

Carbon County Emergency Operations Plan Evacuation Annex



Red Lodge High School

June 2010

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I. Introduction

In the event of an emergency in Carbon County, regardless of the cause, evacuation of all--or more likely a part--of the County may be required in order to prevent injury or loss of life. The goal of this annex is to describe the most expeditious and safest process to notify and move numbers of County residents, their pets, and visitors to areas where they will be out of immediate danger.

II. Purpose

Provides for the orderly, effective and practical evacuation of the population of all or any part of Carbon County, if it is determined that such action is the most effective means available for protecting people from the effects of any disaster.

III. Legal Authority

1. The ultimate responsibility for evacuation rests with the chief executive officer of the jurisdiction. The chief executive officer would be either a mayor or county commissioner. (Title 10-3-402 through 403, 10-3-404, and 10-3-406, MCA)
2. Emergency evacuations of limited duration may be initiated by law enforcement or fire services prior to a signed order by the chief executive officer, but a signed order should be obtained as quickly as reasonably possible.

IV. Situation and Assumptions

A. Situation

Emergencies in Carbon County, including but not limited to structural and wildland fire, flooding, earthquake, landslide, hazardous material spills, severe winter storms, and utility interruptions could cause the need for evacuations. The number of persons requiring evacuation may range from a few dozen to thousands. The length of time an evacuation is in effect may last from a few hours to an indefinite period of time.

B. Assumptions

1. As with any emergency in the county, management of evacuation operations will be organized in accordance with the National Incident Management System (NIMS.)
2. Law enforcement is responsible for implementing evacuations.
3. Most evacuees will use private transportation.
4. Not all individuals will comply with evacuation instructions.

5. People who refuse to evacuate may be asked to sign a form acknowledging that they were notified.
6. Many of the people who evacuate will have pets that will also need shelter and care.
7. The American Red Cross will assist local jurisdictions in providing food and housing.
8. It is unlikely that the entire county would need to be evacuated at one time. Due to topographical features, the two sides of the county, the Clarks Fork Valley and the Rock Creek Valley would probably not be affected simultaneously.
9. Past experience has demonstrated that many people have friends and relatives in the county that if unaffected by the incident, can provide shelter. This reduces the need for shelter beds in centralized locations.
10. If the evacuation affects large numbers of people or persons with special needs, resources from neighboring counties and communities may be needed.
11. Depending on the location of the incident and the season, visitors to the area, in addition to residents, could be involved in an evacuation.
12. The decision to evacuate could occur during day or night.
13. The cause of the disaster/emergency could affect the availability of primary evacuation routes.
14. The primary evacuation routes may be congested and slow the flow of traffic. Adverse weather conditions would exacerbate the delays.
15. With the seasonal closure of Beartooth Pass, Highway 212 south of Red Lodge is not available as an evacuation route.
16. In some disasters livestock may also need to be moved and/or provisions will be needed for feeding stock left behind.

V. Responsibilities

Agency/Dept.	Primary Roles and Responsibilities
Elected Officials	<ul style="list-style-type: none"> • Issue evacuation orders • Make town/city/county resources available as needed • Work with information officer on communications with the public
Law Enforcement	<ul style="list-style-type: none"> • Establish and participate in incident/unified command as needed • Direct, conduct and monitor evacuation process • Work with information officer on dissemination of information to the public • Provide materials for marking properties notified of evacuation • Maintain or if necessary relocate and reestablish the dispatch/911 center • Perform search and rescue operations as needed • Provide protection and security of evacuation areas • Provide traffic control on evacuation routes • Control access to evacuated area • Work with public works and MDT to close roads and reroute traffic as needed
Emergency Management	<ul style="list-style-type: none"> • Participate in decisions to establish Incident Command and open Emergency Operations Center • Assist in defining the area to be evacuated • Help select staging and sheltering locations • Participate in unified command structure as requested • Notify state DES of situation • Coordinate state or military resource requests • Assist elected officials in issuing orders • Maintain expenditure records to facilitate reimbursement
Fire Departments	<ul style="list-style-type: none"> • Assist law enforcement in evacuation • Participate in unified command structure as requested • Perform rescue and life safety operations • Provide command and communications resources as available • Assist in control of access to evacuated area at request of law enforcement

Agency/Dept.	Primary Roles and Responsibilities
Emergency Medical Services	<ul style="list-style-type: none"> • Participate in unified command as requested • Assist in evacuation as requested • Transport injured as needed • Provide medical services at staging, sheltering locations
Public Works and County Road Dept.	<ul style="list-style-type: none"> • Assist in evaluating evacuation routes • Assess damage to local transportation infrastructure (roads and bridges) • Determine the need to close town/city/county roads and bridges • Sign and barricade closed roads and bridges • Sign detours and alternate routes • Clear debris from key routes as safe to do so
Montana Department of Transportation	<ul style="list-style-type: none"> • Assess damage to state transportation infrastructure (roads and bridges) • Determine the need to close highways and state secondary roads • Sign and barricade closed roads and bridges • Assist in identifying alternate routes • Sign detours and alternate routes • Post information on state road website and road report line • Clear debris from key routes as safe to do so
GIS/Planning	<ul style="list-style-type: none"> • Develop and provide maps to support effort
Schools, hospitals, nursing homes	<ul style="list-style-type: none"> • Guide evacuation of own facilities • Request assistance of Incident Command as needed • Notify Incident Command of evacuation status • Notify Incident Command of resource availability (buses, kitchens, etc.)
American Red Cross	<ul style="list-style-type: none"> • Set up and operate shelters • Provide status information to Incident Command

VI. Direction and Control

The mayors or county commissioners (or the governor) may order evacuations prior to an event. When an unforeseen event requires immediate evacuation of the public, the senior law enforcement officer or fire official on the scene can order an evacuation.

Carbon County will utilize the National Incident Management System (NIMS) which is based on the Incident Command System (ICS) when conducting evacuation operations involving more than a few individuals.

Depending on the scope of the evacuation and other factors, the Incident Command may be made up of one or any combination of the following functional leaders, or others as appropriate to the specific situation:

- Emergency Management
- Fire Service
- Law Enforcement
- Emergency Medical Services
- Public Works.

Incident Command

Based on recommendations from the field, Incident Command:

- Determines the need for, scope, and duration of a major evacuation,
- Sets priorities and objectives,
- Orders resources and directs the utilization of incident resources,
- Directs the issuance of warnings and public information, and
- Recommends whether a state of emergency should be declared.

Operations

- Establishes tactical strategies to implement incident objectives and priorities.
- Implements public warning and notification utilizing field forces and the media.
- Directs law enforcement, fire, emergency medical, public works, and other resources for security, traffic control, debris removal, etc.
- Determines primary and alternate evacuation routes based on field conditions.
- Responds to any evacuation impediments.
- Activates mutual aid agreements and directs mutual aid forces.
- Organizes, assigns, and supervises field resources.
- Supervises air operations.

Planning

- Prepares the Incident Action Plan.
- Develops alternative strategies.
- Produces maps.
- Provides data concerning population, transportation, people with special needs, etc.
- Develops updates of status of evacuation.
- Maintains resource status.
- Prepares demobilization plan.
- Collects and maintains documentation.

Logistics

- Recommends shelter locations.
- Works with American Red Cross to provide shelter staffing and supplies.
- Coordinates evacuation transportation.
- Maintains communications.
- Assists with medical support to incident personnel.
- Coordinates ground support.
- Provides resources and services required to support evacuation activities.
- Contributes to development of Incident Action Plan.

Finance/Administration

- Assists with procurement and contract negotiation.
- Documents costs.
- Provides legal review.
- Assists with contract negotiation and monitoring.
- Documents timekeeping.
- Documents injury or damage to property.

VII. Concept of Operations

- A. The county commissioners are responsible for issuing evacuation orders for unincorporated areas of the county.
- B. The respective mayors are responsible for issuing evacuation orders within their incorporated community limits.
- C. It is desirable to provide pre-evacuation warnings to residents of known risk areas.
- D. Two principal alternatives for population protection are sheltering in place and evacuation. Depending on the nature of the emergency, either or both may be utilized. Shelter in place means isolating occupants from an external threat and staying inside until the threat has abated. Shelter in place is appropriate for affects of short duration within limited areas. This alternative is typically ordered in response to a chemical or hazardous material spill.
- E. Law enforcement will maintain security within an evacuated area and along the evacuation perimeter where safe to do so. If necessary to preserve public safety and protect property, law enforcement may recommend establishment of a curfew in the evacuated area. Law enforcement will establish ingress and egress controls to restrict unauthorized people and traffic from entering the evacuated area.
- F. Return of evacuees to their homes or businesses in evacuated areas will be accomplished according to the same considerations, coordination, and control as the original evacuation. The radio station, television, newspapers, reverse calling, posting information at specific physical locations, and/or websites will be used to notify evacuees of their ability to return as appropriate to the scope and scale of the incident.

VII. Execution

Execution involves three phases: pre-evacuation planning, evacuation, and post-evacuation. In the pre-evacuation planning phase, a determination of the magnitude of the evacuation and the means of notification and evacuation will be made by incident command.

Actual evacuation involves two essential operations, assembling the required evacuation support at the appropriate locations and staging areas, and the execution of public notice and evacuation. The final post-evacuation phase includes the return of the evacuees and recovery from the impacts of the incident.

A. Initiation of an Evacuation

The characteristics of the hazard or threat, the magnitude, intensity, speed of onset, duration, and impact on a jurisdiction or jurisdictions are the elements that need to be considering in whether to initiate an evacuation.

B. Public Notification

Once an evacuation order has been issued, the Incident Commander or other authorized individual will determine which of the following methods will be used. If available the reverse calling feature should be used in combination with other methods of public notification.

- Door-to-door: this method will effectively reach every household but is time consuming and may expose notification personnel to the source of danger. This method is recommended for use when evacuating a small number of buildings or residences, when speed is of the essence, and when there is little or no threat to personnel.
- Warning siren: this method is available inside communities. Long blasts can alert people to seek information from other sources. This method is recommended wherever it is available and in combination with posting follow-up information on other media outlets.
- Lights/Siren and Public Address: this method alerts people who are not monitoring radio or television and may provide some level of alert to the hearing impaired. This method is limited to available staff and equipped vehicles and effective for only small to medium operations. Three passes through each area are recommended.
- Radio/television Broadcasts: this method has the potential to reach the greatest number of people when local stations are used. It will reach only those individuals that are monitoring local media.
- NOAA Weather Radio Broadcast: this method relies on the National Weather Service to issue an alert via NOAA Weather Radio. An alert tone is produced by the radio that may reach people who are sleeping. This method should be used in conjunction with other methods.

C. Transportation

Most individuals in Carbon County who are physically able and possess a vehicle will rely on personal vehicles if ordered to evacuate. Some type of public transportation may be needed to evacuate special needs populations, those unable or unwilling to self-evacuate. In many cases because of the size of the communities, neighbors, friends and family would provide transportation for these individuals. Individuals in Carbon County that may be unable to self-evacuate could include;

Hospital patients	Persons with disabilities
Nursing home residents	Persons who do not drive
Group home residents	Persons without a vehicle

The nursing homes, group homes, and hospital each have at least one small passenger van. The vans that are stationed at the facilities would generally be adequate to transport the residents from that facility, but not in the cases of the hospital and Cedarwood Villa—which would need supplemental transportation for residents/patients. The only mass transportation vehicles available within the county are school buses. School buses are housed in Belfry, Bridger, Fromberg, Luther, Joliet, Roberts, and Red Lodge. The approximate total number of school bus seats available in the county is 1450. The buses could be mobilized in a relatively quick time frame.

For any large scale or long-distance evacuation, transportation support in the form of fuel, tow trucks, and mechanical services will be needed. These needs can be addressed through the logistics division of the incident command.

D. Sheltering

Past incidents in the county, such as the wildland fires west of Red Lodge, requiring evacuations have shown that the majority of evacuees have friends or relatives who are able to house them during the evacuation period. However, depending on the scope, duration, and location of an evacuation, sheltering services for at least some individuals may be needed.

There are numerous facilities in the county that could potentially serve as shelter locations. These include the Red Lodge Civic Center, Joliet Community Center, churches, and schools. None of these facilities are equipped with cots, blankets, and other sheltering resources. The American Red Cross would be requested to provide cots, blankets, and other supplies for the shelter.

The best location(s) for shelters would be determined based upon the location of the threat or hazard, the location and size of the evacuated population, the anticipated duration of the evacuation, access, and the availability of the shelter facility at the time of the incident.

Beartooth Humane Alliance has prepared a plan for domestic pets in the event of an evacuation. The plan is on file with the DES Coordinator.

E. After Action Review

Whenever possible, an after action review will be conducted. The review is best conducted as soon as possible following an evacuation. Depending on the scope and magnitude of the evacuation, the AAR may need to be delayed until participating personnel are rested and available. The AAR process seeks to constructively identify what can be learned from the action to be applied to future incidents. The questions asked during the AAR should be as follows:

- 1) What did we set out to do?
- 2) What happened?
- 3) Why did it happen?
- 4) What have we learned and what will we do next time?

IX. Annex Maintenance

Maintenance of this annex is the responsibility of Carbon County Disaster and Emergency Services. The annex will be reviewed annually, preferably with the Local Emergency Planning Committee, at the same time as the basic plan and other annexes. Changes to this annex will be documented in the Record of Changes found at the beginning of the plan.

EVACUATION ORDER

EVACUATION ORDER

As Incident Commander, I have determined the nature of this emergency does not permit prior authorization of evacuation through normal channels. As authorized under the extraordinary powers, I request the _____ Sheriff of Carbon County to:

Immediately commence the evac. of persons from residences and businesses within the boundaries described below;

Temporarily close streets, roads, and highways and establish detours as necessary;

Restrict access of unauthorized persons to the affected area;

Adhere to special conditions noted below.

Given this _____ day of _____, 20__ at _____ hours.

By: _____

Signature & Title of Incident Commander

The affected area is included within the following boundaries as established at the date and time noted above. Change may be directed under the authority of the Incident Commander.

SPECIAL CONDITIONS

IMPLEMENTATION PLAN

IMPLEMENTATION PLANS AS OF: _____
TIME, DAY AND DATE

AUTHORITY:
 The decision to evacuate is made by the County Commissioners PEO's.

In the event an evacuation is either requested or ordered, the Incident Commander must sign an authorization.

Unless the immediacy of this incident dictates use of authorized extraordinary powers by the Incident Commander, an evacuation may not be ordered without a declaration of disaster or proclamation of emergency by the Chairperson of the Board of Commissioners and/or Mayor (see 10-3-402, 403, and 404, M.C.A.)

INITIAL NOTIFICATION:	
Sheriff: 446-1234	Police Chief: Appropriate local Chief (911)
Fire Services: Appropriate fire chief (911)	DES Coordinator: Darrel Krum (446-1038. 425-0121 cell)
Commissioners: 446-1595	Mayor: Local mayor
EMS: Carbon County (911)	Hospital(s): Beartooth Hospital and Health Center (446-2345)
Red Cross:	Family Services: 446-3729
Highway Patrol: 800-525-5555 or 9-1-1	City Shop: Appropriate local public works department
MT Highway Dept.: 446-2811 or 662-3627	
Other: County Public Welfare Dept. 446-1302	

EMERGENCY IMPLEMENTATION PROCEDURE:
 In the event an evacuation is required or ordered by the Incident Commander and time does not permit personal notification of affected persons, the following procedure will be utilized:

RESOURCE LOCATIONS:

Evacuation Command Post and Staging area:

Evacuation Reporting and Briefing Site(s):

Assistance/Evacuation Center(s) {Provides food, overnight shelter, and family assistance}:

Mobile Property Holding Area:

Livestock Holding Area:

EVACUATION ROUTE(S)

Primary:

Alternate:

ROADBLOCKS & TRAFFIC CONTROL POINTS

Roadblocks:

Traffic Control Points:

ANTICIPATED RESOURCES REQUIREMENTS

- A. Evacuation Teams:
- 1. Composition: _____
 - 2. # of teams required: _____
 - 3. Anticipated shift length: _____
 - 4. Vehicles required: _____ Radio Equipped? _____
 - 5. Other Resources needed/comments: _____

- B. Roadblocks:
- 1. Personnel required: _____ Includes relief? _____
 - 2. Vehicles required: _____ Radio Equipped? _____
 - 3. Barracades: _____
 - 4. Signs: _____
 - 5. Lights: _____
 - 5. Other Resources comments: _____

- C. Traffic Control: _____
- 1. Fixed locations: _____
 - 2. Mobile Units: _____
 - 3. Escort Units: _____

- D. Security Personnel:
- 1. Evacuted area(s): _____
 - 2. Property storage area(s): _____

E. Evacuation Center(s): _____

F. Incident Command Post: _____

G. Other Resources Required: _____

H. Of special note (uniform requirements, vehicle accessories needed, etc.) _____

DESIGNATED MARKINGS	
<i>SIGNS:</i> Appropriate closure signs will be posted at the perimeter as needed	
<i>FLAGGING:</i>	
<u>Green</u>	Resident/occupant has been personally contacted
<u>Red</u>	No contact made

PRE-EVACUATION CONTACT DATA SHEET

ADDRESS:	
RANGE/TOWNSHIP/SECTION/1/4 SECTION:	INCIDENT MAP LOCATION DESIGNATION:
FROM MAJOR INTERSECTION OR LANDMARK:	
PRINCIPAL CONTACT:	
HOME PHONE:	BUSINESS/CONTACT PHONE:
PROPERTY OWNER (IF DIFFERENT FROM PRINCIPAL CONTACT):	

Yes	No	1. Does any occupant have major medical condition requiring special attention of the response team? If YES, name occupant(s) and briefly describe condition.
Yes	No	2. Are there any potentially hazardous materials present on this property? (Explosives, compressed gas cylinders, petroleum products, chemicals) If so, describe the locations.
Yes	No	3. Are there any livestock on the property that is endangered by this emergency? If so, identify type(s), quantity, and location.
Yes	No	3a. Does occupant have sufficient resources to relocate livestock if necessary? If not, assistance requested?
Yes	No	4. Does occupant need secure storage area (if available) for items removed from premises? (Vehicles, Rv's, Boats, etc.)
Yes	No	5. Does occupant need storage area for livestock?
Yes	No	6. If evacuation is necessary, do occupants anticipate needing assistance from the Red Cross for lodging? If YES, for how many? _____ If NO, intended location and contact phone number during absence:

BRIEFLY DESCRIBE BUILDINGS:	
PROXIMITY TO HAZARDS RELATED TO THIS EMERGENCY (FUELS, WATERCOURSES, ETC.)	
PHOTOGRAPHS TAKEN?	IF YES, BY WHOM & WITH WHAT?
DATE & TIME OF CONTACT:	CONTACT COMPLETED BY:

WARNING OF INDIVIDUALS IN AFFECTED AREA

INCIDENT NAME/DESCRIPTION

Person Contacted:
Information Conveyed:
Person Making Contact:
Time:
Date:

INSTRUCTIONS RESTRICTED AREA EMERGENCY ACCESS PERMIT

1. Applicants must prove that they own property or reside in the area before a permit is issued.
2. The applicant must produce at least on picture ID. The ID will also be required at the checkpoint.
3. The form must be filled out in its entirety.
4. Successful applicants should be advised that their permit will be checked before their entry and exit to the area.
5. Any deviations between the information on the permit will be noted, and that person will be denied access to the area. Their permit will be revoked and they will be required to get a new permit.
6. Fill in the permit number in the numeric order in which it was issued.
7. Maintain a permit log containing the following information:
 - Number of permit
 - Name of permittee
 - Date and time that the permit was issued
8. A spare copy of the permit to be retained by the office.
9. Periodic checks should be conducted at the issuing office and at the checkpoints to determine who has remained in past their estimated time.
10. Periodically, at least four hours, the checkpoint will notify the issuing office of the permits that have cleared.
11. Checkpoints will refuse access to any personnel who do not have a permit or cannot unconditionally prove they are part of the emergency operation.

RESTRICTED AREA EMERGENCY ACCESS PERMIT

Display on dash board

Name: _____

Upon the proper completion of this document, you will be allowed to enter the
_____ area contingent upon the following conditions:

1. That you recognize and accept the existing hazard and understand that no agency or individual will assume responsibility for your safety while you are in the area.
2. That you will assume responsibility for the people and property entering the area with you and that you will assume direct control for these individuals and materials.
3. You will operate any vehicles in a safe and reasonable manner taking the special circumstances of the situation into account. Any vehicle found blocking emergency traffic lanes will be towed and impounded.
4. You will obey, without hesitation, the instructions of any emergency personnel operating in the area.
5. You will stay clear of any personnel operating in the area in an official capacity.
6. Any change in the below required information will void this permit.
7. Anyone found in the area without a permit may be removed immediately and may be subject to penalty.
8. Permits to enter the area will not be issued during life-threatening situations.
9. ANY AUTHORIZED PERSONNEL MAY REQUEST TO SEE THIS PERMIT AND IDENTIFICATION ANY TIME YOU ARE WITHIN THE AREA.

NAME _____ AREA PHONE _____
ADDRESS _____ HOME PHONE _____
VEHICLE MAKE _____ VEHICLE LICENSE _____
NUMBER IN PARTY _____
ESTIMATED LENGTH OF STAY _____
DESTINATION _____

I have read and accept the above conditions.

Signature

Date