

**Evacuation and Quarantine Annex**

**To the**

**Madison County**

**Disaster and Emergency Plan**

**(April 2006)**



# EVACUATION ANNEX

## PURPOSE

The purpose of this annex is to provide for the orderly and expeditious evacuation of all or any part of the population of Madison County when such action has been determined by competent authority to be the most effective available means to protect the people from the effects of a disaster or major emergency, regardless of its cause. It also addresses the related problem of exclusion of people from an area in furtherance of a defined need to do so...quarantine. While medical risks are the most commonly thought of quarantines, an area may also be quarantined for a short time to investigate a crime scene or prosecute an active fire. No plan can respond to all possible eventualities or contingencies. The intent of the annex, therefore, is to provide a planning base for any type of evacuation or quarantine. Specific adaptations, augmentations and modifications of the basic provisions of this annex can be expected to be required by appropriate officials under the overall supervision of the Incident or Unified Commander and the Board of County Commissioners acting in fulfillment of their lawful duties and responsibilities. The Evacuation Annex is to be used in coordination with applicable hazard-specific and functional annexes as well as with the main body of the Madison County Disaster and Emergency Plan of which all of these annexes are a part.

## SITUATION AND ASSUMPTIONS

**A. Situation.** Evacuation of hazardous areas is the most effective action which may be taken for protecting people in many disaster or disaster-threatened situations. Recent experiences in the United States and elsewhere have served to emphasize that evacuation operations can be accomplished far more rapidly and effectively if thoughtful planning is accomplished well in advance of the incident; if the persons involved in evacuation are familiar with the results of that planning and when appropriate systems are developed and tested before they are needed.

Similarly, quarantine may become necessary in the interests of protecting the population at large. Denial of access can have consequences both for those persons directly involved and those who, due to the resulting inability to obtain services or gain access to places of legitimate interest to them, may be more or less severely impacted. In the case of quarantine, too, foresight, understanding of the procedures to be invoked and development of appropriate means of implementation will pay dividends when it becomes necessary to institute a quarantine procedure.

**B. Assumptions.** The number of people initially affected has little bearing as a criterion for deciding whether or not and to what degree to activate the emergency personnel management system (evacuation or quarantine). The nature of the threat, the possibility of escalation, the need for expertise or other support and many related matters must also be considered.

In the event evacuation is ordered or area quarantine imposed, there will be some people who will refuse to comply with instructions lawfully issued by public officials. In such cases, they will be left alone in so far as possible and to the extent such action will not adversely affect the overall effort, until all who are willing to cooperate have been provided for. Then, to the extent there is remaining time and resources available, further efforts will be made to persuade these persons to comply with those lawful orders.

## CONCEPT OF OPERATIONS

**A. Nature of the Hazard.** The necessity to exclude persons from some or all of the area can arise from virtually any of the hazards identified in this Disaster and Emergency Plan, the County Pre-Disaster Mitigation Plan, the County Strategic Plan or any of a number of other documents. Floods, seismic or volcanic events, adverse weather, wildland fire, terrorism, natural or man-caused epidemics and a seemingly unlimited range of factors may cause the authorities to impose access restrictions in the lawful performance of their duties. In every case, compliance with a well thought out and executed plan, of which the participants can be made sufficiently aware, will do much to mitigate the adverse effects of the initiating event.

**B. Nature of the Evacuation and Quarantine.** Simply defined, an evacuation is movement of people from a place of danger to a place of relative safety. Restriction of access to an area is always part of an evacuation, however not all access restrictions constitute an evacuation. For example, the incident commander may deny access to the scene of an active fire, hazmat spill or crime scene, but that does not, in itself, become an evacuation within the intent of this annex. Quarantine involves preventing inappropriate movement of persons into an area in order to preclude exacerbation of an existing hazard. Problems involved may range from relatively minor to enormous, depending upon the dimensions or characteristics of the hazard and the necessary movement of people. Not every scale of evacuation or quarantine can be covered in any given document of useable dimensions. This annex will address planning within the context of three scales of incident: (1) limited evacuation or quarantine; (2) local evacuation or quarantine and (3) general evacuation or quarantine. "Limited" is intended to address cases of relatively small scope, involving only a few people and/or a very confined area of hazard. "Local" refers to incidents involving displacement or access denial of a significant portion of the county area or large numbers of people but not the entire county. If all of Madison County needs to be evacuated or quarantined, the event becomes "General" and external assistance will usually be involved. The judgment as to which scale is in effect will be subjectively arrived at by the Incident or Unified Commander or by officials of County Government as the incident unfolds.

**C. Authority.** Montana Code Annotated (MCA 10-3-406) states that the principal executive officer of the county or the state may, upon declaration of a state of emergency or disaster, "...direct and compel the evacuation of all or part of the population from an emergency or disaster area...(within the county)...when necessary for the preservation of life or other disaster mitigation, response or recover; and.....control the ingress and egress...the movement of persons...and the occupancy of premises therein." Hence, either the Governor, the Chairman of the Board of Commissioners or the senior official of an incorporated town may impose such restrictions. The decision to seek approval for such actions may be made by the Incident Commander; however nothing restricts the principal executive officer from initiating such action without such a request or recommendation. The decision to restrict access, in whatever form it may be imposed, shall be based on a review of the following factors:

1. The objectives to be accomplished
2. The nature of the peril and its immediacy
3. The degree of restriction to be imposed and why that level would be appropriate.
4. The duration contemplated for the restriction

Access to public land owned by the local taxing jurisdiction may be restricted by the board or governing body. Access to state and federal land may be restricted by the applicable agency or governing body.

In cases involving health related issues, the County Health Officer may "establish and maintain quarantine and isolation measures as imposed by the local board of public health".

Also, with approval of the public health department, the Health Officer may forbid persons to assemble if the assembly endangers public health. (MCA 50-2-118). The Madison County Board of Health, in turn, is empowered to “adopt and enforce isolation and quarantine measures to prevent the spread of communicable disease” under MCA 50-2-116

In addition, the Incident Commander may impose access restrictions of limited duration in response to imminent requirements for safety, security or for other public safety concerns (such as maintenance of a crime scene), however these limitations shall be imposed for only very limited durations of time and the smallest possible area. Such restrictions will usually be categorized as “Limited” within the conceptual framework outlined previously. The appropriate legal authority will be consulted as soon as practicable after such restrictions are imposed.

#### **D. Direction and Control**

**1. Organization** - The provisions of the National Incident Management System and the Incident Command System as they apply to disasters and emergency and other threats to public safety are set forth elsewhere in the Madison County Disaster and Emergency Plan. Adherence to these provisions is required by Madison County resolution 18-2005. Suffice it to say here that the provisions of these emergency response systems apply to any and all evacuations or quarantines which may be ordered within the county.

**2. Responsibilities** - Madison County governmental organizations, public safety and support entities and any non-governmental organizations providing services to the public are responsible for preparing their own detailed internal checklists and procedural guidance in support of this annex. This includes (but is not limited to) schools, health care institutions, retirement homes, transportation companies, large businesses and any other organizations capable of supplying or requiring such support. While specific responsibilities may vary somewhat depending upon the exact parameters of any evacuation or quarantine incident certain responsibilities may be identified as inherently a part of certain positions or departments within the county organization.

##### **Chief Elected Officials:**

(1) Review and implement plans and procedures as necessary to manage and monitor potential hazards that could necessitate an evacuation or quarantine.

(2) Provide general policy guidance to all departments on evacuation procedures.

(3) Actively pursue establishment of written policy and procedural agreements with adjacent jurisdictions for receipt, transportation and accommodation of persons displaced by evacuation or quarantine orders.

(4) Facilitate and participate in exercises and training that involve operations covered under this annex.

(5) Request appropriate State and/or Federal aid to assist or supplement evacuation and quarantine procedures, the security pertaining thereto and the evacuees themselves in need of short and long term housing alternatives or other social services.

(6) Direct and compel the evacuation or quarantine of all or part of the population from such areas as they may deem necessary and lawful in the pursuit of overall public safety. Control access, ingress and egress from such areas as warranted by the situation and in accordance with their lawful authorities and responsibilities. Determine phasing and timing in the institution and termination of these restrictions as may be in the best interests of overall public safety.

(7) Order the opening and closing of public shelters.

(8) Coordinate the provision of public safety services, including security for evacuated areas.

(9) Pro-actively seek and administer such local, state and federal assistance as may facilitate recovery of individuals and entities within the county.

(10) Release and encourage the release of factual information to the public in a timely manner in the interests of public safety.

(11) Maintain a personal log, beginning as soon as possible after the incident begins to develop. Record all actions, decisions and the actions of individuals providing assistance.

(12) Designate a representative or representatives to participate in the Unified Management Committee when established.

**Director of Emergency Management:**

(1) Advise and assist the Elected Officials in the performance of their duties as set forth in this Disaster and Emergency Plan and in the mission of the Department of Emergency Management along with the Director's position description. Be prepared to assume increased responsibilities as the incident and associated quarantine or evacuation procedures progress.

(2) Actively promote public and private planning and preparedness for evacuation and quarantine throughout Madison County.

(3) Coordinate and support the activities of Incident Command, the LEPC, CCC and such other organizations as may be involved in carrying out the provisions of any quarantine or evacuation as may be lawfully ordered.

(4) As a member of the Incident Command staff, Unified Management Committee and/or EOC, coordinate integrated implementation of such external assistance as may be available under the overall guidance of the Incident Commander and the Board of Commissioners.

(5) Coordinate the activities of county officials in support of incident command and such lawful county enterprises as may be undertaken by county government.

(6) Maintain a personal log, beginning as soon as possible after the incident begins to develop. Record all actions, decision and the actions of individuals providing assistance. Try to include the reasoning that went into the process of arriving at such decisions and initiation of significant or potentially controversial actions.

(7) Participate as a member of the Unified Management Committee when activated.

**Local Emergency Planning Committee:**

(1) Advise and assist the Board of County Commissioners and the Department of Emergency Management in planning for, implementation of, and recovery from small or large scale evacuations and quarantines.

(2) Actively promote the activities of the Citizen Corps Council (CCC) in developing the capability of individuals, families and the community as a whole to respond to the necessity for evacuation and quarantine.

(3) Through the CCC or such other group as may be deemed appropriate, attempt to develop and maintain a file of persons within the county who may be available to augment the cadre of first responders in time of crisis, together with their level or area of training or expertise and contact information, which can be made available to Incident Command and/or county government in furtherance of the provisions of this annex. The provision of appropriate training and exercising is an inherent part of this responsibility.

**Incident Command:** The Sheriff will usually (but not always) be Incident Commander during the time of an evacuation or quarantine. Regardless of who is "Command", the requirements of Incident Command are in addition to the responsibilities imposed by his or her jurisdictional position.

(1) Impose limited access restrictions until such time as the appropriate legal authority may be consulted or concurrence obtained.

(2) Request and recommend declarations of emergency; disaster declarations; evacuations, quarantines and such other legal declarations or easements of restrictions as he or she may deem appropriate.

(3) Provide direction for public safety tactical communications during the incident.

(4) Take charge of the incident response. Exercise command and control functions in accordance with NIMS/ICS guidelines. Establish as necessary and supervise the operation of the command and general staff.

(5) Establish and maintain an effective liaison with outside agencies and organizations, including the EOC and Unified Management Committee when established.

**Law Enforcement:** In almost every case, local law enforcement responsibilities will be carried out by the Madison County Sheriff's Office. In all cases, the senior law enforcement official shall:

(1) Manage the crime scene as appropriate.

(2) Impose and maintain perimeter control and evacuation routes.

(3) Provide security and maintain order within the affected area prior to and during any evacuation as well as while restrictions are being eased.

(4) Impose and maintain evacuations and quarantines as instituted by competent authority. Assist Incident Command in notification of the inhabitants and such others as may be affected.

(5) Provide for the safety and security of jail inhabitants and such other persons as may be taken into custody.

(6) Designate an appropriate LEO to participate as a member of the Unified Management Committee when established.

(7) Supervise and provide administration for such auxiliary forces as may be assigned.

(8) Actively support the Incident Command structure in whatever capacity may be assigned by competent authority.

**Fire Departments:**

(1) Actively participate in support of the Incident Command structure in whatever capacity that may be appropriately assigned by competent authority. As soon as possible after it begins, report to Incident Command with a summary of assets available (and their capabilities) for use during the incident.

(2) Maintain readiness to respond to fire and hazardous material threat as they may occur.

(3) Participate in rescue and recovery activities as assigned by Command.

(4) Be prepared to carry out debris removal and related recovery services as may be assigned.

**Public Health Administrator:**

(1) Determine the need and make recommendations to the EOC/Incident Command as to size and nature of evacuation or quarantine requirements for a given situation together with recommendations as to quantity, type and location and whether an evacuation, medical treatment shelter, or shelter-in-place is needed.

(2) Develop and administer planning for potential sites to receive evacuees and/or emplace medical shelters. At the time of imposition of an evacuation or quarantine, select those sites best suited to receive evacuees or host medical shelters and coordinate the initiation of such sites within the existing Incident Command structure.

(3) As part of the emergency planning process, determine what infrastructure is in place to receive and accommodate evacuees. At minimum this must include (a) Food, (b) Shelter, (c) Water and (d) Basic sanitary needs. When called upon to do so under evacuation or quarantine order, verify the status and coordinate use of this infrastructure in prosecution of the order, being prepared to offer alternatives as the situation develops.

(4) Determine hospital and non-hospital provider resources to shelter medically fragile persons and related persons with special needs when they are evacuated and/or require shelter. Coordinate with the CCC Coordinator in drawing up and maintaining lists of persons having such needs on a continuing basis.

(5) Maintain close liaison with the Public Information Officer and assist in the development and promulgation of appropriate information to the public.

(6) Act as a primary liaison between members of the County Government (and the ICS infrastructure) and those of the health care community before, during and after an evacuation or quarantine incident.

(7) Maintain a close and ongoing relationship with state and federal Public Health and Human Resources personnel.

(8) Supervise such personnel as may be assigned to assist.

(9) Maintain a personal log beginning as soon as possible after an incident begins to develop. Record all actions, decisions and actions of personnel providing assistance.

(10) Participate as a member of the Unified Management Committee when established.

**Public Health Officer (PHO):** The designated Madison County Public Health Officer shall:

(1) Request a State of Emergency Declaration, if one has not already been made.

(2) Request activation of the Emergency Operations Center (EOC) if it is not already operational and if the PHO deems it appropriate.

(3) Determine whether evacuees will be sent to a medical treatment shelter because they require medical treatment. Additionally, the PHO will determine whether there are infected patients, and if so, separate these individuals from the general population, and coordinate out-of-hospital treatment and/or isolation of these individuals. Determination of the site will be based on:

- a: Number of individuals exposed/infected
- b: Agent or agents they may be exposed to
- c: Level of medical care required
- d: Location of exposure

(4) Participate as a member of the Unified Management Committee when established and to the extent it does not interfere with the provision of vital health care services.

(5) Supervise the activities of the Public Health Nurse and such auxiliary members of the CCC/CERT program as may be assigned in the performance of their assigned duties.

### **Treasurer & Clerk and Records Department.**

Department Heads shall:

(1) Prior to the event, ensure all members of the Treasurer's Department and the county bookkeeping staff are familiar with the provision of the LGDIM and such other laws, regulations or guidance documents as may apply to administrative and financial matters associated with evacuation and quarantine.

(2) Train and exercise staff members prior to the event on their potential duties in the event this annex is implemented.

(3) Working with the Department of Emergency Management, ensure that an adequate supply of appropriate forms and guidance for their use are ready for use prior to the event.

(4) Provide appropriate office space, equipment and personnel to provide administrative and financial support to the Incident Commander and the Emergency Operations Center, when activated.

**E. Continuity of Government (COG).** Perhaps even more so than in response to the actual hazard involved itself, continuity of government must be maintained in an emergency evacuation or quarantine situation. Detailed procedures for accomplishing this are included in the main body of this Disaster and Emergency Plan. Essentially, COG will be maintained by relocating government operations, as necessary and the situation will permit, to an alternate Emergency Operations Center or such other location as the senior elected official may deem appropriate. There may be temporary transfers of authority or emergency delegations of authority as the situation requires. Lines of succession to all key positions will be clearly established within this plan and in such other documents as may be appropriate. All essential records must be protected as much as possible from destruction or loss during the incident itself, and during periods in which the usual attendants may not be on the scene and/or the normal protective infrastructure may not be in place.

## COMMUNICATIONS

**A. General.** There are two broad areas of communications which must be addressed in an effective evacuation or quarantine situation. The first is the subject of tactical communications...communications necessary to coordinate the operations of public safety responders and emergency management personnel in the active prosecution of their work before, during and after such an exercise. The second area that requires close attention is the matter of informing the public. This begins with advance promulgation of procedures that public entities expect to follow during such an undertaking, along with public information aimed at encouraging individuals to increase their capability to take care of themselves in an emergency and continues through provision of appropriate public information to guide citizen response during the evacuation or quarantine and as the entire procedure draws to a close.

**B. Tactical Communications.** Day to day tactical communications will be guided by the provisions of the Communications Annex to the Madison County Disaster and Emergency Management Plan under the day to day control of the Incident Commander. The Director of Emergency Management is responsible for establishing and maintaining this plan prior to the event and for ensuring the continued overall capability for public safety communications throughout its prosecution. The Incident Commander will promulgate a daily schedule of communications assignments and procedures for those directly involved in carrying out the provisions of this and other portions of the Disaster and Emergency Plan and as set forth in National Incident Management System (NIMS) procedural guidance for the Incident Command System (ICS).

**C. Public Affairs.** During periods of emergency or threats of emergency, the public needs, and generally desires, detailed information regarding protective action taken by those in a position to do so or those actions intended to minimize loss of life and property or the potential for such loss. They will also demand instruction and guidance relative to proper survival/response actions they, their family and friends should be taking. Normal telephonic or other communications systems may be inoperable or sporadic in their operation and the demands of providing appropriate and accurate information to a plethora of media representatives could become overwhelming. At the same time, the possibility for confusion or misunderstanding, with attendant adverse affect on implementation of the quarantine or evacuation, can be very high if all those involved or interested cannot receive such information and believe in its accuracy. Conflict between what is learned from individual responders, care providers and government officials can be devastating to effectively carrying out an evacuation or quarantine. Dissemination of accurate and timely information on potential and actual emergencies, therefore, must be guided by the Public Affairs Annex to the Madison County Disaster and Emergency Management Plan. Everyone involved needs to be aware of its provisions. In all cases, it is imperative that matters of public information be handled within the context of the established Incident Command System. Individual agencies and non-governmental entities must do their utmost to coordinate and cooperate with public information officials that may be established as part of the event ICS structure.

**1. Warning.** The primary responsibilities for public warning lie with the Incident Commander. Elected officials or the Director of Emergency Management may also participate in the determination of who needs to be warned, when and in what manner. First responders, key employees, affected citizens and other stakeholders are the primary audience to whom such information should be provided. Warning decisions and procedures should be guided by the Public Information Annex to the Disaster and Emergency Plan. Whether or not the Sheriff is

IC, the Sheriff's Department and any other Law Enforcement agencies available will play a major role in warning the citizenry and visitors of the impending danger and appropriate response they should make. To the extent that their capabilities permit, identified CERT trained persons may be used to augment the sworn officers.

**2. Specific Procedural Information.** Prior to the incident, the Citizen Corps Council (CCC), under the overall guidance of the LEPC and the county Department of Emergency Management are primary sources of pre-crisis information and coordination of projects aimed at making the people of Madison County aware of what they can do to prepare themselves for evacuation and quarantine (as well as other emergency situations) and what they can expect to be called upon to do when such incidents occur. Citizen Emergency Response Training (CERT); development of 72 hour family survival kits; encouragement of family contact information planning; dissemination of educational press releases and pamphlets before the emergency occurs are just a few of the ways CCC can facilitate evacuation or quarantine when it becomes necessary. The CCC will also develop a list or resource bank which will identify persons in the county which may be available to augment the cadre of first responders. This list will include level of training or expertise and appropriate contact information so that it may be of use to Incident Command or the county government in times of crisis.

**3. Media.** In major emergency situations of any kind large numbers of media representatives seeking information about the situation and about response actions may be expected. It is the policy of Madison County to cooperate fully with the media; to provide complete and accurate information; and to create an atmosphere conducive to useful and constructive participation by the media in all phases of emergency management. Local and regional media, particularly the broadcast segment, can perform an essential role in providing emergency instructions and up-to-date information to the public. The demand for information could become overwhelming if sufficient trained and properly motivated staff are not provided to operate within the guidelines provide by the Public Information Annex to the Disaster and Emergency Plan.

During any emergency incident, public information personnel are an integral part of the Incident Command Structure. At least one individual (with support staff appropriate to the size of the incident involved) must be designated as the Incident Public Information Officer. This person will report directly to the Incident Commander and information flow between these two individuals must be accurate, smooth, frequent and two-way. The Director of Emergency Management will normally assign a person or persons to staff this position upon request of Incident Command or as soon as the Director judges that the incident will be of such scope as to make such a designation desirable and feasible.

It is also essential that Public Information staff member(s) be available to advise the elected officials and members of the Incident Command structure and facilitate their appropriate interface with members of the press and other interested groups.

## **TRANSPORTATION**

**A. General.** Efficient transport of individuals and associated support equipment from public and private institutions within the county, such as schools, nursing homes, hospitals, etc. (including reduced mobility, immobile or other special needs individuals, some of whom may be in private homes) is a major concern to be considered during any level of event. The type and amount of transportation resources required (as well as ingress and egress routes) will vary by season, severity and the very nature of the incident that gives necessity to execution of an evacuation (or quarantine). In all cases a reasonable degree of advance planning and training by the institution is a must. Determination of assembly areas, boarding locations and the like will

require close coordination with the planning of the Department of Emergency Management, MCSO and the local fire officials to preclude interference with response activity and related Incident Command considerations.

**B. Limited Evacuation.** A limited evacuation, such as a school fire or similar localized event, can frequently be handled by indigenous resources. The senior administrative official simply utilizes the school buses normally assigned (in the case of a school incident) and coordinates utilization of parental and staff vehicles, etc. with little need for additional external transportation assistance. Close coordination with Incident Command will be required to ensure safety while effectively responding to the event which engendered the need to evacuate. Command will usually use the senior administrative official as a senior member of the Operations staff in such cases.

**C. Local and General Evacuation.** Requirements for evacuations involving larger areas will quickly exceed the transportation capability of individual institutions or organizations. Routes of travel will quickly become crowded and/or restricted in their use. In such cases the Incident Commander will usually activate a Ground Support Leader under the Logistics Section Chief, whose responsibility it is to mobilize and respond to transportation needs, working closely with the Emergency Operations Center. Entity chief administrators will need to make timely notification of their needs (with some specificity) for augmentation of transportation resources to this individual, recognizing that any sizeable event is likely to exceed the county's resources as well. It is equally important, therefore, to keep the Ground Support Leader (or such other person as may be designated by Command with those responsibilities) informed when those requirements have been met. In many cases, mobilization of medical transportation units will be a function of a separate Medical Unit Leader, also under the Logistics Chief.

**D. Sources.** The County maintains a Resource List which includes a listing of potential sources of transportation assistance. The list, while a starting point, in no way limits members of the Logistics Section in their attempts to mobilize necessary resources and initiative is to be encouraged. Individual governmental and non-governmental entities, however, are not to use the Resource List to attempt to fulfill the needs of their enterprise and without guidance from the ICS. To do so is counterproductive to the overall evacuation at a time when cooperation and coordination and perhaps even some degree of triage are critical components of overall success.

## **PUBLIC SAFETY AND SECURITY**

**A. General.** The responsibility for security and public protection during an evacuation incident will usually fall primarily on the Madison County Sheriff's Office (MCSO). Other trained LE and civilian personnel may be contacted to assist in security functions based on level of training and hazards assessed for a particular assignment. This may include Fire Department personnel when available. Mutual Aid requests will be handled through Department of Emergency Management staff or the Incident Command structure (depending upon the size, complexity and state of development of the incident) for additional help drawn from outside Madison County. Communications for the Sheriff's Office would be handled through the Emergency Operations Center (EOC)/Dispatch.

**B. Responsibilities.** The responsibilities of MCSO will include:

- 1 Assist Incident Command in establishment of an Incident Command Post (ICP) and staging area for personnel. Provide warnings to public in affected areas.

2. Implement evacuation requests and orders.
3. Secure and control access to affected areas. Set up perimeter positions on routes in and out of affected areas in safe locations away from threat. As resources permit, attempt to control the perimeter on secondary access routes and in undeveloped areas.
4. Maintain order and respond to immediate LE needs within affected areas.
5. Relay needs for other services (fire, medical, transportation, SAR, etc.) to the EOC.
6. Prioritize and respond to emergency calls for service outside affected areas.
7. Provide security for private and public property within evacuated area.
8. Investigate criminal activities related to the evacuation. Manage the crime scene when so designated.
9. Maintain jail/detention services.
10. Assist Public Health in enforcing isolation and quarantine orders.
11. Provide security for other elements operating during the evacuation incident (Fire Dept, transports, medical centers, civilian staging and shelter areas, EOC, ICP, etc.).
12. Provide Coroner services.
13. Coordinate re-entry security as designated by Incident Command.

## HEALTH CARE

**A. General.** In general, health care facilities are responsible for the internal operations of their facility and the attendant provision of health care services at all times. When notified of an emergency event requiring their participation, the person in charge in the facility at the time of the incident becomes the person responsible for emergency actions within the facility and in accordance with their own established protocols. In the context of the event Incident Command organization, he or she will usually be designated by the Incident Commander as an Emergency Medical Branch Director within the Operations Section.

**B. Responsibilities.** When notified of the possibility or actuality of a disaster or emergency incident, the person in charge of a health care facility, supported by his or her staff, assumes the following responsibilities on behalf of that facility:

1. The person in charge of the facility enacts the facility specific Trauma/Disaster Response Plan.
2. With the assistance of such public safety responders as may be available and assigned, the environment will be evaluated for safety and determine if evacuation appears to be necessary.
3. If evacuation of the health care facility is not deemed likely to occur, the triage and treatment of patients will begin according to the Trauma/Disaster Response Plan. Surge preparation will occur in cooperation with the Public Health Officer.
4. If evacuation is to occur, a safe location will be determined with the assistance of Incident Command, the EOC and the Public Health Officer. The person in charge of the facility will identify and assist in obtaining needed equipment and supplies in coordination with the event Logistics Chief, and Operations Chief (when they have been designated) and/or with Incident Command and the County Emergency Operations Center when no such positions have been instituted. Allocation of resources within the facility is a primary duty of the person in charge.
5. Once the move has taken place and a functional facility has been created, the treatment and triage of patients will be carried out in accordance with the facility's Trauma/Disaster Response Plan.
6. Throughout the incident, cooperation and coordination with the event Incident Command structure becomes of paramount importance. Every effort must be made to maintain continued

liaison with appropriate members of the Incident Command and General Staff and to appropriately participate as a member of the Unified Management Committee when activated.

7. When individuals of the facility staff assume positions on the general or command staff or elsewhere within the incident command organization, active participation at IC staff and other meetings, and maintenance of a two-way flow of communications are an inherent part of fulfilling the duties of those positions.

8. A facility Public Information Officer or point of contact will be designated by the person in charge of each health care facility. This person will coordinate release of information to the public with the event Public Information Officer.

## PUBLIC HEALTH

**A. General.** Much of the responsibility for the extremely complex task of providing for the health of the public during an evacuation incident will usually fall on the Madison County Public Health Department (MCPHD). Other trained medical staff and volunteers may be contacted to assist in public health functions based on level of training and hazards assessed for a particular assignment. This may include hospital and surrounding county health department personnel when available. Mutual Aid requests will be handled through Department of Emergency Management staff or the Incident Command structure (depending upon the size, complexity and state of development of the incident) for additional help drawn from outside Madison County. Communications for the Health Department would be handled through the Emergency Operations Center (EOC)/Dispatch.

**B. Responsibilities.** In collaboration with the Public Health Officer, Director of Emergency Management, local law enforcement and members of the Incident Command organization, the members of the Public Health Department and such auxiliary support as may be provided by the CCC/CERT program shall assist the Administrator in the performance of his or her duties as previously outlined in this Annex and elsewhere in the Emergency and Disaster Plan. Regardless of the quantity or quality of the advance planning that may have been accomplished, the specific roles and responsibilities of the Public Health Staff may be expected to evolve and adapt as the incident develops. Participants must keep in mind the goals and objectives of evacuation or quarantine measures imposed and use that to guide them in fulfilling their responsibilities. Some of the foreseeable tasks are:

(1) Inform hospitals or other health care providers of the imminent need to receive evacuees and their immediate medical needs, if applicable. Facilitate development and fulfillment of these needs.

(2) Work closely with the PHO to inform hospitals, nursing care facilities, and other medical care facilities of the need to evacuate and of the appropriate strategy and procedures involved. This may take the form of:

- (a) Sheltering-in-place without moving clients
- (b) Evacuating just outside the facility
- (c) Evacuating to a nearby like facility
- (d) Evacuating to a distant like facility
- (e) Evacuating to a shelter designated as a medical treatment unit where staff and support services are available
- (f) Evacuating to a general public shelter with a temporary infirmary

(3) Work closely with PIO to prepare Emergency Alert Messages, press releases, and public information announcements in multiple languages, informing the population of the need to evacuate or shelter-in-place and which safety measures should be taken.

(4) Coordinate delivery of medical equipment, supplies, and medications to shelter sites with the Incident Command/EOC.

(8) Coordinate the provision of mass care shelters and/or alternate treatment sites with members of the Command staff and/or EOC as appropriate

(9) Act as a primary interface between Incident Command and Montana Department of Public Health and Human Resources, communicating regularly throughout the event.

(10) Maintain a record of all expenses incurred during and after the declaration of emergency has been made. Maintain a record of all hours worked (both voluntary and paid employees) during and after the declaration.

## **SCHOOLS**

**A. General.** The District Superintendent (or the equivalent in the case of private and such other specialized schools as may operate within the county) is responsible for emergency planning within his or her area of responsibility and for appropriate activation of such plans when faced with the possible need for evacuation or quarantine. It is imperative that such planning mesh with this and any other county emergency planning as the safety of the children within the county will inevitably be a major focus of such emergency action and also a factor with considerable potential for complicating the process of carrying it out. Collaboration with the Public Health Officer, Director of Emergency Management, local law enforcement and Incident Command will be a primary consideration for school administrators and faculty.

### **B. Responsibilities.**

1. The District Superintendent (or person carrying similar administrative authority) or designee acts as the internal Incident Commander until otherwise directed by competent authority. In such capacity the superintendent or designee will activate the District Emergency Response plan as appropriate in support of a County Declaration of Emergency and such event ICS (Incident Command System) as may be implemented.

2. At some point in time, the District Superintendent or designee will usually (but not always) most appropriately be assigned as a bureau chief within the ICS structure, with a specific function as determined by the Incident Commander.

3. Determine whether an evacuation, medical treatment shelter, or shelter-in-place is needed and whether the event is likely to be limited, local or general in scope.

4. Determine the transportation routes and modes of transport to the evacuation sites. This will be based on district emergency preparedness plans established locally in each school district of Madison County in coordination with planning by the MCSO. It may be necessary to modify transportation plans during specific incidents, therefore school officials must cooperate and work closely with Incident Command at all times to preclude confusion and conflict. Review the management infrastructure with authorized people involved regarding areas of responsibility, chain of command, press releases, etc...

5. Initiate a system of communication previously established in each district to notify parents and public regarding the nature of the emergency, actions taken and locations for the evacuation. Normal communications systems are likely to be overloaded or inoperative during such times and provisions for this eventuality must be incorporated in planning.

6. Determine if the local school is suitable for and likely to receive evacuees or act as a host medical shelter and inform the Public Health Administrator (PHA) or other appropriate member of the ICS.

7. Determine whether infrastructure is in place to receive and accommodate evacuees and inform the PHA as to the status. At minimum this will include:

A: Food

- B: Shelter
- C: Water
- D: Basic sanitary needs

8. Maintain record of all expenses during and after the Declaration of Emergency has been made. Maintain record of all hours worked (both voluntary and paid employees) during and after the Declaration of Emergency has been made. Provide this information to appropriate officials in support of attempts to gain reimbursement

## **ADMINISTRATION AND FINANCE**

**A. General.** As set forth in the Local Government Disaster Information Manual (LGDIM), the importance of record keeping cannot be over emphasized. It is extremely difficult to recall resource costs associated with any disaster or emergency at some later time, yet such accurate and detailed documentation is always an indispensable part of recovery (as in making claims for reimbursable expenses) and can easily be an important part of the response phase as well. In the event an evacuation or quarantine is ordered, the members of the county Treasurer's staff and the Clerk and Recorder's staff will become a part of the Emergency Operations Center Staff, usually operating in the functional area of Finance and Administration as a part of the General Staff. As a general rule, as the event expands in scope and the quantity of information that needs to be processed increases, the bookkeeping staff will first be pressed into service, then the Treasurer's staff and finally the remaining members of the Clerk and Recorder's Department.

The LGDIM provides important guidance in carrying out financial and administrative duties before, during and after a crisis such as that which would activate the provisions of this annex. These duties are essentially the same whether the evacuation or quarantine is very small, local or encompasses the entire county or region. Only the magnitude of the necessary record-keeping will change. In all cases, the need to safeguard sensitive information, particularly as it pertains to certain law enforcement and personal information records and information is a primary responsibility of the personnel involved.

**B. Participating Agencies.** Each agency participating in the event is responsible for keeping appropriate personnel and asset utilization records as set forth by the LGDIM and applicable agency requirements. As a minimum, such records will include a payroll record or similar record of hours and type of work accomplished; records of equipment usage (including owned and rented or borrowed equipment); and a record of materials expended. These records will be submitted to the Financial and Administrative Section Chief on a schedule he or she will establish as appropriate to the situation under which this annex is implemented. The Section Chief will, in turn, maintain a file and consolidate such records for appropriate utilization by members of the Command and General Staff and for such post- event use as will inevitably arise. It is also necessary to keep accurate records of Mutual Aid requests or offers, both at the agency level and for the incident as a whole.

## **SUPPORTING DOCUMENTS**

- Evacuation General Information Form
- Evacuation Warning
- Evacuation Request
- Evacuation Order
- Resident Contact Form

Resistance Response Points of Consideration  
Refusal to Evacuation Points of Consideration  
Perimeter Control Quick Check  
Roadblock Access Log Form

# POPULATION PROTECTION PLAN FOR EVACUATION OR QUARANTINE

The Madison County Department of Emergency Management and Madison County Sheriff's Office would like to offer some basic tips that will help you determine what actions to take in the event a wildland fire, flood or other imminent disaster threatens the area where you live, work or recreate.

## Phases of Population Protection

**ALERT**.....Persons within the affected area will be advised of the emergency and recommended response. If time permits, law enforcement or other emergency services representatives will make personal visits to each residence and business.

**WARNING**.....There is a good probability of the need to evacuate. Information about moving property and livestock will be provided. It may be suggested that some residents temporarily relocate during this stage.

**REQUEST**.....Occupants of the affected area are asked to leave within a specified time period along designated routes and to check-in at a briefing site or an evacuation center.

**ORDER**.....Evacuation is mandatory in order to protect the lives of area occupants and the lives of emergency personnel responding to the incident.

**MAINTAINANCE**.....Roadblocks and 24-hour patrols by law enforcement are instituted to protect property within the evacuated area and control access.

**RECOVERY**.....Occupants are allowed to return as soon as it is safe. This may initially involve brief visits to inspect property. A wide range of assistance is provided by emergency and human services organizations.

√ **KEEP INFORMED:** Population protection is a cooperative effort with area occupants as the main players. Stay tuned to media outlets for situation updates. Listen and ask questions when emergency services representatives visit you. If time permits, a resident information site will be established in the area and up-to-date information will be posted.

√ **PLAN AHEAD:** A little advance planning can help avoid last minute frustrations. Plan where you will go and what you will take before a fire emergency threatens your area.

√ **DO NOT CALL 9-1-1 FOR INFORMATION:** The 9-1-1 Center is designed and staffed to dispatch emergency services. They are not equipped to serve as an information resource. Appropriate information points and telephone numbers will be disseminated for each incident.

## **MADISON COUNTY, MONTANA**

**A public protection WARNING has been issued for this area.**

**Persons are warned that current or projected threats or hazards are severe enough to indicate a good probability of the need to evacuate.**

- ✓ This is the time for preparation, precautionary movement of persons with special needs, mobile property, and (under certain circumstances) pets and livestock
- ✓ You will be kept advised as conditions change. Area radio and television stations have been asked to broadcast periodic updates.
- ✓ The location of public assistance centers and information sites will be broadcast. You are encouraged to stop by the nearest center or site for helpful pamphlets and current status updates.
- ✓ If conditions worsen, we will make every attempt to contact you personally. If you are absent from your home for more than a short time, please leave a note with your name and a contact telephone number in a door or window (where it can be easily seen)

**MADISON COUNTY, MONTANA  
EVACUATION REQUEST**

**Events dictate a good probability that currently projected threats or hazards will severely limit our ability to provide emergency service protection.**

**Dangerous conditions exist that may threaten residents or businesses.**

- ✓ **You are requested to leave. Fire and law enforcement personnel are working in this area to provide specific information about when to leave and the route(s) to take**
  
- ✓ **It is important that you stop by the nearest public assistance center as you leave. They will ask for information about where you will be staying so we can contact you if necessary. If you need special help with lodging, etc. there will be people ready to help you.**
  
- ✓ **You will be kept advised as conditions change. Area radio and television stations have been asked to broadcast periodic updates.**
  
- ✓ **The location of information sites will be broadcast. You are encouraged to stop by the nearest public assistance center or information site for helpful pamphlets and current status updates.**

## **MADISON COUNTY, MONTANA EVACUATION ORDER**

**Current conditions present specific and immediate threat(s) to the life and safety of persons within this area.**

- ✓ **You are ordered to immediately evacuate. Fire and law enforcement personnel are working in this area to provide specific information about when to leave and the route(s) to take.**
- ✓ **If you choose to ignore this order, you must understand that emergency services will not be available and there is a good chance we would be unable to rescue you. Volunteers will not be allowed to enter the area to provide assistance.**
- ✓ **It is important that you stop by the nearest public assistance center as you leave. They will ask for information about where you will be staying so we can contact you if necessary. If you need special help with lodging, etc. there will be people ready to help you.**
- ✓ **You will be kept advised as conditions change. Area radio and television stations have been asked to broadcast periodic updates.**
- ✓ **The location of information sites will be broadcast. You are encouraged to stop by the nearest public assistance center or information site for help and answers to your questions.**
- ✓ **Daily meetings with representatives of local governments and the incident management team will be held. Times and locations will be available at information sites and will be broadcast on area media outlets.**

**MADISON COUNTY**  
**RESIDENT CONTACT DATA SHEET**

\_\_\_\_\_  
INCIDENT NAME/DESCRIPTION

LOCATION \_\_\_\_\_ NR OF PEOPLE \_\_\_\_\_

PRINCIPAL CONTACT \_\_\_\_\_

HOME PHONE \_\_\_\_\_ BUSINESS PHONE \_\_\_\_\_

PROPERTY OWNER \_\_\_\_\_

- IF EVACUATION IS NECESSARY, DO OCCUPANTS ANTICIPATE NEEDING ASSISTANCE FOR LODGING? \_\_\_\_\_
- IF NO, WHAT IS INTENDED LOCATION 7 CONTACT NUMBER? \_\_\_\_\_
- DOES ANY OCCUPANT REQUIRE SPECIAL MEDICAL OR OTHER ATTENTION? (NAME & BRIEF CONDITION DESCRIPTION) \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_
- POTENTIAL HAZARDOUS MATERIALS ON PROPERTY? \_\_\_\_\_  
\_\_\_\_\_
- PETS OR LIVESTOCK ENDANGERED BY EMERGENCY? \_\_\_\_\_  
\_\_\_\_\_
- DOES OCCUPANT HAVE SUFFICIENT RESOURCES TO RELOCATE LIVESTOCK IF NECESSARY? HOLDING FACILITIES AVAILABLE? \_\_\_\_\_  
\_\_\_\_\_
- DOES OCCUPANT DESIRE STORAGE AREA (IF AVAILABLE) FOR ITEMS REMOVED FROM PREMISES, SUCH AS VEHICLES, BOATS, RV'S ETC? \_\_\_\_\_  
\_\_\_\_\_

BRIEFLY DESCRIBE BUILDINGS \_\_\_\_\_  
\_\_\_\_\_

PROXIMITY TO HAZARDS \_\_\_\_\_  
\_\_\_\_\_

PHOTOS TAKEN? \_\_\_\_\_ TYPE? \_\_\_\_\_ BY WHOM? \_\_\_\_\_

COMMENTS \_\_\_\_\_

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SIGNATURE OF OCCUPANT \_\_\_\_\_

DATE & TIME OF CONTACT \_\_\_\_\_

CONTACT COMPLETED BY \_\_\_\_\_

### **Resistance Response - Points of Consideration**

**First**, ensure the non-compliance is not due primarily to failure of responders to adequately protect or communicate...recognize the difference between obstruction and an individual's legitimate effort to care for family and personal property. (*i.e.*; a concerned parent at a roadblock attempting to determine the status of family members within the affected emergency area)

**Second**, develop and disseminate to responders specific guidelines for dealing with non-compliance such as persons refusing to evacuate when ordered or violating established perimeters to enter a closed area. Elements to consider include:

- ◆ Clearly communicate:
  1. Nature of the emergency
  2. Authority of the responder to evacuate and/or close area
  3. Danger(s) posed by entering or remaining in affected area
  4. Response efforts being made and options available to address the subject's concerns
- ◆ Emphasize that responder safety will not be jeopardized in futile rescue attempts should the non-compliance continue
- ◆ Identify the subject....note clothing description and, if possible, obtain name(s) of personal physician and dentist (for use should post-incident identification of remains become an issue)
- ◆ Document the above.....video or cassette tape recording is preferable. Otherwise, take notes and try to have a witness present
- ◆ Determine the effects of limited responder resources being diverted to deal with the subject....arrest and transport are labor intensive!
- ◆ Act: If the non-compliance endangers only the life or safety of the adult subject involved and he/she knowingly disregards the danger, it may be best to leave the subject alone (*i.e.*; Harry Truman refusing to leave his cabin at the Mount St. Helen volcano site). If it would also directly endanger the life or safety of others (children, etc.) or would clearly hinder the response effort and thereby endanger others, arrest or forcible removal of the subject should be considered. Consider release of the subject after removal from the affected area
- ◆ Review non-compliance response guidelines with legal counsel if time permits....preferably the prosecutor having jurisdiction in the affected area

## PERIMETER CONTROL QUICK CHECK

- **Locate** fixed perimeter control points:
  - At a safe distance from the incident threat
  - Where they can be easily seen by approaching vehicles
  - In an area where vehicles can turn around if access is denied
  - As close as possible to a resident briefing point (if applicable)
- **Supply** fixed perimeter control points with:
  - Perimeter notebook with updated briefing info and supply of log forms
  - Awning if natural shade is not available
  - Chair
  - Plenty of fresh water
  - A Porta-Potty
- Perimeter control personnel have more direct contact with the affected public than any other responders. They must have good “people skills” and must clearly understand that our role is to help maintain a safe working environment for response personnel and to assist those residents and other persons directly affected by the incident and resulting access restrictions.
- Accurate information is critical to our safety and success. Each fixed control point and patrol unit should have a copy of the Incident Action Plan (IAP) for the current operational period and/or regular situation status updates.
  - **Use** this information to answer people’s questions;
  - **Do not** speculate or offer opinions about fire behavior, duration, etc.
  - **Refer** people to the nearest briefing point for specific assistance with their individual need or, if more appropriate, obtain advice from a supervisor on what assistance is available and how to initiate it
- Distribute available handouts describing current restrictions, closures, population protection phases, etc. as appropriate.

### MADISON COUNTY

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INCIDENT NAME AND TYPE

\_\_\_\_\_  
DAY & DATE

\_\_\_\_\_  
LOCATION

\_\_\_\_\_  
OPERATIONAL PERIOD (FROM... TO...)

PERSONNEL ASSIGNED \_\_\_\_\_ SUPERVISOR \_\_\_\_\_  
\_\_\_\_\_

	<u>TIME IN</u>	<u>TIME OUT</u>	<u>VEHICLE LICENSE #</u>	<u>DRIVER'S NAME</u>	<u># OF PEOPLE</u>	<u>DESTINATION</u>	<u>COMMENTS</u>
1							
2							
3							
4							
5							
6							
7							
8							
9							
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