to a State-identified shelter.



**Figure 1: Key CTN Evacuation Locations and Flow**

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<sup>5</sup> If an RRC is not activated due to time constraints, State-provided vehicles may transport evacuees from a T-Hub directly to a State-identified shelter.

# Commonwealth of Massachusetts CTN Evacuation Plan

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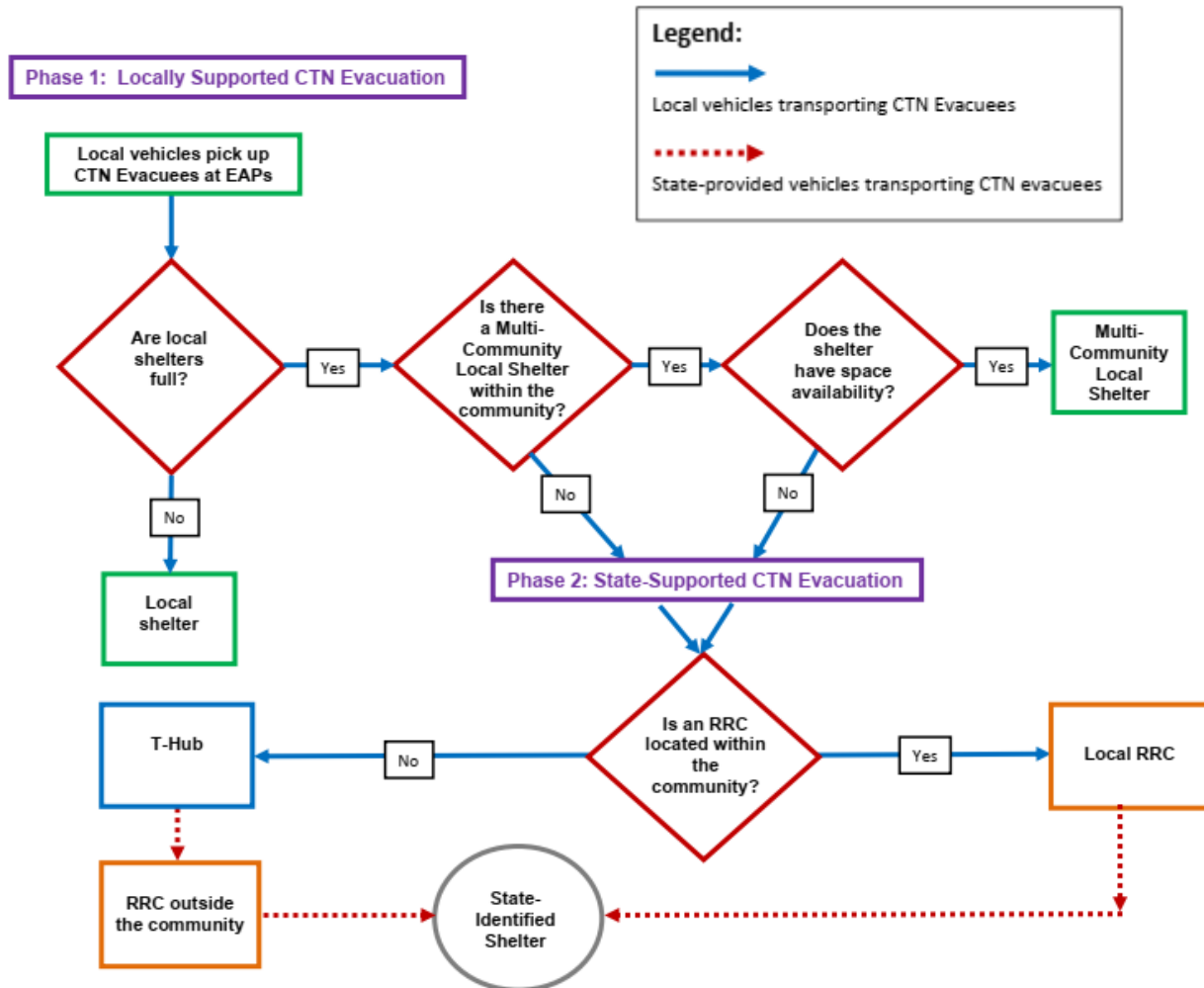
**Table 1: CTN Evacuation Overview**

<b>Phase 1: Locally Supported CTN Evacuation</b>	<b>Phase 2: State-Supported CTN Evacuation</b>
<ul style="list-style-type: none"> <li>• A municipality is capable of sheltering evacuees from at risk areas.</li> <li>• Local vehicles (e.g., school buses, transit vehicles, or passenger vans acquired from local-transportation providers) pick up CTN evacuees at EAPs based on pre-established routes and schedules (e.g., every 30 minutes).</li> <li>• Local vehicles transport CTN evacuees from an EAP to one of the following locations:               <ul style="list-style-type: none"> <li>○ Local-initiated overnight shelter</li> <li>○ Locally managed multi-community regional shelter</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• One or more municipalities have exceeded local-shelter capacity and have requested State-sheltering support.</li> <li>• A local vehicle transports CTN evacuees to one of the following designated locations:               <ul style="list-style-type: none"> <li>○ An RRC (if the RRC is located within the evacuating community or within close proximity).</li> <li>○ T-Hub (if the RRC is not located within the evacuating community or within close proximity).</li> </ul> </li> <li>• State-provided vehicles will pick up CTN evacuees at a designated T-Hub and transport them to an RRC located outside of the community.</li> <li>• After CTN evacuees are processed at the RRC, State-provided vehicles will transport CTN evacuees to a State-identified shelter.</li> </ul>

# Commonwealth of Massachusetts CTN Evacuation Plan

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The following flow chart describes the decision-making process for determining CTN transportation destinations for a Phase 1 and Phase 2 CTN evacuation.



**Figure 2: CTN Evacuation Flow Chart**

### 3.2 – State-Supported CTN Evacuation (Phase 2)

As previously stated, Phase 2 of a CTN evacuation begins when one or more local communities exceed local shelter capacity and require State shelter support and transportation assistance to move local evacuees to a State-identified shelter. The following subsections describe the key elements of a State-supported CTN evacuation.

#### 3.2.1 – Request for Assistance

The requesting local authority directs their request for transportation assistance to the appropriate MEMA regional office or Regional Emergency Operations Center (REOC). Once received, the

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request is assessed by MEMA's regional staff. If the transportation request can be fulfilled at the regional level, the responding MEMA regional office of REOC manages the request. If the transportation request cannot be fulfilled at the regional level, the request is submitted to MEMA Headquarters or the SEOC (if activated) for further assessment.

### 3.2.2 – Plan Activation

MEMA (i.e., MEMA Director, SEOC Director, or their respective designee) may activate this plan when one or more of the following conditions exist:

- A large-scale evacuation is imminent or underway.
- An evacuation causes one or more communities to exceed their local shelter capacities.

### 3.2.3 – Notification

Upon activating the Plan, MEMA will notify the Point of Contact (POC) for the agencies/organizations that have operational roles and responsibilities under the Plan. Depending on the operational needs of the incident, a representative from those agencies/organizations may be requested to support the SEOC.

### 3.2.4 – Direction and Control

Upon activation of this Plan, MassDOT will serve as the lead agency for all transportation-related activities associated with a CTN evacuation which include fleet acquisition, transportation staging areas, movement control system, and mission taskings. MEMA will support MassDOT to ensure that all State CTN evacuation activities are coordinated and executed. As needed, MEMA will engage partners at the State, local, and non-governmental levels to support the operation.

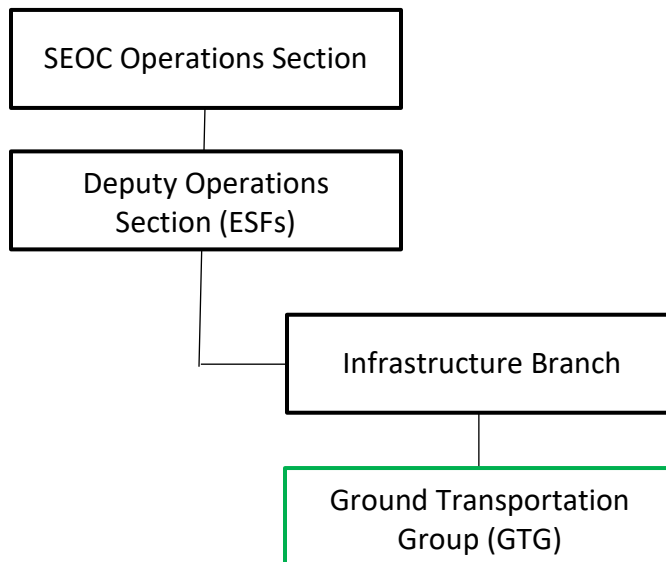
### 3.2.5 – Organization

Upon activation of the SEOC, a Ground Transportation Group (GTG) is established under the Infrastructure Branch (lead agency MassDOT) of the Operations Section. MEMA is responsible to staff the role of GTG Supervisor, and MassDOT is responsible for staffing the remaining GTG positions. The GTG will manage and control the movement of all ground transportation resources during a CTN evacuation. The GTG identifies the transportation/evacuation mission requirements, tasks the most appropriate agency/contractor for the mission, and continuously tracks the transportation resources for the duration of the evacuation mission.

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**Figure 3: Organizational Structure of the GTG Embedded within the Infrastructure Branch of the Operations Section**

The GTG is led by MEMA, and may include representatives from the following agencies and organizations:

- MassDOT
- Transportation providers (e.g., transit agency or school district)

Supplemental staff may be acquired from various State agencies such as:

- Massachusetts Department of Conservation and Recreation
- Massachusetts National Guard

### 3.2.6 – Identification of Ground Transportation Resources

The State has the option of requesting ground transportation resources from various public and private entities in support of a CTN evacuation. The circumstances of the evacuation (i.e., geographic location, number of vehicles required, time of the year) may impact which entity the State ultimately utilizes for transportation resources.

#### **Public Transportation Options:**

##### Massachusetts Bay Transit Authority (MBTA):

- The MBTA provides public transportation to the Greater-Boston Area (includes 176 cities and towns) and serves as the nation’s 5<sup>th</sup> largest mass-transit system in terms of daily ridership.
- The MBTA maintains a fleet of approximately 1,100 buses from nine maintenance facilities.

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- The majority of MBTA buses are ADA compliant and capable of accommodating passengers in wheelchairs.
- The majority of MBTA buses are equipped with Global Positioning Systems (GPS), which enables officials to track the location of any bus at any given time.
- The MBTA may provide vehicles and drivers in support of this plan; however, the number of MBTA resources may be limited due to the demand for continuing transit service during the initial evacuation period.

### Massachusetts Department of Correction (MDOC)

- MDOC has a small inventory of buses and vans.

### Commonwealth of Massachusetts School Districts:

- There are currently 316 school districts in the Commonwealth supporting 1,751 K-12 public schools; of those, 437 are high schools.
- Most Massachusetts school systems partner with outside vendors for school buses.
- According to the State's Registry of Motor Vehicles, 66 companies offer school bus services in Massachusetts.

### Regional Transit Authorities (RTAs):

- There are currently fifteen (15) RTAs in the State of Massachusetts.
- While all the RTAs provide fixed route bus service, many also provide shuttle and para-transit services.
- RTA vehicles/drivers are typically considered a local resource; however, in some cases they may be available as a State resource in support of this plan.

## **Private Transportation Options:**

### Motor Coach Vendors

- MEMA may enter into a State contract with one or more private transportation vendors to procure the following types of evacuation-support vehicles:
  - Motor coaches
  - Minibuses
  - 15-passenger vans
  - Para-transit vehicles (with ramp or lift)

## **3.2.7 – Acquisition of Ground Transportation Resources**

The Infrastructure Branch Director may acquire transportation resources for a CTN evacuation based on the following: 1) A formal local request for transportation resources, and/or 2) The SEOC/Operations Section anticipating local transportation needs.

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Due to the lead time required for vehicle acquisition to support an evacuation, State officials should be prepared to anticipate transportation requirements rather than waiting until there is an actual need or formal request from an evacuating municipality.

MassDOT and MEMA will share the responsibility of initially querying public and private transportation providers to identify the number of vehicles/drivers available to support a CTN evacuation. The Infrastructure Branch Director will initiate a request to MassDOT and MEMA Finance to query transportation providers to identify the number of vehicles/drivers available to support a CTN evacuation:

- MassDOT will query public transportation providers (e.g., MBTA, Department of Correction, school districts, and RTAs).
- Concurrently, MEMA Finance (Procurement Unit) will query private transportation vendors that are on a master contract/vendor-approved list.

After the initial query is completed, the Infrastructure Branch Director, MEMA Finance Section Chief, Operations Section Chief, and Logistics Section Chief will collaborate to assess the total number of public and private transportation resources available and identify the transportation requirements. Ground transportation requirements are based on:

- The estimated number of CTN evacuees (i.e., the estimated number of CTNs for a notice incident is likely 3-5% of the evacuating population and for a no-notice incident is likely 5-10% of the evacuating population, or possibly higher depending on the circumstances).
- The type of vehicles available and the passenger and luggage capacity on each vehicle (*see Attachment 6*).
- Estimated number of round trips possible for each vehicle within the allotted evacuation period.

Note: When identifying the transportation requirements, State officials shall also **determine the estimated number of ADA seats required**. Options for identifying the estimated number of ADA seats may be obtained using GIS data such as MEMA's Geospatial Resource Center (<https://memamaps.maps.arcgis.com/home/index.html>), OR using an ADA planning factor of 10%<sup>6</sup> of the CTN population based on Centers for Disease Control and Prevention data.<sup>7</sup>

After assessing the number of public and private transportation resources available and identifying the transportation requirements (type and number of vehicles needed to support the evacuation), the Infrastructure Branch Director, in coordination with officials from MassDOT and/or MEMA Finance, will formally request the appropriate number of transportation resources from the applicable transportation providers. Table 2 represents a checklist for requesting transportation resources from public and/or private transportation vendors.

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<sup>6</sup> The Centers for Disease Control and Prevention indicates that 11.1 percent of U.S. adults have a mobility disability with serious difficulty walking or climbing stairs. For purposes of this plan, 11.1% has been rounded to 10%.

<sup>7</sup> Centers for Disease Control and Prevention, Disability Impacts All of Us, January 5, 2023, [Disability Impacts All of Us Infographic | CDC](#), (accessed 3/1/23).

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**Table 2:  
Checklist for Requesting Transportation Resources from a Transportation Provider**

Public Transportation Providers	Private Transportation Vendors
<ul style="list-style-type: none"> <li>• Specify the total number of transportation resources required.</li> <li>• Request a deployment schedule (i.e., how many vehicles can be provided in 6 hours, 12 hours, 18 hours, and 24 hours) for the evacuation mission.</li> <li>• Identify the initial staging/deployment location for the provider’s transportation resources during the evacuation operation:               <ul style="list-style-type: none"> <li>○ Public transportation providers may initially stage their resources at <u>either</u> a provider’s home station or a designated LSA.</li> </ul> </li> <li>• Request a representative at the SEOC to support the GTG and coordinate the deployment of vehicles.</li> </ul>	<ul style="list-style-type: none"> <li>• Specify the total number of transportation resources required.</li> <li>• Request a deployment schedule (i.e., how many vehicles can be provided in 6 hours, 12 hours, 18 hours, and 24 hours) for the evacuation mission.</li> <li>• Identify the initial staging/deployment location for the provider’s transportation resources during the evacuation operation:               <ul style="list-style-type: none"> <li>○ All private transportation providers shall initially stage their resources at a designated LSA.</li> </ul> </li> <li>• Request a representative at the LSA to provide logistical support to that provider’s drivers/vehicles.</li> <li>• Reference an executed contract or purchase order for the specific event.</li> <li>• Confirm requests are within contract parameters.</li> </ul>

### 3.2.8 – Transportation Staging Areas

Transportation staging areas are another fundamental element of CTN evacuation operations. The sites include the LSA, T-Hub Staging Area, and RRC Staging Area. Each of these sites has distinct functions and requirements associated with processing and/or staging State-provided vehicles.

#### **T-Hub Staging Area**

- The primary purpose of the T-Hub Staging Area is to stage a predesignated number of State-provided vehicles in order to facilitate a timely vehicle response to a T-Hub Departure Area.
- Each evacuating municipality will pre-identify a T-Hub Staging Area to support the T-Hub.
- The T-Hub Staging Area should be located either adjacent to or in close proximity to the T-Hub (within ¼ mile).
- T-Hub Staging Area Manager will:
  - Communicate vehicle needs through the GTG.
  - Coordinate with T-Hub Departure Area personnel to meter the flow of vehicles required at a T-Hub Departure Area.

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- Staffing requirements include a minimum of one person (per shift) in order to park vehicles, dispatch vehicles to the corresponding T-Hub, and communicate with the GTG and T-Hub Departure Area.
- The T-Hub Staging Area:
  - Maintains the same hours of operation as the corresponding local or regional T-Hub (typically 24-hour operations).
  - Terminates operations in accordance with the local or regional T-Hub.

### **RRC Staging Area**

- The primary purpose of the RRC Staging Area is to stage a predesignated number of State-provided vehicles in order to facilitate a timely vehicle response to an RRC Departure Area.
- MEMA will pre-identify an RRC Staging Area to support the RRC.
- The RRC Staging Area should be located either adjacent to or in close proximity to an RRC (within ¼ mile).
- The RRC Staging Area Manager will:
  - Communicate vehicle needs through the GTG.
  - Coordinate with RRC personnel to meter the flow of vehicles required at an RRC Departure Area.
- Staffing requirements include a minimum of one person (per shift) in order to park vehicles, dispatch vehicles to the corresponding RRC, and communicate with the GTG and RRC Departure Area.
- The RRC Staging Area:
  - Maintains the same hours of operation as the corresponding RRC (typically 24-hour operations).
  - Terminates operations in accordance with the RRC.

### **Logistics Support Area (LSA)**

- The purpose of an LSA is to stage a variety of State response/recovery resources for deployment to designated locations.
- If MEMA acquires private transportation resources (e.g., motor coaches), these vehicles shall initially be staged at an LSA for later deployment to a designated location. However, in some cases, public transportation resources such as transit buses and school buses may also be staged at an LSA if necessary.
- The section of the LSA designated for evacuation-support vehicles may include the following functional areas (*see Figure 4*):
  - Log In

# Commonwealth of Massachusetts CTN Evacuation Plan

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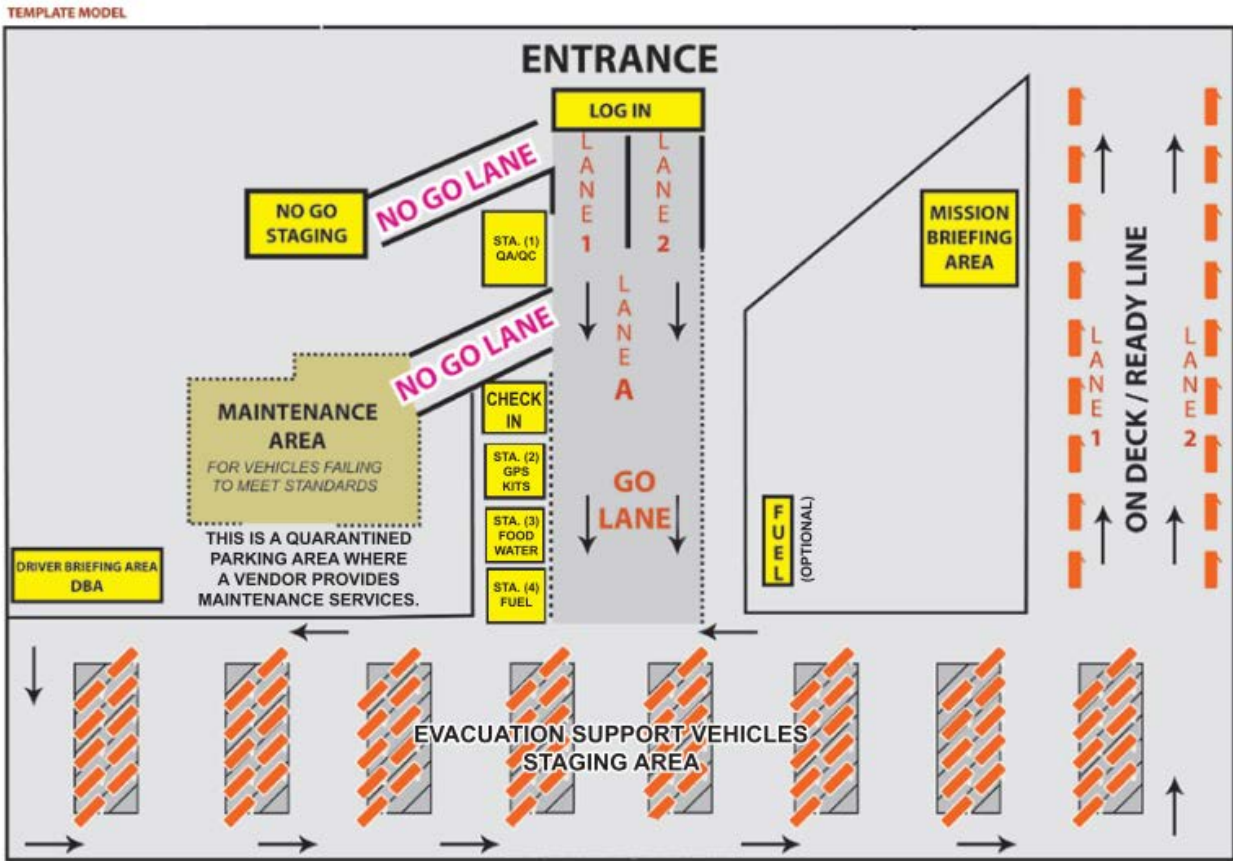
- The area where personnel log in each vehicle using a pre-established form (*see Attachment 3*) to determine whether the vehicle is eligible to proceed to the next processing stage.
- Vehicle Quality Assurance/Quality Control (QA/QC)
  - The area where personnel evaluate the working condition and safety of each vehicle.
- Vehicle/Driver Check In
  - The area where personnel obtain specific information from each driver and record the information on the Check-In form (*see Attachment 4*).
  - A list of all checked-in vehicles/drivers (including contact information) is provided to the GTG.
- Distribution of GPS Tracking Devices (if required)
  - The area where personnel assign and distribute GPS tracking devices to incoming drivers/vehicles.
- Fuel Distribution (optional)
  - The area for placing a fuel truck so that personnel can distribute fuel to State-provided evacuation vehicles.
- Staging/Parking Area
  - The area where personnel stage/park incoming vehicles that are authorized to support the CTN evacuation mission.
  - Personnel should stage/park incoming vehicles according to vehicle type (i.e., non-ADA motor coaches and ADA motor coaches) so that similar vehicles are grouped together.
- Driver Briefing Area
  - The area where personnel brief each driver on what to expect during the upcoming evacuation mission and provide information on communications protocols and equipment.
- Vehicle Ready Line and Mission Briefing
  - The area where a driver positions his vehicle immediately prior to deployment and personnel provide a cursory mission briefing and driver packet information (e.g., map or other mission-related information) to the driver.
- Vehicle Dispatching
  - The area where personnel provide dispatching duties which include processing requests for vehicles, dispatching appropriate vehicles to designated locations, and relaying the vehicle/driver information to the GTG.

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- MEMA Logistics is responsible for identifying the personnel to staff evacuation-support vehicle operations at the LSA (see Table 3).

Table 3: Estimated Staffing Requirements at the LSA for Evacuation-Support Vehicle Operations	
Number of Evacuation-Support Vehicles	Number of Staff (Per 12-hour shift)
Up to 100	3-5
100 to 350	6-10
350 to 750	11-16
Over 750	17-20



**Figure 4: Sample LSA Layout for Evacuation-Support Vehicles**

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### 3.2.9 – Movement Control System

Proper management and control of evacuation transportation resources are critical to ensuring a successful CTN evacuation. Consequently, this plan features a transportation Movement Control System (MCS), which is a component of the incident command system structure that is established within the SEOC. The MCS is a point-to-point coordination and communication system associated with the movement of transportation resources for evacuees and potentially emergency responders. More specifically, the MCS is a management system which provides overall situational awareness associated with the ground-transportation evacuation by overseeing the strategic deployment, mission taskings, and tracking of evacuation-transportation resources. The MCS is designed to operate effectively with a single transportation-type fleet or a diverse fleet of vehicles (e.g., transit vehicles, contracted motor coaches, school buses, etc.). The MCS supports strategic decision-making—such as the number of vehicles required at key locations throughout the evacuation—and tactically controls the movement of evacuation-transportation resources from the point of mobilization through demobilization.

- Primary MCS locations include the:
  - Ground Transportation Group (GTG) at the SEOC
  - Transportation-Related Field Sites
    - LSA
    - T-Hub Departure Area(s)
    - T-Hub Staging Area(s)
    - RRC Departure Areas(s)
    - RRC Staging Area
  - REOC(s)
- The MCS is comprised of the following key personnel who will assist in the coordination and/or movement of vehicles at primary MCS locations during a large-scale evacuation:

#### **GTG Staff Members:**

- **GTG Supervisor** – The individual that executes the MCS, coordinates the acquisition of transportation resources, strategically deploys transportation resources, and oversees the evacuation transportation mission.
  - This position must be skilled in managing transportation assets during an evacuation.
  - There will be one GTG Supervisor per shift assigned to the SEOC.
  - The GTG Supervisor reports to the Infrastructure Branch Director.
  - A MEMA staff member will serve as the GTG Supervisor.
- **State Movement Control Officer (MCO)** – The State’s single point of contact for the tactical movement of transportation resources during an evacuation operation.

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- This position must be skilled in managing transportation assets during an evacuation and should possess a good working knowledge of vehicle types and capacities needed to transport CTNs and individuals with mobility issues.
- Regardless of which organization is providing the transportation resources, the deployment of vehicles is initiated by the State MCO who is responsible for providing the appropriate vehicle to a specified location at the proper time.
- There will be one State MCO per shift assigned to the SEOC.
- The State MCO reports to the GTG Supervisor.
- A MassDOT staff member will serve as the State MCO.
- **Assistant MCO** – An individual that is subordinate to the State MCO and assists with the tactical movement of transportation resources during an evacuation operation.
  - Assistant MCO staffing may be acquired from one or more of the following agencies/organizations:
    - ❖ Transportation providers (e.g., transit agency or school district)  
Note: Each transit agency and school district that is providing evacuation support vehicles will send at least one representative to the SEOC to staff the GTG. Representatives from these quasi-governmental agencies serve as ideal Assistant MCOs since they likely have a better understanding of 1) Their respective vehicle/driver capabilities, 2) A local/state evacuation transportation mission, and 3) EOC operations. A contracted motor coach vendor may be asked to send a representative to the SEOC to staff the GTG if the vendor has staff available; however, the contracted motor coach vendor is required to send a representative to the LSA.
    - ❖ MassDOT
    - ❖ MEMA
    - ❖ Massachusetts Department of Conservation and Recreation
    - ❖ National Guard
  - The number of Assistant MCOs required is commensurate with the number of vehicles employed for the CTN evacuation.

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<b>Table 4: GTG Staffing (Estimated Minimum Requirements)</b>		
<b>Number of Evacuation-Support Vehicles</b>	<b>Number of GTG Positions (Day Shift)</b>	<b>Number of GTG Positions (Night Shift)</b>
Up to 50	2 (i.e., 1 GTG Supervisor and 1 State MCO)	2 (i.e., 1 State MCO and 1 Assistant MCO)
Up to 150	3 (i.e., 1 GTG Supervisor, 1 State MCO and 1 Assistant MCO)	2 (i.e., 1 State MCO and 1 Assistant MCO)
Up to 300	4 (i.e., 1 GTG Supervisor, 1 State MCO and 2 Assistant MCOs)	3 (i.e., 1 State MCO and 2 Assistant MCOs)
Up to 450	5 (i.e., 1 GTG Supervisor, 1 State MCO and 3 Assistant MCOs)	3 (i.e., 1 State MCO and 2 Assistant MCOs)

**Transportation-Related Field Site Staff Members:**

- **Field Site Manager** – An individual who oversees staffing, operations, and the movement of transportation resources at a transportation-related field site.
- **Field Site Support Staff** – The staff who provide transportation support at a transportation-related field site (*see Table 5*).

Note: If the State acquires motor coaches for an evacuation mission, a contracted motor coach vendor will typically send at least one representative to the LSA to serve as field site support staff. The representative(s) will facilitate communications with their drivers, provide situational awareness, provide logistical support to vehicles/drivers, and offer solutions to issues that arise with vehicles/drivers.

<b>Table 5: Transportation-Related Field Sites, Estimated Staffing Requirements, and Entity Responsible for Staffing</b>		
<b>Transportation-Related Field Site:</b>	<b>Estimated Staffing Requirements:</b>	<b>Entity Responsible for Staffing:</b>
LSA	Commensurate with the number of vehicles <ul style="list-style-type: none"> <li>• See Table 3 in Section 3.2.8</li> </ul>	MEMA Logistics
T-Hub Departure Area	Dependent on the number of vehicle loading zones <ul style="list-style-type: none"> <li>• 1 staff member (per shift) for every two loading zones</li> </ul>	Locality or MassDOT*

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**Table 5 (continued):  
Transportation-Related Field Sites, Estimated Staffing Requirements,  
and Entity Responsible for Staffing**

T-Hub Staging Area	Commensurate with the number of vehicles <ul style="list-style-type: none"> <li>• 1 staff member (per shift) for every 25 vehicles</li> </ul>	Locality or MassDOT*
RRC Departure Area	Dependent on the number of vehicle loading zones <ul style="list-style-type: none"> <li>• 1 staff member (per shift) for every two loading zones</li> </ul>	MEMA
RRC Staging Area	Commensurate with the number of vehicles <ul style="list-style-type: none"> <li>• 1 staff member (per shift) for every 25 vehicles</li> </ul>	MassDOT

\*If the locality is unable to acquire the appropriate staffing at this site, then the locality will submit a formal request for staffing to MEMA. If this occurs, MEMA will task MassDOT with identifying the required staffing.

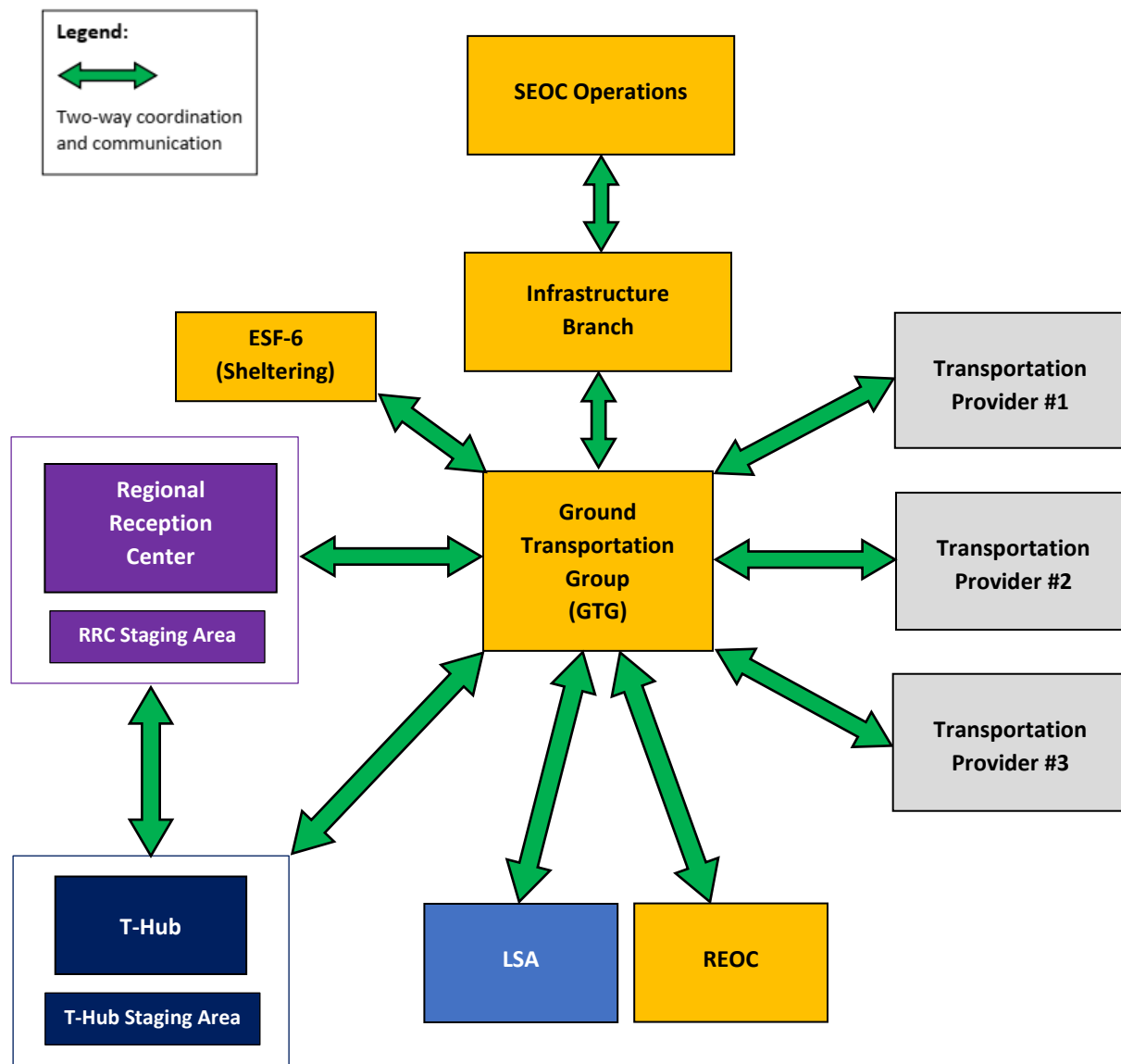
**Other:**

- **Regional Emergency Operations Center (REOC) Liaison** – An individual that serves as a communications link by providing situational awareness to the GTG and the REOC regarding emerging evacuation transportation missions within a municipality. This individual does not have tasking or approval authority.

Note: If the REOC does not have sufficient staffing to fill this position, MassDOT will identify the personnel to serve as the REOC Liaison.

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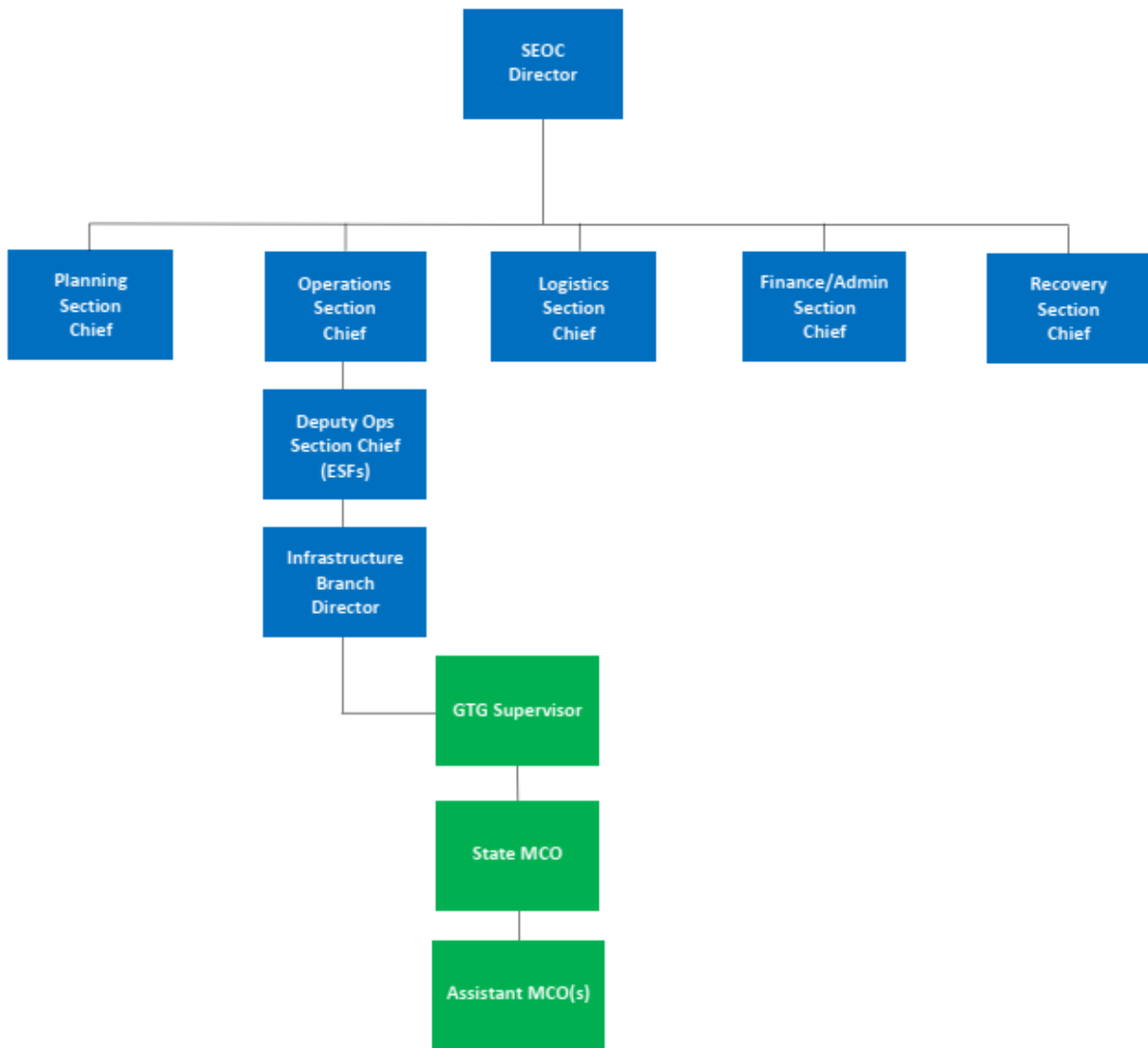


**Figure 5: MCS Coordination and Communications Flow**

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**Figure 6: Organizational Structure of the GTG Embedded within the Infrastructure Branch of the SEOC**

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<b>Table 6: Movement Control System Communication and Coordination Overview</b>			
<b>Position</b>	<b>Physical Location</b>	<b>Primary Communication/ Coordination Links</b>	<b>Duties</b>
GTG Supervisor	SEOC	<ul style="list-style-type: none"> <li>• Deputy Operations Chief</li> <li>• Infrastructure Branch Director</li> <li>• GTG staff</li> <li>• REOC Liaison</li> <li>• Field Site Managers</li> <li>• ESF-6</li> <li>• Transportation Provider(s)</li> </ul>	<ul style="list-style-type: none"> <li>• Provide overall management and control of the transportation mission and oversee all staff assigned to the GTG.</li> <li>• In coordination with SEOC Operations and Finance, oversee the acquisition of vehicles for the evacuation mission:               <ul style="list-style-type: none"> <li>○ Determine the fleet size required for the mission.</li> <li>○ Query transportation providers to identify the number of vehicles available.</li> </ul> </li> <li>• Coordinate with ESF-6 to identify evacuation missions and destinations.</li> <li>• Maintain situational awareness of transportation resources available and anticipate shortfalls.</li> <li>• Manage the deployment/ allocation of transportation resources via coordination with the State MCO and transportation provider representative(s).</li> <li>• Set priorities for transportation missions.</li> <li>• Resolve issues associated with transportation missions.</li> <li>• Provide ongoing situational awareness to key personnel.</li> </ul>

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**Table 6: Movement Control System  
Communication and Coordination Overview**

Position	Physical Location	Primary Communication/ Coordination Links	Duties
State MCO	SEOC	<ul style="list-style-type: none"> <li>• GTG staff</li> <li>• ESF-6</li> <li>• Field Site Managers</li> <li>• REOC Liaison</li> </ul>	<ul style="list-style-type: none"> <li>• Establish a communications link with the SEOC partners, transportation provider representative(s), and Field Site Managers.</li> <li>• Manage the allocation and movement of all evacuation vehicles.</li> <li>• Delegate transportation mission taskings to the appropriate Assistant MCO.</li> <li>• Direct the <u>appropriate vehicle(s)</u> to a <u>specified location</u> at the <u>proper</u> time.</li> <li>• Maintain operational control of State-provided vehicles for the duration of the evacuation.</li> <li>• Provide ongoing situational awareness to SEOC officials and Field Site Managers related to the coordination and movement of evacuation vehicles.</li> <li>• Coordinate with transportation provider representative(s).</li> <li>• Oversee the mission tasking and tracking of all vehicles.</li> <li>• Obtain shelter destinations from ESF-6 and relay information to the appropriate GTG staff member and/or the T-Hub Departure Area or RRC Departure Area.</li> </ul>

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<b>Table 6: Movement Control System Communication and Coordination Overview</b>			
<b>Position</b>	<b>Physical Location</b>	<b>Primary Communication/ Coordination Links</b>	<b>Duties</b>
Assistant MCOs	SEOC	<ul style="list-style-type: none"> <li>• State MCO</li> <li>• Transportation Provider Representative(s)</li> <li>• ESF-6</li> <li>• Field Site Managers</li> </ul>	<ul style="list-style-type: none"> <li>• Establish a transportation communications link with the SEOC partners, transportation provider representative(s), and Field Site Managers.</li> <li>• Obtain all Essential Elements of Information (EEIs) required to execute an evacuation mission tasking and document on a mission form.</li> <li>• Direct the <u>appropriate vehicle(s)</u> to a <u>specified location</u> at the <u>proper time</u> using the mission form.</li> <li>• Continue to track State-provided vehicles associated with a mission tasking through the duration of the evacuation mission.</li> <li>• Provide ongoing situational awareness to SEOC officials and Field Site Managers related to the coordination and movement of evacuation vehicles.</li> <li>• Obtain shelter destinations from ESF-6 and relay information to the appropriate GTG staff member and/or the T-Hub Departure Area or RRC Departure Area.</li> </ul>

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**Table 6: Movement Control System  
Communication and Coordination Overview**

Position	Physical Location	Primary Communication/ Coordination Links	Duties
Public Transportation Provider Representative	SEOC	<ul style="list-style-type: none"> <li>• Transportation Provider’s Home Station/Dispatch Center</li> <li>• GTG Staff</li> </ul>	<ul style="list-style-type: none"> <li>• Serve as the conduit between the public transportation provider and the GTG.</li> <li>• Coordinate with home station/dispatch center on availability, dispatching, and tracking of vehicles.</li> <li>• Coordinate transportation destinations with the State MCO.</li> <li>• Provide vehicle status updates at designated intervals.</li> <li>• Identify and resolve any issues related to transportation provider vehicles.</li> <li>• Provide situational awareness to transportation provider’s management.</li> </ul>
Private Transportation Provider Representative (i.e., contracted motor coach vendor)	<ul style="list-style-type: none"> <li>• LSA</li> <li>• SEOC (if the vendor has staff available)</li> </ul>	<ul style="list-style-type: none"> <li>• LSA Manager (for evacuation vehicles)</li> <li>• GTG staff</li> <li>• Private Transportation Provider’s Home Station/Dispatch Center</li> </ul>	<ul style="list-style-type: none"> <li>• Serve as the conduit between the private/contracted vendor and the LSA.</li> <li>• Provide vehicle status updates at designated intervals.</li> <li>• Logistically support the vendor’s drivers/vehicles.</li> <li>• Ensure operational viability of the vendor’s vehicles/drivers.</li> <li>• Tactically track vehicles using the private vendor’s GPS proprietary systems if applicable.</li> <li>• Identify and resolve any issues related to the vendor’s vehicles.</li> <li>• Provide situational awareness to vendor’s management.</li> </ul>

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**Table 6: Movement Control System  
Communication and Coordination Overview**

Position	Physical Location	Primary Communication/ Coordination Links	Duties
LSA Manager (i.e., for evacuation vehicles)	A pre-identified LSA site (TBD)	<ul style="list-style-type: none"> <li>• GTG staff</li> <li>• T-Hub Staging Area</li> <li>• RRC Staging Area</li> </ul>	<ul style="list-style-type: none"> <li>• Oversee the following key actions:               <ol style="list-style-type: none"> <li>1. Checking in vehicle/ driver</li> <li>2. Staging vehicles</li> <li>3. Dispatching vehicles</li> </ol> </li> <li>• Create and maintain ready line for quick deployment to a T-Hub Staging Area or RRC Staging Area.</li> <li>• Regularly update the GTG on the status of vehicles staged at the LSA.</li> <li>• Provide ongoing situational awareness to the GTG and other authorized personnel as directed.</li> </ul>
T-Hub Staging Area Manager	Located near the T-Hub (typically within ¼ mile distance)	<ul style="list-style-type: none"> <li>• GTG staff</li> <li>• T-Hub Manager (or designee)</li> <li>• LSA Manager (for vehicles)</li> </ul>	<ul style="list-style-type: none"> <li>• Check in and stage vehicles.</li> <li>• Deploy vehicles to the T-Hub Departure Area when requested.</li> <li>• Continually monitor the status of evacuation vehicles to ensure there are enough vehicles to support the demand.</li> <li>• Continually monitor the status of T-Hub activity.</li> </ul>
RRC Staging Area Manager	Located near the RRC (typically within ¼ mile distance)	<ul style="list-style-type: none"> <li>• GTG staff</li> <li>• RRC Manager (or designee)</li> <li>• LSA Manager (for vehicles)</li> </ul>	<ul style="list-style-type: none"> <li>• Check in and stage vehicles.</li> <li>• Deploy vehicles to the RRC Departure Area when requested.</li> <li>• Continually monitor the status of evacuation vehicles to ensure there are enough vehicles to support the demand.</li> <li>• Continually monitor the status of RRC activity.</li> </ul>

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<b>Table 6: Movement Control System Communication and Coordination Overview</b>			
<b>Position</b>	<b>Physical Location</b>	<b>Primary Communication/ Coordination Links</b>	<b>Duties</b>
Departure Area Coordinator	Departure Area at a T-Hub or RRC	<ul style="list-style-type: none"> <li>• Respective T-Hub or RRC Manager</li> <li>• Respective T-Hub or RRC Staging Area Manager</li> </ul>	<ul style="list-style-type: none"> <li>• Identify an appropriate and safe parking location for vehicles at the Departure Area curb.</li> <li>• Establish communications with the respective Field Site Manager and Staging Area Manager.</li> <li>• Provide a safe loading environment for CTN evacuees.</li> <li>• Ensure each driver has clear destination instructions.</li> <li>• Ensure each vehicle safely departs the curb.</li> <li>• Maintain regular communications with respective staging area personnel to ensure an appropriate flow of vehicles to the curb.</li> </ul>
ESF-6 Representative	SEOC	<ul style="list-style-type: none"> <li>• GTG staff</li> </ul>	<ul style="list-style-type: none"> <li>• Provide shelter destinations to the GTG.</li> <li>• As a shelter exceeds capacity and a decision is made to move evacuees to another shelter, provide the number of evacuees that require transportation.</li> <li>• Continually anticipate transportation requirements.</li> </ul>
REOC Liaison	REOC	<ul style="list-style-type: none"> <li>• GTG staff</li> </ul>	<ul style="list-style-type: none"> <li>• Serve as a communications link by providing situational awareness to the GTG and the REOC regarding emerging evacuation transportation missions within a municipality.</li> </ul>

**3.2.10 – Mission Taskings for Ground Transportation Resources**

- All State-provided transportation resources fall under the tasking authority of the GTG.
- The State MCO identifies the appropriate vehicles for a transportation mission and issues a mission tasking to the appropriate GTG staff member (e.g., a specific public transportation

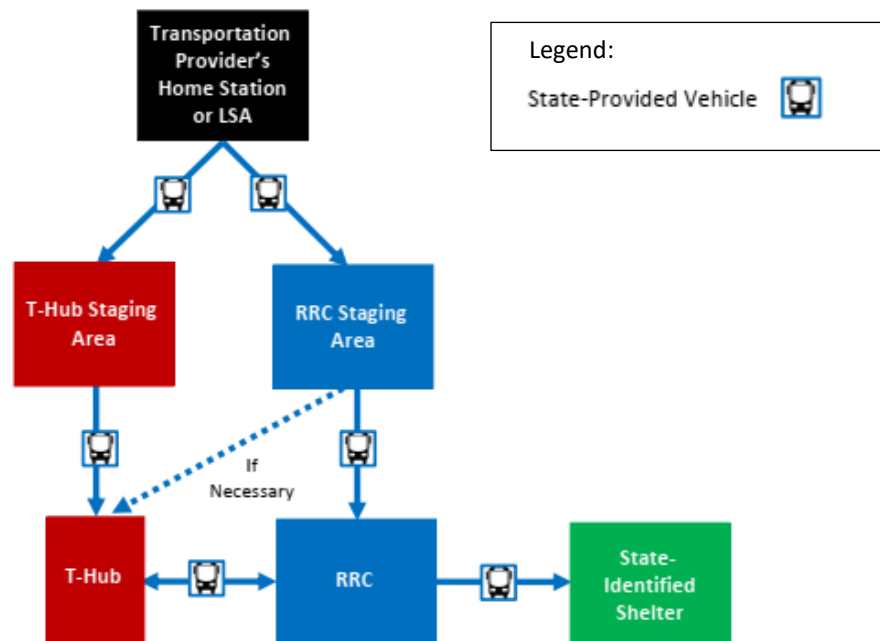
# Commonwealth of Massachusetts CTN Evacuation Plan

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provider representative or a GTG staff member coordinating private transportation resources).

- A GTG staff member obtains detailed information regarding the mission (EEIs) and documents pertinent information on a mission tasking form (*see Attachment 5*).
- A GTG staff member relays the completed mission form to the transportation provider's location to fulfill the request.
- The transportation provider informs the GTG staff member of the vehicles/drivers (i.e., vehicle unit number/driver's name) assigned to the mission.
- A GTG staff member continues to track the vehicles for the duration of the evacuation mission.

Upon receiving a mission tasking, State-provided vehicles may initially deploy from a transportation provider's home station or from an LSA and proceed to either a designated T-Hub Staging Area or RRC Staging Area. Vehicles arriving at the T-Hub Staging Area will remain temporarily staged until directed to the T-Hub Departure Area to pick up evacuees and transport them to the RRC Arrival Area. Vehicles arriving at the RRC Staging Area will remain temporarily staged until directed to the RRC Departure Area to pick up CTN evacuees and transport them to a state identified shelter.



**Figure 7: Flow of State-Provided Transportation Resources**

After completing an evacuation mission, a State-provided vehicle may report back to its previous staging area (i.e., T-Hub Staging Area or RRC Staging Area) unless otherwise directed by the Staging Area Manager or the SEOC.

## Section 4.0 – Roles and Responsibilities

There are multiple components to a CTN evacuation operation that will involve extensive coordination by numerous agencies and organizations. This section identifies the lead and supporting agencies/organizations that have essential roles and responsibilities in a CTN ground-transportation evacuation. Although this section highlights the primary roles and responsibilities, it is incumbent on the agencies/organizations identified in this plan to develop Standard Operating Procedures (SOPs) in order for staff members to effectively execute the corresponding field/support mission.

### 4.1 – State Lead Agency

#### **Massachusetts Emergency Management Agency (MEMA)/State Emergency Operations Center (SEOC)**

For purposes of this plan, MEMA serves as the lead coordinating agency responsible for activating this plan. MEMA, in coordination with MassDOT, identifies the requirements and coordinates the Commonwealth's inclusive response to a State-supported CTN evacuation.

In addition, MEMA will:

- Activate the SEOC at the proper level and maintain operations.
- Ensure that overall coordination of this Plan aligns with the Commonwealth Evacuation Coordination Plan.
- Task appropriate agencies and organizations that have an operational role in implementing the CTN evacuation plan.
- Capture the EEIs related to the activation of this plan for IAP purposes.
- Provide situational awareness, expertise, and recommendations to government leadership and SEOC staff related to all aspects of the CTN evacuation.
- Oversee the GTG.

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### 4.2 – State Supporting Agencies

#### **Massachusetts Governor's Office**

The Governor is the chief executive of the Commonwealth and may declare a State of Emergency<sup>8</sup> in the event of an impending or no-notice emergency or disaster. Additionally, the Governor may order the implementation of State emergency operations plans and may also submit a request for an emergency declaration to the President of the United States either pre- or post-incident. The Governor is the commander-in-chief of the Commonwealth's armed forces and may authorize the activation and deployment of National Guard resources in support of Commonwealth operations or to support local government as requested.

#### **ESF-1 (Transportation)**

##### **Primary State Agency: Massachusetts Department of Transportation (MassDOT)**

- MassDOT, in coordination with MEMA, identifies the requirements and coordinates the Commonwealth's inclusive response to a State-supported CTN evacuation.
- Coordinate with public transportation providers (e.g., MBTA and RTAs, school-bus providers, etc.) to acquire and deploy transportation resources.
- Identify the personnel to staff the GTG (excluding the GTG Supervisor, which is staffed by a MEMA employee).
- Provide routing recommendations for State-provided vehicles that are transporting CTN evacuees from RRCs to designated shelters.

#### **ESF-6 (Mass Care, Emergency Housing, and Human Services)**

##### **Primary State Agency: Massachusetts Emergency Management Agency**

##### **Primary Supporting Organization: American Red Cross**

- Identify shelter capacity shortfalls in order to determine transportation requirements.
- Coordinate with the GTG regarding shelter assignments for the CTN evacuating population.

Note: MEMA and the American Red Cross play vital roles in successfully implementing the *Massachusetts Statewide Mass Care and Shelter Coordination Plan* ("shelter plan"). In order to effectively accomplish the CTN evacuation mission, it is essential that the CTN Evacuation Plan synchronizes closely with the shelter plan.

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<sup>8</sup> A State of Emergency allows for state resources to be available for response and recovery activities and calls for MEMA to activate the State's Comprehensive Emergency Management Plan. While the Massachusetts Governor may declare a State of Emergency based on the forecast, a State of Emergency is not required in order to implement this plan.

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### **ESF-11 (Agriculture, Animals, and Natural Resources)**

**Primary State Agency: Department of Agricultural Resources (DAR)**

- Provide personnel at the SEOC during a CTN evacuation to assist with transportation resource requests involving household pets.

### **ESF-13 (Public Safety and Security)**

**Primary State Agency: Massachusetts State Police**

- Provide law enforcement capability in support of State CTN evacuation operations (e.g., security and traffic control at State transportation-related field sites) as requested by the SEOC.

### **ESF-15 (Public Information)**

**Primary State Agencies:**

**Massachusetts Emergency Management Agency; Governor’s Press Office**

- Coordinate public information messaging for a State-supported CTN evacuation.

### **ESF-16 (Military Support)**

**Primary State Agency: Massachusetts National Guard**

- Provide staffing and operational support as required.

## **4.3 – Other Supporting Agencies/Organizations**

### **Transportation Providers**

- Supply the contracted number and type of vehicles and drivers to support an evacuation and/or re-entry operation.
- Provide a deployment schedule (i.e., how many vehicles can be provided in 6 hours, 12 hours, 18 hours, and 24 hours).
- Provide personnel to support the GTG and/or the LSA.
- Develop driver instructions that address vehicle mechanical breakdowns and emergencies (e.g., medical, fire, security, etc.).
- Identify additional resources (e.g., a wrecker and replacement vehicle) that may be necessary to respond to a mechanical breakdown.
- Provide overall logistical support to their vehicles.
- Maintain coordination and communication with designated State officials, as necessary, before, during, and after the evacuation operation.

## **Section 5.0 – Administration and Logistics**

### **5.1 – Plan Maintenance**

This Plan will be reviewed in accordance with MEMA’s Emergency Management Program Administrative Policy, by participating agencies and organizations in a manner conforming to the review and maintenance guidelines contained in the State CEMP. MEMA’s Planning Unit will provide administrative support for the review process, including identifying plan stakeholders, inviting participants, developing meeting agendas, facilitating meetings, compiling, and distributing meeting notes/minutes, and developing the draft plan.

### **5.2 – Training and Exercise**

This Plan will be exercised on a regular basis, either via a stand-alone exercise or as part of a larger exercise that incorporates the coordination of a debris event. All exercises will follow Homeland Security Exercise and Evaluation Program (HSEEP) guiding principles for developing, executing, and evaluating exercises.

### **5.3 – Expenditures and Reimbursement**

Individual agencies and organizations will be responsible for tracking costs incurred and maintaining associated supporting documentation for possible reimbursement via applicable funding sources.

## Section 6.0 – Authorities and References

There are numerous laws, executive orders, and directives that provide the legal basis for the CTN Evacuation Plan. Additionally, there are various State and federal reference documents that may correlate with the implementation of this plan.

### 6.1 – Massachusetts State Legislation and Executive Orders

- Massachusetts Civil Defense Act, Chapter 639 of the Acts of 1950, as Amended.
- An Act Ensuring the Safety of People with Pets in Disasters, Chapter 54 of the Acts of 2014
- An Act Providing for the Entry of the Commonwealth into the Interstate Emergency Management Assistance Compact, Chapter 339 of the Acts of 2000
- An Act Further Regulating Dam Safety, Repair, and Removal, Chapter 448 of the Acts of 2012
- Massachusetts General Laws, c. 21E
- Massachusetts General Laws, c. 40, §4A
- Massachusetts General Laws, c. 40, §4I
- Massachusetts General Laws, c. 40, §4J
- Massachusetts General Laws, c. 48, §59A
- Massachusetts General Laws, c. 66, §10
- Massachusetts General Laws, c. 164, §85B
- Massachusetts General Laws, c. 253, §§44-50
- Massachusetts General Laws, c. 272, §98A
- Massachusetts Executive Order #144, September 27, 1978
- Massachusetts Executive Order #221, June 30, 1982
- Massachusetts Executive Order #242, June 28, 1984
- Massachusetts Executive Order #469, September 28, 2005
- Massachusetts Executive Order #592, October 22, 2020

### 6.2 – MEMA Supporting Reference Documents

- Comprehensive Emergency Management Plan, Massachusetts Emergency Management Agency
- Commonwealth Evacuation Coordination Plan
- MA Regional Reception Center Plan
- EMAC Operations Manual
- Massachusetts SEOC Standard Operating Procedures
- MA Statewide Mass Care and Shelter Coordination Plan
- Massachusetts Department of Transportation, Office of Security Planning and Emergency Preparedness, Metro Boston Emergency Traffic Management Planning Concept of Operations for an Evacuation Zone Approach.

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- Massachusetts Department of Transportation, Metropolitan Boston Emergency Evacuation
- Traffic Control Point Support Plan, Concept of Operations.
- Massachusetts Department of Transportation; Unified Response Manual for Roadway Traffic Incidents.
- Massachusetts Hurricane Evacuation Study: Behavioral Analysis Survey Data Report, prepared by Earl J. Baker, Hazards Management Group

### 6.3 – Federal Legislation

- Homeland Security Act of 2002
- Homeland Security Presidential Directive 5, Management of Domestic Incidents
- Post-Katrina Emergency Reform Act of 2006
- The Americans with Disabilities Act of 1990.
- Federal Evacuation Policy: Issues for Congress, January 2011.
- Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended, 42 U.S.C. s. 5121 et seq.
- Catastrophic Hurricane Evacuation Plan Evaluation: A Report to Congress, USDOT, June 1, 2006.
- Pets Evacuation Transportation Standards (PETS) Act of 2006.

### 6.4 – Federal Supporting Reference Documents

- Developing and Maintaining Emergency Operations Plans, Comprehensive Preparedness Guide (CPG) 101, Version 3.0 (September 2021).
- National Incident Management System (NIMS), October 2017
- U.S. Department of Homeland Security/Federal Emergency Management Agency, Mass Evacuation Incident Annex, June 2008.
- FEMA Region 1 Operations Plan
- National Disaster Housing Strategy
- FEMA and USACE Hurricane Evacuation Study, 2016

### 6.5 – Other Reference Documents

- U.S. Government Accountability Office (GAO), 2006. Disaster Preparedness: Preliminary Observations on the Evacuation of Hospitals and Nursing Homes due to Hurricanes. GAO-06-443R. Washington, DC: GAO. [www.gao.gov/new.items/d06443r.pdf](http://www.gao.gov/new.items/d06443r.pdf)
- U.S. Government Accountability Office, 2006. Disaster Preparedness: Preliminary Observations on the Evacuation of Vulnerable Populations due to Hurricanes and Other Disasters. GAO-06-790T. Washington, DC: GAO. [www.gao.gov/new.items/d06790t.pdf](http://www.gao.gov/new.items/d06790t.pdf)
- National Research Council, Transportation Research Board Studies and Special Programs, Emergency Evacuation Planning for Special Needs Populations Inadequate, July 24, 2008.

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- Real, Byron. 2007. “Hard Decisions in the Big Easy: Social Capital and Evacuation of the New Orleans Area Hispanic Community during Hurricane Katrina.” Pp. 72-83 in Perspectives on Social Vulnerability, edited by K. Warner. Bonn: United Nations University, Institute for Environment and Human Security.
- Transportation-Disadvantaged Populations: Actions Needed to Clarify Responsibilities and Increase Preparedness for Evacuations.
- Federal Emergency Management Agency (FEMA), 2014. Declarations Process Fact Sheet: The Emergency Response Process. The Declarations Process/Primary Considerations for Declaration.

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# Commonwealth of Massachusetts CTN Evacuation Plan

## Attachment 1

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### **Attachment 1: Acronyms and Abbreviations:**

ADA	Americans with Disabilities Act
CTN	Critical Transportation Need
EAP	Evacuation Assembly Point
EEIs	Essential Elements of Information
EOC	Emergency Operations Center
ESF	Emergency Support Function
FEMA	Federal Emergency Management Agency
GPS	Global Positioning System
GTG	Ground Transportation Group
LSA	Logistics Support Area
MassDOT	Massachusetts Department of Transportation
MBTA	Massachusetts Bay Transportation Authority
MCO	Movement Control Officer
MDOC	Massachusetts Department of Correction
MEMA	Massachusetts Emergency Management Agency
MOA	Memorandum of Agreement
MOU	Memorandum of Understanding
PETS Act	Pets Evacuation and Transportation Standards Act
QA/QC	Quality Assurance/Quality Control
REOC	Regional Emergency Operations Center
RRC	Regional Reception Center
RTA	Regional Transit Authority
SEOC	State Emergency Operations Center
SIRS	State-Initiated Regional Shelter
SOP	Standard Operating Procedure
T-Hub	Transportation Hub

## Attachment 2: Terminology and Definitions

The following terminology and definitions are applicable to this plan. This information not only establishes the overall planning framework but also ensures consistency with other evacuation planning efforts.

### Evacuee Types

**Self-Evacuees** – Segment of the population that can evacuate the at-risk area using their own means of transportation.

**CTN Evacuees** – Segment of the population that requires government-provided transportation assistance to evacuate out of an at-risk area.

### CTN Evacuee Support Sites

**Evacuation Assembly Point (EAP)** – An EAP is a short-term location (e.g., school bus stop, transit bus stop, etc.) within the evacuating community where an individual obtains transportation assistance to evacuate.

**Transportation Hub (T-Hub)** – One or more predesignated facilities or locations in each evacuating municipality where CTN evacuees transfer from a locally provided bus to a State-provided vehicle to be transported to either an RRC or state identified shelter.

**Regional Reception Center (RRC)** – A State-operated, indoor facility used to consolidate evacuees from multiple municipalities. The purpose is to register incoming evacuees, assess their immediate needs, provide shelter assignments, and transport them from the RRC on a State-provided vehicle to an assigned shelter.

### Transportation Staging Areas

**Logistics Support Area (LSA)** – A multi-purpose staging area, operated by the State, for a variety of State-provided response/recovery resources (e.g., evacuation-support vehicles, commodities, equipment and supplies, personnel/teams, etc.).

**T-Hub Staging Area** – An area for temporarily staging State-provided vehicles that is located either adjacent to or in close proximity to a T-Hub. The primary purpose of the T-Hub Staging Area is to stage an allocated number of vehicles in order to facilitate a timely response to the T-Hub.

**RRC Staging Area** – An area for temporarily staging State-provided vehicles that is located either adjacent to or in close proximity to the RRC. The primary purpose of the RRC Staging Area is to stage an allocated number of vehicles in order to facilitate a timely response to the RRC.

## Shelter Facilities

**Local-Initiated Overnight Shelter** – A locally operated and managed shelter that provides feeding and dormitory services for all residents of a single community, including those with disabilities and access and functional needs. Local shelters are typically operated with local resources; in some cases, the American Red Cross operates a local shelter if there is an existing agreement between the community and the American Red Cross. The Commonwealth may supplement with resources to support the locals based on need/resource availability.

**Multi-Community Local Shelter** – A locally operated and managed shelter that provides feeding and dormitory services for residents of multiple communities, including those with disabilities and access and functional needs. Multiple communities generally share the responsibility for supporting multi-community local shelter operations. Communities operating multi-community local shelters may have established a Memorandum of Understanding (MOU)/Memorandum of Agreement (MOA) to share mass care and sheltering costs and resources.

**Locally Operated Regional Shelter** – Dependent on the situation, requirements, and severity of the event, MEMA may identify communities who have strong existing local or regional sheltering plans and coordinate with them to implement their plans and stand up local or regional mass care shelters if they are able to do so. These facilities, while operated on a local or regional basis, would be funded by MEMA and supported as a primary site for sheltering during a catastrophic scenario. These facilities would complement any State-Initiated Regional Shelter (SIRS) which may be in operation, but would allow existing shelter plans to be executed, while being financially supported by MEMA.

**State-Initiated Regional Shelter (SIRS)** – Established to provide larger-scale sheltering services when local jurisdictions exceed capacities and to maximize the use of resources and staffing to operate shelters across the Commonwealth. These shelters provide functional needs support services (FNSS) and dietary, dormitory, and pet services. SIRS facilities are initiated by MEMA, operated by the State, and may serve multiple communities.

## Coordination Facilities

**State Emergency Operations Center (SEOC)** – The location where state agencies, partners, and stakeholders gather to coordinate and facilitate implementation of the plan and its operational elements. The SEOC works closely with local emergency operations centers. Within the SEOC, a Ground Transportation Group (GTG) is established under the Infrastructure Branch to manage and control State-provided transportation resources during an evacuation.

**Regional Emergency Operations Center (REOC)** – The location where Regional MEMA staff coordinate response for communities in need and ensure a direct line of communication between local EOCs and the SEOC. There are three REOCs in Massachusetts, each responsible for specific geographic areas. The REOCs also ensure consistent situational awareness and support of the SEOC for implementing operational priorities as determined by the SEOC Director.

# Commonwealth of Massachusetts CTN Evacuation Plan

## Attachment 2

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**Local Emergency Operations Center (EOC)** – The location where local agencies, partners, and stakeholders gather to coordinate and facilitate implementation of the plan and its operational elements. Local EOCs work closely with the REOC and SEOC.

### Other

**Direct Transportation Assistance** – The process by which a CTN evacuee requests transportation assistance from a local government authority. In the event a CTN evacuee is unable to proceed to an EAP because he/she has disability or other access and functional need, local government is responsible for providing transportation assistance to evacuate from a residential location to a local shelter or T-Hub.

**Evacuation** – The movement of people away from an at-risk area to a safe location.

**Evacuation Order** – An emergency notification by local and/or state officials urging persons within a designated at-risk location to evacuate the area in accordance with the instructions of local and/or state officials.

**Home Station** – The location where a transportation provider parks its fleet of vehicles (e.g., garage/transportation yard).

**Household Pet** – A domesticated animal (i.e., dog, cat, bird, rabbit, rodent, turtle, etc.) that is traditionally kept in the home for pleasure/companionship rather than for commercial purposes. Household pets do not include reptiles (except turtles), amphibians, fish, insects/arachnids, livestock/farm animals (including horses), and animals kept for racing purposes.<sup>9</sup>

**Liaison** – An individual assigned to an incident from an assisting or cooperating agency/vendor who provides a communications link and information sharing on matters affecting that agency's/vendor's participation at the incident. This individual does not have tasking authority.

**Loading Zone** – A designated area to park an evacuation vehicle and load evacuees onto the vehicle. More specifically, a loading zone is a component of a Departure Area, which is linked to a T-Hub or RRC. Multiple loading zones may be operating simultaneously.

**Local** – Municipal-level government.

**Movement Control System (MCS)** – A management and control system which provides overall situational awareness of the ground transportation evacuation, by overseeing the strategic deployment, mission taskings, and tracking of evacuation-support vehicles.

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<sup>9</sup> Pet Evacuation Transportation Standards (PETS) Act of 2006, FEMA Disaster Assistance Policy (DAP) 9523.19. The entire DAP 9523.19 can be found at FEMA's policy website:  
<http://www.fema.gov/pdf/government/grant/pa/policy.pdf>

# Commonwealth of Massachusetts CTN Evacuation Plan

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**Representative** – An individual assigned to an incident from an assisting or cooperating agency/vendor who has been delegated authority to make decisions and provide tasking authority on matters affecting that agency's/vendor's participation at the incident.

**Service Animal** – Any guide dog, or other animal that has been individually trained to do work or perform tasks for the benefit of an individual with a disability, including physical, sensory, psychiatric, intellectual, or other mental disability. Service animals shall be permitted to remain with their owners at all times including during transport (i.e., to an emergency shelter, another facility, transitioning home, etc.).

**Shelter Capacity** – The number of evacuees that a specific shelter facility can accommodate based on staffing and wrap-around resources.

# Commonwealth of Massachusetts CTN Evacuation Plan

## Attachment 3

### Attachment 3: Sample Log-In Form

#### Log-In Form

(complete one box per vehicle)

\*If any check box is marked "NO" then direct vehicle to No Go Staging

\*If all check boxes are marked "Yes" then direct vehicle to QA/QC

Transportation Provider Name:		
Unit #:	Arrival Date:	Arrival Time:
Full Gas Tank: Yes <input type="checkbox"/> No <input type="checkbox"/>	CDL: Yes <input type="checkbox"/> No <input type="checkbox"/>	
Vehicle Registration: Yes <input type="checkbox"/> No <input type="checkbox"/>	License Plate w/Tag: Yes <input type="checkbox"/> No <input type="checkbox"/>	
Direct to: No Go Staging <input type="checkbox"/> QA/QC <input type="checkbox"/>		

Transportation Provider Name:		
Unit #:	Arrival Date:	Arrival Time:
Full Gas Tank: Yes <input type="checkbox"/> No <input type="checkbox"/>	CDL: Yes <input type="checkbox"/> No <input type="checkbox"/>	
Vehicle Registration: Yes <input type="checkbox"/> No <input type="checkbox"/>	License Plate w/Tag: Yes <input type="checkbox"/> No <input type="checkbox"/>	
Direct to: No Go Staging <input type="checkbox"/> QA/QC <input type="checkbox"/>		

Transportation Provider Name:		
Unit #:	Arrival Date:	Arrival Time:
Full Gas Tank: Yes <input type="checkbox"/> No <input type="checkbox"/>	CDL: Yes <input type="checkbox"/> No <input type="checkbox"/>	
Vehicle Registration: Yes <input type="checkbox"/> No <input type="checkbox"/>	License Plate w/Tag: Yes <input type="checkbox"/> No <input type="checkbox"/>	
Direct to: No Go Staging <input type="checkbox"/> QA/QC <input type="checkbox"/>		

Transportation Provider Name:		
Unit #:	Arrival Date:	Arrival Time:
Full Gas Tank: Yes <input type="checkbox"/> No <input type="checkbox"/>	CDL: Yes <input type="checkbox"/> No <input type="checkbox"/>	
Vehicle Registration: Yes <input type="checkbox"/> No <input type="checkbox"/>	License Plate w/Tag: Yes <input type="checkbox"/> No <input type="checkbox"/>	
Direct to: No Go Staging <input type="checkbox"/> QA/QC <input type="checkbox"/>		

Transportation Provider Name:		
Unit #:	Arrival Date:	Arrival Time:
Full Gas Tank: Yes <input type="checkbox"/> No <input type="checkbox"/>	CDL: Yes <input type="checkbox"/> No <input type="checkbox"/>	
Vehicle Registration: Yes <input type="checkbox"/> No <input type="checkbox"/>	License Plate w/Tag: Yes <input type="checkbox"/> No <input type="checkbox"/>	
Direct to: No Go Staging <input type="checkbox"/> QA/QC <input type="checkbox"/>		

Transportation Provider Name:		
Unit #:	Arrival Date:	Arrival Time:
Full Gas Tank: Yes <input type="checkbox"/> No <input type="checkbox"/>	CDL: Yes <input type="checkbox"/> No <input type="checkbox"/>	
Vehicle Registration: Yes <input type="checkbox"/> No <input type="checkbox"/>	License Plate w/Tag: Yes <input type="checkbox"/> No <input type="checkbox"/>	
Direct to: No Go Staging <input type="checkbox"/> QA/QC <input type="checkbox"/>		

Transportation Provider Name:		
Unit #:	Arrival Date:	Arrival Time:
Full Gas Tank: Yes <input type="checkbox"/> No <input type="checkbox"/>	CDL: Yes <input type="checkbox"/> No <input type="checkbox"/>	
Vehicle Registration: Yes <input type="checkbox"/> No <input type="checkbox"/>	License Plate w/Tag: Yes <input type="checkbox"/> No <input type="checkbox"/>	
Direct to: No Go Staging <input type="checkbox"/> QA/QC <input type="checkbox"/>		

Transportation Provider Name:		
Unit #:	Arrival Date:	Arrival Time:
Full Gas Tank: Yes <input type="checkbox"/> No <input type="checkbox"/>	CDL: Yes <input type="checkbox"/> No <input type="checkbox"/>	
Vehicle Registration: Yes <input type="checkbox"/> No <input type="checkbox"/>	License Plate w/Tag: Yes <input type="checkbox"/> No <input type="checkbox"/>	
Direct to: No Go Staging <input type="checkbox"/> QA/QC <input type="checkbox"/>		

# Commonwealth of Massachusetts CTN Evacuation Plan

## Attachment 4

### Attachment 4: Sample Check-In Form

**(Complete one box per vehicle)**

\*If any check box is marked "No" then direct vehicle to No Go Staging

\*If all check boxes are marked "Yes" then direct vehicle to Vehicle Staging

Company/Agency Name:		
Driver Name:		
Driver Address:		
Driver Phone Number:		
Vehicle Unit #:	Arrival Date:	Arrival Time:
*Full Gas Tank: Yes <input type="checkbox"/> No <input type="checkbox"/>		*CDL: Yes <input type="checkbox"/> No <input type="checkbox"/>
*Vehicle Registration: Yes <input type="checkbox"/> No <input type="checkbox"/>		*License Plate w/Tag: Yes <input type="checkbox"/> No <input type="checkbox"/>
Direct to: No Go Staging <input type="checkbox"/> Vehicle Staging <input type="checkbox"/>		

Company/Agency Name:		
Driver Name:		
Driver Address:		
Driver Phone Number:		
Vehicle Unit #:	Arrival Date:	Arrival Time:
*Full Gas Tank: Yes <input type="checkbox"/> No <input type="checkbox"/>		*CDL: Yes <input type="checkbox"/> No <input type="checkbox"/>
*Vehicle Registration: Yes <input type="checkbox"/> No <input type="checkbox"/>		*License Plate w/Tag: Yes <input type="checkbox"/> No <input type="checkbox"/>
Direct to: No Go Staging <input type="checkbox"/> Vehicle Staging <input type="checkbox"/>		

Commonwealth of Massachusetts CTN Evacuation Plan  
Attachment 5

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**Attachment 5: Sample Mission Tasking Form**

<b>Mission #:</b>	<b>WebEOC Entry Number:</b>	<b>Form Entry Date/Time:</b>
<b>Requestor:</b>		<b>Mission Assigned To:</b> (Name of GTG Staff Member)
<b>Mission Status:</b> Active: <input type="checkbox"/> Completed: <input type="checkbox"/> Date/Time Completed:		
<b>Mission Requirements:</b>	<b>Vehicle Requirements:</b>	<b>Vehicle Assignments:</b>
Number of CTN Evacuees:	Type of Vehicle Available:	Vehicle Unit #s Assigned:
Mission Date:	Number Required:	
Mission Start Time:	ADA Vehicles Required: Yes/No: _____ If yes, how many: _____	Vehicles Deployed From: (check appropriate box) LSA <input type="checkbox"/> Provider's Home Station <input type="checkbox"/> School District <input type="checkbox"/> Other <input type="checkbox"/>
Time Allotted to Complete Mission:	Pets Vehicles Required: Yes/No: _____ If yes, how many: _____	
<b>Departure Area Requirements:</b>		
Number of Loading Zones:	Number of Staff Deployed:	
<b>Evacuee Pick-Up Location:</b>	<b>Evacuee Drop-Off Location:</b>	
Address:	Address:	
POC Name:	POC Name:	
POC Phone #:	POC Phone #:	
<b>Lead Vehicle Driver:</b>	Name:	Phone:
<b>Vehicle Escort:</b>	Name:	Phone:
<b>Logistical Support:</b>	<b>Other Information:</b>	
Bottled Water: Yes <input type="checkbox"/> No <input type="checkbox"/>  Food Supplies: Yes <input type="checkbox"/> No <input type="checkbox"/>	Actual Mission Start Time:	Vehicle Return to Location:
	ETA:	
	Comments:	

Commonwealth of Massachusetts CTN Evacuation Plan  
Attachment 6

**Attachment 6: Transportation Resource Typing**

<b>Ground Transportation Vehicle Typing</b>						
Type	Passenger Seating Capacity †	Restroom (Y/N)	Under Storage (Y/N)	ADA Compliant (Y/N)	Planning Factor	Notes
I	47 or greater	Y	Y	N	45	Typically, a motor coach.
I-A*	47 or greater	Y	Y	Y	45	Typically, a motor coach.
II	47 or greater	N	Y	N	40	Typically, a transit-spec motor coach.
II-A*	47 or greater	N	Y	Y	40	Typically, a transit-spec motor coach.
III	30-40 passengers	N	N	N	35	Typically, a school bus.
III-A*	30-40 passengers	N	N	Y	35	Typically, a school bus.
IV	20-30 passengers	N	N	N	20	Typically, a transit bus.
IV-A*	20-30 passengers	N	N	Y	20	Typically, a transit bus.
V	10-20 passengers	N	N	N	12	Typically, a minibus.
V-A*	10-20 passengers	N	N	Y	12	Typically, a minibus.
VI	12-15 passengers	N	N	N	6	Typically, a passenger van.
VI-A*	12-15 passengers	N	N	Y	6	Typically, a passenger van.

† The passenger seating capacity accounts for the luggage storage requirements (one bag per person) for vehicles without under-storage capability.

\*A=ADA (An ADA vehicle includes lift capability but has limited space for motorized wheelchairs)