

Commonwealth of Massachusetts Statewide Evacuation and Shelter-in-Place Coordination Plan 2024



Executive Summary

This plan establishes a consistent operational methodology for the Commonwealth of Massachusetts (hereinafter the Commonwealth) and its agencies to plan for and support local and regional evacuations. Coordination of mass evacuations during emergencies and disasters within the Commonwealth will involve numerous response agencies and jurisdictions and timely, effective coordination between all stakeholders.

This plan provides a framework and operational guidance for emergency management activities coordinated at the Massachusetts State Emergency Operation Center (SEOC) related to evacuations resulting from notice and no notice incidents. In addition, it provides a framework for coordination between representatives of Massachusetts' government officials, state agencies, departments, and offices; local and federal governments; and non-governmental organizations tasked with responsibilities to coordinate and support an evacuation within the Commonwealth. This plan is consistent with the National Incident Management System (NIMS), including elements of the Incident Command System (ICS).

Expected activities within this plan include the Commonwealth's efforts to support local evacuation processes and/or shelter-in-place strategies, provide public information, and, when necessary and through an Evacuation Group at the SEOC, facilitate evacuations, coordinate regional and statewide transportation corridors, support embarkation and debarkation of evacuees with Critical Transportation Needs (CTN), support evacuees with household pets; and return evacuees to their community. The Massachusetts Emergency Management Agency (MEMA), working with local Emergency Management Directors (EMDs), will determine the level of State coordination and support needed based upon incident conditions.

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1.1 Purpose

This plan establishes an operational framework for state government in the Commonwealth of Massachusetts (hereinafter the Commonwealth) to manage and coordinate mass evacuations and/or shelter-in-place protective actions in response to any hazard. Evacuations may be required because of notice or no-notice events and under a wide range of conditions. This plan provides direction, policy and guidance for state evacuation response and recovery operations, details a concept of operation for mass evacuations, facilitates efforts to maintain situational awareness and the development of a common operating picture, and assigns responsibility for evacuation and shelter-in-place coordination and logistical support to MEMA.

1.2 Scope and Applicability

Most evacuations are limited in scale and scope and can be managed within a single jurisdiction using local plans and resources without the need for outside assistance. Larger or more complex evacuations, particularly those affecting multiple communities or where evacuees must be directed out of the community where an incident has occurred, will likely require state-level coordination and/or logistical and resource support. Incidents may be “notice”, or “no-notice” based on the hazard and include:

- Sheltering in place.
- Evacuations where local resources are expended or fully committed to life safety response and/or other incident-related operations and unavailable to effectively coordinate required activities.
- Large-scale incidents requiring coordinated evacuation of individuals. Such instances may be significant in terms of populations or land area and/or require complex logistical and resource support to accomplish.
- Incidents requiring significant mutual aid assistance and state coordination to accommodate the movement of an evacuating population from one or more communities to shelter in host communities.

This plan applies to all entities participating in shelter-in-place and evacuation operations that require state-level coordination, including state agencies, quasi-independent state authorities, non-governmental organizations, and private entities. (Evacuation and sheltering-in-place prompted by an incident at Seabrook Station Nuclear Power Plant is addressed under the Commonwealth’s Radiological Emergency Response Plan.) Implementation of this plan shall be conducted at the direction of the Governor of the Commonwealth through MEMA. This plan is intended for use by MEMA, state agencies, and non-governmental organizations with a role in evacuation coordination and operations. It establishes a scalable concept of operations for coordination between local communities, the Commonwealth, and other states or federal agencies should such coordination be necessary and is intended to guide the development of local and regional evacuation plans to ensure consistency of operations across the Commonwealth.

To coordinate evacuation and shelter in place efforts, MEMA will activate the Evacuation Group under the Critical Infrastructure Branch. This group will report to the Operations Section in the SEOC. This group will be comprised of representatives from various state agencies and organizations within the Massachusetts Emergency Support Functions (ESFs); these designations will be based upon the needs of the incident.

1.3 Authority to Order Evacuations

The authority to order an evacuation and/or shelter in place may vary from community to community based on municipal charter, by-laws and ordinances. Local elected leaders should consult with their city or town counsel to determine the authority to order and/or enforce an evacuation and/or shelter in place in their jurisdiction. While the authority to order an evacuation and/or shelter in place may vary, municipal leaders generally have the authority to recommend or strongly urge an evacuation. It is expected that local government will notify and coordinate evacuations and/or shelter in place with MEMA and their surrounding jurisdictions, particularly those serving as ‘pass through’ and ‘receiving’ communities as detailed in this plan.

The Governor may order and enforce an evacuation¹ and/or shelter in place of a geographical area of the Commonwealth under a declared State of Emergency. This power is authorized under the State Civil Defense Act of 1950, Appendix 33. A municipality may request the Governor to make such a declaration on their behalf under extreme circumstances, or if they are not certain of the municipality’s evacuation authority.

2.0 Situation, Policies, and Assumptions

2.1 Situation

The Commonwealth is subject to a variety of natural, technological, and human-caused disasters that may necessitate the evacuation and/or sheltering in place of residents. In most instances, sheltering in place and/or evacuation decision-making and coordination start at the local level and are driven by a local determination and decision that a hazard requires the movement of populations.

The Commonwealth of Massachusetts provides coordination and logistical support to local communities in situations where the needs of the evacuation exceed or overwhelm local resources and capabilities or in such instances where large-scale evacuations impact multiple jurisdictions and coordination is required to improve the efficiency of the evacuation process and allocation of resources.

¹ State of Emergency: Under a State of Emergency, the governor is authorized to issue executive orders to meet the needs of a threat, emergency, or disaster. These Orders are to be treated as law and may override existing law for the course of the disaster.

2.2 Policies

This plan is an annex of the Massachusetts Comprehensive Emergency Management Plan (CEMP) which is Massachusetts' framework for all-hazards incident response. This plan is intended to be consistent with and supportive of the CEMP and to be implemented as necessary with the same authorities under law as provided therein.

The following policies shall pertain to evacuation and/or shelter in place operations across the Commonwealth:

- This plan does not supplant or replace the authorities or responsibilities of municipal government in Massachusetts to develop, exercise, and implement evacuation plans within their respective individual jurisdiction.
- In most instances, the issuing of evacuation and/or shelter in place recommendations or orders to impacted populations is the responsibility of locally appointed or elected officials within each impacted community.
- MEMA will act as the state coordinating entity for large-scale evacuations, providing statewide policy direction, evacuation recommendations, resource support to local communities, and coordination of evacuation efforts across jurisdictions, to include timing of evacuation orders.
- Under certain circumstances the Governor may issue evacuation and/or shelter in place recommendations or orders within the Commonwealth.

2.3 Assumptions

2.3.1 Shelter in Place Assumptions

The following assumptions apply to this plan:

- In general, sheltering-in-place is appropriate when conditions require that you seek immediate protection in your home, place of employment, school or other location when an incident occurs.
- Jurisdictions will consider shelter-in-place when appropriate and feasible. Under some circumstances, it may be safer to have populations shelter-in-place, to reduce the burden on road networks and systems and minimize potential or actual exposure to hazardous conditions.
- Preparedness messaging will emphasize the need for residents to adequately prepare for sheltering in place for a number of days.

2.3.2 Disaster Situation Assumptions

- A disaster may produce large numbers of evacuees, possibly in the hundreds of thousands, requiring large scale movement of people away from the area that is threatened or impacted.

- An incident or event may occur with little or no warning and escalate rapidly, overwhelming the response and coordination abilities of a single local or state response organization.
- An incident requiring mass evacuations may affect significant portions of the Commonwealth while other areas remain viable to support evacuation operations.
- All levels of government involved in implementing large-scale evacuations or with large populations sheltering in place will declare states of emergency and/or order evacuations and/or shelter in place in accordance with existing laws, plans, policies, and procedures.

2.3.3 Planning Assumptions

- The Commonwealth, in coordination with the US Army Corp of Engineers (USACE), the Federal Emergency Management Agency (FEMA), and coastal communities, has established and published hurricane evacuation zones for all coastal communities in Massachusetts. These evacuation zones pertain only to hurricane and tropical storm impacts, and will be used under these scenarios to identify and communicate areas that are recommended or ordered to be evacuated. Information on hurricane evacuation zones can be found at <https://www.mass.gov/service-details/hurricane-evacuation-zones>.
- Communities have developed and have in place plans, policies, and procedures to carry out local evacuations.
- Local communities have plans designating local shelters, evacuee assembly points, transportation hubs, and state transportation staging areas and will be able to establish and manage these locations.
- Local authorities will determine the need for evacuation within their communities and issue evacuation recommendations or orders to residents as conditions warrant.
- When an incident or event occurs, local governments will first utilize their own resources and then augment those resources through local mutual aid, and then from resources available through the Commonwealth.
- Local governments will request Commonwealth assistance in the event that an incident exceeds or is expected to exceed their own capabilities.
- In a notice event, public transportation assets (bus, rail, and ferry services) will be available to support pre-impact evacuations, but service may be demobilized before impact to protect personnel and assets.
- Facilities such as schools, medical institutions, and congregate care facilities have internal emergency plans and will undertake evacuations utilizing their own resources.

2.3.4 Evacuee Assumptions

- Evacuees who have both their own transportation assets and a destination, and who do not require government assistance will be directed to self-evacuate.
- As much as 10 percent of the affected general population may have a need for transportation assistance, including those with limited access to personal vehicles.
- Evacuees will include individuals with disabilities and others with access and functional needs who may require additional assistance which may include specialized transit services to evacuate safely.
- Most individuals will comply with evacuation orders.

- All evacuation events will include “shadow” or “spontaneous” evacuees (individuals who choose to evacuate even though they are outside of an at-risk area), thus increasing traffic volumes.
- Families may become separated and need reunification; special considerations will be needed for unaccompanied minors, and individuals with mental health, and cognitive and/or intellectual disabilities affecting their ability to function independently without assistance.
- Some evacuees will have household pets that require shelter or care (or both), and evacuees may resist being separated from their pets.
- Most people will choose to self-evacuate from an area using personal vehicles, but certain populations and incidents may require the use of high occupancy vehicles and/or other modes of transportation.

2.3.5 Traffic Management Assumptions

- Roadways, bridges, and/or tunnels may be impassible, necessitating local and state coordination for evacuation routing of impacted populations.
- Temporary lane closures or restrictions on roadways will be demobilized where possible to facilitate and improve safe traffic flow.
- A limited number of communities and state highways have Intelligent Traffic Systems (ITS) to monitor traffic, adjust traffic signals, and employ other methods to improve traffic flow. Coordination between local and state transportation agencies will be critical to utilize ITS effectively.
- If a vehicle becomes disabled, local or state resources will be used to remove the vehicle from the roadway or shoulder to ensure that traffic flow is not impeded.
- Permanent variable messaging signs are available to instruct evacuees and ease traffic congestion.

2.3.6 Communications Systems Assumptions

- Communications among public safety partners will use the communications infrastructure described in the CEMP and Massachusetts Emergency Alert and Warning Plan.
- Voice and data communications systems may be impacted during an incident requiring evacuations.
- Alternative and back-up forms of public safety communication are available and will be used in accordance with the Massachusetts Emergency Alert and Warning Plan.
- The public will be notified by various means and systems, including locally operated Reverse 911 type systems, social media, the Integrated Public Alert and Warning System (IPAWS) network, and other means as necessary to ensure a consistent, accurate message is delivered.

3.0 Definitions

3.1 Concepts

- **Clearance Time:** The estimated time to evacuate people from the time an evacuation order is given until the time when the last evacuee can either leave the evacuation zone or

the remaining population must shelter in place. The calculation is based on various factors such as the type of hazard or threat, level of notice of the incident, population characteristics of the area at the time, and public behavior.

- **Re-Entry:** In re-entry, local public safety officials have determined that hazard conditions in the evacuated area have abated sufficiently for residents to safely access the area on a temporary basis, generally to retrieve possessions or assess the status of their properties.
- **Return:** Return differs from re-entry in that the hazard condition has passed and local public safety officials have determined that it is safe for residents to return to their homes on a permanent basis.
- **Zero Hour:** Zero-hour is the time of onset of significant impacts. Evacuation operations should be complete by zero hour.

3.2 Incidents

Evacuations may be required based on "notice" or "no-notice" incidents. These are defined as follows:

- **Notice Incident:** Cities and towns will have advanced warning of an impending hazard. Based on the situation, the need for evacuation may become evident due to a potential or actual threat
- **No-Notice Incident:** An incident occurring with little or no warning to the Commonwealth or cities and towns.

3.3 Impacted Communities: Sending, Pass-Through, Host, and Supporting

For purposes of state-supported evacuation coordination impacted communities may be classified as follows:

- **Sending:** Communities directly impacted by a hazard or impending hazard. Local officials have determined there is a need to evacuate residents and are evacuating or “sending” a portion or all of these residents outside the threatened or impacted areas and to another community.
- **Pass-Through:** Communities are not evacuating but are located on major evacuation routes. Evacuees will “pass-through” these communities en-route to a final destination. These communities may be called upon to assist MEMA in coordinating and facilitating the onward movement of evacuees through their community and provide limited support services to evacuees such as fueling, sanitation facilities.
- **Host:** Communities serving as a destination or “host” location for evacuees. Host communities may provide facilities and resource support through local mutual aid or host State-initiated and managed Regional Reception Centers (RRCs) and Regional Shelters.
- **Supporting:** In certain instances communities not directly impacted may be called upon to provide resource support to sending, pass-through, or host communities. Resource

support provided by these communities will be coordinated by MEMA through the SEOC and may include personnel, equipment, or facilities to support evacuation operations.

3.4 Shelter in Place

- **Sheltering-in-place:** Seeking immediate protection in your home, place of employment, school or other location when disaster strikes.

3.5 Evacuating Populations

Evacuees may be classified for planning purposes into one or more of the following populations:

- **Shadow Evacuees:** Individuals who choose to evacuate even though they are outside of an at-risk area.
- **Self-Evacuees:** The majority of residents and tourists will self-evacuate at-risk areas using their own independent means of transportation without any government sponsored assistance. Self-evacuees without a final destination will be directed to a Regional Reception Center for shelter assignment or directly to a State-Initiated Regional Shelter (SIRS), depending on the situation.
- **Critical Transportation Need (CTN) Evacuees:** In the event of an evacuation a segment of the population will lack access to personal transportation or will be unable to operate a personal vehicle. This segment of the evacuating population, identified as having a CTN, will require local or state government-provided transportation to evacuate at-risk or impacted areas. Reference the CTN Plan for additional information.
- **Health Care Facility Evacuees:** Patients in health care facilities such as nursing homes, hospitals, and long-term care facilities present unique and complex challenges during evacuations. Such facilities often have patients with unique and complex medical needs requiring a good deal of pre-planning and logistical coordination to safely move from at-risk or impacted areas. Hospitals and health-care facilities have site-specific evacuation plans and mutual aid agreements to facilitate movement of patients. Patients will be directly transferred to similar facilities in a non-impacted area utilizing plans developed and in place through their providing facility. Given the expected direct transfer of patients, Evacuation Assembly Points (EAPs) and Regional Reception Centers (RRCs) will not be used as elements in evacuating health care facility patients.
- **Access and Functional Needs Populations:** There may be individuals in evacuating communities in need of additional assistance or accommodations to safely evacuate in the event of an emergency. Similar assistance may be required when transporting individuals back to their community post-disaster. These individuals may have disabilities, chronic medical conditions, be elderly or children, or have limited English language proficiency. Many of these individuals are likely to live in the community and not in health care facilities and will require evacuation from their residence directly to a reception center or shelter. In the event of a notice event requiring evacuation, local EMDs should evacuate impacted AFN populations as part of a phased evacuation strategy well in advance of the onset of impacts. As requested, the Commonwealth may support local evacuations with

state-level resources and coordination to ensure the safe and timely evacuation of individuals with access and functional needs.

Some individuals with access and functional needs may depend on mobility devices or other durable medical equipment to maintain independence. Local and state partners supporting emergency transportation will make every effort not to separate equipment from owners. Additionally, a mechanism to track equipment when life safety requires separation from the owner will be established by assisting authorities. For additional information, refer to the CTN Plan .

- **Correctional Facilities and other Institutional Settings:** State correctional facilities and other licensed institutional settings are required to have evacuation plans in place. Most often these facilities will evacuate directly to a similar type facility or setting within the Commonwealth away from the area under threat. In the event of a large-scale evacuation these facilities may require additional local and state support to facilitate a point-to-point evacuation.
- **Unaccompanied Minors:** Children and youth unaccompanied by a parent or guardian may present at a local EAP or Transportation Hub. An unaccompanied minor will be allowed to board evacuation vehicles under the supervision of a local public safety authority and will be escorted into the RRC, and/or, or emergency shelter. Once registered, the RRC or Shelter Manager will be notified. A designated facility staff will be responsible for reporting the unaccompanied minor to the Department of Children and Families (DCF) and law enforcement authorities. A vetted/designated facility staff and/or local law enforcement will be responsible for ensuring the minor is safe and appropriately supervised until the minor can be picked up by a DCF staff or their parent/guardian.
- **Service Animals:** Animals individually trained to do work or perform tasks for the benefit of an individual with a disability, including a physical, sensory, psychiatric, intellectual, or other mental disability. Massachusetts General Laws Chapter 272, Section 98A requires that all service animals be accommodated on all vehicles supporting an evacuation. Service animals must remain with their owners during all phases of evacuation transportation.
- **Household Pets:** Animals kept primarily for companionship. The Pets Evacuation and Transportation Standards (PETS) Act of 2006 and Chapter 54 of the Acts of 2014 require evacuation plans to take into account the needs of individuals with household pets prior to, during, and following a major disaster or emergency. Household pets are to be accommodated on local and state provided transportation vehicles whenever possible. Household pets should be leashed and preferably in carry-on crates when possible. Owners are responsible for the basic care of their pets during transport.

3.6 Evacuation Facilities

Some or all of the following facilities may be established by local and state public safety officials to support evacuation operations:

- **Evacuation Assembly Point (EAP):** A temporary location within a sending (evacuating) community used exclusively for evacuee embarkation. A community may have multiple EAPs. Essentially, EAPs are pick-up points for evacuees who do not have their own transportation. Evacuees will be directed to EAPs for transportation away from a threatened or impacted area to a local shelter or transportation hub. Basic services are not provided at EAPs. Individuals presenting with immediate medical needs will be identified and transported by emergency medical services directly to an appropriate health care facility.
- **Local Transportation Hub (T-HUB):** In the event of a large-scale incident, sending communities will designate and manage stand-alone local T-Hubs for the onward movement of evacuees from the community to an RRC or identified emergency shelter. Local communities shall pre-designate T-Hubs with adequate indoor facilities to stage evacuees and adequate outdoor areas for vehicle staging and evacuee embarkation. EAPs feed into T-Hubs, and local transportation assets will move evacuees from EAPs to T-Hubs for onward movement away from the hazard or impacted area. In the event local resources are at capacity or exhausted the Commonwealth will support operations with state assets and resources. Onward transportation from local T-Hubs to RRCs will be a state mission and supported with state resources.
- **Local T-HUB Staging Area:** In instances of large-scale evacuations requiring activation of local T-Hubs, communities may establish areas to stage transportation assets and facilitate the timely response of vehicles in support of local T-Hubs. These will be identified ahead of time and managed and operated by the local sending community. For additional information on T-Hub Staging Areas, refer to the CTN Plan.
- **Regional Emergency Operations Center (REOC):** MEMA has three REOCs that can be activated to support an incident. The REOCs serve as the primary point of contact for impacted communities and local emergency operations centers and support the components of emergency response associated with their respective regions. In addition, REOCs obtain and provide situational awareness and information on local emergency operations to the State Emergency Operations Center (SEOC).
- **Regional Reception Center (RRC):** An RRC is a state supported location for receiving, staging and processing evacuees for transportation to a designated shelter. Local evacuees who do not have their own transportation will be transported by the state from local T-Hubs to RRC's. State operated RRCs will assist CTN evacuees with registration, shelter assignment, and onward transportation to a shelter. RRCs will not provide shelter services. In certain instances, RRCs may also support self-evacuees (those with transportation) by providing information on available shelter and evacuation routes to expedite their evacuation. The Commonwealth will pre-identify and manage RRC locations and resource needs across impacted areas and communicate their locations via ESF-15. For more information, refer to the Regional Reception Center Plan.
- **State Emergency Operations Center (SEOC):** The SEOC serves as the central point of coordination for state-level emergency management and response activities. The SEOC

may be activated to coordinate state-level response to an emergency or in response to a large-scale planned event where state resources must be mobilized to ensure health and safety.

- **State-Initiated Regional Shelter (SIRS):** State supported facilities where evacuees without temporary housing can be processed, evaluated, and provided a variety of disaster-related services to include meals, basic first aid, pet sheltering, and overnight accommodations. Evacuees who arrive at RRCs and need temporary housing and shelter services r may be directed to SIRS if they have their own transportation or will be transported by the state to SIRS if they do not have their own transportation. SIRS will be state managed and staffed by other state agency partners, supporting local staff, and non-governmental organizations. For more information, refer to the State-Initiated Regional Shelter Plan.
- **Traffic Control Point (TCP):** A position established to control movements into and out of an area. They are typically critical road intersections that are located on through routes, in particular those that represent an at-grade crossing of two through routes, or high-volume at-grade intersections for accessing through routes. These types of intersections may require higher level active management, from traffic control monitoring and signal timing, up to and including active management by emergency personnel to ensure that traffic continues to move through intersections as desired.
- **Logistic Support Area (LSA):** LSAs are temporary locations established to support the movement of heavy equipment or critical commodities close to a disaster area. This allows for a streamlined staging and deployment model to be implemented, which allows needed equipment to access the disaster area in a timelier fashion. Assets may be deployed from a LSA in support of local T-Hub Staging Areas in closer proximity to sending communities. These LSA's may also be established to support other ongoing response efforts, as outlined in the Commonwealth's Statewide Logistics Annex, and be used for purposes in addition to staging evacuation assets. The Evacuation Group will work with the LSA Unit in the SEOC to identify locations and support LSAs operations. For additional information refer to the Statewide Logistics Annex, Stage Staging Playbook, and the CTN Plan.

4.0 Considerations

The following are key considerations for evacuation planning, preparedness, response, and recovery activities in the Commonwealth:

- **Lead Time Required to Conduct Mass Evacuations:** It may be necessary to activate plans as much as 72 hours prior to the time an evacuation is likely to be declared for a notice event. Resources may need to be mobilized 48 hours or more prior to the start of an evacuation. This lead-time ensures sufficient capacity is in place once the evacuation order is given. Regarding a no-notice event, the evacuation plan needs to be activated immediately with resources focused on phased zone evacuations.

In a hurricane or tropical storm event, evacuations by zone can be phased to evacuate the most vulnerable population first. Hurricane Evacuation Zones specific to coastal areas, and category of hurricane have been developed for this purpose and will be used in a coastal hurricane scenario. Surrounding zones should be directed to shelter-in-place until directed to evacuate or the incident evolves.

- **Shelters and Transportation:** It is critical to identify and pre-designate general population and pet shelters as close to embarkation points as safely possible. Transporting the CTN population may include considering:
 - The availability of public or private sector transportation.
 - The number and location of CTN populations.
 - The time available to conduct operations.
 - The distance and availability of evacuation facilities.

See the CTN Plan for additional information.

- **Social Factors:** Identifying areas of higher risk and/or areas with vulnerable populations can be difficult if not recorded on a regular basis due to population changes. Population changes could include an increase or decrease of those with access and functional needs, transients, and/or non-English speakers².

Among other populations, it is critically important to recognize the special needs of children during mass evacuations. In a no-notice evacuation, children could be gathered in large numbers away from their parents, whether at schools, childcare facilities, summer camps, hospitals, or other locations. The process of family reunification should be considered prior to an actual evacuation.

- **Public Messaging:** Clear, timely, and consistent messaging regarding protective actions is essential to build trust and credibility. Mistakes and/or misinformation can occur (and negatively affect the evacuation) when messages are created at the time of a shelter in place and/or evacuation. Constructing messages during the planning/preparedness phase of an evacuation will support operations that are more efficient. It also allows primary and support agencies to become aware of all available means to communicate with the public. Reunification information and re-entry requirements should be incorporated into evacuation messages to reduce confusion and to prepare the public for the next phase. Messaging to the public will be accomplished by several means. Keeping in mind that some evacuation orders in the Commonwealth may be locally driven, community Reverse 911 type systems, local social media, and other local communications methods may be utilized to make the public aware of evacuations in local communities. MEMA will ensure a consistent message, and one that complements local evacuation messaging, when using their systems. Similarly, MEMA will coordinate IPAWS Network messages, both to the Commonwealth and in support of communities when requested. ESF-15 Public Information and External Affairs will ensure an accurate delivery method and consistent messaging structure.

² For detailed breakdown on populations with disabilities and other vulnerabilities, please visit: <https://memamaps.maps.arcgis.com/home/index.html>

- **Hazardous Materials Incident:** Evacuation efforts may be impacted when they are taken in response to a large-scale hazardous materials (HAZMAT) incident. Decision makers should consult with HAZMAT officials as appropriate regarding the location of embarkation sites and evacuation routes. ESF-10 Hazardous Materials and Environmental Protection may provide all-hazard HAZMAT assessment support.
- **Re-Entry Access Control:** Communicating re-entry requirements during the evacuation phase will limit access control issues during the re-entry and return phase. Access control will be the responsibility of ESF -13 Public Safety and Security. ESF -13 will coordinate with ESF -15 Public Information and External Affairs during the evacuation phase to provide appropriate public messaging on re-entry requirements, such as needed identification.

5.0 Concept of Coordination

5.1 General

Flexibility and scalability are key components of this plan. All concepts and plans presented are intended to be flexible, scalable, responsive, and adaptable to a wide variety of shelter in place and/or evacuation scenarios varying in scale and complexity.

Whenever possible, the decision to shelter in place and/or evacuate will be made by local public safety officials. Shelter in place can typically be managed at the local level but may require state support and coordination on messaging. Small scale evacuations may be carried out by local officials utilizing local resources or available mutual aid. State support for evacuations will be triggered when local jurisdictions have exhausted, or expect to exhaust, local resources and available mutual aid or the logistical and coordination needs of the incident exceed local capabilities.

State level evacuation support operations will be conducted through an Evacuation Group, under the Operations Section at the SEOC and managed by the SEOC Director acting under his/her authority as delegated by the Governor. The SEOC may be supported by an REOC to provide local jurisdictions with links to state and federal resources and to provide situational awareness. State assistance may take many forms to include provision of subject matter expertise, resources, coordination, or logistical support. The decision to implement specific evacuation concepts and facilities detailed within this plan will be joint (local-state), incident-driven, and based on the nature, size, and scope of the hazard.

In determining protective actions such as evacuation or sheltering in place, numerous factors will be considered, including: the characteristics of the hazard (magnitude, intensity, speed of onset, and duration), the number of people affected, the location(s) to which they will be transported, and the means that will be employed to conduct the relocation. Once transportation requirements are determined and compared with available existing capabilities, a determination can be made on the need for additional resources to affect the evacuation.

In certain instances, it may become necessary to move significant numbers of evacuees some distance to safety and across numerous jurisdictional boundaries. Such evacuations require a great deal of coordination and logistical capabilities and implementation of this plan.

5.2 Triggers for State Coordination

State level coordination and implementation of the strategies outlined in this plan will be based on the size, scope, and nature of the incident. Conditions that may trigger implementing all or parts of this strategy include but are not limited to:

- Local communities have exhausted or expect to exhaust local and available mutual aid resources;
- Local communities are impacted to such a degree that they are unable to provide evacuation services to impacted populations;
- The logistical complexity and/or size of the evacuation requires coordination across multiple jurisdictional boundaries, or;
- The Governor, SEOC Director, and/or MEMA Director has determined that the threat or complexity of the incident or evacuation requires state-level coordination and coordinated public messaging to maximize operational efficiencies and effectiveness.

In circumstances requiring state coordination and resource support MEMA will determine, with input from stakeholders including local impacted communities and agencies and organizations assigned to ESFs, the level of need for state support and the components of this plan to operationalize in support of local evacuations. The decision to implement this plan will be based on an assessment of the hazards, impacts, local and regional evacuation needs and capabilities, available state resources, and the potential need for state and federal resources.

5.3 Direction and Control

Large-scale evacuations require coordination and synchronization across impacted local jurisdictions, state and federal agencies, private non-profit organizations and the private sector, as well as the commitment of state resources and assets. In such instances MEMA will serve as the lead coordinating agency for the Commonwealth and provide overall direction and control of state resources in support of incident objectives and priorities as set by the SEOC Director. Coordination with impacted communities will occur through the SEOC and REOCs in impacted areas.

Incident Command System (ICS) will be utilized by the SEOC to integrate and coordinate critical state functions to maximize available capabilities for evacuation operations. In the event of an incident requiring activation of this plan ESFs will report to the SEOC to ensure coordination, unity of effort, and to assist in the following evacuation related activities:

- Developing a common operating picture;
- Assisting in setting appropriate priorities, goals, objectives and courses of action;

- Providing coordinated resource support to impacted communities;
- Identifying and coordinating evacuation routes across multiple jurisdictions, as needed;
- Coordinating and disseminating public messaging;
- Providing subject matter expertise in support of this plan.

ESFs to be represented at the SEOC in the event of an evacuation may include, but are not limited to:

- ESF-1: Transportation
- ESF-2: Communications
- ESF-3: Public Works and Engineering
- ESF-4: Firefighting
- ESF-5: Business and Industry
- ESF-6: Mass Care, Emergency Housing, & Shelter
- ESF-8: Public Health and Medical Services
- ESF-11: Agriculture, Animals and Natural Resources
- ESF-12: Energy
- ESF-13: Public Safety and Security
- ESF-15: Public Information & External Affairs
- ESF-16: Military Support

Specific ESF roles and responsibilities are detailed in the roles and responsibilities section of this plan.

5.4 Organization

In the event the SEOC is activated, an Evacuation Group may be stood up under the Operations Section. In general, the Group will have a direct report to either the Operations Section Chief, or the Deputy Operations Section Chief for ESFs. In the event the SEOC Operations Support Branch is activated, an Evacuation Group may be stood under this Branch with a direct report to the Branch Director. See Figure 1 and 2 below for how the Evacuation Group may be organized within the SEOC.

Figure 1: Option A- SEOC Evacuation Group

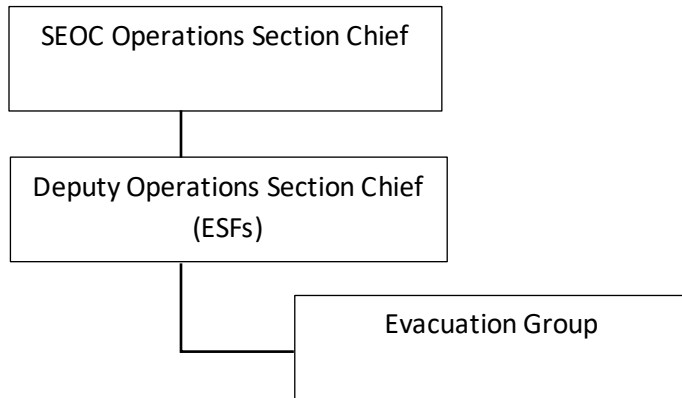
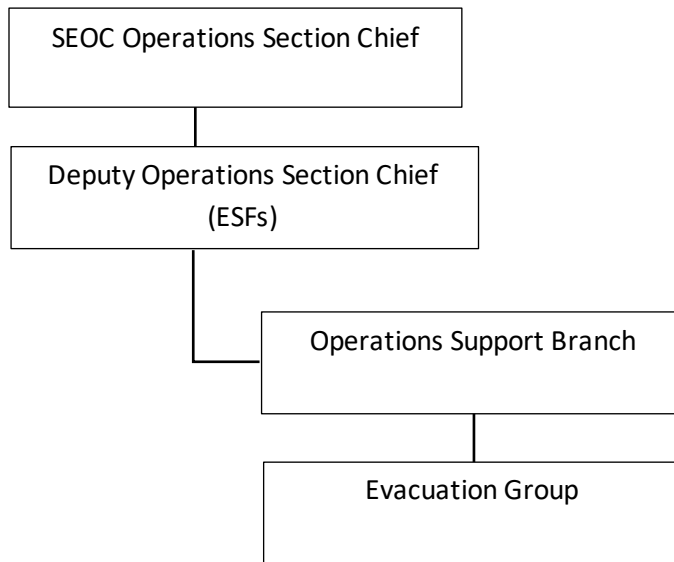


Figure 2: Option B- SEOC Evacuation Group



5.4.1 Evacuation Group

The Evacuation Group will be led by MassDOT and may include, but is not limited to, representatives from the following agencies and organizations:

- Department of Transportation
- Massachusetts Emergency Management Agency
- Department of Conservation and Recreation
- Department of Fire Services
- American Red Cross
- Department of Public Health
- Department of Agriculture and Resources
- Department of Public Utilities
- Massachusetts State Police
- Massachusetts National Guard

The Evacuation Group may coordinate with other Groups activated under the Operations Section that focus on specific elements of evacuation support operations. These may include, but are not limited to:

- Ground Transportation Group
- Mass Care Group
 - SIRS Team
 - RRC Team

Please refer to the Critical Transportation Needs (CTN) Plan, State-Initiated Regional Shelter (SIRS), and Regional Resource Center (RRC) plan for additional Group information.

5.5 Joint Decision-Making

A large-scale evacuation will require a coordinated response inclusive of all levels of government. Coordination will be established by the SEOC and facilitated by the SEOC Director utilizing state-level coordination calls with local, state, and federal stakeholders. Coordination calls will provide stakeholders with situational awareness, evacuation recommendations, and support for decision-making and resource allocation.

Whenever possible the decision to evacuate will be made at the local level by local officials. In exceptional circumstances the Governor may order evacuations through the authorities detailed in the Civil Defense Act of 1950. For example, the Governor may order evacuations at the request of local elected officials when local continuity of government is interrupted or when there is uncertainty as to local evacuation authorities, when conditions present with extraordinary

potential threat to life and property, or other instances in which the Governor has determined there is a need to take immediate protective actions. While the Governor has the authority to order evacuations³ during a State of Emergency, the preferred method of coordination will be through joint decision making with local impacted communities.

5.6 Requesting Evacuation Support

When a jurisdiction has exhausted or believes that it will exhaust local resources and mutual aid capabilities or requires or anticipates needing state assistance in managing or coordinating evacuation operations, a local Emergency Management Director (EMD) may request state assistance via their respective REOC. In the event an REOC is not operational, notification should be made by the local EMD directly to the SEOC. The SEOC functions as the Commonwealths 24/7 state warning point for emergency notifications.

Upon notification, the SEOC will follow applicable policies and protocols for notifying appropriate personnel, gaining situational awareness, and communicating and coordinating with local EMDs and public safety officials from impacted communities. The SEOC Director or designee will then determine whether to implement this plan based on the level of assistance needed and take actions based on available resources and capabilities. Refer to Appendix 2 of this plan for additional guidance on local evacuations.

5.7 Public Information

To effectively protect the public during a threat or hazard that requires sheltering in place or evacuation, it is critical to communicate a message that is clear, accurate, accessible, and easy to understand. Evacuation or Shelter-in-place orders will create a significant demand for information from a wide variety of sources. A coordinated, efficient, effective, and safe evacuation, public messaging should be targeted and clear in detailing populations that should evacuate, and when, verses those that should shelter in place or delay evacuation.

ESF-15 *Public Information and External Affairs* in the SEOC will coordinate public messaging that complements local evacuation messaging. Similarly, the SEOC will coordinate IPAWS Network messages, both to the Commonwealth and in support of communities when requested. ESF-15 will ensure an accurate delivery method and consistent messaging structure. The coordination of this information and its timely dissemination is extremely important. ESF-15 may choose to stand up a Joint Information Center (JIC) or Joint Information System (JIS) where public information releases will be coordinated by developing cooperative working relationships between local, state, and federal government agencies; business and industry organizations; and the news media. During mass evacuations, potential messaging would involve instructing evacuees on how to get to established local evacuation routes or local

³ *Civil Defense Act of 1950, Appendix 33. Section 7.*

EAPs for movement out of threatened or impacted areas, and where they could seek services and/or shelter.

5.8 Local and State Evacuation Facilities and Capabilities

Mass evacuations are likely to be significant in terms of geographic size, population impacted, and communities involved. Impacted communities may require state assistance in the form of resources, coordination, logistical support, or a combination of all three to facilitate the movement of at-risk populations to safety. In such instances the SEOC will coordinate movement of evacuees across impacted communities to appropriate safety and shelter.

5.8.1 Local Evacuation Facilities and Capabilities

Per the CTN Plan, evacuees without personal transportation will be directed to locally designated and managed EAPs for transport to a local shelter or designated Local T-Hubs. Local transportation assets will support the movement of evacuees from EAPs to T-Hubs and will be coordinated by the community. In instances where local communities lack adequate transportation assets to facilitate the movement of evacuees from EAPs to T-Hubs the Commonwealth may request state transportation resources.

Local evacuating or “sending” communities are responsible for designating and managing local EAPs, T-Hubs, and T-Hub Staging Areas.

Individual jurisdictions are responsible for the development of local evacuation plans and concepts of operation to best serve their unique capabilities and needs. For purposes of evacuation planning, this plan assumes local communities will have developed pre-designated EAPs, T-Hubs, and Forward Staging Areas to facilitate the movement of evacuees and interface with the state-level concept of operations described within this plan.

5.8.2 State Evacuation Facilities and Capabilities

Per the CTN Plan, onward movement of evacuees from local T-Hubs will be coordinated through the SEOC utilizing state and privately contracted transportation resources. Utilizing the processes outlined in the CTN Plan, SEOC will establish one or more LSAs to manage transportation assets in support of local and state evacuation operations. These will support local T-Hub Staging Areas based on resource needs and incident priorities and objectives as determined by the SEOC Director. Once local communities move evacuees to local T-Hubs, onward transportation to an RRC and/or identified emergency shelter is a state supported mission.

Self-evacuees may transport themselves directly to an RRC for information and routing, or to a local shelter or SIRS for accommodation.

Evacuees arriving at an RRC may arrange transportation, hotel accommodations, pet care/shelter, or receive information on and assignment to a regional shelter or SIRS for overnight accommodation.

Evacuees with a CTN will move from a local EAP to a local T-Hub and onward to a state supported RRC for processing and assignment to an emergency shelter. In the event an RRC is not activated they will move from a local EAP to a local T-Hub directly to an emergency shelter (point to point).

In some instances CTN Evacuees may, based on medical need, be transported from a local T-Hub directly to an RRC and onward to a medical facility or directly to a medical facility. Refer to the CTN Plan for more information.

Health care, correctional, and licensed institutional facilities will evacuate utilizing a point-to-point method, moving evacuees directly from threatened or impacted facilities to similar facilities outside impacted area. In many instances such facilities have contingency plans and agreements in place to support one another in instances requiring evacuation.

The strategy is intended to be modular in that any or all of the concepts outlined may be activated to support and facilitate evacuation operations based on the needs and requirements of the incident.

5.9 State Coordinated Evacuations

In instances where the MEMA Director determines that an emergency or incident requires SEOC activation and may require evacuation coordination, state-level coordination and decision making will take place from the SEOC, to include resource prioritization and allocation decisions involving state resources. The SEOC will coordinate evacuation support via responsible ESFs or the Evacuation Group if activated, REOCs, and impacted communities.

In certain circumstances the MEMA Director may take immediate and proactive measures to activate the SEOC and implement this plan. Examples include impending hurricane threats requiring state-level preparedness and planning in anticipation of widespread impacts and certain no-notice incidents with the potential for widespread impacts on life safety, such as hazardous material plumes.

The SEOC Director will facilitate the evacuation coordination process and strategy via conference calls with local impacted communities. These coordination calls will facilitate evacuation decision making, state-level resource support and allocation decisions, and other identified issues. In addition, the SEOC will utilize information from these coordination calls and other sources to develop and maintain situational awareness and a common operating picture for the evacuation to aid in decision making.

If activated, REOCs will support the evacuation by providing the SEOC with regional situational awareness, facilitating local mutual aid, meeting immediate local resource needs, participating in coordination conference calls, and addressing other evacuation related issues within the region.

Resources to support the evacuation may come from a variety of state agencies or volunteer organization, via intra-state mutual aid, contracted/leased services, inter-state mutual aid through Emergency Management Assistance Compact (EMAC), state-province mutual-aid via International Emergency Management Assistance Compact (IEMAC), or through FEMA and federal partner agencies.

5.10 Re-Entry and Return

For evacuations requiring state support, local officials in conjunction with the SEOC jointly determine when citizens may re-enter or return to their communities. When possible, evacuees will be transported from shelters back to their respective Evacuee Assembly Points. Evacuees with access and functional needs will be transported back to their respective points of origin or homes. Similar to evacuation, re-entry and return will be prioritized by time-phased tiers. Employment of this system will be determined based on the individual characteristics of the incident.

Return and re-entry will be coordinated through the local EOC in conjunction with the REOC and SEOC. While one jurisdiction or neighborhood may be safe, another may not. Information on impacts and potential hazards should be considered so that re-entry or return do not cause problems for a heavily damaged pass-through community. If available, ESF agencies will provide guidance on decontamination, downed wires, hazardous materials, or other hazards that may be present. The decision to return should always be based on knowledge that the impacted areas are safe for the general public.

Return and re-entry will follow a phased structure to provide control and oversight of operations across jurisdictions with individuals allowed back into the impacted area based on their occupation or residence as follows:

- **Phase I** - First responders and other designated emergency response personnel.
- **Phase II** - Debris removal, utility, public works and mass transit workers.
- **Phase III** - Residents and all business owners (consider by zone).
- **Phase IV** - General population (consider by zone).

Based on the conditions, these phases may be combined to speed re-entry and recovery (i.e. Phases I and II).

For larger scale incidents requiring state support a phased re-entry will be coordinated from the SEOC. The SEOC may develop, in conjunction with local EOCs, an evacuee return/re-entry timeline and plan, to include development of adequate and appropriate ingress routes, and coordinate public messaging across communities regarding the re-entry. The SEOC provides a central location for monitoring traffic routes and conditions, public messaging, and coordinating critical life safety support services to returning evacuees.

5.11 State-Supported Fuel Management

Large-scale evacuations increase stress on a variety of resources and can cause fuel supply issues through demand, blocking access routes, and the closing of supply terminals. When fuel supply for state public safety vehicles/ equipment is impacted, the SEOC may activate and operate a Fuel Point of Distribution (F-POD) to support public safety partners and approved NGO/ private sector vehicles in need of fueling services. The SEOC Logistics Support Branch will utilize agency partners, an approved fuel vendor, and ESF agency partners to come together to collectively work through the F-POD establishment process. Appropriate ESFs will be part of this work, to ensure that a cross-agency approach is taken, and so that all implications are considered. Additionally, the local fire and police departments, as well as the EMD will be briefed on this operation, to ensure that proactive communication is occurring, and that they are aware of any operations that may commence. If during a notice event, these organizations will be work through this planning initiative- as much as possible- prior to impacts so operationalizing sites can be done as soon as it is safe to do so post impact. For more information on emergency state fueling, please refer to the Emergency Fueling Point of Distribution Standard Operating Guide.

6.0 Evacuation Actions by Phase

While not all evacuations require a phased approach, those incidents and hazards that do, need to have a well-coordinated process as listed below. Preparedness actions have been added to this section so that continual development of protective action capability is fostered, lessons learned are continually identified, and best practices are noted.

6.1 Preparedness Actions

Preparedness actions will involve a collaboration of ESF agencies and follow the Whole Community approach by involving local communities, non-governmental organizations, and the private sector to accomplish tasks. Tasks may include community outreach and education programs and maintaining and updating information used during the evacuation and re-entry phases.

To support potential coastal evacuations related to a hurricane or tropical storm, MEMA utilizes the Hurricane Evacuation Study (HES) and resulting Hurricane Evacuation Zones designated by FEMA and the US Army Corps of Engineers. These zones are based on Sea, Lake, and Overland Surges from Hurricanes (SLOSH) mapping products, which are developed to show a probable worst-case scenario for each category of hurricane and its impacts to the coast. These tools are invaluable to MEMA in their annual planning surrounding hurricane evacuation planning. They provide some parameters around a worst-case scenario and allow decision makers to prepare for evacuation impacts as a result of a hurricane scenario. The Hurricane

Evacuation Zone maps take the SLOSH Maps a step further, and provide street by street evacuation zones, based on the category of hurricane. There are three potential evacuation zones in Massachusetts: Zone A refers to potential evacuations needed due to surge and flooding during a category 1 or 2 hurricane. Zone B refers to potential evacuations needed due to surge and flooding during a category 3 or 4 hurricane. Finally, Zone C refers to highly populated areas in Boston and Cambridge and provides another layer of evacuation at the most inland areas of category 3 or 4 hurricane inundation. These maps are strong decision-making tools surrounding evacuations for both local and state level emergency management and are a direct support tool for this plan.

6.2 Response Actions

Evacuation response is broken into three phases:

- Mobilization,
- Evacuation,
- And re-entry.

6.2.1 Mobilization Phase

The mobilization phase begins when a hazard is detected that could lead to issuing an evacuation order. This pre-event phase is the time required by the Commonwealth and local communities to make coordinated decisions about who will leave, activate and mobilize transportation facilities, resources and personnel, and to disseminate clear evacuation advisories to the public. Main actions during this phase may include, but are not limited to:

- Conducting threat assessment and determine vulnerability of evacuation zones.
- Developing resource projections and identifying potential gaps.
- Establishing primary response goals and considering need to issue evacuate recommendations.
- Activating relevant emergency plans, pre-event contracts, and staff notification.
- Opening transportation facilities and staging transportation resources
- Communicating with potentially impacted communities, and discussing potential evacuation strategies
- If coastal communities may be impacted, reviewing the Hurricane Evacuation Zones and determining potential impacted areas which may be under an evacuation.
- Identifying initial public information needs and coordinating public information strategy.

6.2.2 Evacuation Phase

The evacuation phase actions will vary depending on the scope of the evacuation and many other factors. This phase begins when a threat requires the initiation of evacuations. It may also begin after an incident occurs and the public must act in order to remain safe. The main roles and responsibilities involved in this phase are as follows:

- Activating the REOC(s) and/or SEOC.

- As needed, activating the Evacuation Group under the SEOC Operations Section to focus response efforts.
- Coordinate with communities to support evacuations as needed.
- If Hurricane Evacuation Zones will be utilized, ensure that these zones are shared, and that public messaging coincides with the various zones so the public understands which areas may be under evacuation.
- Based on the size and scope of the incident, declare a State of Emergency.
- Support local communities with public safety and security issues, to include support of TCPs and traffic control.
- Support local communities with transportation related requests and coordinate state transportation assets and infrastructure to include state-owned roadways, rail, air, or maritime resources.
- Assist stranded motorists and communicate evacuation related messages to the public along state-owned roadways via electronic signboards.
- Support local communities with addressing transportation related infrastructure issues.
- Manage public information and messaging—responding to and engaging the media, including social media.
- Ensure interoperability.

6.2.3 Clearance Time and Zero-hour

Clearance time is the time needed to safely evacuate those who want to leave an at-risk area. The clearance time has to be assessed against the amount of time until the onset of impacts when it will be too dangerous to continue evacuations

Zero-hour is the time needed to clear transportation system users and to secure facilities, people, and equipment after the evacuation is completed but before the hazard arrives. This phase ends when the population is safe from the threat or incident and all evacuation operations conclude. Primary State support actions depend on the threat or incident and may include:

For coastal communities, the HES was completed, which includes clearance times for coastal communities. The HES provides concrete timelines for evacuation and clearance of the public off of the road network and informs decision making from both the SEOC and Local Emergency Management. The HES incorporates the onset of tropical storm force winds as the zero hour.

- Completing or halting the evacuation process prior to impact in order to stage first responders and minimize vulnerability.
- Maintaining situational awareness, developing a common operating picture, and communicating progression of the threat to public. Supporting local evacuation decision making and issuing evacuation recommendations as needed.
- Providing logistical support to local communities and evacuees to include providing assistance to local communities in operating local EAPs and RRCs and SIRS.

6.2.4 Re-entry and Return Phases

The re-entry phase will have similar roles and responsibilities as the evacuation phase. This phase includes controlling access to evacuated areas, ensuring the safety of the evacuated areas, and conducting structural and infrastructure assessments before individuals return to their communities

either temporarily or permanently. Depending on the incident or threat, actions during this phase may include but are not limited to:

- Supporting local communities with infrastructure assessment.
- Transportation infrastructure and route assessment.
- Assisting local communities and the private sector in restoration of essential services and facilities.
- Supporting local authorities with security and access control to impacted areas.
- Coordinating public safety messaging across the impacted area.

7.0 Organization and Assignment of Responsibilities

7.1 Local Roles and Responsibilities

At the local level coordination will be accomplished through local EOCs. Local EOCs will establish and maintain contact with both local public safety partners and with the applicable REOC or the SEOC.

The following evacuation related activities are the responsibility of local impacted communities:

- Determine the need to evacuate an affected area.
- Issue evacuation recommendations in coordination with the SEOC.
- Provide information to the public in coordination with a Joint Information Center (JIC) if established.
- Recommend evacuation routes and alternates/detours.
- Determine evacuation priorities within the city or town.
- Determine EAP locations.
- Coordinate transportation services to pick up local citizens at their place of residence should they not be able to get to a local EAP.
- Provide transportation (including specialized transport services for those with AFN) from private residences (where required), and EAPs to appropriate shelters or local Transportation Hubs.
- Provide pets sheltering and transportation services.
- Establish traffic control points along evacuation routes on locally controlled roadways.
- Assist evacuees who run out of fuel along evacuation routes.
- Transport stranded motorists to a local Transportation Hub for transport to a RRC or SIRS.
- Provide current and updated situational information to the REOC and/or SEOC for awareness and coordination purposes.
- Activate local shelters as necessary to support local residents.
- Track the status of shelters operating within the jurisdiction.
- If serving as a Host community, coordinate with State-managed RRC and/ or SIRS.
- Determine that it is safe to re-enter evacuated areas.
- Manage evacuee expectations regarding available services in evacuated areas.

7.2 State Roles and Responsibilities

MEMA, through its SEOC and REOCs will coordinate evacuation support activities utilizing the Evacuation Group and/or ESFs as described in the CEMP. Specific roles and responsibilities for MEMA and the SEOC, the Evacuation Group, and responsible ESFs include the following:

7.2.1 Massachusetts Emergency Management Agency

- Activate the SEOC and appropriate REOCs to ensure that central coordination points are established to support this plan.
- As necessary, ensure activation and implementation of the Evacuation Coordination Plan.
- Serve as the lead coordinating agency by providing statewide policy direction and coordination for evacuation efforts, to include support to local communities regarding evacuation decision-making, orders, and operations.
- For a notice event that may require evacuations, bring together the Evacuation Group to conduct operational planning surrounding evacuation needs to be expected. Provide guidance and support to the Group, so that evacuation criteria and support mechanisms can be accomplished before they are needed.
- For a no-notice event that requires evacuations, with requests for support received, work with ESF partners to immediately commence planning and identification of evacuation assets to deploy in support of the community requesting them.
- Brief the Governor and his/her staff on a regular basis during evacuation or re-entry and recovery operations.
- Maintain situational awareness statewide of the status of evacuation planning, operations, and ongoing needs.

7.2.2 Evacuation Group

- In consultation with the SEOC, impacted communities, and ESFs 1 and 13, determine major evacuation routes.
- Establish communication and coordination links with appropriate transportation nodes.
- Obtain estimated CTN throughput at each T-Hub and RRC.
- Provide an estimated number of transportation resources required for the CTN evacuation to ESF-1.
- Identify appropriate T-Hub Staging Areas and RRC Staging Areas, where transportation assets can be pre-positioned for deployment. These locations may coincide with SSAs, may be located at transportation depots, or other areas with large parking areas. They will be determined based on incident and need, and will be recommended to the Evacuation Group, who will determine the applicability to the incident and approval from the Deputy Operations Section Chief (ESFs)
- Pre-position transportation resources at T-Hub Staging Areas and RRC Staging Areas.
- Monitor the status of the entire transportation fleet based on the following criteria:
 - Available – Transportation resource is parked at an SSA and available for assignment.
 - En route – Transportation resource is currently en route to one of the following locations: a T-Hub Staging Area, RRC Staging Area, shelter, or SSA.
 - Staged – Transportation resource is parked at one of the following locations: T-Hub Staging Area, RRC Staging Area, T-Hub, or RRC.

- Maintain operational control of state-resources.
- Coordinate with the Finance Section Chief surrounding any potential rental/ contract needs to mobilize private resources.
- Coordinate transportation to support the movement of evacuees via identified evacuation routes, including evacuees with access and functional needs.
- Ensure major evacuation routes remain clear at all times.
- Coordinate traffic and access control measures, to ensure a coordinated evacuation effort.
- Maintain ongoing situational awareness of the status of evacuation routes and report this information to the SEOC Operations Section Chief.
- Coordinate with other ESFs as needed and appropriate.

7.2.3 ESF-1 Transportation

- Coordinate transportation to support the movement of evacuees via identified evacuation routes.
- Provide accessible transportation resources to support movement of individuals with access and functional needs.
- Support embarkation sites in impacted communities with resources, to include transportation management, vehicles, motor coach operators, and personnel to support emergency repairs;
- Provide equipment for clearing critical evacuation routes in an emergency.
- Provide the SEOC with timely and regularly updated information on available mass-transit resources to assist with evacuation efforts.
- In consultation with the SEOC, locally impacted communities and ESF-13, assist in determining major evacuation routes.
- Maintain ongoing situational awareness of the status of evacuation routes and report this information to the ESF-1 liaison at the SEOC.
- Provide evacuation route plans and information regarding any detours to ESF-1 stakeholders.
- As required, assist in transporting evacuees from the islands of Nantucket and Martha's Vineyard.
- On an ongoing basis, track and provide regular updates to the SEOC ESF-1 Liaison on the following traffic information:
 - evacuation traffic speed;
 - traffic volumes;
 - traffic bottlenecks or slowdowns, and;
 - other incidents that may occur along evacuation routes to impede evacuation efforts.
- Collect, analyze, and report other transportation related information that may impact ongoing operations.
- As necessary, coordinate traffic flow with ESF-13 and local law enforcement.
- Demobilize construction zones and lane closures and restrictions along all evacuation routes.
- Utilize existing Intelligent Traffic Systems (ITS) to provide real-time evacuation related information to the SEOC.
- Coordinate and track deployed resources from Regional Transit Authorities (RTAs) supporting the evacuation.
- Deploy Variable Message Systems (VMS) to provide updated information to evacuees along evacuation routes.

- Identify rest stops on major roadways along evacuation routes and ensure they remain operational and fuel supplies maintained.
- Process driver-hour waivers as appropriate.
- Process truck weight-limit waivers as appropriate.
- Coordinate with the United States Department of Transportation (USDOT) for use of a national traffic oversight program along the evacuation route, if feasible.
- Coordinate with the Federal Aviation Administration (FAA), National Transportation Safety Board (NTSB), and Transportation Security Administration (TSA) when federal assets are used.
- Coordinate government-organized transportation for return of transportation-assisted evacuees to the affected jurisdiction.
- Provide input to the SEOC Director on the transportation related matters.
- Provide information to ESF-15.
- Maintain documentation for cost recovery process.

7.2.4 ESF-2 Communications

- Ensure communications infrastructure remains operable.
- Support local communities with needs regarding to interoperability.
- Develop an overall communications/channel plan to support the incident.
- Support state and local alerting through the IPAWS system.

7.2.5 ESF-3 Public Works and Engineering

- Provide available resources to support movement of evacuees and individuals with access and functional needs;
- Support embarkation sites in impacted communities with resources, to include: vehicles, equipment, and personnel to support emergency repairs to infrastructure as necessary;
- Provide personnel and equipment for clearing critical evacuation routes in an emergency;
- Provide personnel and equipment to support emergency fuel needs at agency fueling stations.
- Update the SEOC on impacted transportation related infrastructure for ESF-3 owned and operated roadways in the Commonwealth;
- Provide the ESF-3 liaison and the SEOC with timely and regularly updated information on available public works and engineering resources to assist with evacuation efforts;
- Maintain ongoing situational awareness of the status of available resources.

7.2.6 ESF-4 Fire Fighting

- As needed, support the implementation of the Fire and EMS Mobilization Plan and any other fire service mutual aid agreements to facilitate coordination with other interstate, state, and local agencies in support of procuring additional firefighting assets, resources, and transportation capabilities;
- Support the actions of other ESFs engaged in evacuation operations and in accordance with established priorities.
- Provide the SEOC Operations and Planning sections with regular updates concerning ongoing ESF-4 operations and available resources to assist with evacuation efforts.

7.2.7 ESF-5 Business and Industry

- Provide the SEOC Operations and Planning section with regular updates concerning ongoing ESF-5 operations.
- Coordinate with ESF-15 on any public information regarding private businesses and industry.
- Collect situation awareness information on potential impacts that may impact businesses and critical infrastructure from public and private sector partners, including on the availability and status of key business resources, services, and commodities.
- Provide information on continuity of business activities for critical infrastructure businesses and those businesses comprising critical commodity supply chains.
- Identify private sector resources (equipment, assets, etc.) that are potentially available to support evacuations.

7.2.8 ESF-6 Mass Care, Emergency Housing, and Human Services

- Ensure all individuals have access to required services during evacuation operations;
- Manage mass care activities at RRCs, to include evacuee tracking, sheltering, feeding, and the provision of non-medical human services;
- Determine feeding and sheltering requirements of the evacuating population;
- Coordinate ESF-6 staffing in support of the evacuation operation;
- With MEMA and impacted communities, determine the need to activate RRCs and the appropriate number/locations of RRCs outside impacted areas;
- Provide input to the SEOC Director on the activation of RRCs;
- Provide input to the SEOC Director on RRC locations;
- In coordination with MEMA and ESF-8 manage the Regional Reception Centers;
- Assign evacuees in RRCs to shelters, and coordinate shelter assignment in activated RRCs;
- Track RRC status;
- Coordinate shelter and mass feeding resources;
- Determine procedures for handling unaccompanied minors who report to RRCs;
- Coordinate with ESF-11 for pet sheltering if the shelter is a human/pet co-hosted shelter;
- Coordinate family reunification at RRCs;
- Project mass care needs to include Functional Needs Support Services (FNSS) at RRC locations.
- Staff and operate regional shelters.

7.2.9 ESF-8 Public Health and Medical Services

- As needed, activate Medical Reserve Corps (MRC) and coordinate MRC activities;
- Provide input to the SEOC Director on the activation of RRCs;
- Provide input to the SEOC Director on RRC locations;
- Coordinate mental and behavioral health services at the RRCs;
- Coordinate the provision of trained medical and public health professionals to staff RRCs;
- Coordinate with local hospitals, nursing homes, and other medical facilities to support transfer of medical needs evacuees from RRCs to appropriate medical facilities;
- Maintain ongoing situational awareness of the status of public health and medical services as it related to the evacuation and RRC and provide information to the ESF-8 liaison at the SEOC.
- Provide input to the SEOC Director on public health status within RRCs.

- Coordinate with ESF-6 to staff regional shelters.

7.2.10 ESF-11 Agriculture, Animals and Natural Resources

- Provide animal sheltering and resources to evacuating populations;
- Coordinate and manage household pet services at RRCs;
- Coordinate the transportation of household pets from RRCs to Shelters.
- Register and track evacuated pets from RRCs to Shelters.
- Provide mass feeding services for evacuated pets and animals at both co-habited shelters and stand-alone pet shelters;
- Facilitate reunification of pets/animals with their owners;
- Coordinate veterinary services for evacuated pets/animals as needed;
- Coordinate the removal and disposal of dead animals to ensure public health and safety.

7.2.11 ESF-12 Energy

- Coordinate and manage fuel staging or deliveries along evacuation routes to ensure adequate supplies of fuel to support the fuel needs of first responders and the evacuating public;
- Support fueling needs for generators at RRCs and shelters;
- In conjunction with utility providers, coordinate removal of damaged or downed electrical utilities or hazardous condition from damaged gas lines along evacuation routes and provide status updates to the SEOC;
- Coordinate with ESF-1, ESF-13 and ESF-16 during evacuation and re-entry of a disaster, verifying an unobstructed path of travel on roadways based on criticality.

7.2.12 ESF-13 Public Safety and Security

- In coordination with ESF-1, and the local community, assess primary and secondary evacuation routes, assess route conditions, provide additional state support as necessary to support evacuation across identified routes, and identify routes for evacuee return;
- Coordinate intra-jurisdictional law enforcement and traffic control with local, state, and federal law enforcement agencies;
- In coordination with local law enforcement agencies, coordinate towing operations to clear and maintain evacuation routes;
- Coordinate with appropriate local, state, and federal law enforcement agencies to provide vehicle escorts (high occupancy, hazardous materials and special mission vehicles) through evacuation routes and to destinations;
- Coordinate with appropriate local, state, and federal law enforcement agencies to protect personnel and property in evacuated areas and maintain law and order during evacuation operations, reception center operations, and during return and re-entry;
- Coordinate with appropriate local, state, and federal law enforcement agencies to establish and staff traffic control points on major evacuation routes;
- Coordinate with appropriate local, state, and federal law enforcement agencies to provide input to the SEOC Director on the activation and location of RRCs;
- Coordinate with appropriate local, state, and federal law enforcement agencies to establish site security at designated EAPs, RRCs, and staging areas;

- Implement procedures for managing evacuees subject to judicial or administrative orders restricting their freedom of movement (such as parolees, sex offenders, and individuals with outstanding warrants);
- Coordinate traffic control during the evacuation to ensure the safe and expeditious movement of evacuees from impacted or threatened areas;
- Coordinate and share situational awareness information with the ESF-13 desk at the SEOC and provide regular and timely reports regarding evacuation operations;

7.2.13 ESF-15 Public Information and External Affairs

- In coordination with local EOCs and local public information officers, alert all available media sources of a decision to evacuate;
- Relay evacuation information to the media;
- Stand up a JIC to establish a unified, consistent and accurate public message regarding the evacuation;
- Follow established public information procedures as developed in the ESF-15 Public Information and External Affairs Annex;
- Work with media outlets to provide periodic spot announcements to the public on pertinent aspects of the evacuation;
- Provide public information availability to media outlets during the evacuation to provide regular and accurate information/updates and directions to the public;
- Manage evacuees' expectations regarding services available in evacuated areas.
-

7.2.14 ESF-16 Military Support

- Provide resource and logistical support to other ESFs in support of evacuation operations;
- As necessary, coordinate specialized missions;
- Support security and law enforcement missions related to the evacuation effort, to include security missions at EAPs, along evacuation routes/traffic control points, at RRCs and State Initiated Regional Shelters, and at staging areas;
- Provide manpower and vehicles for access, traffic control, and movement of evacuees;
- Provide air assets to support evacuation efforts, to include route reconnaissance, assessments, movement of specialized teams, and VIP transport.
- Provide logistical and operational support at vehicle staging areas.

7.3 FEMA Roles and Responsibilities

- Coordinate federal incident management activities to include issuing, reviewing, and adjudicating state requests for emergency/major disaster declaration, processing eligible resource requests, conducting joint incident action planning, comprehensive logistics management and sustainment planning, and financial management.

8.0 Authorities and References

8.1 Massachusetts State Legislation and Executive Orders

- Massachusetts Civil Defense Act, Chapter 639 of the Acts of 1950.

- 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

8.2 Massachusetts Emergency Management Agency Supporting Documents

- Comprehensive Emergency Management Plan, Massachusetts Emergency Management Agency.
- EMAC Operations Manual
- Massachusetts SEOC Standard Operating Procedures
- MA Statewide Mass Care and Shelter Coordination Plan
- Massachusetts Hurricane Evacuation Study: Behavioral Analysis Survey Data Report, prepared by Earl J. Baker, Hazards Management Group
- Critical Transportation Needs (CTN) Annex

8.3 Federal Legislation

- The Federal Civil Defense Act of 1950 (Public Law 920, 81st U.S. Congress) as amended by Public Law 96-342 (September 1980).
- Homeland Security Act of 2002
- Homeland Security Presidential Directive 5, Management of Domestic Incidents
- Post-Katrina Emergency Reform Act of 2006
- Post Evacuation and Transportation Standards (PETS) Act of 2006
- The Americans with Disabilities Act.
- Disaster Evacuation and Displacement Policy: Issues for Congress, April 16, 2006.
- Robert T. Stafford Disaster Relief and Emergency Assistance Act (Disaster Relief Act of 1974), 42 U.S.C. s. 5151 (2006).
- Catastrophic Hurricane Evacuation Plan Evaluation: A Report to Congress, USDOT, June 1, 2006.
- Pets Evacuation and Transportation Standards Act (PETS) of 2006, September 21, 2006.

8.4 Supporting Federal References

- Developing and Maintaining Emergency Operations Plans, Comprehensive Preparedness Guide (CPG) 101, Version 2.0 (October 2010).
- National Incident Management System (NIMS), October 2017
- FEMA and USACE Hurricane Evacuation Study, 2016
- FEMA Planning Considerations: Evacuation and Shelter-in-Place Guidance, July 2019

8.5 Other References

- 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.
- 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.
- National Research Council, Transportation Research Board Studies and Special Programs, Emergency Evacuation Planning for Special Needs Populations Inadequate, July 24, 2008.
- 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.

9.0 Plan Maintenance

The Massachusetts Emergency Management Agency will ensure this plan is maintained and updated in accordance with the Emergency Management Program Administrative Policy. Additionally, this plan will be reviewed following any exercise or activation of the plan that identifies potential improvements. Revisions to this annex will supersede all previous editions and will be effective immediately.

10.0 Acronyms

ARC	American Red Cross
AFN	Access and Functional Needs
CEMP	Comprehensive Emergency Management Plan
CTN	Critical Transportation Needs
DCF	Department of Children and Families
EAP	Evacuee Assembly Point
EMAC	Emergency Management Assistance Compact
EMD	Emergency Management Directors
ESF	Emergency Support Function
F-POD	Fuel Point of Distribution
FAA	Federal Aviation Agency
FEMA	Federal Emergency Management Agency
FNSS	Functional Needs Support Services
HAZMAT	Hazardous Materials
IEMAC	International Emergency Management Assistance Compact
IPAWS	Integrated Public Alert and Warning System
ITS	Intelligent Transportation Systems
JIC	Joint Information Center
LSA	Logistic Support Area
MANG	Massachusetts National Guard
MADOT	Massachusetts Department of Transportation
MBTA	Massachusetts Bay Transportation Authority
MEMA	Massachusetts Emergency Management Agency

MRC	Medical Reserve Corps
MSP	Massachusetts State Police
NHC	National Hurricane Center
NTSB	National Transportation Safety Board
NWS	National Weather Service
REOC	Region Emergency Operations Center
RRC	Regional Reception Center
RTA	Regional Transit Authority
SEOC	State Emergency Operation Center
SLOSH	Sea, Lake, and Overland Surges from Hurricanes
SIRS	State Initiated Regional Shelter
T-Hub	Local Transportation Hub
TSA	Transportation Security Agency
USACE	United States Army Corps of Engineers
USDOT	United States Department of Transportation
VMS	Variable Message Sign

APPENDIX 1: ROADWAY NETWORK

East-West Major Highways

The Massachusetts Turnpike (Mass Pike, I-90) is the primary major east-west highway in Massachusetts. A limited-access, multi-lane, divided highway, I-90 runs across the state connecting three major cities: Worcester, Boston, and Springfield. An interstate highway, I-90 extends from Route 1A in East Boston to the New York border. The number of lanes varies from two to four lanes in each direction.

State Route 2 also serves as a primary east-west highway. State Route 2, also known as the Concord Turnpike or the Mohawk Trail (depending on the region it is passing through), is a state-controlled highway extending from Boston to the New York border, running the length of the northern tier of Massachusetts. Some segments are limited-access divided highway, while other portions are undivided and provide local access.

State Route 9 and U.S. Route 20 are also considered important east-west highways. Route 9 varies in both width and in access control, extending from Copley Square in Boston, through the center of the state, to the City of Pittsfield. Route 9 is generally a two-lane rural highway and is a major urban arterial, serving as an alternative to the Mass Pike for east-west travel between Boston and Worcester, west of Worcester. U.S. Route 20 runs approximately parallel to Interstate 90, intersecting the Mass Pike at exits 2 and 10A. Route 20 is considered a principal arterial highway with one or two lanes in each direction.

North-South Major Highways

Nine major Massachusetts interstates serve as primary north-south highways. These are limited-access (restricted access at only major intersections) divided highways connecting with other limited-access highways or principal arterial highways, providing connections to most major metropolitan areas of the Commonwealth. In eastern Massachusetts, I-95 serves traffic in metropolitan Boston and provides a north-south connection between New Hampshire and Rhode Island. Routes I-190, I-290 and I-395 serve the greater Worcester area and provide connections to the state's major east-west highways. In western Massachusetts, the primary north-south highway is I-91, serving metropolitan Springfield and the Connecticut River Valley. I-91 provides limited access highway connections to Route 2 and the Mass Pike and connections between Vermont and Connecticut.

Other major secondary north-south roadways in Massachusetts are primarily located in eastern Massachusetts. Most of the roadways are principal four-lane (two lanes in each direction) arterial highways. State Routes 24 and 3 both serve as limited-access divided highways, starting at I-93 south of Boston and extending to Fall River and Cape Cod, respectively. U.S. Routes 1 and 3 provide connections north of Boston between I-95 and New Hampshire.

In Western Massachusetts, U.S. Route 7 serves Berkshire County and provides a connection between Vermont and Connecticut. In central Massachusetts, U.S. Route 202 provides a connection between New Hampshire and Connecticut.

Metropolitan Boston Major Highways and Local Roadways

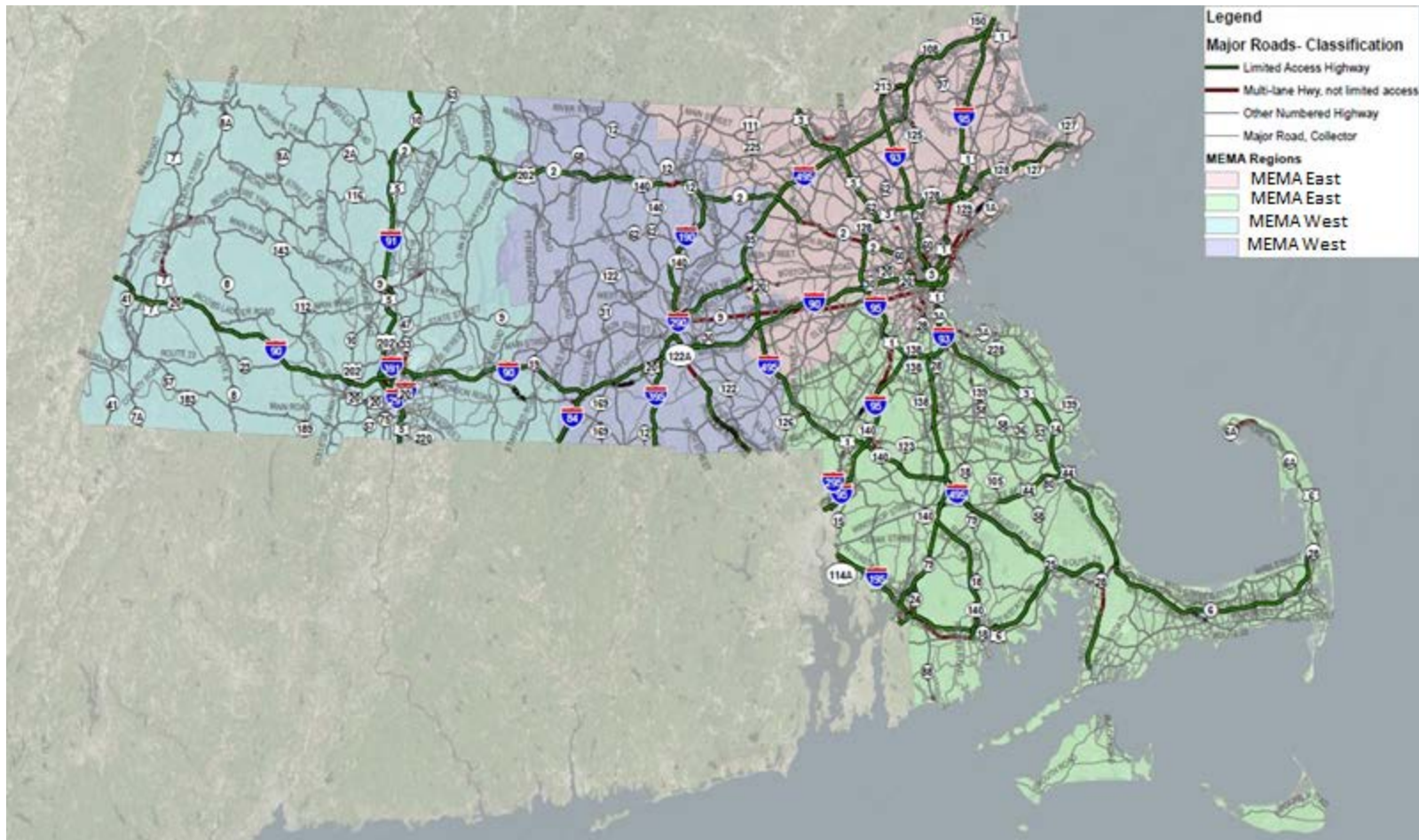
The primary regional highways serving Metropolitan Boston include I-90 (Mass Pike), I-93, and I-95, as well as U.S. Route 1. Interstate 90 provides connections between Boston and the western suburbs, while Interstate 93 provides connections to the northern and southern suburbs. Interstate 95 overlaps with State Route 128 and forms a limited access “beltway” that runs north, south, and west of Boston and its inner suburbs. The I-95/128 Beltway generally provides three to four travel lanes in each direction.

State Routes 1A, 28, 2, 30, and 9, as well as U.S. Route 20, are considered major local roadways in the metropolitan area, providing direct connections from Boston to other cities and towns. Route 9 starts in Boston and runs east-west and connects with both I-90 and I-95. Route 28 runs north-south through the center of Boston, intersecting with I-95 to the north and with I-93 to the south of the city. Route 30 and U.S. Route 20 both start in downtown Boston and extend westerly through Middlesex County and into Worcester County. Route 1A starts in East Boston adjacent to Logan International Airport and continues northeast along the north shore communities, intersecting Route 128 in Beverly.

Other Local Roadways

An extensive network of local roadways provides access to local communities and connections to the regional highway system. In general, local roadways (including many state numbered routes) consist of two lanes (one in each direction) with traffic at intersections controlled by signals or stop signs. In densely developed and high-traffic areas, many local roads have been widened at key signalized intersections to provide turn lanes to increase capacity and improve safety. Many secondary or tertiary state routes, although numbered highways, are under local jurisdiction.

Figure 1-1 shows the major primary and secondary roadways in Massachusetts



APPENDIX 2: LOCAL EVACUATION GUIDANCE

In Massachusetts, Home Rule authority was granted to cities and towns which allows for self-governance without State involvement. In general, a city or town in the Commonwealth can exercise a power or function through the approval of its legislative body (town meeting, city/town council) and its voters⁴. They can exercise any power through the adoption of an ordinance, by-law or charter. Home Rule gives local governments the primary authority and responsibility for evacuation and shelter-in-place planning, in conjunction with the whole community. Prior to an incident, local governments should engage the whole community (including public/private sectors, community-based service and advocacy organizations, nongovernmental organizations, faith-based organizations, nonprofits, and individuals and families) to conduct awareness briefings and preparedness training, including “know your zone” training and campaigns, so that stakeholders are familiar with what is expected of them during each type of protective action. Additionally, for each protective action, jurisdictions should create clear and accessible messaging in alternative formats, including social media. This messaging should advise the public on necessary actions, including anything specific to the threat or hazard that is impacting their community (e.g., anticipated flooding, hazardous material exposure, expected loss of power). Jurisdictions should establish, publicize, and periodically test a community warning system. Jurisdictions should also monitor social media to identify and attempt to correct rumors or inaccurate accounts of the situation.

For evacuations, local government issues evacuation orders, manages traffic flow, identifies evacuation routes, identifies shelters for residents, and considers processes to reunify caregivers and family members separated from one another. Additionally, jurisdictions should plan for disruptions to government operations and ensure they have a COOP and a continuity of government (COG) plan. Jurisdictions activate these plans in the event of government disruption and/or government relocation from an impacted area.

Evacuation Routing

Roadways identified for evacuation will depend on the location of the threat or hazard, the size of the evacuating population, the nature of the hazard, the impacts on the transportation systems and facilities, and the risks to the evacuating public. The level to which certain routes are loaded depends on evacuation participation, perceived “safe” destinations, and knowledge of alternative routes. In densely populated urban areas, the multitude of streets may help disburse evacuees from localized incidents and threats. However, for regional threats like a major hurricane, the accumulation of vehicles on major through and regional exiting routes can result in tremendous congestion and long clearance times. The presence of significant daily background traffic due to

⁴ Chapter 43B:Home Rule Procedures; The 193 General Court of the Commonwealth of Massachusetts. Title VII.

the daytime worker population also can be a serious complicating factor. Vehicle flows along corridors used for evacuation will be highly unstable with long stoppages.

Traffic Management

Traffic management during an evacuation includes the ability to manage evacuation and background traffic congestion, monitor traffic flows, average travel speeds, and gauge evacuation compliance and associated participation rates. It also includes a focused effort to assess the condition of transportation infrastructure/resources, conduct emergency debris clearance, establish lines of supply routing, and anticipate the arrival of conditions along evacuation routes that may hinder travel.

Assessing the condition of highways, bridges, tunnels, construction zones, and other components of transportation infrastructure will be essential at the onset of the incident. ESF-1 may suspend state permitting for construction and facilitate clearing of state-owned roadways. Along certain state-owned roadways ESF-1 may be able to also facilitate traffic signal operations to coincide with the evacuation route selected and deploy Variable Messaging Boards to aide in this process.

Jurisdictional Government Guidance:

- Set clear expectations for whole community partners by hosting education, training, and information sessions.
- Establish and publish clear, accessible evacuation routes and zones for the community, as well as alternate routes in areas with changing evacuation dynamics.
- Identify evacuation shelters in the community, as well as shelters where evacuees can go in other communities if needed and work with those neighboring communities to establish notification and operations procedures.
- Create pre-approved accessible messaging for rapid distribution regarding incident and shelter-in place or evacuation instructions.
- Have a continuity plan to help maintain response operations if interrupted.
- Provide real-time mapping and navigation routing systems through Geographic Information System (GIS) and supported private sector features.

APPENDIX 3: CAPE COD EVACUATION CLEARANCE TIME GUIDANCE

There are a number of vulnerable areas of Cape Cod at risk of storm surge inundation and flooding from serious weather events. Evacuation routes on Cape Cod are limited, as well as their capacity to provide throughput during peak periods. During extreme weather, communities may require evacuation of large numbers of people from vulnerable areas. Additional time to complete local evacuations, and traffic clearance may be needed.

Evacuations must be initiated as soon as feasible upon recognition of the threat and must function efficiently until completion. The Massachusetts State Police oversee all traffic management off Cape Cod during a large-scale evacuation to ease travel demand from the time an evacuation notification is issued by reducing congestion, bottlenecks, and incidents to the greatest extent possible.

Clearance Times

Cape Cod evacuation calculations are based on the FEMA/ U.S. Army Corps of Engineers (USACE) Massachusetts Hurricane Evacuation Study (HES)⁵ which provides a “Clearance Time” estimate for the amount of time following a public safety advisory it will take for the population- who are likely (and able) to self-evacuate the Cape to do so. The HES model takes into account:

- Vulnerable populations/ Facilities analysis;
- Seasonal population changes;
- Hurricane behavior analysis;
- The capabilities and capacities of the roadway network;
- Potential chokepoints;
- Impact of background traffic;
- A time buffer to ensure that cars will not be on the roadway when hazardous conditions begin; and
- Impact of travel time based on the time of day the evacuation is announced.

The estimated clearance times, attempt to smooth out traffic volumes taking into account the relationship between the declaration of a notification to evacuate, people’s behavior and decision-making as to when to depart, and the roadway network’s available capacity to provide timely and safe transit to final destinations.

⁵ United State Army Corps of Engineers, New England District_June 2016: New England Hurricane Evacuation Study: <https://www.nae.usace.army.mil/portals/74/docs/Topics/HurricaneStudies/2016%20State%20Updates/Massachusetts/New%20England%20Hurricane%20Evacuation%20Study.pdf>

Table-1 depicts the summary time it would take to all residents and visitors who wish to leave the Cape to do so. The HES focuses on a hurricane scenario however, it is a tool that can used to assist in evacuations regardless of the hazard.

Table 1 – Estimated Cape Clearance Times

	Hurricane Category 1-2	Hurricane Category 3-4
Peak Season	22 Hours	32 Hours
Off-peak Season	12 Hours	18 Hours

These numbers do not include the impact of:

- Roadway “failure” due to over congestion, disabled or abandoned vehicles;
- Inclement weather;
- Imperfect notification of residents and vacationers.

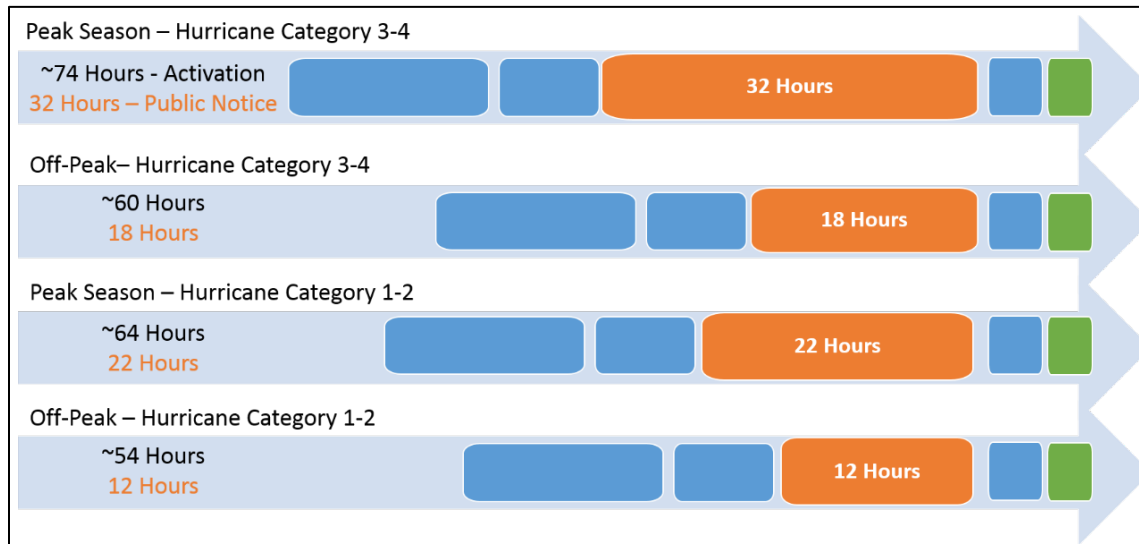
HES Clearance Times provides guidance in calculating the decision lead time for evacuations. The Tool is not prescriptive in any way; it is purely for planning purposes.

Timeline Decision Support Tool

The final element of the Tool identifies a buffer period to ensure that motorists are off the roadways and traffic operation personnel and resources can be redeployed prior to the onset of tropical storm force winds.

Table-2 represents a suggested preparation and response timeline applying the “medium” response HES Evacuation Clearance Estimates to the Decision Support Tool. A Category 3-4 Hurricane during peak tourist season may require up to 68 hours of preparation and response time, but only 32 hours from the time of actually directing public in the evacuation zones to leave until the roadways are completely clear.

Table 2 – Preparation and Response Timeline



APPENDIX 4: TIME PHASED EVACUATION STRATEGY

A phased evacuation (also identified as a time-phased evacuation) allows maximized use of transportation assets, networks and facilities by reducing the likelihood that all evacuees attempt movement at once. Phased evacuation identifies the most at-risk populations or those with the greatest needs for earliest embarkation and moves these populations first. While a number of factors will determine the operational phases (incident onset, type of incident, and strategy) the following operational periods are common to all evacuations:

- **Mobilization** - The block of time required by localities and the Commonwealth to make coordinated decisions about who will evacuate and when, to activate and mobilize facilities, transportation resources and support personnel, and to dispense clear evacuation advisories to the public.
- **Evacuation** - This phase begins when transportation facilities begin to provide evacuee transportation services. The length of this operational period depends on the number of evacuees, carrying capacity of transit facilities, traffic at the start of evacuation, and length of trips. For notice incidents, it is important to determine both the clearance time (the amount of time needed to evacuate all persons from the evacuation zones) and the amount of time remaining between the start of the evacuation phase and the onset of significant impacts.
- **Re-Entry and Return** - This is the phase when the immediate threat has passed and evacuees may be permitted to return to evacuated areas, either temporarily or on a permanent basis. Re-entry or return should not begin until appropriate authorities determine that the area, including its structures, may be safely entered or repopulated.

A successful phased evacuation will coordinate movement of populations by need, shelter availability, and the capacity of the transportation systems.

Evacuating by zones also helps reduce the number of people unnecessarily asked to evacuate, which can reduce transportation network congestion. For example, the Commonwealth has worked in conjunction with the Army Corps of Engineers and local communities to develop hurricane evacuation zones based on threat along coastal areas. Hurricane evacuation zones have recognizable landmarks or boundaries (such as major roads) for easy recognition by residents and visitors.

Notice evacuation incidents (such as coastal storms) allow the implementation of phased evacuation whereas many no-notice incidents may result in actions that are more spontaneous. However, clear instructions, even in no-notice incidents, can have some of the same benefits. The goal is to evacuate those residents and visitors whose lives would be in jeopardy by staying and to discourage others from clogging available transportation facilities.

APPENDIX 5: SEOC Evacuation Group Standard Operational Procedures

Incident/Event Date:

Operational Period:

Purpose

The purpose of this checklist is to provide a Standard Operating Procedure to be used by individuals serving in the Evacuation Group at the SEOC. These procedures are designed to provide guidance on actions to be taken by this Group during times of an emergency that may be the result of a large-scale evacuation. However, if the incident requiring the activation of the SEOC is prompted or includes an incident at a nuclear power plant affecting the Commonwealth, the Nuclear Response Procedures must be followed.

Responsibilities

The Evacuation Group will help guide the state’s decision-making processes for incident management, evacuation support resources, and local government coordination. This Group facilitates (1) guidance for state evacuation response operations; (2) efforts to maintain situational awareness and a common operating picture; and (3) promotes synchronized and effective use of government (federal, state, and local) and private sector resources.

The designated Evacuation Group Leader is responsible for ensuring the Group performs the actions listed in the SOP, and maintains communication via the appropriate chain of command regarding Group actions and activities .

Reports to:

SEOC Deputy Operations Section Chief Emergency Support Functions (ESFs) or Operations Branch Director.

Coordinates with:

As needed, all ESFs and other sections within the SEOC organizational structure.

Status	Actions
<input type="checkbox"/> In Progress <input type="checkbox"/> Completed <input type="checkbox"/> N/A	<input type="checkbox"/> Determine major evacuation routes in consultation with the SEOC, impacted communities, and ESFs 1 (Transportation) and 13 (Safety and Security).
<input type="checkbox"/> In Progress <input type="checkbox"/> Completed <input type="checkbox"/> N/A	<input type="checkbox"/> Establish communication and coordination links with appropriate transportation nodes.
<input type="checkbox"/> In Progress <input type="checkbox"/> Completed <input type="checkbox"/> N/A	<input type="checkbox"/> Obtain estimated Critical Transportation Need (CTN) throughput at each Transportation (T)-Hub and Regional Reception Center (RRC).
<input type="checkbox"/> In Progress <input type="checkbox"/> Completed <input type="checkbox"/> N/A	<input type="checkbox"/> Provide an estimated number of transportation resources required for the CTN evacuation to ESF-1.
<input type="checkbox"/> In Progress <input type="checkbox"/> Completed <input type="checkbox"/> N/A	<input type="checkbox"/> Ensure that appropriate numbers of transportation resources are available for deployment to assist affected communities. These resources could be supplied by:
<input type="checkbox"/> In Progress <input type="checkbox"/> Completed <input type="checkbox"/> N/A	<ul style="list-style-type: none"> ○ Massachusetts Bay Transportation Authority (MBTA) ○ Massachusetts Department of Transportation (MassDOT) ○ Regional Transit Authority (RTA) ○ School Departments ○ Massachusetts National Guard (MANG) ○ Vendors on state contract to support transportation missions
<input type="checkbox"/> In Progress <input type="checkbox"/> Completed <input type="checkbox"/> N/A	<input type="checkbox"/> Identify appropriate T-Hub Staging Areas (SA) and RRC Staging Areas, where transportation assets can be pre-positioned for deployment. These locations may coincide with State SAs, may be located at transportation depots, or other areas with large parking areas. They will be determined based on incident and need, and will be recommended to the Evacuation Group Manager, who will determine the applicability to the incident and approval from the Deputy Operations Section Chief (ESFs).

<input type="checkbox"/> In Progress <input type="checkbox"/> Completed <input type="checkbox"/> N/A	<input type="checkbox"/> Monitor the status of the entire transportation fleet based on the following criteria: <ul style="list-style-type: none"> ○ Available – Transportation resource parked at a SSA and available for assignment. ○ En route – Transportation resource currently en route to one of the following locations: a T-Hub Staging Area, RRC Staging Area, shelter or SSA. ○ Staged – Transportation resource parked at one of the following locations: T-Hub Staging Area, RRC Staging Area, T-Hub, or RRC.
<input type="checkbox"/> In Progress <input type="checkbox"/> Completed <input type="checkbox"/> N/A	<input type="checkbox"/> Maintain operational control of where available state-resources might be needed.
<input type="checkbox"/> In Progress <input type="checkbox"/> Completed <input type="checkbox"/> N/A	<input type="checkbox"/> Coordinate with the Finance Section Chief surrounding any potential
<input type="checkbox"/> In Progress <input type="checkbox"/> Completed <input type="checkbox"/> N/A	<input type="checkbox"/> Rental/ contract needs to mobilize private resources.
<input type="checkbox"/> In Progress <input type="checkbox"/> Completed <input type="checkbox"/> N/A	<input type="checkbox"/> Coordinate transportation to support the movement of evacuees via identified evacuation routes, including evacuees with access and functional needs.
<input type="checkbox"/> In Progress <input type="checkbox"/> Completed <input type="checkbox"/> N/A	<input type="checkbox"/> Coordinate with MSP to ensure major evacuation routes remain clear at all times.
<input type="checkbox"/> In Progress <input type="checkbox"/> Completed <input type="checkbox"/> N/A	<input type="checkbox"/> Coordinate traffic and access control measures, to ensure a coordinated evacuation effort.
<input type="checkbox"/> In Progress <input type="checkbox"/> Completed <input type="checkbox"/> N/A	<input type="checkbox"/> Maintain ongoing situational awareness of the status of evacuations and report this information to the SEOC Operations Section Chief (ESFs) or Operations Branch Director, and the SEOC Planning Section.
<input type="checkbox"/> In Progress <input type="checkbox"/> Completed <input type="checkbox"/> N/A	<input type="checkbox"/> Coordinate with other ESFs and other agencies as needed and appropriate.

Demobilization

As state evacuation operations conclude, Evacuation Group personnel will be released from the SEOC when they are no longer needed to support evacuation efforts. The SEOC Operations Section will continue to track deployed resources and ensure any ongoing issues are resolved.

Maintenance

The Massachusetts Emergency Management Agency will ensure this SOP is maintained and updated in accordance with the Emergency Management Program Administrative Policy. Additionally, this SOP will be reviewed following any exercise or activation of the Statewide

Evacuation Coordination Plan that identifies potential improvements. Revisions to this Plan will supersede all previous editions and will be effective immediately.