

EVACUATION STRATEGY



**THE CITY AND COUNTY OF
BUTTE-SILVER BOW, MONTANA**

Evacuation Strategy

for the

**THE CITY AND COUNTY OF
BUTTE–SILVER BOW, MONTANA**

May 2018

EVACUATION ACTION PLAN ELEMENTS AND TASKS

EIAP Element #	Element Definition	EIAP Element #	Element Definition
1	Determine Current Situation.	11	Determine and Implement Security Measures.
2	Determine and Implement Public Protective Actions.	12	Determine and Implement Traffic Control Measures.
3	Issue Evacuation Order and Proclamation.	13	Determine and Implement Shelter and Mass Care Needs.
4	Determine and Implement Alert, Warning, and Notification methods.	14	Determine Need For and Identify Transportation Resources.
5	Identify Area(s) and Facilities Requiring Evacuation.	15	Determine need and locations for Hazardous Materials Response.
6	Identify Evacuees: Locations, Numbers and Types.	16	Determine need and locations for Decontamination.
7	Identify Pets and Livestock Needing Evacuation: Locations, Numbers and Types.	17	Determine Need and Locations for Search and Rescue.

8	Determine and Implement Perimeter and Access Control.	18	Determine Need and Locations for Mass Casualty Operations.
9	Determine Evacuation Routes and Destinations.	19	Determine Need and Locations for Mass Fatality Operations.
10	Determine Transfer and Pickup Locations.		

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PREFACE.

This strategy focuses on issues relating to large-scale evacuations because these generally present the greatest challenge. However, all elements and tasks can be scaled to meet any type of evacuation condition. Strategic issues include:

1. Timing of Response.
 - There are several emergency situations, which might require evacuations within Butte – Silver Bow. Small scale, localized evacuations might be needed as a result of flash floods, hazardous material accidents, major fire, or a transportation accident. These can occur with little or no warning and “time and circumstances” evacuation plans will be implemented by the Incident Commander on-scene, with support from BSBOEM. Mass evacuation could be required in the event of a major flood, natural disaster, and hazardous materials incident.
2. Characteristics of the Hazard.
 - Public officials must consider several factors when developing strategies for evacuations. Among these are the characteristics of the hazard itself. Magnitude, intensity, speed of onset, and duration are all significant elements to be considered. These factors will determine the number of people to be evacuated, and the time and distance of travel necessary to ensure safety.
3. Transport and Evacuation Routes.
 - Modes of transport is also very significant and provisions must be made for those persons unable to supply their own transportation and jurisdictions must be prepared to activate agreements to provide means of moving those in congregate care and other special populations.
 - Another important issue is the availability of evacuation routes, their capacities, and their vulnerability to the hazard. Some hazards are site specific such as flooding, on-site hazardous materials, etc., which means detailed plans can be developed for evacuation routes and the number of people to be evacuated; however, other hazards are random such as explosions, fires earthquakes, transportation hazardous material spills and transportation accidents. In these cases, evacuation routes must be determined during the incident.

4. Sheltering and Caring for Evacuees.

- Movement of populations to sheltering/mass care facilities implies that local authorities have identified established shelters, with adequate life support provisions. In addition, the jurisdiction could be required to host evacuees from outside the jurisdiction and facilities must be scaled to meet such demands.

5. Public Awareness and Understanding of Evacuation Procedures.

- Planners must not assume that the public will receive and understand official information related to evacuation, so strategies need to determine the current level of awareness, during evacuation incident action plan development. Historically, it has been shown the public will act in its own interests and not evacuate dangerous areas when advised to do so by local government authorities.

I. INTRODUCTION.

A. PURPOSE.

This strategy provides the concepts, organizations, and responsibilities to ensure a coordinated, orderly, and expeditious evacuation of all or any part of the population of Butte – Silver Bow if it is determined that such action is the most effective means available for protecting the population from the effects of an emergency situation.

B. SCOPE.

Planning for every situation needing evacuation and movement of people in Butte – Silver Bow is beyond the scope of this annex. This plan will address broad objectives that will provide the greatest protection of life during emergencies or disasters in which precautionary evacuations are recommended. The use of in-place sheltering is also considered a part of the evacuation process.

C. SITUATION.

1. Residents of Butte – Silver Bow may be advised to evacuate due to various emergency conditions, including, but not limited to flood, earthquake, wildfire, and hazardous materials release.
2. Emergencies and disasters may occur without warning at any time of day or night and may cause the need for an evacuation.
3. While some disaster events are slow moving providing ample reaction time, the worst case assumption is that there will be little or no warning of the need to evacuate.

4. First Responders (fire, police, EMS, rescue) will usually be able to recognize a situation requiring an evacuation and would initiate initial evacuation recommendations and procedures.
5. Most of the public will act in its own interest and evacuate dangerous areas either spontaneously or when advised to do so by local authorities.
6. Some people will refuse to evacuate. (Some owners of companion animals will refuse to evacuate unless arrangements have been made to care for their animals.)
7. Shelter facilities and food will need to be provided for evacuees. The Red Cross and the Salvation Army may be contacted to provide shelter facilities and food
8. Evacuees may have little preparation time and will require maximum support in reception areas, particularly in the areas of food, bedding, clothes, and medicine.
9. Reception areas may not be fully set up to handle the evacuees.
10. Most evacuees will use private transportation means. However, transportation may need to be provided for some evacuees.
11. Individuals and families may be deprived of food, clothing, shelter and medical services. Families may become separated and unable to locate each other. Individuals may have serious personal or psychological problems requiring specialized social services.
12. Due to constraints imposed by blocked evacuation routes, sheltering of a portion of the populace may be necessary until a safe evacuation can be accomplished.
13. Highway and roadway evacuation capacities may be reduced significantly because of overload, accidents, stalled vehicles, and weather conditions.
14. Depending on the type of emergency and available response time, railroad lines may offer an alternative means of evacuation, particularly for persons without transportation means.
15. Demand for resources may be critical.
16. Enhanced public awareness via techniques such as citizen handouts, ad campaigns, evacuation routes and mapping information may be helpful.

D. POLICIES.

1. The Chief Executive is the overall authority for the evacuation effort within Butte – Silver Bow. All activities are coordinated through the EOC.
2. The Incident Commander (IC) has full authority and responsibility to implement and coordinate all small-scale evacuations, sheltering and access control, and exercise on-scene control.
3. MCA 10-3-104 and 10-3-406 give the Governor and local chief elected officials the authority to direct and compel the evacuation of all or part of the population from an emergency or disaster area when necessary for the preservation of life or other disaster mitigation, response, or recovery; and to control the ingress and egress to and from an emergency or disaster area, the movement of persons within the area, and the occupancy of premises therein.
4. Law Enforcement has the authority to order evacuations and close roads in emergent circumstances.
5. Butte – Silver Bow has the authority to close roads, and to restrict access to and from all areas of the County.
6. Law Enforcement has the authority to remove stalled and parked vehicles, which impede the flow of traffic.
7. Traffic flow direction may be altered, reversed, etc., at the direction of the Incident Commander. (Incident managers will coordinate changes in traffic flow with the County Sheriff's Office, the Montana Highway Patrol, and the MTDOT.)
8. As much as possible, all agencies and organizations involved in the execution of this annex should be organized, equipped, and trained to perform all designated and implied responsibilities contained in this annex and its implementing instructions for both response and recovery operations.
9. Citizens are advised to follow evacuation orders or provide “next-of-kin” information.
10. Shelter-in-Place is the preferred option, whenever possible.

II. CONCEPT OF OPERATIONS.

A. GENERAL.

1. Butte – Silver Bow EOC/BSBOEM staff and the Law Enforcement Department have lead responsibility for organizing and mobilizing evacuation operations, during

emergencies. The EOC serves as the point of contact for evacuation operations and ensures coordination with on–scene Incident Commanders.

2. Direction and control of evacuation is primarily on scene. The primary function of the EOC is to confirm an incident has occurred, initiate evacuation orders, oversee and coordinate all phases of the evacuation process, and fulfill responsibilities deferred to them by Incident Commanders. This includes implementing procedures to alert and warn citizens of the need to evacuate and provide continuous information on all phases of the evacuation process. It also may be necessary for EOC planning staff to establish and implement operational plans for reception/ mass care centers.
3. Site specific evacuation plans will be prepared by Incident Commanders for population movement and evacuations, caused by random events, such as flooding, fire, earthquake, on–site hazardous materials spills, and other transportation accidents. In some cases, pre–identified evacuation routes and shelters can be used. In others, appropriate evacuation routes must be determined during the incident.
4. Evacuation strategies will require intimate knowledge of the hazard characteristics, availability of evacuation route, their capacities, and vulnerability to the hazard. Significant hazard elements include:
 - Magnitude (size) of the event.
 - Intensity.
 - Speed of movement.
 - Duration.
5. Large evacuations may require delineation of the impacted area(s) into sub–areas in order to expedite and prioritize movement. Generally, populations at greatest risk will be warned and evacuated first.
6. Shelter–in–Place (SIP) will be given priority, if appropriate.
7. There are many variables involved in evacuations:
 - a. Size – An evacuation can involve anything from one person up to hundreds, and in extreme cases, thousands. The level and type of response will vary according to the number of people and size of area evacuated. The principles of planning and response are applicable across the full range of evacuations.
 - b. Location – It is almost impossible to predict where an emergency will occur which would require evacuation. Evacuations are more common in urban areas, as they tend to contain more risks, but rural areas can be involved too. Some areas are exposed to specific risks, such as industrial activity or flooding, which should be taken account of in emergency response. In urban areas the density of occupation will mean

that evacuation of a given area is likely to involve many more people than an equivalent area of the countryside would.

- c. Property Type – Evacuations can be required of any type of property, including commercial and industrial premises, entertainment venues, parks and open spaces and domestic property. Evacuation strategies tends to concentrate on domestic properties, but emergency services, commercial premises occupiers, owners of public spaces and event organizers should all have flexible strategies which relate to risks identified.
- d. Timescale – Length of time available for strategic evacuations can vary and have a direct impact on the opportunity for developing evacuation operations.
 - Immediate. Little or no pre– preparation possible.
 - Hours. Evacuation required shortly, either in response to an imminent threat or as a precaution against escalation of an existing situation. Some basic preparation possible, such as, obtaining transport and arranging for evacuation reception, mass care, and recovery centers to be opened.
 - Days or Weeks. Evacuation is required but the timing is negotiable. Formulating a detailed evacuation strategy possible.
 - Long–term. A period of research and consultation is possible to prepare contingent strategies. Once the decision is taken to evacuate, the process should proceed with minimal delay.
 - Citizen Self–Evacuation. This process may occur in response to a perceived or actual threat. This may be the first indication that an emergency exists. In such circumstances no pre–planning would occur for providing services to self–evacuees, but consideration would have to be given as to whether the situation warranted a full, planned evacuation.
- e. Duration – Most evacuations last for a few hours and evacuees are then able to return to their properties. However, there is potential for some evacuations to last overnight or longer, for example where severe weather causes prolonged flooding of properties. In some cases, the immediate cause of the evacuation may pass quickly, but buildings and the infrastructure of an area may be so damaged that evacuees are unable to return until initial clearing–up and repair has taken place.

B. EOC RESPONSE ACTIONS.

1. In a typical situation, first responders will conduct an immediate assessment of the situation to determine the hazards and populations at–risk and decide if populations can be contained by shelter–in–place procedures, or if a large scale evacuation is required. If additional support is required, Butte – Silver Bow EOC will strive to:
 - Activate, mobilize, and deploy incident–specific resources to pre–established staging areas near the incident.

- Take immediate actions to protect life, property, and critical infrastructure within county jurisdictions.
- Provide assistance within the affected area.
- Immediately initiate all activities and responsibilities established under The Comprehensive Emergency Management Plan (CEMP).
- Expedite, or temporarily suspend standard procedures for normal assistance requests in the immediate aftermath of incidents of catastrophic magnitude, pursuant to existing law.
- Initiate actions by all departments, agencies, and volunteer organizations to mobilize and deploy resources as set forth in this Evacuation Strategy and all emergency management plans and guidelines.
- Direct all departments, agencies, and organizations assigned primary or supporting ESF responsibilities to immediately begin implementation as appropriate.
- Direct medical facilities to reprioritize services (in some cases reducing or postponing certain customary services) until evacuation activities are concluded.
- Develop an Evacuation Incident Action Plan (EIAP).
- Activate and implement supplementary support agreements with all necessary resource providers, including the private sector.

C. IMPLEMENTING THE EVACUATION STRATEGY.

1. Overview.

- a. Implementation of an evacuation strategy will require substantial personnel, equipment and supplies at various locations along the evacuation routes and at facilities designated as shelters. Further, mutual aid resources necessary for initiating and sustaining the evacuation process may need to be pre-positioned prior to or concurrently with the emergency declaration. Therefore, the evacuation strategy will set forth objectives and tasks, including procedures regarding the pre-deployment of resources, the agencies involved, and the coordination process that will occur.
- b. The Action Planning process is an essential tool for managing sustained evacuation operations. If the emergency organization is to have a well planned and executed approach to resolving the problems posed by the disaster, the EOC organization must remain focused and unified in its efforts. The strategies employed and how implement provides the key for ensuring evacuation success or failure.

2. Steps In Implementing the Evacuation Strategy.

- a. **Decision Phase.** EOC staff will coordinate with all responsible parties and determine an event could necessitate protective action(s). Upon receiving a recommendation that action may be necessary, implement the following actions:
- Ensure that all necessary emergency ordinances and resolutions are in effect.
 - Coordinate with responding departments and identify vulnerable areas, populations at risk, available evacuation routes, and possible host sheltering destinations.
 - Determine evacuation and sheltering resource needs.
 - Provide continuous monitoring of the event for changes that may affect in movement of evacuees and potential impacts to evacuation and sheltering resources.
 - Develop and release emergency public information through all pertinent media sources.
 - Identify and communicate issues that may impact strategic evacuation or sheltering operations.
- b. **Evacuation Phase.** If orders are consummated and evacuation and sheltering operations must be initiated, the following actions will be implemented:
- Pre-position personnel, equipment and supply resources to support local operations (Note: this may occur during the Decision Phase if events warrant);
 - Coordinate and finalize location of risk and host areas involved in the evacuation.
 - Estimate start-up time for the evacuation and notify all affected agencies and organizations accordingly.
 - Mobilize all necessary resources and direct their use in non-threatened areas.
 - Coordinate the deployment of available mutual aid resources to support the implementation of the evacuation and sheltering operation.
 - Continue to provide bulletins and information through all available means to the public. Revise and update, as necessary. Include briefings and updates on cleared zones to all affected agencies.
 - Obtain updated field information to identify any revisions to identified evacuation zones and host areas.
 - Develop and implement security strategies for evacuated areas and critical facilities and mass care centers.
- c. **Re-Entry Phase.** The decision to allow re-entry into evacuated areas (zones) will only occur after assessments have been completed and there is agreement that conditions are favorable for re-entry. Upon determining safety for re-entry, implement the following actions:
- Determine areas safe for re-entry.

- Provide information on the condition and accessibility of designated evacuation routes. Map regional routes available for re–entry. Revise traffic flow strategies, as needed.
- Identify traffic control resource needs.
- Provide traffic control from host/mass care centers to evacuated areas.
- Prepare and release consistent, appropriate public information; detailing timing of re–entry, areas opened, and the routes to be used by returning residents.

D. RETURN OF EVACUEES: RE–ENTRY AND RECOVERY OPERATIONS.

1. General.

- a. Return of evacuees to evacuated areas and deactivation of the Evacuation Strategy cannot be initiated until the living environment is safe for entry and the threat (s) from the incident is gone, or the threat is mitigated to a level that does not pose a hazard. The following considerations should be addressed:
 - Environmental and hazard safety issues are addressed.
 - Operability and safety of critical facilities and infrastructure.
 - Long–term basic living supplies (food, shelter, medical care) can be provided.
 - Financial aid and other critical issues (schooling, hospital care, mental counseling) can be provided.
- b. The re–entry decision and evacuation order is lifted by the Incident Commander/Responsible Official or EOC Manager after all considerations are addressed. This should be done by disseminating information to the public on re–entry procedures, coordinated through local media sources.
- c. Recovery functions for evacuation operations should follow guidance found in the Butte – Silver Bow CEMP, Section 5, Recovery Plan.

2. Reentry Objectives. It is the intent of Butte – Silver Bow to:

- Inspect evacuated area(s) and certify area is safe for entry.
- Control traffic and security in re–occupied area(s).
- Provide transportation to those without means.
- Ensure evacuee basic living needs are met.
- Activate recovery plans and initiate recovery actions.

3. Reentry Planning Considerations.

- a. The time required to complete re–entry and recovery operations is dependent on a number of factors, most notably, the size of the incident, extent of damage to evacuated area(s), and total numbers of persons sheltered, who will need

transportation back to their homes. Depending on damage scenarios, many may not have habitable homes and will need continued sheltering and mass care. Depending on the scope of impact, re-entry operations could occur in phases, i.e. only after certain sectors of the areas are sufficiently recovered to allow entry. This process may take considerable time to complete.

- b. Demobilization activities associated with the Evacuation Strategy can only occur after all recovery functions are completed and/or a process is in place to tend to the needs of Butte – Silver Bow citizens. It is important to continue to implement the evacuation plan and stand down only after all tasks are completed.

E. ADMINISTRATION AND FINANCE.

The costs associated with the use of manpower, equipment, and other resources in the transport, care, and re-settlement of Butte – Silver Bow evacuees must be compiled and recorded in sufficient detail to provide management with information on funding levels and disbursement policies. In addition, Butte – Silver Bow should maintain a record for partial or total reimbursement of costs from state and/or federal agencies or insurance carriers.

1. Key tasks include:

- Maintain accurate records of funds, materials, and man-hours expended on all evacuation operations. Use logs, formal records, emails, and all required tools, necessary for documentation.
- Keep separate evacuation expenditures from day to day expenditures.
- Identify personnel responsible for documenting costs from strategic evacuation operations.

III. RESPONSIBILITIES.

A. PRIMARY ROLES AND RESPONSIBILITIES.

1. Butte – Silver Bow EOC/BSBOEM Staff.

- When the EOC is activated, the EOC Manager utilizes a pre-designated evacuation staffing structure, including an EOC Evacuation Unit Leader within the Emergency Services Branch to coordinate all evacuation activities.

2. EOC responsibilities include:

- Assessing current situations and determine public protective actions needed.
- Issuing evacuation/shelter-in-place orders.

- Determining alert, warning, and notification methods.
- Notifying Chief Executive and PIO.
- Coordinating evacuation and sheltering activities with other county agencies and adjoining jurisdictions, if necessary.
- Supporting the on scene Incident Commander in the development of evacuation plans that occur with little or no warning, such as hazardous materials incidents events, large fires or terrorist activities.

B. SUPPORT AGENCY RESPONSIBILITIES.

1. Law Enforcement.

- Order evacuations when necessary to protect lives and property and maintain law and order. Carry out and implement orders/declarations as necessary.
- Assist in identifying evacuation routes, based on hazard(s) characteristic(s).
- Alert the public, using all means necessary, including door-to-door notification.
- Identify transportation resources and services to support evacuation and sheltering at risk populations.
- Identify, assist, and evacuate “special populations and individuals.”
- Coordinate with Public Works to identify potential problems along evacuation routes to ensure safe passage of evacuees.
- Establish staging and rest areas.
- Establish perimeter control around evacuated areas. – Implement ingress/egress pass systems. – Protect property in evacuated areas.
- Provide security in evacuated areas, reception centers, and shelters.
- Provide traffic and movement control. Keep evacuation routes clear of stalled vehicles and equipment.
 - Maintain and coordinate traffic and protect route access for emergency vehicles.
 - Provide personnel to monitor traffic control points, based on traffic volume and identified problem areas.

2. Chief Executive.

- Issue local emergency declarations.
- Issue evacuation orders.
- Issue reentry orders after consultation with the appropriate response agencies.

3. Fire Department.

- Direct on-scene evacuations as a result of fire, hazardous materials spill, transportation accidents, etc., whenever there is immediate threat to life and safety.

- Order evacuation to protect lives and property.
- Provide siren-equipped and/or public address mobile units.
- Provide manpower for door-to-door warning.
- Assist with evacuation/notification.
- Contact municipal officials.

4. **Public Health.**

- Provide health warnings, especially biological and/or radiological incidents.
- Disseminate health instructions to evacuees.
- Provide health care support for reception/mass care facilities.
- Develop and distribute potential disease advisories.
- Provide communicable disease surveillance.

5. **Local Bus Companies.**

- Provide vehicles and drivers for transporting evacuees.

6. **Public Works.**

- Provide traffic control signs and barricades, and operational control of traffic signals and flashers.
- Coordinate with Butte – Silver Bow BSBOEM and law enforcement to establish evacuation routes, traffic control points, clear route blockages, etc.
- Assist with the identification of evacuation routes.
- Keep evacuation routes clear of stalled vehicles and equipment. Determine location of detour routes.
- Provide information on street closures.
- Inspect roads and transportation infrastructure to ensure safe passage.
- Provide personnel and heavy equipment for urban search and rescue operations.
- Inspect mass care facilities for occupation.

7. **Media.**

- Disseminate warning messages provided by authorized sources to the general public as rapidly as possible in the event of an impending or actual evacuation.
- Activate the Emergency Alert System (EAS) as directed by EOC staff.

8. **Public Information Officer.**

- Compile, coordinate and disseminate all public information on behalf of the EOC.
- Report to EOC, if activated, and continue dissemination of warning information if, or as, needed.
- Develop evacuation and shelter information releases to be disseminated to the media.

- Disseminate emergency information immediately, advising the public of what evacuation and/or shelter actions to take.
- Insure that evacuation and/or shelter information is disseminated to the media on a timely basis throughout the emergency.

9. Amateur Radio Emergency System (ARES).

- Assist with warning and emergency information dissemination.

10. American Red Cross.

- Plan for human services.
- Coordinate evacuation and shelter planning with respective agencies.
- Determine specific transportation and shelter needs.
- Develop and maintain list of special needs population.
- Designate and maintain location of updated reception/mass care shelter lists.
- Establish shelter agreements with the school districts and private businesses within the county.
- Coordinate and provide reception/mass care, food coupons and commodities, monetary grants, and crisis counseling.
- Coordinate other volunteer agency activities.
- Provide health care services to shelters during evacuation.
- Provide health care and emergency medical services to emergency workers.
- Open and close public shelters.

11. School Districts.

- Provide buses in support of evacuations and shelters.

12. Utility Companies.

- Monitor their own systems; advise BSBOEM/EOC of any outages.
- Clear power and gas lines.
- Inspect evacuated areas before re-entry.

IV. ATTACHMENTS AND CHECKLISTS.

1. EVACUATION INCIDENT ACTION PLAN (EIAP) ELEMENTS AND TASKS.

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7	Identify Pets and Livestock Needing Evacuation: Locations, Numbers and Types.	17	Determine Need and Locations for Search and Rescue.

8	Determine and Implement Perimeter and Access Control.	18	Determine Need and Locations for Mass Casualty Operations.
9	Determine Evacuation Routes and Destinations.	19	Determine Need and Locations for Mass Fatality Operations.
10	Determine Transfer and Pickup Locations.		

Note: *The evacuation planning elements are not listed in priority order. Each one needs to be considered. Select and use those that apply to the situation.*

1. EIAP Element 1: Determine Current Situation.

☐ Identify Hazards and Public Threats.

- **IMPORTANT: DEVELOP PRE-EVACUATION MAPS.** Use GIS-based maps to pre-identify Butte – Silver Bow hazards, at-risk populations, critical facilities, infrastructure, essential services, evacuation zones, transportation routes, evacuee pickup locations, staging areas and location of mass care facilities.
- Map current situation information in GIS format obtained from first responders and overlay on the pre-evacuation maps.
- Display maps in EOC and use to assist in making strategic decisions for developing the Evacuation Incident Action Plan.

☐ Establish Level of Current Response Actions.

- First responders will conduct an immediate assessment of the incident, determine the hazard threat and determine if an evacuation is warranted.
 - **IMPORTANT:** First responders must establish and maintain communications with the EOC. It is important that first responders keep the EOC informed of any conditions that change during the incident so that the EOC can provide timely evacuation planning and coordination.
 - EOC staff must have access to clear, real time updates on impacts from the incident, in order to define populations at risk, route evacuees and/ or implement shelter-in-place strategies.
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2. EIAP Element 2: Determine And Implement Public Protective Actions.

- No Public Protection Actions Needed.
 - Situation poses no serious threat to the surrounding population. First responders implement standard procedures in dealing with the situation.
- Shelter-in-Place (SIP).
 - The objective is to isolate citizens from an external threat until the threat has abated. These actions may require citizens to implement internal measures to further ensure the integrity and safety of their shelters. Curfews may also be imposed in support of SIP actions.
- Partially Evacuate Access and Functional Needs Populations.
 - If time allows, special populations, subject to higher levels of risk should be moved from the threat early in the evacuation process.
- Evacuate All Citizens From Area. Issue Evacuation Order.
 - When the incident cannot be contained and poses serious threats to the surrounding population an evacuation is warranted. Butte – Silver Bow will issue an “Evacuation Order” that supersedes any previous No Action / SIP order.
 - Consider a combination– Evacuate and SIP. Some incidents are better served by sheltering some of the citizens and evacuating others, depending on the complexity of the threat.

3. EIAP Element 3: Issue Evacuation Order And Proclamation.

- Draft Appropriate Evacuation Orders.
 - The Chief Executive retains ultimate authority and responsibilities for safe and effective evacuation operations and declares a State of Local Emergency, as enabled under the Montana Emergency Management Act. Then, if necessary, specific instructions for evacuation will be issued through the EOC, under direction of the Chief Executive. The following entities can issue evacuation orders:
 - √ Chief Executive.
 - √ BSBOEM Director
 - √ Senior law enforcement or fire services officer at the scene of an emergency incident.
 - √ The Governor of the State of Montana.

- If immediate evacuation is critical to the continued health and safety of the population, the Incident Commander may order an evacuation (hazardous materials spills or fires).
- Direction and Control.
 - √ If the Emergency Operating Center is activated, direction and control of the evacuation operations are conducted from the EOC.
 - √ EOC Human Services Branch, under the direction of the Operation Section Chief and EOC Manager, coordinates and monitors shelter activities.
 - √ Evacuation and shelter information is disseminated through the use of the county warning and communication system.
- Evacuation Order: Strategic Considerations.
 - √ The affected population is not to be moved into a more dangerous situation than posed by the primary hazard.
 - √ The evacuation area is defined in terms clearly understandable by the general public.
 - √ During slow-moving emergency events, pre-evacuation notice is given to affected residents as hazardous conditions warrant such action.
- When ordering an evacuation, the following considerations should be addressed:
 - √ Weather and highway conditions.
 - √ Evacuation routes, their capacities, and susceptibilities to hazards.
 - √ The availability and readiness of reception/mass care centers for evacuees.
 - √ Modes of transportation for evacuees and for those unable to provide their own.
 - √ Access and functional needs groups.

Issue Proclamation.

- The order should not allow for any discretionary decisions on the part of the population at risk (e.g. they must leave the area immediately). A statement should be included in all bulletins, pamphlets, warnings, and orders, that clarifies the conditions imposed on evacuated areas and that, while the order is in effect, the area in question will have controlled and restricted access.

Note: Emergency responders will not use force to remove persons from areas covered by an evacuation order. However, emergency responders will clearly inform person(s) that failure to evacuate

may result in serious physical injury or death and future opportunities to evacuate may not exist.

All Clear; Re-Entry.

- Rescind Evacuation Order.
- Population at-risk returns to evacuated area(s) after area has been deemed safe.

4. EIAP Element 4: Determine And Implement Alert, Warning, Notification Methods.

Develop warning message.

- A warning is “notice given of the existence of danger; followed by instructions to citizens as to what can be done to avoid that danger. The warning format consists of two important elements:
 - (1) The nature of the danger.
 - (2) The method of escape.
- Even though a majority of the population will comply to some degree with evacuation or other orders, many will seek confirmation from other sources. Careful development of warning message content and dissemination, using multiple warning paths will increase probability of compliance with orders or directives. In addition, incentives should be developed to increase participation. When developing a warning message consider:
 - Consistent message; eliminate rumors, “half-baked” information.
 - Provide clear information that describes the scope and nature of the threat.
 - Frequently repeated messages through known sources.
 - Assurances of security and property protection.
 - Provision of emergency transportation.
 - Provisions for mass care.
 - Provide meeting areas for family members to reduce family separation anxiety.
 - Provide for pets.
 - Expectations of citizens within threatened area(s).

Activate Alert/Warning Notification Systems.

- Activate plans, procedures, and policies for coordinating, managing, and disseminating public information and warnings.
- Coordinate warning and notification information with relevant public affairs entities, including nongovernmental organizations and the private sector.
- Ensure information is disseminated and understood by all access and functional needs populations. If necessary, go door-door in incident area and use public warning

sirens and/or public address systems to effectuate emergency notification. Record individual and family contact information.

Develop/Disseminate Emergency Communication.

- Obtain input from first responders and other media sources on access and functional needs/ disabled populations. Draft media information in languages, formats, and technologies that match population demographics. Issue public notices as per Butte – Silver Bow Joint Information Center Operating Guide.

Develop specific Public Protective Action Instructions containing at a minimum:

- Description of the hazard, or threat.
 - When to evacuate.
 - What evacuation routes to take (instructions, maps).
 - Where to go (description and location(s) of mass care facilities).
 - Location of pick-up points for those needing transportation.
 - Staging areas for family members.
 - How access and functional needs population needs will be met.
 - Instructions to evacuees on procedures for transporting pets.
 - Legal Consequences if orders are not followed.
 - Condition and availability of services/lifelines in area.
- √ Legal consequences for re-entering evacuated zone(s).
 - √ List of essential items to carry (e.g. food, water, medicines, portable radio and batteries, clothing, bedding).
 - √ Location of resources along transport routes.
 - √ Updated information on status of Public Protective Actions (PPAs).

5. EIAP Element 5: Identify Area(s) and Facilities Requiring Evacuation.

Identify Facilities Requiring Evacuation.

- Some facilities should be recognized as presenting special problems during evacuation operations:
 - √ Hospitals – manpower requirements.
 - √ Nursing homes: time-critical; labor intensive.
 - √ Schools: early release procedures; transportation issues.
 - √ Shopping centers: problems warning large numbers of citizens; traffic control in and around the area.
 - √ Industrial/manufacturing facilities: length of shutdown time; potential hazard(s)

Determine Time Frame Required for Complete Clearance.

- Research has shown the following:
 - √ Most emergency response systems can issue an effective warning in three to four hours of lead time.
 - √ A substantial portion of the population may not receive a warning, if there is less than one hour of available warning time.

- Identify Safe Areas of Refuge.
 - Depending on the incident and its involvement, Shelter-In-Place (SIP) operations or evacuation to a Reception/Mass Care Center may occur.
 - The concept to “remain indoors” as a protective action is most effective when:
 - √ The risks to the hazard make evacuation unacceptable.
 - √ Evacuation is not feasible, due to geographic and demographic characteristics.
 - √ The hazard will not intensify and compromise the shelter.
 - Strategies for using Mass Care Centers during evacuation operations should identify facilities that:
 - √ Can accommodate at least 20 persons.
 - √ Are easily accessible from all areas within the County.
 - √ Are geographically situated to protect evacuees.
 - √ Include critical resources to register, feed, protect, and provide all basic needs of evacuees.

6. EIAP Element 6: Identify Evacuees: Locations, Numbers and Types.

- Locate Citizens in Evacuation Zone(s).
 - Effective evacuation of citizens out of harm’s way requires responders to have access to pre-existing data on the location and demographics of the exposed population. Census data, as well as population density maps and other agency data bases can be utilized as tools for crafting evacuation strategies to employ effective operations. GIS-based maps and/or area code mapping systems should be used to locate those at risk and allow staff to tailor warning notices. In addition, GIS maps can be used to identify difficult terrain and other obstacles for effective deployment of resources.

- Determine Numbers, Population Densities, and Characteristics.
 - County-wide census tract/block group data and appropriate maps are essential in determining how many citizens will require evacuation. Lists of facilities with confined populations and updated inventories will aid in crafting evacuation strategies and will have a direct impact on the numbers

and types of reconnaissance teams deployed for rescue and evacuation operations.

☐ Identify Access and Functional Needs Populations and Evacuation Requirements.

- Butte – Silver Bow has populations of access and functional needs citizens, some are confined in their residences, which require specialized planning strategies to remove them from harm, during large-scale disaster operations.
- People with disabilities or other special needs may reside in permanent care facilities, such as nursing or transition homes, or live alone or with caretakers, randomly dispersed within the community. Evacuation strategies should consider the multitude of disability types in congregate shelters and their characteristics and answer the following questions:

- √ What segment of the population need special transport and care? √
Where they are located?
- √ How can they be evacuated?
- √ What means are available?
- √ Who will provide care during and after transport?

☐ Identify facilities that will require evacuee assistance and logistics, e.g. correctional facilities, hospital/clinics, day care, schools.

- Correctional facilities pose a unique problem to evacuation planners, because of the potential for violent behavior, if such facilities are compromised in a disaster. As a general rule, correctional facilities cannot be evacuated in a timely fashion, thus shelter-in-place is a preferred method of protection.

☐ Identify access and functional needs evacuee situations and requirements:

- Location of facility.
- Organization's / facility's availability of resources.
- Condition of resident(s):
 - √ Wheelchair bound?
 - √ Bedridden?
 - √ Limited mobility?
 - √ Medical condition?
 - √ Medical equipment?

☐ Identify Confined Residential Populations.

- Some of the population in Butte – Silver Bow may not have access to an automobile and/or are confined to their residence. These may include households without autos, those who commute to work by public transit, and those who are
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left at home without an automobile. These citizens may not have the means to travel to designated transfer/pickup points for triage and transport to reception/mass care centers. In addition, there may be a lack of resources to provide transport to residents from point of origin to an interim transfer/pickup point or reception/mass care center.

- ❑ Identify organizations that will provide transportation resources in this effort.
 - Those who need transportation should be advised to call the EOC and/or emergency call center. EOC staff, in conjunction with dispatchers will determine the best agency to respond to the request, coordinate transport movement, and track each citizen, who enters the system.

7. EIAP Element 7: Identify Pets and Livestock Needing Evacuation and Mass Care: Locations, Numbers and Types.

- ❑ Locate Animals in Evacuation Zone(s).

- ❑ Determine Numbers and Types of Animals.
 - Numbers and types of animals in the county can be estimated, using U.S. statistical data for pets, based on numbers per household and existing local sources. Local data sources can include:
 - √ Dog and cat licenses.
 - √ Veterinary records.
 - √ Major farm operations.
 - √ Commercial animal industry groups.
 - √ Pet and feed store sales records.
 - √ Agricultural extension agents.

- ❑ Develop Strategies for Transport and Care.
 - Transport Sources.
 - √ Small Animal: Animal control vehicles; Mobile veterinary clinics; Mobile dog kennels; Local kennel clubs/cat fanciers; Local humane organizations; Private vans, trucks, and trailers.
 - √ Large Animal: Local horsemen's associations/riding clubs; Private horse trailers; Horse transport companies; Local cattlemen's association; Rancher livestock transport; Dairy livestock transport; Feedlot transport; Animal control vehicles and horse trailers; University, state, and community college animal transport.

 - Care.

- √ The animal confinement and sheltering, as well as providing for the animal's health and welfare during the evacuation period. Staff needs to pre-identify potential shelters and staging areas.
- Sheltering facilities include:
 - √ Small Animal: Pet stores; Food banks; Grocery stores; Kennels; Breeders.
 - √ Large Animal; Feed store; Hay brokers; Local boarding and breeding facilities; Ranchers/private individuals.
- ☐ Identify volunteers to care for animals.

8. EIAP Element 8: Determine and Implement Perimeter and Access Control.

- ☐ Develop evacuation strategy(ies) for securing evacuated areas to protect personal and public property.
 - ☐ Establish Perimeter.
 - Assess field resource needs:
 - Numbers of personnel to man control points.
 - √ Uniforms.
 - √ ID and pass check systems and other records for tracking personnel.
 - √ Cameras.
 - √ Enforcement weaponry.
 - √ Two-way radios.
 - √ Vehicles.
 - Set up patrol units to reconnaissance and protect all perimeters and also patrol within the zone(s).
 - ☐ Establish Entry and Exit Control Points.
 - Ingress/Egress Control.
 - √ Barricades with flashing lights.
 - √ Barricade tape.
 - √ Warning signs.
 - √ Heavy equipment for clearing debris.
 - √ Cones, pylons.
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9. EIAP Element 9: Determine Evacuation Routes and Destinations.

Analyze Existing Emergency Evacuation Routes and Identify Routing Needs.

- Factors to consider when evaluating evacuation route profile data include:
 - √ Level of congestion and speed of traffic flow.
 - √ Delays caused by climatic conditions.
 - √ Drivers unfamiliar with the designated route(s).
 - √ Traffic accidents.
 - √ Need for establish contra-flow lanes and priority routes for emergency transport.
 - √ Difficult or impassable terrain that hampers movement.
 - √ Damaged infrastructure (roads, facilities).

Establish Transport Routes to Shelter Destinations.

- If land-based modes of transport are utilized, the location of citizen transfer/pick-up points and reception/mass care centers will determine how evacuation routing should be established.
- The size of the evacuation zone may necessitate evacuation vehicles to make multiple trips. Creating emergency contra-flow lanes may be necessary, but if emergency mass evacuation vehicles will need to return to pick up more people, there must be a means to accomplish this.
- If large vehicles (such as 40-ft. buses) are going to use contra-flow lanes, provisions must be made for their access and egress from those lanes based upon the vehicle turning radius. Getting on what would normally be an off-ramp, or vice versa, by means of a hairpin turn may be difficult, if not impossible.

10. EIAP Element 10: Determine Transfer and Pickup Locations.

Identify Transfer and Pickup Locations (Assembly Areas).

- Transfer/pickup site selection criteria should include, but not limited to:
 - √ Proximity to existing public transit service.
 - √ Easy access and near evacuation routes.
 - √ Sized to accommodate appropriate numbers of transferees.
 - √ Enclosed to provide shelter from extreme climatic elements.
 - √ Ability to accommodate large buses.
 - √ Areas commonly used for assembling large crowds.
 - √ Sufficient facilities for supporting evacuee needs to include emergency back-up utility systems.

- √ Comply with standards set forth by the Americans with Disabilities Act (ADA).

Provide Transportation for People with Access and Functional Needs.

- Identify the special needs of the evacuee population who will need transport assistance.
- Have resources on hand to triage incoming evacuees for specialized transport services.
- Emergency Support Functions/Agencies with primary and support assignments for determining transfer and pickup points are: ESF-1 Transportation; ESF-5 Information and Planning; ESF-12 Law Enforcement; ESF-18 Access and Functional Needs.

11. EIAP Element 11: Determine And Implement Security Measures.

Determine need for security operations. Required protection areas include:

- Evacuated areas.
- Transfer/pickup locations.
- Evacuee processing centers.
- Shelters.
- Evacuation route(s) and rest areas/fueling stations.
- Resource staging areas.
- Critical care facilities and supplies.

Evacuated Areas.

- Tasks:
 - Security patrols and reconnaissance.
 - √ Deploy personnel for emergency worker protection.
 - √ Use auxiliary and reserve personnel for low-risk duties.
 - √ Re-configure shifts as necessary.
 - √ Prioritize in-zone movement and activities.

Transfer/Pickup Locations.

- Tasks:
 - √ Provide crowd control and assist in the orderly process of triaging and providing transport for special evacuee populations.
 - √ Establish free passage for emergency vehicles (ambulances, vans, etc) √ Secure passenger loading/unloading areas.

Evacuation Routes.

- Tasks:
 - √ Patrol rest areas and fuel depots.
 - √ Provide assistance to evacuees with disabled vehicles.
 - √ Coordinate with traffic control personnel.

Reception/Mass Care Centers.

- Tasks:
 - √ Control crowds at mass care facilities.
 - √ Assign security personnel to all identified critical facilities.
 - √ Ensure official identification is properly displayed by staff/response personnel.
 - √ Establish and implement an on-scene personnel identity management system.
 - √ Establish security perimeters in and around all facilities and staging areas.
 - √ Establish and implement check-in points for all emergency personnel.
 - √ Establish and implement search and screen procedures.
 - √ Conduct timely patrols and watches.

12. EIAP Element 12: Determine and Implement Traffic Control Measures.

Determine Types of Traffic Controls Needed.

- Tasks:
 - √ Determine the location and type of traffic controls needed.
 - √ Coordinate efforts with appropriate staff.
 - √ Use information to determine if contra-flow and/ or special lane requirements are necessary.
 - √ Determine where to locate emergency fuel supplies and portable rest facilities.

Monitor Evacuation Traffic Flow.

- Tasks:
 - √ Assess traffic congestion and adjust evacuation traffic management plan and measures as appropriate.
 - √ Establish procedures for removal of disabled and/or abandoned vehicles.

Note: Vehicles with mechanical problems will be abandoned until such time as circumstances permit qualified repair personnel to safely return to the location and repair on site or tow the affected vehicle.

Assess Route Conditions.

- Tasks:
 - √ Conduct damage assessments.
 - √ Report closures, bridge failures, and collapsed buildings.
 - √ Report conditions, needs, and other vital information.

13. EIAP Element 13: Determine and Implement Shelter And Mass Care Needs.

Assess Specific Shelter Needs.

Determine:

- √ Numbers and characteristics of evacuees.
- √ Location of areas impacted.
- √ Existing evacuation routes.
- √ Medical and life support needs (general vs. access and functional needs populations).
- √ Feeding, sheltering, and bulk supply requirements.

Identify Mass Care Facilities, Safe Areas.

- Tasks:
 - √ Review list of reception/mass care centers.
 - √ Consider their capacity, location, and suitability for processing and/or sheltering evacuees.
Conduct building/facility inspection(s) in advance to determine suitability for mass care operations.
 - √ Determine the number of evacuees that can be accommodated in the facilities.
 - √ Revise number and locations of appropriate shelters/mass care centers.
 - √ Disseminate accurate and timely information to the public, media, support agencies, and vendors about mass care services and schedules for activation.
 - √ Prepare for processing/sheltering evacuees.

Process and Track Evacuees.

- Ensure processing and tracking sheltered populations.
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14. EIAP Element 14: Determine Need For and Identify Transportation Resources.

Determine Types and Numbers of Transport Resources.

- Tasks:
 - √ Identify in advance segments of the population with special transport needs.
 - √ Designate different transport routes, transfer/pickup points, and sheltering provisions for confined populations.
 - √ Design a transport and triage/distribution system to provide for transport and care.

Transportation Resources.

- Tasks:
 - √ Inventory mass transit, government vehicles, and alternate forms of transit (school buses, bus companies, para-transit, taxis). Keep lists updated.
 - √ Update all Memoranda of Agreements between EOC and transport providers.

15. EIAP Element 15: Determine Need and Locations for Hazardous Materials Response.

Determine Areas of Impact.

- Tasks:
 - √ Rapidly test and identify all likely hazardous substances on-site. √ Ensure protection of first responders.
 - √ Identify at-risk populations.
 - √ Conduct operations to remove victims from a hazardous environment.
 - √ Monitor the environment and determine source and extent of contamination.
 - √ De-contaminate on-site victims before transport.
 - √ Coordinate activities and provide information to County Health Department on chemical/physical characteristics of the hazard to determine community health risks.

Public Protective Action.

- Tasks:
 - √ Determine need to order SIP and/or area evacuation.

- √ Implement SIP strategies.
- √ Instruct affected public on techniques for sealing shelters and reducing outside ventilation.
- √ Provide information on risk exposure.

16. EIAP Element 16: Determine Need and Locations for Decontamination.

Determine Need for Decontamination.

- Tasks:
 - √ Assess.
 - ◇ The chemical composition of the contaminant and health hazards.
 - ◇ The amount released.
 - ◇ Weather/geographic conditions.
 - ◇ Populations-at-risk.

Establish Hazard Control Zones and Provide Decontamination.

- Tasks:
 - √ Designate incident site perimeter(s) and employ tight security on ingress and egress points.
 - √ Create safety zones; defining areas of maximum hazard (hot zone), moderate hazard (warm zone), and minimal hazard (cold zone).
 - √ Clearly mark each zone or perimeter boundary, using cones, barricades, perimeter tape, or ropes and have a definite, well identified entry and exit checkpoint.
 - √ Remove contaminants from personnel and equipment.
 - √ Direct confinement of the contaminant within the warm zone.
 - √ Provide controls within the decontamination area.

17. EIAP Element 17: Determine Need And Locations For Search And Rescue.

Locate Victims.

- Tasks:
 - √ Conduct reconnaissance sorties for lost persons.
 - √ Provide first aid assistance, if needed.
 - √ Assist EMS and Transportation Team staff identify rescued victims for medical triage and transportation.
 - √ Mark buildings/residences to identify deceased victims.

Perform SAR Operations.

- Tasks:
 - √ Determine SAR needs for area(s) of impact.
 - √ Compile required resources for implementing SAR operations.
 - √ Mobilize resources and dispatch to incident area(s).

18. EIAP Element 18: Determine Need and Locations For Mass Casualty Operations.

- Planning for the care and processing of mass casualties is a critical component of the evacuation planning effort. For purposes of the Butte – Silver Bow EIAP all procedures should follow those found in Butte – Silver Bow CEMP.

19. EIAP Element 19: Determine Need and Locations for Mass Fatality Operations.

- For purposes of the Butte – Silver Bow EIAP all strategies and procedures for mass casualty operations should follow those found in Butte – Silver Bow CEMP.

BEST PRACTICE EVACUATION LANGUAGE

TERM: WARNING

Definition: A situation exists in a defined area which people should be aware of and monitor, closely, and may directly affect them. Instructions to the affected areas should be given at this point. Warnings may be issued by an automatic system or in person.

Examples:

- Wildfire is developing that may lead to an evacuation
- Flooding is expected that could affect people and they should prepare and monitor the situation.
- A bear is roaming in a community, residents should use precaution.

If situation worsens, it would often lead to one of the following:

TERM: EVACUATION

Definition: A situation exists where it is not safe for people to remain in the area. They should leave immediately. Evacuations will typically involve in person contact by law enforcement, if time and safety allow.

Examples:

- A wildfire is about to burn into a neighborhood.
- A barricaded subject situation where the surrounding houses should leave

TERM: SHELTER IN PLACE

Definition: A situation that is unsafe exists and the best option for residents is to secure their house and remain inside. Due to the unsafe environment outside the occupancies, It is very possible that in person notification may not be possible and other methods of notification will be utilized.

Examples:

- A Hazardous materials incident where a populace is better off inside rather than outside.
 - A manhunt for a dangerous subject where residents should lock themselves in their houses.
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