

## ANNEX D: LAW ENFORCEMENT AND EVACUATION

**Primary Department/Agency:** Police Department

**Supporting Agency:** Fire Department, Newport News Public Schools, Parks and Recreation, Department of Engineering, City Farm, Vehicle Services, Sheriff's Office

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### I. PURPOSE

The purpose of the Law Enforcement and Evacuation Emergency Support Function is to initiate a timely and orderly evacuation of the storm surge risk population, to provide for the security of the areas evacuated, and to identify and relocate critical resources that will not only support the population at risk while sheltered, but bring about a prompt and effective recovery following the disaster.

### II. SCOPE AND APPLICABILITY

- A. Evacuation zone boundaries will be described by natural features, roadways, landmarks, etc. to facilitate zone identification by the public.
- B. Evacuation routes will be pre-designated by risk area. Evacuation routes will be very congested, and this congestion will be exacerbated by vehicle breakdowns and routine emergencies.
- C. Previously, less than 20 percent of the storm surge risk area population was anticipated to evacuate spontaneously due to the advance warning that usually precedes most hurricane hazards. This percent may be higher now because of the population that has experienced a major tidal event (Hurricane Isabel, 2003) and the witnessed devastation of the Gulf Coast due to Hurricane Katrina and Rita.
- D. More people from non-surge zones may be evacuating because of their experience from wind damage in Hurricanes Isabel, Katrina and Rita.
- E. Most evacuees are expected to seek shelter with friends, relatives, and commercial lodging rather than public shelter. Some people in the designated high-risk areas will refuse to evacuate.
- F. Transportation assistance from public, private, and non-profit sources may have to be provided to certain segments of the population (i.e. elderly, handicapped, prisoners, etc.) to ensure their timely evacuation.
- G. Evacuation must be completed prior to the arrival of sustained 39 MPH (34-knot) gale force winds or the onset of storm surge inundation, whichever occurs first. Evacuees will need time to organize their evacuation, and traffic will be entering evacuation zone(s) to secure homes, businesses, boats etc.
- H. Refuges of last resort for people who are caught on interstates after the arrival of 39 MPH gale force winds will be identified in Newport News.
- I. Clearance time for the evacuation is a function of a number of variables - the intensity of the hurricane, the size of the vulnerable population including tourists, the road network, the traffic control elements in place, and the behavioral response characteristics of the vulnerable population. Due to the 2008 VDEM Evacuation Study, many Newport News residences may not elect to evacuate due to the significant roadway congestion projected during the Phase I VDOT Evacuation of Hampton Roads.

### III. ORGANIZATION

The Virginia Hurricane Evacuation Study identified 21 hurricane evacuation zones in the City of Newport News. These zones were developed utilizing natural and man-made geographic features, and conform to existing political or demographic boundaries in order to facilitate the development of the necessary socioeconomic data used in traffic modeling, as well as to determine shelter requirements of the evacuating population. Each zone is described in detail (Appendix 1).

The vulnerable population within each zone is comprised of those subject to storm surge, as well as all mobile home residents in non-vulnerable zones. Mobile home residents are included in any evacuation due to the mobile homes' vulnerability to strong winds.

The prompt and effective evacuation of hurricane high-risk areas requires the cooperation and coordination of many City departments, state and federal agencies/facilities, and adjacent jurisdictions. The Emergency Management Coordinator will be coordinating this effort.

The Emergency Management Director "City Manager" will be responsible for ordering evacuation in the event of a hurricane. The Police Department, in cooperation with the Fire Department, will be responsible for implementing the evacuation order. Hurricane response teams as identified in Police Department and Fire Department SOPs will be organized for warning, traffic control, and security of the evacuated area.

The Hampton Roads Hurricane Evacuation Traffic Control Plan (Appendix 2) will be implemented in the event that a Category 3 or greater storm is threatening the Hampton Roads area. This plan provides for a phased evacuation. It further provides an I-64 lane reversal that may be authorized by the Governor (See Virginia Emergency Operations Plan, Hurricane Emergency Response Plan). Its operation may include liaison personnel from VDEM and other state /local agencies as required.

**Phase One** that begins 24 to 14 hours prior to onset of sustained tropical storm force winds includes the communities of Norfolk, Virginia Beach, east Hampton, York County, Poquoson, Middle Peninsula, Northern Neck, and Eastern Shore.

**Phase Two** of the VDOT Hurricane Traffic Control Plan that begins 14 to 0 hours prior to onset of sustained tropical storm force winds includes the communities of Newport News, Portsmouth, Chesapeake, Suffolk and west Hampton.

### IV. CONCEPT OF OPERATIONS

When the decision is made by the OEM Director to evacuate, the evacuation phase goes into effect. During this phase, warning systems are activated, resources are mobilized, and the media will provide the public with evacuation route information. This phase must conclude before the arrival of tropical storm force winds.

Newport News residents will be encouraged to use Route 143 West (Jefferson Avenue) and Route 60 (Warwick Blvd) to Route 199 (around Williamsburg) towards Richmond, or Route 258 South across the James River Bridge to Route 258/32 in Isle of Wight.

In the event of evacuation, the following Interchange ramps will be closed/metered:

- J. Clyde Morris Boulevard – both I-64 WB ramps closed
- Victory Boulevard – I-64 WB ramp from Route 171 WB metered at 120 vph
- Victory Boulevard – I-64 WB ramp from Route 171 EB closed
- Jefferson Avenue – both I-64 WB ramps closed
- Ft. Eustis Boulevard – both I-64 WB ramps closed

In the event I-64 reversal is implemented, Virginia State Police personnel will shut down the eastbound lanes of I-64 to all traffic as soon as possible (from the Hampton Roads Bridge Tunnel to the I-295 Interchange).

**LAW ENFORCEMENT AND EVACUATION ACTIONS**

The National Weather Service starts issuing statements 5 days in advance, in the case of a hurricane. The following readiness conditions are based on time periods before landfall. In the case of Nor'easters, advance warning is not always available.

| <b>CONDITION 5</b>  |   |
|---|---|
| <b>Routine Operations</b>   |   |
| Forecast: Normal Weather Conditions   |   |
| <b>Period: None</b>   |   |
| <b>Actions</b>  | <b>Methods</b>  |
| <input type="checkbox"/> Develop and maintain hurricane evacuation plans and procedures   | Emergency Operations Plan, Severe Weather Response Plan                             |
| <input type="checkbox"/> Maintain and update maps and population estimates                | Hurricane Evacuation Study data   |
| <input type="checkbox"/> Maintain evacuation route signage                                | Coordinate with Engineering/Transportation  |
| <input type="checkbox"/> Prepare and publish public evacuation information                | Coordinate with Community Relations   |
| <input type="checkbox"/> Conduct exercises and drills regularly                           | Incorporate into department SOPs  |
| <input type="checkbox"/> Prepare and target special releases for special needs population | Public outreach   |
| <b>CONDITION 4:</b>   |   |
| <b>Alert and Notification Status</b>  |   |
| Forecast: Tropical Storm Force Winds Expected   |   |
| <b>Period: 3-5 Days</b>   |   |
| <b>Actions</b>  | <b>Methods</b>  |
| <input type="checkbox"/> Monitor tropical storm and activity                              | National Weather Service (NWS) forecast<br>National Hurricane Center (NHC) advisory |
| <input type="checkbox"/> Monitor the status of at-risk communities                        | Contact assigned duty officers  |
| <input type="checkbox"/> Review department evacuation SOPs                                | Emergency Operations Plan   |
| <input type="checkbox"/> Review traffic patterns and transportation activity              | Contact VDOT for transportation information   |
| <input type="checkbox"/> Determine fuel and emergency power status                        | Test vehicle operations and ensure ample fuel                                       |
| <input type="checkbox"/> Continue and complete Condition 5 activities                     | Newport News Severe Weather Plan  |
| <b>CONDITION 3:</b>   |   |
| <b>Emergency Mobilization Phase</b>   |   |
| Forecast: Tropical Storm Force Winds Expected   |   |
| <b>Period: 72 Hours</b>   |   |
| <b>Actions</b>  | <b>Methods</b>  |
| <input type="checkbox"/> Participate in computerized "what if" risk analysis              | HURREVAC 2000   |
| <input type="checkbox"/> Delineate at-risk areas and request pertinent maps               | Surge Inundation/Evacuation Zone Maps   |
| <input type="checkbox"/> Encourage voluntary evacuation if necessary                      | ARCMAP GIS Information Systems  |
| <input type="checkbox"/> Review public evacuation information                             | Emergency Operations Plan   |
| <input type="checkbox"/> Monitor the need for evacuation                                  | Determined by EOC Executive Staff   |
| <input type="checkbox"/> Track expenditures   | Budget and Evaluation ESF Personnel   |

| <b>CONDITION 2:<br/>Emergency Mobilization Phase</b>  |   |
|---|---|
| Forecast: Tropical Storm Force Winds Expected   | <b>Period: 48 Hours</b>   |
| Actions   | Methods   |
| <input type="checkbox"/> Ensure necessary admin and logistical support                        | Participate in EOC briefings  |
| <input type="checkbox"/> Monitor statewide transportation logistics                           | Contact VDOT  |
| <input type="checkbox"/> Make decisions concerning evacuation and timing                      | HURREVAC 2000   |
| <input type="checkbox"/> Mobilize emergency evacuation vehicles and staff                     | According to Departments SOPs   |
| <input type="checkbox"/> Coordinate, develop, and release of news releases                    | Coordinate with Public Information ESF  |
| <input type="checkbox"/> Continue and complete Condition 3 activities                         | Newport News Severe Weather Response Plan   |
| <b>CONDITION 1:<br/>Emergency Response Phase</b>  |   |
| Forecast: Tropical Storm Force Winds Expected   | <b>Period: 24 Hours</b>   |
| Actions   | Methods   |
| <input type="checkbox"/> Respond to EOC activation  | Recall essential staff and begin 24-hour emergency operations status                  |
| <input type="checkbox"/> Deploy vehicles and personnel for evacuation                         | Duty officers and police vehicles   |
| <input type="checkbox"/> Participate in Phase Two Evacuation conference calls                 | Contact VDOT 14 hours prior to onset of tropical force winds                          |
| <input type="checkbox"/> Implement Phase Two Evacuation if necessary                          | Mobilize law enforcement and traffic control  |
| <input type="checkbox"/> Assist in transporting citizens to "refuges of last resort"          | Mobilize Mass Care ESF and open shelters prior to the arrival of tropical force winds |
| <input type="checkbox"/> Continue and complete Condition 2 activities                         | Newport News Severe Weather Response Plan   |
| <b>LANDFALL<br/>Emergency Response Ceased</b>   |   |
| Forecast: Tropical Storm Force Winds are Present  | <b>Period: Current Time</b>   |
| Actions   | Methods   |
| <input type="checkbox"/> Monitor storm  | National Weather Service (NWS), HURRETRAC   |
| <input type="checkbox"/> Monitor shelter intake and arrival status                            | Contact Mass Care ESF and Red Cross   |
| <input type="checkbox"/> Provide security and keep non-essential vehicles off the roads       | Duty officers and police vehicles   |
| <input type="checkbox"/> Provide necessary administrative/logistical support                  | Stay in contact with first responders   |
| <input type="checkbox"/> Recall all emergency vehicles and personnel to storm ready positions | Structured parking facilities above sea-level   |
| <input type="checkbox"/> Prepare for reentry and damage assessment                            | Mobilize necessary ESF services   |
| <b>REENTRY AND RECOVERY<br/>Recovery Response Phase</b>                                       |   |
| Forecast: Normal Weather Conditions Resume  | <b>Period: Within 24 hrs after storm passes</b>                                       |
| Actions   | Methods   |
| <input type="checkbox"/> Participate in local, state and federal disaster relief              | Stay in contact with VDEM and/or FEMA   |
| <input type="checkbox"/> Provide search and rescue operations                                 | Online IDA Forms from VDEM  |

### HURRICANE EVACUATION ZONE DESCRIPTIONS

|                         |  |
|-------------------------|--|
| <b>ZONE 1</b>           | <b><i>This zone includes Salter's Creek and Magruder Elementary School.</i></b> (Bounded to the north by 39 <sup>th</sup> Street; to the west by Chestnut Avenue, 25 <sup>th</sup> Street and Wickham Ave.; to the south by 16 <sup>th</sup> Street; and to the east by the Hampton City Line.)  |
| <b>ZONE 2</b>           | <b><i>This zone includes Birdella Lake, Parkview, and Newmarket Shopping Center.</i></b> (Bounded to the north by 81 <sup>st</sup> Street (Hampton Line); to the west by Jefferson Avenue, States Drive and Marshall Avenue; to the south by Briarfield Road; and to the east by the Hampton Line.)  |
| <b>ZONE 3</b>           | <b><i>This zone includes Newport News Creek and the Seafood Industrial Park.</i></b> (Bounded to the north by 16 <sup>th</sup> street, to the west by Interstate I-664, to the south by Hampton Roads Harbor, and to the east by Salter's Creek.)  |
| <b>ZONE 4</b>           | <b><i>This zone includes all of the Newport News Marine Terminal.</i></b> (Bounded to the north by 23 <sup>rd</sup> Street, to the west by the James River, to the south by the Hampton Road Harbor, and to the east by Interstate I-664.)   |
| <b>ZONE 5</b>           | <b><i>This zone includes Northrop Grumman-Newport News Shipbuilding.</i></b> (Bounded to the north by 73 <sup>rd</sup> Street, to the west by the James River, to the south by 33 <sup>rd</sup> Street, and to the east by Huntington Avenue.)   |
| <b>ZONE 6</b>           | <b><i>This zone includes the East End, Newsome Park, and the N. News Industrial Park.</i></b> (Bounded to the north by Mercury Blvd.; to the west by the CSX railway line; to the south by 16 <sup>th</sup> Street; and to the east by Wickham Avenue, 25 <sup>th</sup> Street, Chestnut Avenue, Hampton City Line, Briarfield Road, Marshall Avenue, States Drive, and Jefferson Avenue.) |
| <b>ZONE 7</b>           | <b><i>This zone includes Downtown, City Hall, HRT Transit Center, The North End and CSX Rail Yards.</i></b> (Bounded to the north by Mercury Blvd, to the west by Huntington and Washington Avenues, to the south by 23 <sup>rd</sup> Street, and to the east by the CSX Rail Line.)   |
| <b>ZONE 8</b>           | <b><i>This zone includes New Market Plaza, Crittenden Middle School, and Sedgfield Elementary School.</i></b> (Bounded to the north by Harpersville Road/Hampton Roads Center Parkway, to the west by Jefferson Avenue and Randolph Road, to the south by Mercury Blvd., and to the east by Hampton City Line.)  |
| <b>ZONE 9</b>           | <b><i>This zone includes Riverside Hospital, The Mariners Museum, and Hilton Village.</i></b> (Bounded to the north by J. Clyde Morris Blvd.; to the west by the James River; to the south by Randolph Road; and to the east by Jefferson Avenue, Harpersville Road, and the Hampton City Line.)   |
| <b>ZONE 10</b>          | <b><i>This zone includes Oyster Point, Port Warwick, and the City Center.</i></b> (Bounded to the north and east by Interstate I-64, to the west by the CSX Railway line, and to the south by J. Clyde Morris Blvd.)   |
| <b>ZONE 11</b>          | <b><i>This zone includes Kiln Creek and Beechlake Estates.</i></b> (Bounded to the north by Newport News/Williamsburg Intl. Airport, to the west by Interstate I-64, and to the south and east by the York County Line.)   |
| <b>ZONE 12</b>          | <b><i>This zone Includes Deep Creek, Menchville High School, and CNU.</i></b> (Bounded to the north by Menchville Road, to the west by the James River, to the south by J. Clyde Morris Blvd., and to the east by the CSX Railway Line and Warwick Blvd.)  |
| <b><i>Continued</i></b> |  |

## HURRICANE EVACUATION ZONE DESCRIPTIONS

CONTINUED

|                |   |
|----------------|---|
| <b>ZONE 13</b> | <b><i>This zone includes Newport News/Williamsburg Intl. Airport, Mary Immaculate Hospital, Richneck, and Colony Pines.</i></b> (Bounded to the north by Industrial Park Drive, to the west by the CSX Rail Line, to the south by Newport News/Williamsburg Intl. Airport and to the east by the York County Line.) |
| <b>ZONE 14</b> | <b><i>This zone includes Denbigh and Lucas Creek</i></b> (Bounded to the north by Denbigh Blvd., west by the Warwick River, south by Lucas Creek Road and Colony Road, and to the east by the CSX Railway Line.)  |
| <b>ZONE 15</b> | <b><i>This zone includes Stoney Run Creek and Denbigh High School.</i></b> (Bounded to the north by Ft. Eustis Blvd, to the west by the Warwick River, to the south by Denbigh Blvd., and to the east by the CSX Railway Line.)   |
| <b>ZONE 16</b> | <b><i>This zone includes Oakland Industrial Park and Lee Hall.</i></b> (Bounded on the north and west by the Warwick River, to the south by Fort Eustis Blvd., and to the east by the CSX Railway Line.)  |
| <b>ZONE 17</b> | <b><i>This zone includes Newport News Park.</i></b> (Bounded to the north by the James City County Line, to the west by the CSX Rail Line, to the south by Peninsula Industrial Drive, and to the east by the York County Line.)  |
| <b>ZONE 18</b> | <b><i>This zone includes all of the Fort Eustis Military Reservation.</i></b> (Bounded by the James and Warwick Rivers.)  |

## VDOT HAMPTON ROADS HURRICANE TRAFFIC CONTROL PLAN

The Hampton Roads Hurricane Traffic Control Plan was prepared by Virginia Department of Transportation in accordance with the Commonwealth of Virginia Emergency Operations Plan and the Virginia Department of Transportation Emergency Operations Plan.

The plan is based on a Category 3 or greater storm potential. A traffic evacuation of the Hampton Roads area will be difficult. The complete evacuation of risk populations from the Hampton Roads area will take 27 hours. Evacuation should be completed before the onset of tropical force winds (34 knots/39 mph).

The evacuation plan has two phases.

**Phase One** will occur 24-14 hours prior to onset of tropical force winds and consist primarily of the evacuation of "at risk" populations in the cities of Hampton, Poquoson, the Southside cities of Norfolk and Virginia Beach, as well as the counties of York, the Middle Peninsula, and the Northern Neck.

**Phase Two** will occur 14 hours prior to onset of tropical force winds and will consist of the evacuations of secondary "at risk" populations of the Peninsula including **Newport News**, the remainder of Hampton, as well as the Southside cities of Chesapeake, Portsmouth and Suffolk.

Traffic will be metered onto the interstate system. This will:

- Smooth flow
- Help prevent over-saturation
- Minimize time necessary for vehicles to clear the region
- Necessitate closing some ramps
- Limit access to closed ramps to emergency vehicles only

### **Lane Reversal**

During an extreme hurricane threat, the Governor of Virginia may give an order for a reversal of I-64 from the Hampton Roads Bridge Tunnel to I-295 interchange in Richmond. This means the eastbound lane of I-64 will be reversed to accommodate evacuees in a westbound direction.

When the order is given to execute the reversal, Virginia State Police (VSP) personnel will shut down the eastbound lanes of I-64 to all traffic as soon as possible (from the Hampton Roads Bridge Tunnel to the I-295 Interchange). Once all interchanges report that the roadway is clear, an aerial inspection will begin, originating from the Richmond area. Once the aerial inspection (or vehicle sweep) is completed, VSP will proceed westbound, from the Hampton Roads Bridge Tunnel, in the eastbound lanes; coordinating their movements to ensure that traffic does not pass them.

### **During Phase Two Evacuation**

**Newport News:** Residents will be encouraged to use Route 143 west (Jefferson Avenue) and Route 60 (Warwick Blvd) to Route 199 (around Williamsburg) towards Richmond, or Route 258 south across the James River Bridge to Route 258/32 in Isle of Wight.

Entrances to I-64 will be closed at the following locations:

- J. Clyde Morris Boulevard - Both I-64 ramps closed

### **Roles and Responsibilities**

#### **VDOT - Hampton Roads District**

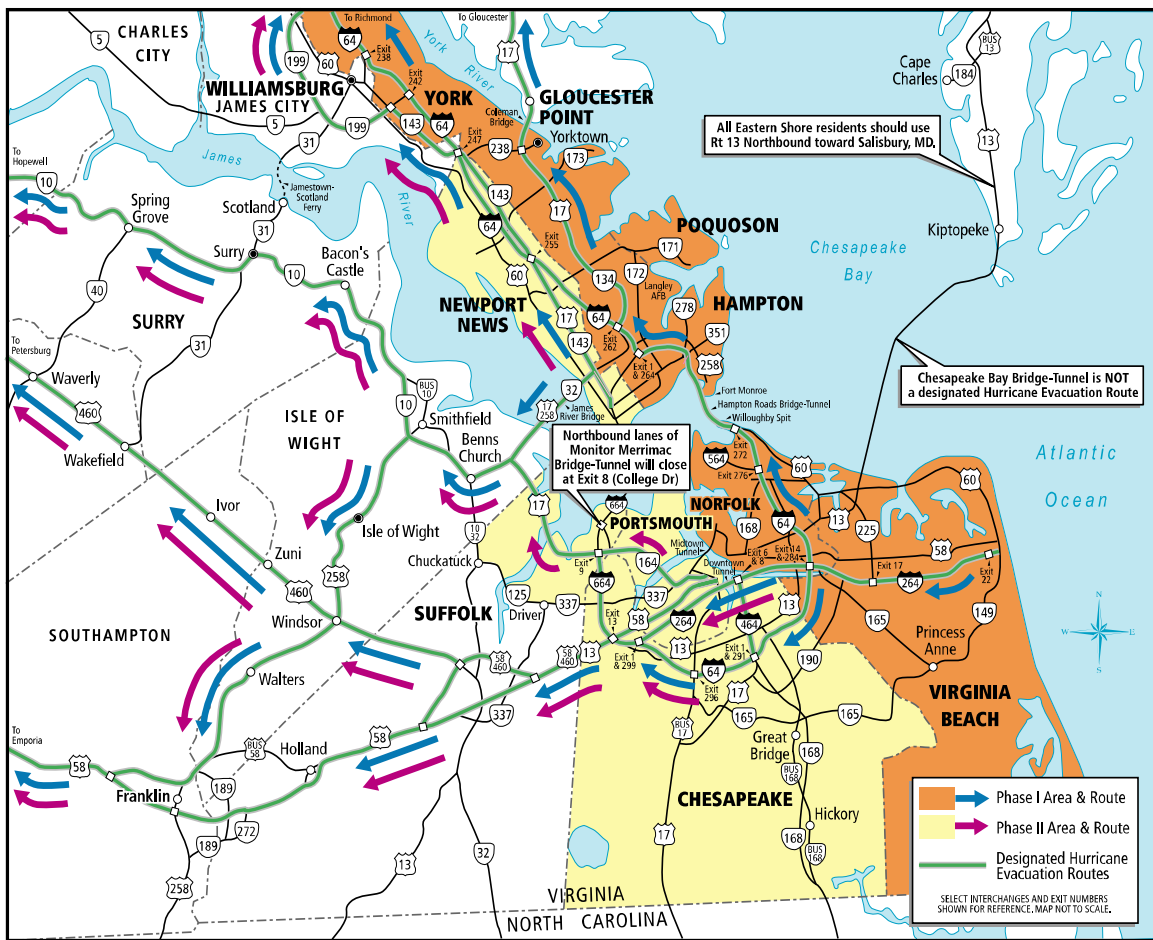
- Assume overall responsibility for the traffic evacuation of the Hampton Roads area
- Coordinate with state police in assigning law enforcement personnel to all links along interstate and primary evacuation routes, so as to provide immediate response to incidents

- Notify Hampton Roads district and establish communications

**Hampton Roads District Residencies**

- Maintain 24-hour operations from the beginning of any evacuation through the implementation of any recovery plan
- Coordinate with local law enforcement, as required, to modify key roadway sections
- Arrange to have stand-by, on-site recovery vehicles at all critical roadway sections
- Designate service patrol (pick-ups) to ride the shoulders along evacuation routes; these vehicles should be equipped with gas, tow cables, push bumpers, etc. to provide motorist assistance where possible.

**VDOT PHASED EVACUATION ROUTES**

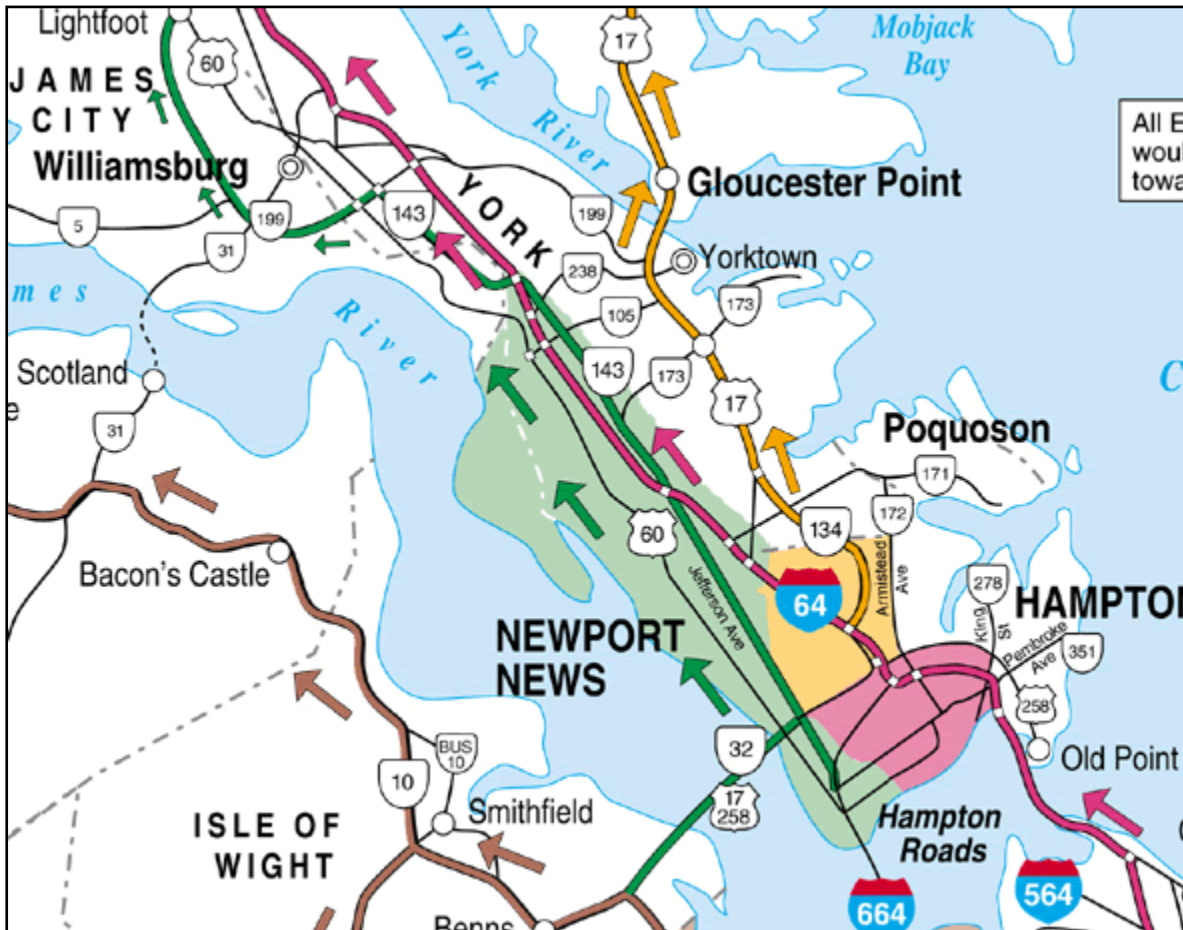


**Phase One:** Should prepare to depart roughly 24 to 14 hours prior to the onset of tropical storm force winds. The preferred route of choice will be Interstate 1-64 westbound towards Richmond.

**Phase Two:** Should prepare to depart no later than 14 hours prior to the onset of tropical storm force winds. The preferred route of choice will be Jefferson Avenue (Route 143) and Warwick Blvd. (Route 60) towards Richmond.

**APPENDIX 5**

**VDOT PHASE TWO (NEWPORT NEWS) EVACUATION**



**Phase Two:** *Should prepare to depart no later than 14 hours prior to the onset of tropical storm force winds. The preferred route of choice will be Jefferson Avenue (Route 143) and Warwick Blvd. (Route 60) towards Richmond.*