

# Emergency Support Function (ESF) # 13

## **Public Protection: Alert & Warning; Evacuation; Sheltering**



### Preface

#### **Alert and Warning:**

The purpose of this component is to provide rapid alert and warnings to the public and key City-County and other officials of an impending or occurring natural emergency, technological emergency, hostile action, or impending conditions that could be hostile or unfriendly to public welfare or safety. To deliver lifesaving information to the public on the areas affected by the emergency, the time available to take action, and what actions to take.

#### **Evacuation and Shelter-in-place:**

**Evacuation:** To provide for the evacuation of part or all of the population from any threatened or stricken disaster area within the City-County to locations providing safety and shelter and to provide guidance for in-place sheltering when evacuation is not feasible.

#### **Sheltering:**

Sheltering provides for the use of local designated buildings for supplying displaced populations with basic survival needs (food, water, clothing, medical services, sanitation, etc) for use during disasters.

The number of displaced populations to be sheltered can vary depending on the magnitude of the disaster and can range from localized needs to county-wide and, in worst-case scenarios to host counties. In some cases, it will be more effective to have impacted population(s) shelter in-place to mitigate additional adverse impacts.

It is assumed the affected population will receive instructions regarding a) location of nearest shelter, b) what to bring/not to bring c) policies on pet care and c) general information on the shelter and level of care expected.

Primary factors to consider in sheltering populations include the number and characteristics of the displaced population, particularly the identification of access and functional needs population and provision for their needs. Other important factors are an assessment of shelter capacities, medical needs of the population and duration of the displacement.

**Primary Agency**  
**Butte–Silver Bow Office of Emergency Management**

**Butte–Silver Bow, Montana**

**Emergency Operations Center ESF #13 Public Protection: Alert & Warning; Evacuation; Sheltering**

**Purpose:**

- 1. Alert & Warning:** Provide rapid alert and warnings to key City-County and other officials, and to the public, of an impending or occurring natural emergency, technological emergency, hostile action, or impending conditions that could be hostile or unfriendly to public welfare or safety.
- 2. Evacuation:** To provide for the evacuation/in place shelter of part or all of the population from any threatened or stricken disaster area within the City-County to locations providing safety and shelter and to provide guidance for in-place sheltering when evacuation is not feasible.
- 3. Shelter:** Identify shelters/in-place sheltering and other mass care facilities and provide resources for the care displaced general and access and functional needs populations.

**Primary:**

- **BSBOEM**
- Chief Executive
- Law Enforcement Department
- Butte-Silver Bow Fire Departments
- 911 Communications Center
- Public Works
- Developmental Disabilities
- Public Health Department
- American Red Cross
- Amateur Radio ARES/RACES

**Likely Tasks:**

**ALERT AND WARNING:**

- Maintain a 24-hour primary warning point for the receipt of warning information
- Develop and maintain a system to disseminate emergency alerts and warnings to government officials and the public.
- Disseminate warnings initiated at local government level.
- Disseminate warnings by methods including: mobile public address (PA) systems; outdoor warning devices; flyers e.g. door to door notifications; print and electronic media; Emergency Alert System (EAS); telephone; text messaging, Web page.
- Serve as the point of contact for City-County and state ordered shelter-in-place and evacuation efforts.
- Provide redundant, 24-hour communications and warning capabilities and procedures.

**Likely Tasks Continued:**

**EVACUATION:**

- Draft, approve, initiate, and enforce evacuation orders.
- Coordinate the implementation of locally ordered evacuations:
  - Identification of areas potentially in need of evacuation (i.e. flood plains, areas near hazardous materials, etc.).
  - Identification of required transportation resources.
  - Establishing traffic and perimeter control as needed.
  - Ensuring public information activities are developed and implemented.
  - Ensuring security for evacuated areas.
  - Designating reception areas/facilities if necessary.
- Obtain special resources to support evacuation upon request.
- Coordinate effort to evacuate and shelter persons with access and functional needs.
- Assist support agencies with addressing pet issues.

**SHELTERING:**

- Identification of shelters,
- Coordination of shelter operations.
- Coordinate with the Human Services function to support local officials with evacuating and sheltering persons with access and functional needs upon request.
- Assist local efforts with addressing pet issues upon request.

**RE-ENTRY**

- Develop and implement plans for re-entry which include:
  - Providing traffic control from shelters to communities
- Inspect and certify evacuated areas safe before re-entry.

**State of Montana**

**Primary**

- Disaster & Emergency Services Division Actions:

**Warning**

- Utilization of equipment and personnel essential to coordinate and disseminate information before and during an impending or actual disaster situation.
- Coordinates with all appropriate departments/ agencies and organizations to ensure warning readiness in time of a manmade or natural disaster or emergency.

**Actions:**

**Evacuation**

- Develop State and regional evacuation plans.
- Monitor conditions that have the potential to require the evacuation of any area(s) of the state.
- Coordinate with affected counties, appropriate state agencies, federal agencies, other states, and appropriate private sector sources in developing an evacuation recommendation for the governor.
- Coordinate evacuation routing to shelters, provision of transportation, shelter and congregate care, and provide public information to deal effectively with the situation.

**Federal Government**

<p><b>Primary</b></p> <ul style="list-style-type: none"> <li>Federal Emergency Management Agency</li> <li>U.S. Department of Homeland Security</li> </ul> <p><b>Support</b></p> <ul style="list-style-type: none"> <li>State agencies as required</li> </ul>	<p><b>Actions</b></p> <ul style="list-style-type: none"> <li>FEMA will provide Warnings and warning information to the State of Montana over the National Warning System (NAWAS).</li> </ul>
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*Butte–Silver Bow Office of Emergency Management*

Comprehensive Emergency Management Plan

Emergency Support Function # 13

**Public Protection:  
Alert & Warning; Evacuation; Sheltering**

**Primary Agency:** Butte-Silver Bow Office of Emergency Management

**Primary Coordinator:** BSBOEM Director

**Support Organizations:**

- 911 Communication Center
- American Red Cross
- Butte Amateur Radio (RACES/ARES)
- Butte-Silver Bow Chief Executive
- Developmental Disabilities Office
- Fire Departments: Career and Volunteer
- Law Enforcement Department
- Public Health Department
- Public Works Department

All Other City and County of Butte-Silver Bow agencies, departments, and offices

***I. INTRODUCTION.***

**A. PURPOSE.**

1. **Alert and Warning:** To provide rapid alert and warnings to the public and key City-County and other officials of an impending or occurring natural emergency, technological emergency, hostile action, or impending conditions that could be hostile or unfriendly to public welfare or safety.
2. **Evacuation:** To provide for the evacuation of part or all of the population from any threatened or stricken disaster area within the City-County to locations providing safety and shelter and to provide guidance for in-place sheltering when evacuation is not feasible.
3. **Shelter:** Identify shelters and mass care facilities.

**B. SCOPE.**

1. **Alert and Warning:** ESF is based on incoming notification of an occurring or imminent emergency situation, provide relevant populations with timely alert and warning, including information on protective actions such as shelter in place or evacuation, as well as where additional information can be obtained.
2. **Evacuation:** ESF is based on an emergency and/or incident that requires all or part of the county population to be re-located away from the threat. The magnitude and location of the event will dictate the establishment of evacuation routes.
3. **Shelter:** ESF is based on information received from existing and evolving evacuation operations and encompasses general and access and functional needs populations. Sheltering can occur in-place and/or in designated, equipped shelters to support displaced populations or until incident(s) are mitigated and recovery operations can be implemented. The sheltering function is designed to meet day-day needs of the displaced population and staffed to register and track all evacuees.

**C. SITUATION.**

1. **Alert and Warning:**
  - a. The use of any one or all available forms of warning and notification may not provide sufficient warning to the entire general public and the access and functional needs population.
  - b. It is possible for neighborhoods and jurisdictions within the City-County to be isolated from communications for extended periods of time.
  - c. Special consideration needs to be given to hearing impaired and non- English speaking individuals when disseminating warnings.

**2. Evacuation:**

- a. The disaster or incident may cause partial or total closure of critical evacuation routes.
- b. Mass transit systems may not be available for moving populations from evacuated areas to reception facilities and/or appropriate shelters.
- c. Populations refusing to evacuate may be subjected to hazards, associated with the incident.
- d. Special consideration should be given to the transport of access and functional needs populations.
- e. Evacuation notices and bulletins may not reach all of the affected population.

**3. Shelter:**

- a. The incident may cause irreparable damage to identified shelters.
- b. Shelters may not be easily accessible to evacuees.
- c. Resources to support sheltering operations may not be readily available, due to the magnitude of the disaster/incident.

**4. Re-entry:**

- a. Populations may be displaced for long periods of time before re-entry.
- b. Use of temporary housing may be necessary.
- c. Special consideration must be given to access and functional needs populations.

**D. POLICIES.**

**1. Alert and Warning:**

- a. Unless specifically allowed elsewhere in this plan, the decision to send a City-Countywide alert and warning will be made by the BSBOEM Director or the 911 Communications Center Manager.
- b. The criteria for issuing an alert and warning are:

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EVACUATION; SHELTERING**

City & County of Butte–Silver Bow,  
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- **Public Safety:** dissemination of information which will aid in reducing loss of life or substantial loss of property.
  - **Official Information:** the source of information is a local, state or federal government agency that directly supports federal responsibilities concerning the protection of life and property.
  - **Time–Critical:** an event that requires immediate public knowledge to avoid adverse impact.
- c. Once an emergency has ended, a message indicating that the emergency incident has concluded must be sent.
  - d. Incident commanders may authorize the use of public address systems on vehicles, megaphones, face–to–face communications, and pre–scripted messages for time–critical notifications.
  - e. Requests to issue a City–Countywide Emergency alert and warning are authorized by any formally declared Incident Commander of an emergency incident or any Fire Department Chief or Law Enforcement Department supervisor.
  - f. The Emergency Alert System (EAS) is used to supplement warnings to citizens utilizing participating radio or television stations.
  - g. Warning to the affected populace will be made by any expeditious methods available at the time to include, but not limited to, sirens, telephone, fax, radio, EAS, amateur radio, media, and police and fire mobile units.
  - h. Citizens and City–County employees have the responsibility to monitor for severe weather alerts via television, radio, and weather alert radios.
  - i. No guarantee of a perfect system is implied by this plan. As assets and personnel may be overwhelmed, Butte–Silver Bow will endeavor to make every reasonable effort to respond to an emergency or disaster based on the situation, and information and resources available at the time.

**2. Evacuation:**

- Citizens are advised to follow evacuation orders. Those who do not wish to comply are encouraged to provide “next-of-kin” information.
- Consideration will be given to access and functional needs populations during the evacuation process.

**3. Shelter:**

- “Shelter-in-Place” is the preferred option whenever possible.

## ***II. CONCEPT OF OPERATIONS.***

### **A. GENERAL.**

#### **1. Alert and Warning:**

- a. The need to warn the public of impending danger could arise at any time. To reduce loss of lives and protect property, adequate and timely warnings must be provided whenever possible. Appropriate action-oriented information must be supplied.
- b. A warning period will be available for most emergency situations although the amount of lead-time will vary from hazard to hazard. Proper use of this warning period will save lives, reduce injuries, and protect property.
- c. The National Warning System (NAWAS) and the National Weather Service mass notification system are the primary systems used by the federal and state government to notify Butte – Silver Bow of emergency situations.
- d. The 911 Communication Center is the local 24 hour warning point for the City-County (Public Safety Answering Point). When a warning is received for Butte – Silver Bow, the information is relayed within the City-County and to the community through all available methods. Butte – Silver Bow may receive initial warning of an emergency or pending emergency from other sources, including the State EOC, neighboring jurisdictions, the National Weather Service, the news media, or the general public.

#### **2. Evacuation:**

- a. The Chief Executive retains the ultimate authority and responsibility for evacuation of people within the boundaries of Butte – Silver bow. An emergency proclamation may be considered to ease implementation and enforcement of the evacuation process.
- b. Instructions for large scale evacuation of part or all of the population from a portion or all of Butte – Silver Bow, will normally be issued by or through the EOC, under the authority or direction of the Chief Executive.
- c. Smaller scale evacuations will normally be ordered/conducted by law enforcement agencies and/or fire services when exigencies dictate immediate actions to protect lives and property.
- d. Provisions for evacuation of access and functional needs populations, pickup points for people without private transportation, support to evacuees, referral

for relatives, or re-entry into evacuated area will be handled on case by-case basis with other agencies involved in an evacuation.

- e. Fire Services will be the lead agency for organizing and executing any evacuations due to unsafe buildings, fire danger, hazardous materials, or any other reason identified by competent authority.
- f. The Butte-Silver Bow Evacuation Strategy contains specific planning criteria and procedures for mass evacuation operations. (see Annex VI).

**3. Shelter:**

- a. Decisions for sheltering displaced populations will be made in conjunction with information from field operations and situation reports from support agencies.
- b. Provisions for sheltering access and functional needs populations will be made on a case-case basis.
- c. Instructions for sheltering will be coordinated via the Homeland Security and Emergency Management Agency.
- d. Fire services and American Red Cross, in conjunction with Public Health Department will determine the suitability of potential shelters.
- e. In place sheltering is the preferred method, where conditions are suitable.
- f. Provision of needed resources for shelters will be coordinated through ESF6, Mass Care and ESF-7, Resource Support

**4. Recovery**

- a. The Chief Executive retains the ultimate authority and responsibility for deciding when to allow the displaced population to re-enter the evacuated area, including issuing directives to rescind the evacuation order.
- b. Recovery decisions will be based on information from field command.
- c. Phasing of re-entry operations will be made in conjunction with field information on the safety of re-entry routes and assurance that the threat is over and homes and infra-structure have been inspected and deemed safe.
- d. Homeland Security and Emergency Management will coordinate the release of messages to instruct re-entry procedures and any remaining hazards to sheltered populations.
- e. Disaster Recovery Centers will be established in numbers and locations as needed.

**B. TASKS AND RESPONSIBILITIES.**

**1. Pre-Emergency Tasks.**

- a. Primary and support departments will coordinate with the Homeland Security and Emergency Management Agency to maintain this Emergency Support Function (ESF) and to:

**Alert and Warning:**

- Develop and maintain a system to disseminate emergency alerts and warnings to the public.
- Develop and maintain a system to notify key officials and agencies in the event of an emergency.
- Develop and maintain procedures and SOP's for warning access and functional needs populations and locations, such as schools, hospitals, nursing homes, major industries, institutions, and places of public assembly.

**Evacuation:**

- Identify and sign evacuation routes within the City-County.
- Conduct public education about evacuation procedures.
- Develop and maintain procedures and SOP's for implementing evacuation operations, including evacuation routing.

**Shelters:**

- Identify locations/capacities of shelters.
- Analyze mass care resource requirements for equipping shelters.
- Develop agreements with mass care providers as necessary.
- Develop and maintain procedures and SOP's for implementing sheltering operations.

**Re-entry:**

- Develop procedures and SOP's for providing notification to sheltered populations regarding re-entry/re-location issues.

**2. General Emergency Tasks.**

- a. Upon receiving notification of an imminent or spontaneous event, primary and support agencies will:
  - Notify the Homeland Security and Emergency Management Agency Duty Officer or Coordinator immediately when they become aware of a situation that could potentially cause harm to the community and should be disseminated to other City-County agencies or to the public.
  - Alert employees assigned to emergency duties.
  - Send a representative to the Butte – Silver Bow EOC, if appropriate.
  - If requested, augment the local government’s efforts to warn the public through the use of vehicles equipped with public address systems, sirens or employees going door-to-door, etc.

3. Specific Emergency Concepts and Responsibilities.

- a. **BSBOEM is the primary department for ESF # 13 Public Protection: Alert & Warning; Evacuation; Sheltering:**

**Provide Alert and Warning:**

- Monitors the situation for EOC activation.
- Notify the Chief Executive.
- Notify departments and agencies to activate agency response efforts, as necessary to ensure 24-hour capability.
- Coordinate alert and warning notification with other City-County agencies and adjoining jurisdictions.
- Utilize all means available to effectively disseminate notification and warnings.
- Monitor all alert and warning systems to evaluate functionality.
- Maintain records of cost and expenditures to accomplish this ESF and forward them to the EOC Finance/ Administration Section Chief.

**Provide Evacuation Operations:**

- Serve as the Butte – Silver Bow point of contact for state ordered evacuation efforts.
- Initiate evacuation orders when necessary.
- Coordinate the implementation of locally ordered evacuations, actions include:
  - Identify areas potentially in need of evacuation (i.e. flood plains, areas near hazardous materials, etc.).
  - Identify evacuation routes and provide signage.
  - Identify required transportation resources.

- Establish traffic and perimeter control as needed.
- Ensure public information activities.
- Ensure security for evacuated areas.
- Designate reception areas if necessary.
- Determine transport needs for access and functional needs populations.
- Develop and disseminate evacuation instructions.

**Provide Shelters for Displaced populations:**

- Shelter In-Place (Hazardous Material Incidents).
  - Safe and quick evacuations may not be possible due to time, weather, and other factors. An option to evacuation is “shelter in place,” e.g. notifying occupants of buildings, facilities, homes, to seek protection indoors and stay inside until notified that it is safe to exit.
  - When people cannot evacuate before a hazardous material plume arrives, public officials must advise them to stay indoors and reduce the ventilation from outside air as much as possible.
  - For in-place sheltering to be effective, the decision-making authority must be clearly defined, warning to the public must be timely, and the sheltered population must know how to reduce shelter ventilation rates.
- Identify and publicize shelter locations; coordinate with ESF #6 to ensure shelters are staffed and equipped with vital resources.
- In coordination with Fire Department and Law Enforcement, develop evacuation plans for incidents at hazardous materials sites, as well as other specialized facilities/events. **(See Attachment “Evacuation Planning Factors.”)**

**Provide Re-Entry Operations:**

- Plans for recovery to include:
  - Notices rescinding evacuation orders – Instructions for re-entry for distribution.
  - Process for re-entry.
  - Traffic control
  - Public information activities.
  - Certify evacuated area(s) safe for re-entry.

**b. Amateur Radio (ARES/RACES):**

- Assist with warning and emergency information dissemination.

**c. Chief Executive:**

- Issue local emergency declarations.

- Initiate evacuation/curfews as needed.
- Make declarations as warranted.
- Issue re-entry orders after consultation with the appropriate response agencies.

**d. Departments, All:**

- Assist in evacuation of persons in danger to safe areas or shelter.
- Assist in informing the public.
- Identify access and functional needs persons needing evacuation assistance.
- Provide siren-equipped and/or public address mobile units (if available).
- Provide personnel for door-to-door warning.
- Assist with evacuation/notification, when necessary.

**e. Fire Departments-Career and Volunteer:**

- Coordinate with Homeland Security and Emergency Management Coordinator and Law Enforcement to establish and sign evacuation routes, traffic control points, blockages, etc.
- Assist with the identification of evacuation routes.
- Provide siren-equipped and/or public address mobile units.
- Assist with evacuation/notification, when necessary.
- Direct on-scene evacuations as a result of fire, hazardous materials spill, transportation accidents, etc., as necessary, whenever there is immediate threat to life and safety.
- Order evacuation whenever necessary to protect lives and property.
- Disseminate text messages when directed.
- Record costs and expenditures and forward them to this ESF's Group Supervisor.

**f. Public Works Department:**

- Provide traffic control signs and barricades, and operational control of traffic signals and flashers.
- Coordinate with Emergency Management Coordinator and Law Enforcement to establish and sign evacuation routes, traffic control points, blockages, etc.
- Assist with the identification of evacuation routes.
- Assist when possible to keep evacuation routes clear of stalled vehicles and equipment.
- Establish staging areas and rest areas.
- Inspect buildings and infrastructure of evacuated area and certify for re-entry operations.

g. **911 Communications Center:**

- Notify departments and agencies to activate agency response efforts, as necessary to ensure 24-hour capability.
- Coordinate alert and warning notification with other City-County agencies and adjoining jurisdictions.
- Utilize all means available to effectively disseminate warning and notifications.

h. **EOC Public Information Officer:**

- Responsible for assimilating, coordinating all alert and warning information on behalf of the EOC.
- Staff EOC PIO position, if activated, and continue dissemination of warning information, if needed.
- Develop alert and warning releases to be disseminated to the media.
- Develop pre-scripted alert and warning releases to be disseminated to the media.
- Disseminate emergency information immediately, advising the public of what evacuation and/or shelter actions to take.
- Develop and disseminate information on re-entry issues.
- Ensure that warning information is disseminated to the media on a timely basis.
- Record costs and expenditures and forward them to this ESF's Group Supervisor.

i. **Law Enforcement Department:**

- Assist in the identification of evacuation routes.
- Ensure emergency orders are implemented.
- Order evacuations when necessary to protect lives and property and maintain law and order.
- Initiate, coordinate and monitor evacuation activities.
  - Designate primary and alternate evacuation routes based on characteristics of known hazardous event and/or upon the parameters of predictable hazards.
  - Coordinate with Public Works to identify potential problems along evacuation routes and to ensure safety of evacuation routes following an event.
- Identify, establish and maintain entrance and exit control points.
- Coordinate with health officials the transportation of elderly, homebound, handicapped/disabled and mobility-impaired persons.
- Assist in conducting evacuations.
- Protect property in evacuated areas.
- Provide traffic and crowd control.

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EVACUATION; SHELTERING**

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- Provide security in rest areas, reception centers, and shelters.
- Establish a perimeter and control area around the evacuated area. -  
Establish a law enforcement pass system.
- Provide security in evacuated areas, as safety requirements allow.
- Provide traffic and movement control.
  - Maintain and coordinate two-way traffic on all evacuation routes to allow continued access for emergency vehicles.
  - Designate traffic control points at the time based on anticipated traffic volume and identifiable problem areas.
- Coordinate with Public Works and keep evacuation routes clear of stalled vehicles and equipment.
- Provide siren–equipped and/or public address mobile units.
- Provide staff for door–to–door warning.
- Ensure emergency evacuation orders are implemented.
- Disseminate messages via the telephone emergency notification system when directed.
- Record costs and expenditures and forward them to this ESF’s Group Supervisor.

j. **Public Health Department:**

- Provide health warnings.
- Provide communicable disease surveillance.
- Disseminate messages via mass notification methods when directed.
- Monitor public health related conditions in shelters.
- Record costs and expenditures and forward them to this ESF’s Group Supervisor.

k. **American Red Cross.**

- Coordinate evacuation and shelter planning with respective agencies.
- Plan for populations with access and functional needs with the respective institution administrators to determine specific transportation and shelter needs. Develop and maintain list of access and functional needs population.
- Designate and maintain location of updated shelter and congregate shelter lists.
- Assist with emergency public information dissemination.
- Establish shelter agreements with the school districts and private businesses within the county.
- Coordinate and provide mass care, congregate care, food coupons and commodities, monetary grants, and crisis counseling.
- Coordinate other volunteer agency activities.
- Provide health care services to designated rest areas during evacuation.
- Provide health care and emergency medical services to emergency workers.
- Open and close public shelters.

**1. Developmental Disabilities Office:**

- Provide advice and coordination services regarding persons with access and functional needs for public protection notifications and warnings.

**C. ROLE OF BUTTE-SILVER BOW EOC.**

1. When the EOC is activated, the BSBOEM Director may activate Public Protection: Alert & Warning; Evacuation; Sheltering ESF # 13 to coordinate alert and warning activities. The EOC Homeland Security and Emergency Management Coordinator is responsible for directing and coordinating emergency programs relating to alert and warning.
2. Public Protection: Alert & Warning; Evacuation; Sheltering ESF # 13 personnel will be alerted according to prescribed departmental/agency policy. The EOC BSBOEM Director will assign the operational priorities for personnel. All personnel will report to their pre-designated locations unless otherwise directed by their supervisor at the time they are notified of the emergency. Pre-designation of duties and responsibilities will facilitate a reduction in response time.
3. The BSBOEM Director will establish and maintain lines of communication in the EOC during major response operations to facilitate coordination of activities and resources.
4. Public Protection: Alert & Warning; Evacuation; Sheltering ESF # 13 likely tasks are found in the City-County box on the tab page.

**D. ALERTING, WARNING, AND NOTIFICATION PROCESS.**

1. The National Warning System (NAWAS) is the primary system used by the federal government to disseminate warnings across the nation.
  - a. Warnings may originate from a variety of federal agencies and are received at the Montana Warning Point, and other warning points, including the local warning point at the 911 Communications Center for the City-County.
  - b. Under normal configuration, warnings disseminated over National Warning System (NAWAS) goes to all warning points. However, warnings originating at local warning point (such as Butte-Silver Bow) must normally be relayed by the Montana Disaster and Emergency Services to be transmitted out of state.
2. The 911 Communications Center is the National Warning System (NAWAS) local warning point for the county. Dispatch personnel monitor/operate this warning point. When a warning is received for Butte-Silver Bow, the information is relayed within the City-County through radio and telephone, and to the community

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through the Emergency Alert System. (See “Butte–Silver Bow County Warning Diagram” Attachment 2 to this annex.)

3. Warning functions will normally be activated by the 911 Communications Center or Crisis Action Team (CAT) or Emergency Operations Center (EOC).
4. The National Weather Service (NWS), as a standard operating guideline, disseminates warnings received for Butte–Silver Bow to all area media
5. The National Weather Service (NWS) weather radio system may also be utilized to disseminate specific warning or emergency information.
  - a. Reception of warning is limited to those who possess a NOAA Weather Radio.
  - b. Weather warnings issued by the NWS are also broadcast over this system.
6. Warning notification to citizens of Hazardous Materials Incidents pursuant to Title III of the Superfund Amendments and Re–authorization Act of 1986 may be done by door–to–door contact, mobile loud speakers, or any other means available to on–scene command agencies
7. The EAS may be activated by 911 Communications Center and the EOC Manager and various state and federal agencies.
8. Butte–Silver Bow Department of Health issues warnings related to health, air quality, food, water, and sanitation warnings. “Air Emergency Declarations” made in accordance with the Department of Health procedures will normally be disseminated via email, facsimile, and over the EAS.

**E. BUTTE–SILVER BOW NOTIFICATION AND WARNING.**

**1. Notification.**

Butte–Silver Bow may receive initial warning of a disaster or pending disaster from the State EOC, neighboring jurisdictions, the National Weather Service, the news media, or the general public.

**2. Watch, Standby Procedures.**

- a. The BSBOEM will issue a “standby” order if a pending disaster has the potential of affecting Butte– Silver Bow. Departments will take the following actions:
  - Review this document (CEMP).
  - Notify employees.
  - Review department emergency plans.
  - Ensure that department vehicles and equipment are serviced and ready.

- Inventory existing communication equipment. Be prepared to collect and redistribute radios, portable telephones, chargers, batteries, etc.
- Obtain maps, drawings, and other emergency work job aids.
- Continue to provide routine service to the public, but plan to change to emergency procedures upon warning notification.

### **3. Warning.**

- a. Upon notification of a warning (imminent or spontaneous event), each department will initiate internal notification actions to:
  - Alert employees assigned to emergency duties.
  - As appropriate to the situation:
    - \* Suspend or curtail normal business activities.
    - \* Recall essential off-duty employees.
    - \* Send non-critical employees home.
    - \* Evacuate the department's facilities.
  - If requested, augment the local government's effort to warn the public through use of vehicles equipped with public address systems, sirens, employees going door-to-door, etc.
- b. During an emergency alert, all local government employees are on standby. Recall procedures vary by department, and each department has the responsibility to inform employees of proper recall procedures. Employees who are recalled are expected to secure their families and homes, and report promptly to their assigned positions.
- c. Employees who are recalled should realize that the emergency might be several days or longer in duration. Each employee should report to his/her emergency assignment with personal items necessary for 72 hours (e.g. personal articles, toiletries, change of clothing, medications, special non-refrigerated dietary foods, blankets/sleeping bag, etc.).

### **K. EVACUATION.**

1. A local emergency proclamation may be considered to ease implementation and enforcement of the evacuation process.
2. Research has shown that there are incentives which may be considered to encourage people to evacuate. Some of these include the following:
  - Have the request be made by the elected official(s).
  - Have the request issued on the "Front lines" by uniformed personnel.
  - Ensure that the evacuation request contains information on the exact nature of the threat and sources of confirmation.
  - Provide assurances of security and property protection.
  - Develop and disseminate clear information bulletins on shelters, existing shelter resources, and provisions for access and functional needs populations.

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- Provide for emergency transportation.
- Reduce family separation anxiety, if possible.
- Make provisions for pets. (Pets are not permitted in shelters.)
- Provide information as to what exactly is expected of the citizens in the threatened area.

3. Evacuation Response:

- Initiation of evacuation orders when necessary.
- Develop evacuation plan and coordinate effort to include: - Traffic and perimeter control, as needed.
  - Evacuation of access and functional needs populations.
  - Public information activities.
  - Police protection for evacuated areas.
  - Designate reception areas, if necessary.
- Plan for recovery to include:
  - Initiate return, when possible.
  - Control traffic.
  - Conduct public information activities.
  - Certify safety of evacuated area(s) before re-entry.
  - Establish Disaster Recovery Centers, if appropriate.

4. Hazardous Materials.

- a. Determination of areas to be evacuated will be made by on-scene fire and police officials. The range from the incident site depends upon the chemical type and amount.
- b. The routes of evacuation and staging areas for the evacuees will be determined by the senior law enforcement officer from the affected area at the forward command post, with the assistance of the on-scene Incident Commander.
- c. Once a safe radius area from the incident site has been evacuated, law enforcement officials will stand ready to evacuate additional areas.
- d. The necessity for additional evacuation will be determined by the on-scene Incident Commander by orders from the law enforcement officer in charge at forward command post.
- e. It is imperative that evacuation procedures ensure the safety of law enforcement officers and evacuees.

**L. SHELTER-IN-PLACE.**

1. Safe and quick evacuations may not be possible due to time, weather, and other factors. An option to evacuation is "shelter in place," e.g. notifying occupants of buildings, facilities, homes, to seek protection indoors and stay inside until notified that it is safe to exit.
2. When people cannot evacuate before a toxic cloud arrives, then public officials must advise them to stay indoors and reduce the ventilation from outside air as much as possible.
3. For in-place sheltering to be effective, the decision-making authority must be clearly defined, warning to the public must be timely, and those sheltering must know how to reduce shelter ventilation rates.
- 4.

**III. ATTACHMENTS AND REFERENCES.**

**A. ATTACHMENTS.**

1. Public Protection: Alert & Warning; Evacuation; Sheltering (ESF # 13) Checklist.
2. Butte – Silver Bow Alert/Warning/Notification System.
3. Evacuation Planning Factors.
4. Public Protection Decision Tree.

**B. REFERENCES.**

1. Montana Emergency Alert System (EAS) Plan (2016).
2. Butte-Silver Bow Evacuation Strategy.

**C. PROVISIO.**

This support annex has been prepared in accordance with the standards of the National Incident Management System and other Federal and State requirements and standards for emergency plans applicable as of the date of the plan's preparation.

The plan provides guidance only; it is intended for use in further development for response capabilities, implementation of training and exercises, and defining the general approach to incident response. The actual response to an incident is dependent on:

1. The specific conditions of the incident, including incident type, geographic extent, severity, timing, and duration;

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2. The availability of resources for response at the time of the incident;
3. Decisions of Incident Commanders and political leadership;
4. Actions taken by neighboring jurisdictions, the State, and the Federal Government.

These and other factors may result in unforeseen circumstances, prevent the implementation of plan components, or require actions that are significantly different from those described in the plan.

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*Attachment 1*

**PUBLIC PROTECTION:  
ALERT & WARNING; EVACUATION; SHELTERING (ESF # 13) CHECKLIST**

<p><b>Pre-Emergency</b></p>	<ul style="list-style-type: none"><li><input type="checkbox"/> Maintain this Emergency Support Function (ESF).</li><li><input type="checkbox"/> Participate in drills, exercises.</li><li><input type="checkbox"/> Develop emergency action checklists.</li></ul> <p><b>Alert and Warning:</b></p> <ul style="list-style-type: none"><li><input type="checkbox"/> Maintain a 24-hour primary warning point for the receipt of notifications.</li></ul> <p><b>Evacuation:</b></p> <ul style="list-style-type: none"><li><input type="checkbox"/> Identify and sign evacuation routes within the City-County.</li><li><input type="checkbox"/> Conduct public education about evacuation procedures.</li><li><input type="checkbox"/> Develop and maintain procedures and SOP's for implementing evacuation operations, including evacuation routing.</li></ul> <p><b>Shelter:</b></p> <ul style="list-style-type: none"><li><input type="checkbox"/> Analyze mass care resource requirements for equipping shelters.</li><li><input type="checkbox"/> Develop agreements with mass care providers as necessary.</li><li><input type="checkbox"/> Develop and maintain procedures and SOP's for implementing sheltering operations.</li><li><input type="checkbox"/> Develop procedures and SOP's for providing notification to sheltered populations regarding re-entry/relocation issues.</li></ul>
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<p><b>Emergency</b></p>	<p><b>Alert and Warning:</b></p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Coordinate with Chief Executive to disseminate alerts and warnings, as appropriate (this may necessarily be prior to EOC activation).</li> <li><input type="checkbox"/> Incident commanders may authorize the use of public address systems on vehicles, bull horns, face-to-face communications, and pre-scripted messages for time-critical notifications.</li> <li><input type="checkbox"/> Notify departments and agencies to activate agency response efforts, as necessary to ensure 24-hour capability.</li> </ul> <p><b>Evacuation:</b></p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Coordinate the implementation of locally ordered evacuations. Use developed SOP's for response and:</li> <li><input type="checkbox"/> Initiate evacuation orders when necessary.             <ul style="list-style-type: none"> <li>- Identify areas potentially in need of evacuation (i.e. flood plains, areas near hazardous materials, etc.).</li> <li>- Identify evacuation routes and provide signage.</li> <li>- Identify required transportation resources.</li> <li>- Establish traffic and perimeter control as needed.</li> <li>- Ensure public information activities.</li> </ul> </li> </ul>
	<ul style="list-style-type: none"> <li>- Ensure security for evacuated areas.</li> <li>- Designate reception areas if necessary.</li> <li>- Determine transport needs for access and functional needs populations.</li> <li>- Develop and disseminate evacuation instructions.</li> </ul> <p><b>Shelter:</b></p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Determine if population should be sheltered in-place (Hazardous Material Incidents).</li> <li><input type="checkbox"/> Identify and publicize shelter locations; Coordinate with ESF #14 to ensure shelters are staffed and equipped with vital resources.</li> </ul>

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<p><b>Emergency Operations Center (EOC)</b></p>	<ul style="list-style-type: none"><li><input type="checkbox"/> Staff Public Protection: Alert &amp; Warning; Evacuation; Sheltering ESF # 13 within the Butte – Silver Bow EOC Command Staff.</li></ul> <p><b>Alert and Warning:</b></p> <ul style="list-style-type: none"><li><input type="checkbox"/> Disseminate emergency alerts and warnings.</li><li><input type="checkbox"/> Coordinate staffing for door-to-door warning if feasible.</li></ul> <p><b>Evacuation:</b></p> <ul style="list-style-type: none"><li><input type="checkbox"/> Initiate evacuation orders</li><li><input type="checkbox"/> Coordinate evacuation operations with Law Enforcement, Public Works, and Mass Care.</li><li><input type="checkbox"/> Monitor evacuation process with field operations</li></ul> <p><b>Shelter:</b></p> <ul style="list-style-type: none"><li><input type="checkbox"/> Monitor sheltering operations.</li><li><input type="checkbox"/> Coordinate with appropriate agencies.</li></ul>
<p><b>Recovery Actions</b></p>	<p><b>Shelter:</b></p> <ul style="list-style-type: none"><li><input type="checkbox"/> Implement shelter de-mobilizing plans.</li></ul> <p><b>Re-Entry:</b></p> <ul style="list-style-type: none"><li><input type="checkbox"/> Develop and disseminate instructions for re-entry.</li><li><input type="checkbox"/> Certify the evacuated area safe for re-entry.</li><li><input type="checkbox"/> Coordinate re-entry-return with Public Works, law Enforcement, and all other appropriate agencies.</li><li><input type="checkbox"/> Initiate return, where possible.</li><li><input type="checkbox"/> Conduct public information activities.</li><li><input type="checkbox"/> Assist other agencies with recovery operations, as appropriate.</li></ul>

*Attachment 2***BUTTE – SILVERBOW ALERT/WARNING/NOTIFICATION SYSTEM****A. SYSTEM DESCRIPTION.****1. National Warning System (NAWAS).**

NAWAS is a nationwide private telephone communications system funded by the Federal Emergency Management Agency. It operates on three levels of government: Federal, State and Local. The system has network nodes located at strategic locations in each state. States, in turn, coordinate a system connecting system nodes in various counties. The primary warning point for the City County is the Butte-Silver Bow 911 Communications Center, located at 225 N. Alaska Street and is monitored on a 24 hour basis.

**2. National Weather Service (NWS).**

Current weather information and warnings are received over the NAWAS and internet computer products. Radio broadcasts are received over the NOAA weather radio broadcasting from Missoula, MT.

**3. Emergency 911 Communications Center.**

The 911 Emergency System is a locally operated telephone system capable of receiving emergency information from the public and disseminating such information to the various emergency response agencies, such as police, fire and rescue units within the local area. The 911 Communications Center is the designated local Public Safety Answering Point (PSAP).

**4. Outdoor Warning System.**

Butte – Silver Bow does not possess a designated outdoor warning siren system. However, outdoor sirens are positioned in several locations within the City-County on Fire Department facilities. Activation of the outdoor warning sirens can be accomplished by the 911 Communications Center. Specific locations of the units are on file with the BSBOEM.

**5. School Warning System.**

A specific talk group communication and/or warning system has been established between School District Administration and individual schools on local communication radio frequencies. These radios enable those on the network to communicate directly with 911 Communication Center, the Emergency Operations Center, and local emergency response agencies. Emergency alert,

warning and public protection notifications can be disseminated through this system.

**6. Flood Warning System.**

The National Weather Service has a network of rain and river gauges that are strategically placed on regional rivers and collect data used for flood warning purposes. These gauges have automatic alarms that warn of threatening flood conditions and conditions are reported to the National Weather Service in Missoula.

**7. SkyWarn.**

Project SkyWarn is a national program designed to place personnel in the field to spot and track severe weather and Butte-Silver Bow participates in the program. These field personnel are trained by the National Weather Service in basic severe weather meteorology, and in how and what to report to the proper officials. During periods of severe weather, the spotters are dispatched to the field and relay reports to the NWS or the EOC. If the EOC is activated, it disseminates the appropriate warning.

**8. Emergency Alert System (EAS).**

The Emergency Alert System is composed of AM, FM, and TV broadcast stations and non-government industry utilities operating on an organized basis during emergencies at national state, and local levels. It provides for the alerting of participating stations, dissemination of standardized emergency information, and/or termination of non-emergency station activities until the emergency subsides.

The FCC, in conjunction with Federal Emergency Management Agency (FEMA) and the National Oceanic and Atmospheric Administration's National Weather Service (NWS), implements the EAS at the federal level. The President has sole responsibility for determining when the EAS will be activated at the national level, and has delegated this authority to the director of FEMA. The EAS provides an official means for supplying emergency information to the public. Local radio and television broadcast stations participate in EAS based upon a contractual agreement between the station and the FCC.

In cases where there is an immediate threat to life or property that justifies immediate notification of the public, local emergency management officials may choose to issue a Civil Emergency Message (CEM) through EAS.

**Procedures for EAS Activation for Non-Weather Emergency Messages (State or Local):**

- A Designated local Official identifies a risk to life or property that justifies immediate notification of the general public;
- Designated local Officials create a message for dissemination;
- Message is provided to appropriate National Weather Service (NWS) office(s), by fax or verbally. Activation of the EAS for Butte-Silver Bow is facilitated through the National Weather Service of Missoula;
- For statewide activations, NWS Great Falls will be the contact point.

**Authentication and Issuance**

- NWS authenticates by calling back and confirming message with Designated Official or dispatch;
- NWS enters and sends out the message, activates EAS and broadcasts message over NOAA Weather Radio;
- Broadcasters receive message from NWS and can automatically broadcast message over radio and television networks, even those that are unattended;
- NOAA Weather Radios automatically alarm.

**9. Print Media and Electronic Media.**

When time is sufficient, warnings and emergency information are provided through the print and electronic media, and the City-County's web page.

**10. Neighborhood Warning Procedures.**

In some instances, additional warning must be provided to certain areas. Methods used include, but limited to, vehicle mounted public address and door-to-door warning.

Law enforcement and fire service vehicles, which are equipped with sirens and/or public address systems, will augment fixed warning devices.

**11. Amateur Radio Network (ARES/RACES).**

This network provides a means to disseminate emergency public protection messages to various local and statewide amateur radio users and groups. This system supplies a vital radio communication link between the EOC and local governments throughout the state.

**12. NIXLE**

NIXLE is a automatic telephonic public notification system intended to alert residents to emergency weather, road closings, public safety advisories, and

natural or man-made disasters through mobile telephone text messaging. The authorized administrators are the Law Enforcement Department and the BSBOEM.

**14. Emergency Preparedness Notification System (EPNS).**

EPNS is operated by Intrado, a corporation that provides 911 operations support systems services to incumbent local exchange carriers, competitive local exchange carriers and wireless carriers. The EPNS system is activated via web interface or by calling their emergency call relay center. EPNS calls the phone lines identified in the 911 database within specified geographic area. EPNS is also capable of utilizing pre-loaded calling lists.

**15. Health Alert Network.**

The Health Alert Network (HAN) is a strong national program, providing vital health information and the infrastructure to support the dissemination of that information at the State and Local levels, and beyond. The HAN Messaging System currently transmits Health Alerts, Advisories, Updates, and Info Service Messages.

**16. 511 System**

The Montana Department of Transportation operates a traveler advisory system accessible by calling 5-1-1. The system can be used to advise motorists on state highways of travel related information or warnings.

**16. Cable Television Interrupt System (CTIS)**

CTIS enables emergency management officials to override the audio being broadcast on local cable providers with scripted emergency messages. This capability is NOT functional in Butte-Silver Bow at the publication of this document.

**B. SYSTEMS TESTING.**

Components of the warning system are tested on a regular basis, some daily, weekly, or monthly.

**C. ACCESS and FUNCTIONAL NEEDS POPULATIONS.**

**Evacuation Sheltering, Re-entry**

**General Evacuation Issues**

1. Issues that have greatest impact on those with access and functional needs include notification, evacuation, emergency transportation, access to medical care and

medications, access to mobility devices or service animals while in transit or at shelters and access to information.

2. Access and functional needs populations must be identified, so neighbors, couriers, or the police can make personal contact with them to ensure they are aware of the alert conditions. These groups include, but not limited to those with; physical and/or mental impairments, the elderly, homeless individuals, non-English speaking individuals, etc.
3. Agency support for identifying access and functional needs populations include Butte-Silver Bow Developmental Disabilities Office, Public Health, Community Based Organizations, state and federal agencies.
4. Access and functional needs populations have a greater vulnerability to disasters and consideration must be given high priority for evacuation and sheltering actions. This also includes institutional groups and other congregated populations.
5. Evacuation SOP's need to ensure all residents have access to public education and information materials in appropriate formats, tailored to access and functional population needs, both prior to and during the event.
6. Warning procedures should ensure that all residents, including the blind or those with low vision, and the hearing impaired receive information in an appropriate format. Often this will require several forms of alert and notification and may even include sign language interpreters on local media channels.
7. Some access and functional needs populations will not or cannot comply with mandatory evacuation orders, because of transportation constraints, mobility impairments, or for a variety of other reasons.

### **Transport**

1. Transportation demands of access and functional needs populations can vary and requires careful planning and assessment of types of transport required, since type of transport provided can expedite or complicate the process. In addition, collaboration between providing agencies is critical, since response vehicles may have to be acquired from a variety of public and private agencies
2. First responders should be trained to recognize cognitive impairments by routinely screening for signs of confusion among evacuees and other signs.

### **Sheltering**

1. Shelter staff should be trained to work with people with disabilities, including those with guide or service animals.

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2. SOP's for sheltering and transport should include, but not be limited to; accommodations for walkers, wheelchairs, crutches, people with scooters, and bedridden populations.
3. Access and functional needs shelter may have to be identified and utilized for largescale evacuation
4. Shelter security plans should include procedures for addressing loss of law enforcement during and following hazardous events.
5. Coordinating efforts with social service agencies to provide intervention counselors at shelters will help reduce stress on evacuees, especially those with medical needs who may be without familiar services.
6. Individuals with access and functional needs and associated care takers may choose to or have to shelter-in-place during emergencies, because of the potential trauma associated with acquiring needed resources at the shelter.
7. Issues may arise if the person is unable to effectively react to hazardous conditions.

**Re-entry**

1. Access and functional needs populations may require additional follow-up counseling measures in schools or other institutions, due to trauma from evacuation and sheltering issues.

*Attachment 3*

**EVACUATION PLANNING FACTORS**

**Evacuation Planning Factors**

- A.** City-Countywide Evacuations. Should it be necessary to evacuate for City-Countywide events (i.e. earthquake or hazardous materials accident), the EOC will coordinate its efforts with the State EOC.
- B.** Neighborhood or Area Evacuation. Certain events can occur with little or no warning (i.e. hazardous materials event, large fire, hostage/terrorism event) requiring immediate public protection efforts. A “time and circumstances” evacuation plan will be implemented by the Incident Commander at the scene, with support by the Butte – Silver Bow EOC as requested and time allows. The following planning factors should be considered in preparing an evacuation plan:

Consider the characteristics of the hazard/ threat: •  
 magnitude, intensity, speed of onset, duration, impact. •  
 Determine area to be evacuated. •  
 Establish a perimeter. Consider access and functional needs equipment: •  
 - Barricades with flashing lights.  
 - Barricade tape. •  
 - Evacuation route signs. •  
 Determine the number of people to be evacuated, •  
 time available in which to effect the evacuation, and the time and distance necessary to insure safety.  
 Establish entry and exit control points.  
 Identify access and functional needs populations:  
 - Schools.  
 - Day care centers.  
 - Nursing homes.  
 - Handicapped persons (hearing, sight, mentally, mobility impaired).  
 - Non-English speaking persons.  
 - Hospitals, health care facilities.  
 - Transient populations (street people, motel/hotel guests).  
 - People without transportation.  
 - Animals: Kennels, veterinary hospitals, pet stores, animal shelters.  
 Identify assembly areas for people without transportation.  
 Estimate numbers of people requiring transportation.  
 Identify evacuation routes. Consider: traffic capacity, risk areas.  
 Plan for “what ifs,” i.e. vehicle breakdowns, bridge/road damages, secondary hazards along evacuation routes, etc.

Consider need for animal control, care, evacuation.  
 Identify mass care facilities, safe areas.  
 Plan for security: Perimeter control, property protection, etc.  
 Minimize family separation. Consider how to reunite families.  
 Is an “evacuation order” from the Mayor needed?  
 Determine reentry procedures.  
 Issue specific evacuation instructions to include:  
 - Situation: Emphasize hazard/threat/risk.  
 - The life/death consequences for not evacuating.  
 - Services that will be discontinued or interrupted within the evacuation area.  
 - Legal consequences for re-entering the area.  
 - Identification of the specific area(s) to be evacuated.  
 - List of items that evacuees should take with them (such as food, water, medicines, portable radio, fresh batteries, clothing, sleeping bags).  
 - Departure times.  
 - Pickup points for people requiring transportation assistance.  
 - Evacuation routes (give easy to understand instructions using major roads, streets, highways, rivers, etc.)  
 - Location of mass care facilities outside of the evacuation area.  
 - Where family members go to be united.  
 - How access and functional needs populations are being assisted.  
 - What to do with animals.  
 - Keep animals secured, on leash, etc.  
 Remember to keep evacuees and the general public informed on evacuation activities and the specific actions they should take.

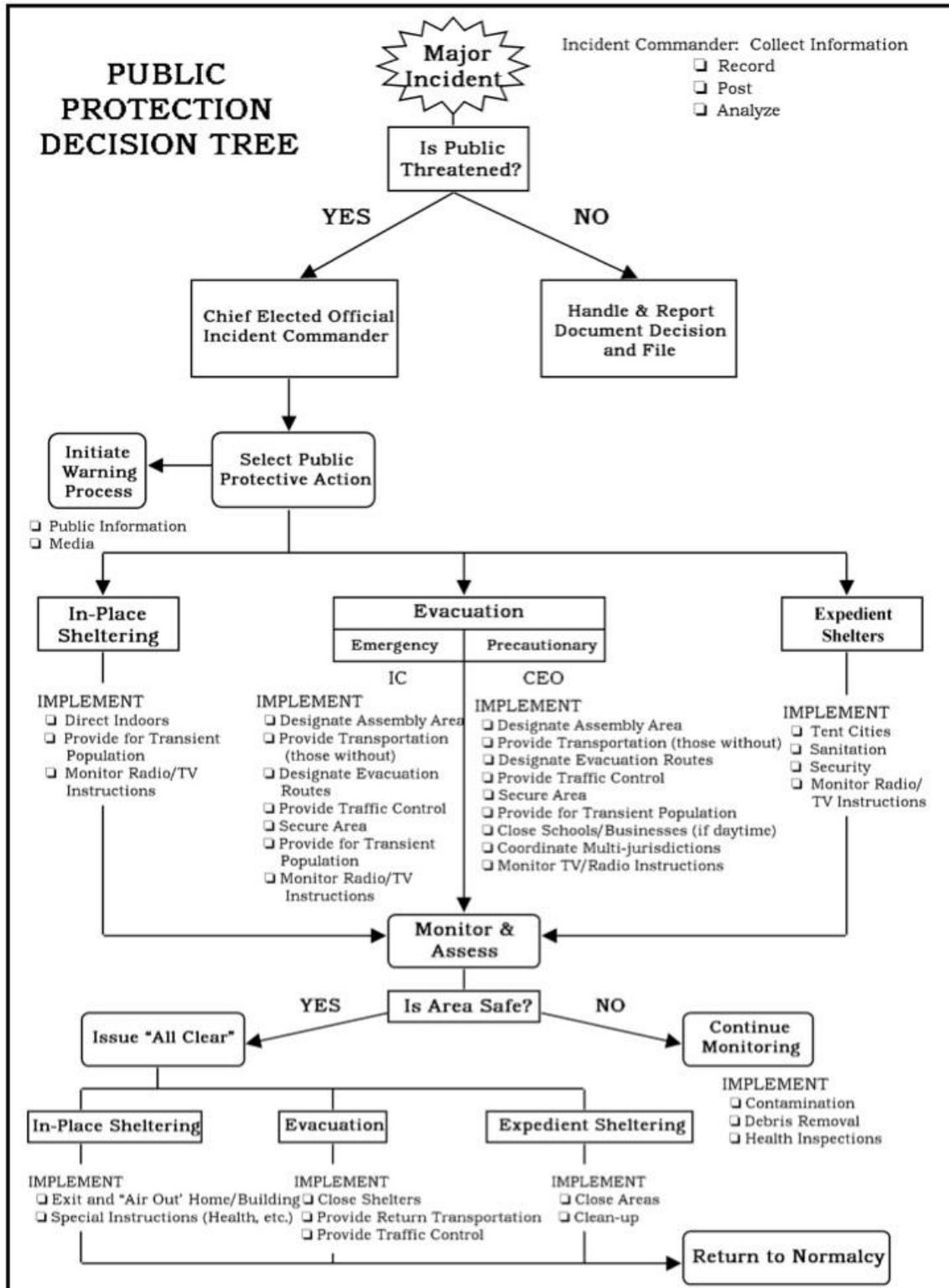
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Attachment 4

**PUBLIC PROTECTION DECISION TREE**



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