

POPULATION PROTECTION ANNEX J

J1. Purpose, Situation, and Assumptions

J1.1 Purpose

The purpose of this Population Protection Functional Annex is to guide and coordinate agencies and organizations in the orderly and expeditious evacuation or shelter-in-place of the population in an area within Park County. Evacuations are performed to protect the population from an existing, probable, or threatened incident that poses an immediate risk to life and safety in a given geographic area. Shelter-in-place methods instruct individuals to take shelter within a structure immediately to protect themselves from exterior hazards when an evacuation is not safe or indicated.

J1.2 Situation Overview

Population protection measures in Park County, the City of Livingston, and the Town of Clyde Park may occur for a variety of reasons, including, but not limited to, flood, hazardous material release, terrorism, civil disturbance, volcano, wildfire, dam failure, urban fire, or any other hazard that leads to an unstable, unsafe, or unhealthy structure or situation. The extent of population protection measures may range from an evacuation of a small subdivision at risk from an approaching wildfire to shelter-in-place measures of several blocks due to a hazardous material spill to evacuation or shelter-in-place of the entire county due to an imminent volcanic eruption in Yellowstone National Park.

See the [Base Plan, Table 1.3B](#) for resident population figures for several locations in Park County. Note that at any given time of year, a high number of non-residents may be present.

J1.3 Planning Assumptions

- A hazard is threatening or has the potential to threaten a population within Park County.
- Some warning time exists to allow for at least partial implementation of an evacuation or distribution of shelter-in-place instructions.
- The nature of the threat, possibility of escalation, timeline, and available expertise and support are variables in any potential evacuation or shelter-in-place situation.
- Some of the population may refuse to comply with instructions lawfully issued by public officials.

J2. Concept of Operations

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, hazardous material spill, or crime scene, but that does not, in itself, become an evacuation within the intent of this annex. The phases of evacuation are shown in Table J2A. Note that time constraints may not allow for all phases of an evacuation to be completed.

Table J2A Phases of Evacuation

<i>Phase</i>	<i>Actions</i>
Advisory	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.
Order	Evacuation is mandatory in order to protect the lives of area occupants and the lives of emergency personnel responding to the incident. Roadblocks and 24-hour patrols by law enforcement are instituted to protect property within the evacuated area and control access.
Order Lifted	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 may be provided by emergency and human services organizations.

Shelter-in-place is the population protection measure that instructs individuals to secure themselves within a structure, often when the time needed for an evacuation is not available or the extent or nature of the hazard indicates that people should stay indoors.

The decision points that follow are the responsibility of incident management. Note that not all decision points may be necessary and some decision points may be combined during rapidly escalating situations.

- Decision Point: *Population protection measures are or may be needed.*

When lives are at risk from a particular hazard, population protection measures must be considered. The options generally include shelter-in-place or evacuation. When deciding which measure is more appropriate, the following should be considered:

- Time to implement: Is there enough time to evacuate to a safe area?
- Protection: Will shelter-in-place measures offer enough protection?
- Safety: Evacuations themselves can be dangerous. Does the hazard risk warrant the evacuation risk?
- Geography: Will a mixed approach be most effective? (i.e. some areas are at lower risk than others)
- Special needs considerations: For some populations, such as hospital patients or the elderly, evacuations may be more hazardous than the hazard itself. In other cases, such as airborne smoke or ash, those with respiratory problems may need to evacuate, whereas, the general population can shelter-in-place.

- Decision Point: Shelter-in-place measures are indicated.

When an evacuation is not possible, practical, or needed, shelter-in-place measures may be recommended by local officials. The most essential element of shelter-in-place measures is communication with the public, including information on actions that need to be taken to adequately shelter-in-place, specific geographic locations where these actions are essential and recommended, and how long the need to shelter-in-place is expected.

- Decision Point: An evacuation may be necessary.

Depending on the nature of the incident, an evacuation may be deemed necessary by law enforcement, fire services, a governing body, or other competent authority. State law provides the following officials the authority to order an evacuation in their jurisdiction upon declaration of a disaster or emergency:

- Chairperson of the Park County Board of Commissioners
- City Manager of the City of Livingston
- Mayor of the Town of Clyde Park
- Montana Governor

Upon the declaration of an emergency or disaster and the issuance of the associated order, the Principal Executive Officer may:

- a. Direct and compel the evacuation of all or part of the population from an incident or emergency or disaster area within that political subdivision when necessary for the preservation of life or other disaster mitigation, response, or recovery.
- b. Control the ingress and egress to and from an incident or emergency or disaster area and the movement of persons within the area.

References: See MCA 10-3-406 and/or MCA 7-33-2212 for more information.

Although, not explicitly stated in state law, the authorities and responsibilities of the jurisdiction's fire chief, sheriff, law enforcement official, or designee (i.e. Incident Commander) include minimizing the danger to persons from hazards such as fire, hazardous materials, and other threats. 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. For these reasons, in the instances of a rapidly evolving situation, the authorities to evacuate those from the threatened areas are assumed. References: MCA 7-33-2001, MCA 7-32-2121, and MCA 7-32-4105.

The decision to order an evacuation should include the following considerations:

- Nature of the peril and its immediacy
- Potential impact on the population
- Objectives to be accomplished
- Geographic area and/or extent of the evacuation
- Methods for alerting those in the hazard areas (see [Warning Annex](#))
- Preferred routes and methods of evacuation
- Identification of "safe" locations evacuees can go to (see [Shelter / Mass Care Annex](#))

- Transportation options for those without adequate transportation resources (see [Special Needs Annex](#))
- Security of the evacuated area

When a threat to public safety is anticipated but not yet imminent enough to order an evacuation, an evacuation advisory or warning may be issued. This process allows local authorities to notify the public of the possibility of an evacuation order and allows the public to prepare for an immediate departure or leave before an order is issued.

- Decision Point: *An evacuation advisory or warning is issued.*

Once an evacuation advisory or warning is issued, this information should be communicated to the population within the potential evacuation area, and ideally, guidance outlining preparation activities for an evacuation order should be provided. During this phase, “voluntary evacuations” are generally indicated.

- Decision Point: *An evacuation order is issued.*

When an evacuation order is issued, the jurisdiction’s law enforcement authority is responsible for enforcing the order. The following elements are critical at this decision point:

- Communication of the order with the public at risk
- Restriction of persons into the evacuating area, with the exception of appropriate response personnel and other authorized persons
- Activation of transportation resources for those lacking adequate transportation, if needed
- Collection of evacuee contact information, if time and resources allow

See the [Special Needs Annex](#) for additional provisions for those people and facilities with special needs. In some cases, animal care is needed for those in the evacuation area; see the [Animal Care Annex](#) for additional information on this function.

In such cases where individuals refuse to evacuate, those wishes will be respected to the extent that such actions will not adversely affect the overall effort and until all who are willing to cooperate have been provided for.

- Decision Point: *Initial evacuation is completed.*

Once the initial evacuation is completed, efforts to maintain the evacuated area include:

- Provide continued security
- Make additional efforts to persuade those persons who refused to evacuate to comply with lawful orders

- Decision Point: Expansion or contraction of the evacuation area is or may be necessary.

As new information becomes available or the hazard area increases, expansion or contraction of the evacuation area may be needed. If so, processes similar to those implemented for the initial evacuation order or lifting of orders should be followed.

- Decision Point: Evacuation order may be lifted.

As the hazard diminishes, considerations must be made regarding how the evacuation order will be lifted:

- Assess the area for potential hazards (i.e. road/bridge stability, loss of utilities, etc.) and take appropriate measures
- Identify the methods to be used for notifying the evacuees
- Develop a system for re-entry that allows legitimate persons (i.e. residents, business owners, employees, etc.) back into the area first
- Develop information for returning evacuees on potential health and safety hazards and actions they should take when returning to the area
- Prepare disaster assistance resources / centers for those that may have suffered losses

- Decision Point: Re-entry into the evacuated area is allowed.

Upon release of the evacuation order, authorities should facilitate the following:

- Allow controlled re-entry into the evacuated area, if necessary
- Provide safety information to those entering the area
- Provide disaster assistance information to those that may have suffered losses
- Open the area to normal access

J3. Organization and Assignment of Responsibilities

The responsibilities listed here are specific to this function. Note that all entities, whether listed or not, are also responsible for their basic disaster and emergency responsibilities as outlined in the [Base Plan, Section 3.2](#), as applicable.

The following entities are not specific to jurisdiction. Therefore, in an emergency, the jurisdiction(s) affected will have the responsibility for these roles, and other non-affected jurisdictions may also be involved through mutual aid.

Principal Executive Officers / Local Elected Officials

- Direct and compel the evacuation of all or part of the population, if necessary. (MCA 10-3-406)
- Issue evacuation orders, as needed.
- Control the ingress and egress to and from an emergency or disaster area, if necessary. (MCA 10-3-406)

- Work with Incident Command and/or Disaster and Emergency Services to coordinate the timing of evacuation orders and order terminations.
- Coordinate with Disaster and Emergency Services and the Public Information Officer, through the Emergency Operations Center.

Disaster and Emergency Services

- Notify and coordinate with Voluntary Organizations Active in Disaster (i.e. American Red Cross, Salvation Army, etc.) for shelter and/or mass care services and/or evacuee registration services.

Law Enforcement

- Notify the public of evacuation orders.
- Manage evacuation operations.
- Impose limited access restrictions to protect public safety until additional authorities are provided.
- Issue shelter-in-place instructions, if necessary.
- Recommend evacuation orders to the Principal Executive Officers / Local Elected Officials, as needed.
- Provide controlled access upon initial re-entry.
- Provide for the safety and security of jail inhabitants during an evacuation of the jail.

Fire Departments / Districts

- Impose limited access restrictions to protect public safety until additional authorities are provided.
- Issue shelter-in-place instructions, if necessary.
- Recommend evacuation orders to the Principal Executive Officers / Local Elected Officials, as applicable for wildfires, hazardous material releases, and other hazards.
- Assist with evacuation notifications, as requested.

Voluntary Organizations Active in Disasters (VOAD)

- Provide sheltering and mass feeding, as requested.

Other Entities

- Perform other duties as needed and assigned.

J4. Direction, Control, and Coordination

Incident Command will vary depending on the incident triggering the population protection measures and will most often be managed through Unified Command as designated by the jurisdiction having authority, usually consisting of the follow organizations:

- Law Enforcement
- Principal Executive Officers / Local Elected Officials
- Fire Departments (if due to wildfire, structure fire, and/or hazardous materials/conditions)

Additional information on the direction and control function can be found in the [Direction and Control Annex](#) and [Base Plan, Section 4](#).

This annex is to be used in coordination with other local, state, and federal plans. Other related local plans (horizontal coordination) include:

- Location-Specific Evacuation Plans
 - 9th Street Island Evacuation Plan
 - Livingston HealthCare Shelter In Place / Evacuation Plan
 - Main Boulder Evacuation Plan

J5. Information Collection and Dissemination

J5.1 Information Collection for Planning

Table J5.1A lists the key information needed and possible sources when considering, planning for, and implementing population protection measures.

Table J5.1A Possible Information Sources

Information Type	Source
Estimate of the number of people threatened, under the evacuation order, and/or in the shelter-in-place area	<ul style="list-style-type: none">- Incident / Unified Command- Park County GIS- 911 Dispatch
Potential evacuations sites (shelter, mass care, information, and/or registration)	<ul style="list-style-type: none">- American Red Cross- Salvation Army
Resources (number and type) available to assist with the evacuation and evacuees	<ul style="list-style-type: none">- Individual agencies / organizations
Hazard forecasts (potential for hazard growth and/or continuation)	<ul style="list-style-type: none">- Incident / Unified Command- National Weather Service, Billings

J5.2 Public Information

Information regarding the public information function can be found in the [Public Information Annex](#).

In the case of an evacuation, the types of questions evacuees and the general public may want or need answers to include:

- What areas are being evacuated?
- Why do I need to evacuate?
- When do I need to leave?
- What should I bring?
- Where should I go?
- Should I provide alternate contact information (cell phone, phone for where I will be staying) to anyone? If so, whom?

- What should I do with my pets and/or animals?
- What can I do to protect my property from the hazard?
- How will my property be protected from vandals?
- How long do you think the evacuation will last?

In the case of sheltering-in-place, the following information should be provided to the public:

- Reason for sheltering-in-place
- Recommended geographic area to shelter-in-place
- Reminder not to go outside
- How to shelter-in-place: turn off all ventilation/heating systems (including fireplace damper), close and lock all windows and doors, collect your disaster supply kit, select a small interior room with few windows and doors, use duct tape and plastic sheeting to seal off all cracks and vents, and monitor for additional instructions over a radio or other media
- The expected duration of sheltering-in-place

When more of these questions can be realistically and consistently answered, less confusion and frustration will likely result. In some cases, whether or not a person decides to follow population protection instructions can depend on the information they receive and the perception of its accuracy.

J6. Communications

See the [Communications Annex](#) for more details on emergency communications in Park County.

J7. Administration, Finance, and Logistics

J7.1 Finance/Administration

For additional information on the Finance/Administration function, particularly the importance of recordkeeping, see the [Base Plan, Section 7.1](#).

J7.2 Logistics

For additional information on disaster and emergency logistics, see the [Base Plan, Section 7.2](#).

J8. Plan Development and Maintenance

See the [Base Plan, Section 8](#) for additional information on annex development, review, revision, and exercise.

J9. Authorities and References

J9.1 Authorities / References

- Montana Code Annotated 7-32-2121: Duties of Sheriff
- Montana Code Annotated 7-32-4105: Duties of Chief of Police
- Montana Code Annotated 7-33-2001: Fire Chief – Powers and Duties
- Montana Code Annotated 7-33-2212: Activity Restrictions in High Fire Hazard Areas
- Montana Code Annotated 10-3-406: Authority of Principal Executive Officer

J9.2 Acronyms

See the [Base Plan, Section 9.4](#) for the list of acronyms used in this plan.

J10. Attachments

None.