EMERGENCY OPERATIONS PLAN

for

Lewis & Clark County Montana

and the

Incorporated Cities

of

Helena & East Helena

Prepared for:

Lewis & Clark County Disaster and Emergency Services
221 Breckenridge
Helena, MT 59601

Prepared by:

Spartan Consulting, LLC
5848 Green Meadow Dr.
Helena, MT 59602

June, 2016

Promulgation Document

WHEREAS, all citizens and property within Lewis & Clark County are at risk to a wide range of natural, technological, and man-caused hazards; and

WHEREAS, when such an unfortunate event occurs; local, state, and federal response agencies must be prepared to respond in a well-coordinated manner by developing and using an Incident Command System (ICS) in accordance with the National Incident Management System (NIMS) to protect the public and the natural resources and minimize property damage within the community; and

WHEREAS, this Emergency Operations Plan is needed to coordinate the response of emergency personnel and supporting services of all county and municipal agencies in the event of an emergency or disaster and during the aftermath thereof; and

NOW, THEREFORE, we the undersigned, by virtue of the power and authority vested in us by the laws of this State, do hereby adopt the **Lewis & Clark County Emergency Operations Plan**, dated June, 2016 . This plan can be put into action by the undersigned, the Lewis & Clark County DES Coordinator, or our designee. Tasked organizations have the responsibility to prepare and maintain standard operating procedures/guidelines and commit to the training, exercises, and plan maintenance required to support this plan.

IN WITNESS WHEREOF, we have subscribed our signatures;

Approved By: Michael Murray	**Title:** Chairman Lewis & Clark County Board of County Commissioners	**Date:** 07/12/16
Approved By: James Smith	**Title:** Mayor City of Helena, Montana	**Date:** 7-19-16
Approved By: [illegible]	**Title:** Mayor City of East Helena, Montana	**Date:** 7/15/16
Attest: Danette DeHart	**Title:** Treasurer-Clerk & Recorder Lewis & Clark County	**Date:** 7/13/16

THIS PAGE IS INTENTIONALLY LEFT BLANK

Approval & Implementation

The **Lewis & Clark County Emergency Operations Plan** identifies and assigns disaster responsibilities for county & municipal personnel in the mitigation, preparation for, response to, and recovery from natural or man-caused disasters. The jurisdictions included in this plan are Lewis & Clark County and the incorporated cities of Helena and East Helena. This plan supersedes all previous plans.

Specific modifications of the plan can be made by the Lewis & Clark County DES Coordinator without the senior official's signature.

Approved By: Michael Murray	**Title:** Chairman, Lewis & Clark County Board of County Commissioners	**Date:** July 12, 2016
Approved By: James Schell	**Title:** Mayor, City of East Helena, Montana	**Date:** 7/15/16
Approved By: Ronald Alles	**Title:** City Manager, City of Helena, Montana	**Date:** July 13, 2016
Approved By: James Smith	**Title:** Mayor, City of Helena, Montana	**Date:** 7-19-16
Approved By: Leo C. Dutton	**Title:** Sheriff, Lewis & Clark County	**Date:** 07/11/16
Approved By: Paul Spengler	**Title:** DES Coordinator, Lewis & Clark County	**Date:** 7-12-16
Approved By: Bill Sommers	**Title:** President, Lewis & Clark County Rural Fire Council	**Date:** 7/11/16
Attest Paulette DeHart	**Title:** Treasurer-Clerk & Recorder, Lewis & Clark County	**Date:** 07/12/2016

THIS PAGE IS INTENTIONALLY LEFT BLANK

Record of Changes

Date of Change	Page(s) Changed	Person Entering Change:

Record of Changes

Date of Change	Page(s) Changed	Person Entering Change:

Distribution List

Name, Title	Agency	Date	Format	# of Copies
1.				
2.				
3.				
4.				
5.				
6.				
7.				
8.				
9.				
10.				
11.				
12.				
13.				
14.				

Name, Title	Agency	Date	Format	# of Copies
15.				
16.				
17.				
18.				
19.				
20.				
21.				
22.				
23.				
24.				
25.				
26.				
27.				
28.				

Basic Plan

Table of Contents

1.0 Introduction **1**
1.1 Purpose 2
1.2 Scope 2
1.3 Plan Development & Maintenance 2
1.4 Plan Organization 3
1.5 Policies 3
1.6 Limitations 4
1.7 Training and Exercises 5
2.0 Situation & Assumptions **6**
2.1 Situation 6
2.2 Assumptions 11
3.0 Concept of Operations **12**
3.1 General 12
3.2 Plan Activation 12
3.3 Preparedness 13
3.4 Response 13
3.5 Recovery 13
3.6 Mitigation 14
3.7 Direction & Control 14
3.8 Information Collection & Dissemination 19
3.9 Communications 20
4.0 Organization & Responsibilities **22**
4.1 Organization 22
4.2 Responsibilities 22
4.3 Administration, Finance, & Logistics 34
5.0 Authorities and References **38**
5.1 Authorities 38
5.2 References 39
6.0 Attachments **41**
Attachment 1: Acronyms **43**
Attachment 2: Definitions **47**
Link to CD for Comprehensive Glossary 47
Attachment 3: Emergency Management Organization **49**
Attachment 4: Functional Responsibilities **51**
Attachment 5: Annex Assignments **53**
Emergency Support Function (ESF) Annexes 53
Support Annexes 53
Hazard Annexes 53
Attachment 6: Summary of Agreements & Contracts **55**
Attachment 7: NIMS Summary **57**

Section 2: Emergency Support Function (ESF) Annexes

ESF 1: Transportation
ESF 2: Communications
ESF 3: Public Works
ESF 4: Fire Services
ESF 5: Emergency Management
ESF 6: Mass Care
ESF 7: Resource Support
ESF 8: Health & Medical
ESF 9: Search & Rescue
ESF 10: Hazardous Materials
ESF 11: Agriculture & Natural Resources
ESF 12: Energy
ESF 13: Public Safety & Security
ESF 14: Long Term Community Recovery
ESF 15: Pubic Information

Section 3: Support Annexes

Annex 1: Functional Needs Populations
Annex 2: COOP/COG
Annex 3: Evacuation
Annex 4: Volunteer & Donation Management
Annex 5: Damage Assessment
Annex 6: Debris Management

Section 4: Hazard Annexes

Annex 1: Earthquake
Annex 2: Flood
Annex 3: Severe Weather
Annex 4: Mass Casualty/Mass Fatality
Annex 5: Terrorism Incident
Annex 6: Volcanic Ash

1.0 Introduction

Coordinating Agency:

- Lewis & Clark County Disaster & Emergency Services

Primary Agency:

- Lewis & Clark County Disaster & Emergency Services

Support Agencies:

- Principle Elected Officials
- Local Government Agencies
- Lewis & Clark Public Health
- Local School Districts
- American Red Cross
- Volunteer Organizations
- Montana Disaster & Emergency Services
- Private Industry

This plan assigns disaster responsibilities for city and county personnel in the mitigation of, preparation for, response to, and recovery from natural and/or man-made disasters. The jurisdictions included in this plan are the incorporated cities of Helena and East Helena and Lewis & Clark County, which includes the unincorporated towns of Augusta, Canyon Creek, Craig, Lincoln, Marysville, Rimini, Unionville, and Wolf Creek.

For reasons of simplicity, the terms "*County*" and "*local jurisdiction*" are often used generally in this plan to include not only Lewis & Clark County government and agencies, but those of the cities and towns within the County as well. The term "*law enforcement*" may be used in this text to mean either or both Police and Sheriff's Departments depending on the situation and location of operations. Likewise, "*fire department*" or "*fire services*" will be used in a general sense in this text to represent all fire departments, full-time and volunteer, within the County. This is not done to add confusion, but rather to avoid the redundancy of mentioning each and every agency in sections where naming the discipline will suffice. It is also done under the knowledge and assumption that numerous mutual aid agreements exist between agencies within Lewis & Clark County and that on any given incident, multiple fire agencies, or multiple law enforcement agencies etc. could be involved.

This plan should provide the necessary guidance for the personnel who have responsibilities to provide their services for the protection of lives, property, and the environment. Regular testing and exercising of this plan should establish the groundwork for efficient and expeditious delivery of assistance in times of emergency or disaster.

Lewis & Clark County Disaster and Emergency Services (DES) should assist the Primary, Support and Cooperating agencies in coordinating this planning document. Several supplementary documents support this plan, and provide specific guidance in particular situations.

Each organization and agency, which has a role in this plan or its elements, should develop Standard Operating Procedures/Guidelines (SOP/SOGs) which provide step-by-step instructions for accomplishing assigned functions.

This ***Emergency Operations Plan (EOP)*** is a flexible document. It is recognized that changes from the contents of this plan can, and should, occur due to the unique nature of emergencies. This deviation, using initiative and common sense, is both authorized and encouraged in order to adapt to the specific emergency and to ensure public safety.

1.1 Purpose

The purpose of the Lewis & Clark County EOP is to outline our approach to emergency operations. It provides general guidance for emergency management activities and an overview of our methods of mitigation, preparedness, response, and recovery. The plan describes our emergency response organization and assigns responsibilities for various emergency tasks. This plan is intended to provide a framework for more specific functional annexes that describe in more detail who does what, when, and how.

1.2 Scope

This plan is intended to be both "generic" and "hazard specific", covering the entire range of emergency and disaster situations from age old natural disasters to the technological hazards created as a bi-product of our modern society. It applies to all local officials, departments, and agencies, however the primary audience for the document is our principle elected officials, emergency management staff, department and agency heads and their senior staff members, leaders of local volunteer organizations that support emergency operations, and others who may participate in our mitigation, preparedness, response, and recovery efforts.

1.3 Plan Development & Maintenance

In the Fall of 2015, Lewis & Clark County hired contract support to undertake the task of revising and updating the County's existing EOP.

This version of the Lewis & Clark County Emergency Operations Plan represents a much-needed update of existing elements of the 2011 edition of the Plan, reflecting experience gained through training, exercises, and responses. Each experience has allowed us the experience and opportunity to review and fine-tune the previous edition of the Plan.

Note: *Although the 2004 HazMat Terrorism Incident Response Plan is superseded by this plan, it is considered a reference document for this plan due to the amount of relevant material it still contains.*

Revision of the Lewis & Clark County Emergency Operations Plan is not the effort of a single individual or department, it is a community effort. Each portion of the plan reflects the combined effort of those responsible for implementing it, with guidance and review by emergency management, private business, legal, and other professionals who lent their expertise through the Local Emergency Planning Committee (LEPC). Experience gained here, across Montana, and nationally in the past decade has demonstrated the value of that shared planning approach. We believe that it is the key to sound community plan development and maintenance.

The primary responsibility for development and maintenance of this plan is that of the DES Coordinator, with support from all agencies and departments having responsibilities in the Plan.

This Plan should be reviewed, revised, and exercised at least annually, unless significant changes warrant earlier revision. Continued and regular revision and updating should keep this document valid and useful.

1.4 Plan Organization

The EOP consists of a basic plan, annexes, appendices, and attachments:

- **Section I: <u>The Basic Plan</u>** is an overview of the jurisdiction's emergency response organization and policies. It cites the legal authorities for emergency operations, summarizes the situations addressed by the plan, explains the general concept of operations, and assigns responsibilities for emergency planning and operations.
- **Section II: Emergency Support Function (ESF) Annexes –** To facilitate effective operations, the EOP adopts a functional approach that groups the types of assistance to be provided into 15 Emergency Support Functions. The ESF annexes detail the organization, roles and responsibilities of local government and cooperating agencies for coordinating emergency response and recovery efforts. The 15 ESFs mirror the National Response Framework (NRF) and the State of Montana Emergency Response Framework (MERF). Each ESF is headed by a primary agency or organization, which has been selected based on its authorities, resources, and capabilities in that functional area. The primary agency appoints an emergency representative to coordinate that function in the County Emergency Operations Center
- **Section III: Support Annexes** - Support annexes develop specific information and direction for emergency managers concerning a particular emergency management function or hazard.
- **Section IV: Hazard Annexes** provide additional detailed information applicable to the performance of particular functions in the face of a particular hazard.
- Attachments and appendices are found throughout the plan in the form of templates, charts, and other information.

1.5 Policies

- This plan is effective upon approval of the jurisdictions' principal elected officials.
- As much as possible, all agencies and organizations involved in the execution of this plan should be organized, equipped, and trained to perform all designated responsibilities contained in this plan and its implementing instructions for both response and recovery operations.
- All organizations are responsible for the development and maintenance of their own internal operating and notification procedures/guidelines. No part of this Plan is intended to supplant agency SOP/SOGs.
- All organizations are responsible for filling any important vacancies; recalling personnel from leave, if appropriate; and, alerting those who are absent due to other duties or assignments.

- The military time system (24-hour clock) should be used as the standard for all activities involved with the execution of this plan with the exception of communications with the public or media, which should employ the civilian time system.
- Unless directed otherwise, existing organization/agency communications systems and/or frequencies should be employed.
- Unless directed otherwise, the release of information to the public or media should be handled through designated Public Information Officer(s), using the concepts outlined in the ESF 15 Annex.
- Personnel designated as representatives to the EOC should make prior arrangements to ensure that their families are provided for in the event of an emergency, so to ensure a prompt, worry-free response and subsequent duty.
- The safety of both the affected population and response or recovery personnel should be of the utmost consideration throughout an emergency. All actions contemplated should take safety into consideration prior to any implementing decision, and safety should be constantly monitored during the operation itself.
- Requests for assistance from another jurisdiction should be made in accordance with existing mutual aid or other written agreements or SOP/SOGs.
- State or federal aid should be requested when local resources are exhausted using the Declaration Process. The County DES Coordinator should draft Declarations based on the situation and seek approval by the Principle Elected Officials in accordance with established protocols.
- All requests for assistance from state or federal agencies should go through the County DES Coordinator or his designee.
- It is the policy of Lewis & Clark County that no services should be denied on the basis of race, color, national origin, religion, sex, age, or inability, and no special treatment should be extended to any person or group in an emergency or disaster over and above what normally would be expected in the way of local government services. County activities pursuant to the Federal/State Agreement for major disaster recovery should be carried out in accordance with Title 44, Code of Federal Regulations (CFR), Section 205.16—nondiscrimination. Federal disaster assistance is conditional on full compliance with this rule.
- This plan is not intended to limit or restrict initiative, judgment, or independent action required to provide appropriate and effective emergency and disaster mitigation, preparation, response, and recovery.

1.6 Limitations

- No guarantee is implied by this plan. Because local government assets and systems may be damaged, destroyed, or overwhelmed, the jurisdictions and agencies mentioned herein can only endeavor to make responsible efforts to respond based on the situation, information, and resources available at the time.
- Adequate funding is needed to support this plan and its programs. The performance of the assigned tasks and responsibilities may be dependent on appropriations and

funding to support the plan. Lack of funding may degrade the services envisioned under this plan.

- **Note:** The inability of Departments/Agencies to carry out their responsibilities as indicated in both the Basic Plan and Annexes due to lack of staff and funding may lower "emergency declaration threshold."

1.7 Training and Exercises

- Training and exercises are important functions in the Lewis & Clark County emergency preparedness program. Through comprehensive individual and team training, both full and part-time emergency operations personnel develop the necessary knowledge and skills to effectively prepare for crisis situations. Exercises provide opportunities to learn and to demonstrate the ability of the emergency organization to implement plans and accomplish checklist requirements.
- The local emergency operations community, under the leadership of the Principle Elected Officials and agency heads along with the DESC, participates in a wide variety of training and exercise opportunities generated by Federal, State and local requirements. Such participation allows for a continual evaluation and fine-tuning of emergency plans and checklists.
- This plan should be exercised at least annually.

Post-Incident and Exercise Review

- The DESC is responsible for organizing and conducting a critique or "hotwash" following the conclusion of a significant[1] emergency event/incident or exercise.
- A written After Action Report (AAR) containing both written and verbal input from all appropriate participants should be generated.
- An Improvement Plan (IP) should also be developed based on the deficiencies identified, and an individual, department, or agency should be assigned responsibility for correcting each deficiency and a due date should be established for that action.

[1] A significant incident is one that prompts a declaration and/or spans multiple operational periods and may need an IMT to plan & manage. All exercises require an AAR/IP.

2.0 Situation & Assumptions

2.1 Situation

- **Demographics:** Lewis & Clark County is 107 miles long and 75 miles wide, with a population of approximately 65,856 (2014 Census estimate). The incorporated cities are Helena, the county seat and state capitol, and East Helena. The balance of the county's population resides either within the unincorporated towns of Augusta, Canyon Creek, Craig, Lincoln, Marysville, Rimini, Unionville, and Wolf Creek, or on rural farms and ranches. Additionally, thousands of tourists are attracted to the county, particularly in the summer months, to visit historic sites and recreate along the lakes, the Missouri River, and in the mountains.

- **Government and Agencies:** Any disaster within the boundaries of Lewis & Clark County may require the coordination, communication, and cooperation of several governments and agencies.

  Lewis & Clark County is governed by a three-member county commission. There are three political subdivisions or districts in the county, each represented by a commissioner.

  The City of Helena is governed by a five-member commission, chaired by an elected mayor. This commission appoints a city manager who serves as the chief administrative officer and is responsible for the administration of all city affairs, services, and duties consistent with the city charter, ordinances, and state and federal law. The city's department heads and the city attorney work directly for the city manager.

  The City of East Helena is governed by a five-member council, chaired by an elected mayor who manages the daily operations of the city and appoints the various department heads.

  Beyond town, city, and county government, the county also houses the Montana State Capitol and numerous state buildings and agencies. Helena houses a federal courthouse, and a host of federal agencies to include the FBI, ATF, US Marshals, EPA, Bureau of Reclamation, and US Forest Service. State and federal agencies often play important roles in emergency response within the county since many agencies have overlapping, or at least intersecting, roles and responsibilities in a significant emergency or disaster. In any event, the goal of the jurisdiction, agencies, and of this plan is to work together, and to provide mutual support for the protection of our citizens.

<u>Hazard Analysis Summary</u>

Natural Hazards

- **Flood:** Most floods occur in Lewis and Clark County during the rainy season, which occurs during May and June, or in February, when rapid snowmelt floods have occurred. June is the wettest month of the year, with May a close second.

Flooding has historically been more of a hazard for the Helena Valley and East Helena than for Helena. The Helena Valley north of the city of Helena is a natural flood plain that collects floodwaters because it is low and acts as a bathtub during floods. It is the site of an ancient lake, with high ground water and alluvial soil and is the receptacle for three drainages, Ten Mile, Prickly Pear and Silver Creeks. All of the water that spills out into the valley eventually winds up in the lowest part of the valley, which is Lake Helena.

Due to the recurrence of floods in the county, extensive research and effort has been put into flood mitigation and floodplain mapping. The mapped flood plains in the county are Ten Mile, Prickly Pear and Silver Creeks in the Helena Valley; Elk Creek in Augusta; the Blackfoot River in Lincoln; Trout Creek and Spokane Creek northeast of Helena, and the Missouri River from the Cascade County line to a few miles south of Craig.

- **Wildfire:** Lightning, trains, careless people and arson are the common causes of wildfires which can threaten people, homes, and property in the county, particularly in the Wildland-Urban Interface (WUI). The rapid increase in "red-dead" trees due to pine beetle infestation has increased local vulnerability to wildfire in Lewis & Clark County.
- **Earthquake:** Western Montana is part of the Northern Intermountain Seismic Zone, and the western half of Lewis & Clark County is in Seismic Zone 3, which means that an earthquake could cause major damage. This zone includes Helena, East Helena and the Helena Valley, which has the major part of the county's population at just over 50,000. Considering past seismicity and population concentration, Helena is considered the most vulnerable city in the state.
- **Winter Storms:** Winter storms with snow, ice and freezing temperatures in various combinations are commonplace in Lewis & Clark County. Heavy snow fall, below-zero temperatures, and high winds can combine to close roads, threaten disruption or utilities, limit access to rural homes, impede emergency services delivery, and close businesses. Such storms also create hazardous travel conditions, which can lead to increased vehicular accidents and threaten air traffic. Additionally, stranded motorists due to closed roads and highways may present a shelter problem.
- **High Winds:** The majority of prevailing winds blow from the west, northwest direction. Approximately 34% of the prevailing winds are less than 3 mph, which is considered officially to be calm or no wind. However, occasional strong winds are common to the county. When combined with blowing dirt or snow, the winds cause a threat to traffic and can damage homes, businesses, crops and utilities. And although they are historically insignificant, the threat of small tornadoes and "microburst" remains and should be considered in emergency planning.
- **Other Natural Disasters:** Hazards such as high temperatures, drought, volcanic ash fall-out, infestation, and blight could also impact county residents, the local economy, and the environment.

Technological & Man-Caused Hazards

- **Hazardous Materials Release:** Lewis & Clark County has a significant threat from a release of hazardous materials from both fixed site and transportation incidents.

"HazMat" has become an ordinary part of our life, with its transport, storage and use in all parts of our county. Hazards range from a small spill on a rural farm road to a major release in a populated area. Fortunately, one of the six State Hazardous Materials Incident Response Teams (SHMIRT) is located here in Helena and has trained technicians to respond to a HazMat incident. Additionally, the Montana National Guard's 83rd Civil Support Team (CST) is stationed locally at Ft. Harrison. .

- **Transportation Accident:** An air crash can happen anywhere. Commercial airliners, small private planes, and military aircraft are common in the county's airspace and remain a potential threat for creating mass casualties. Additionally, rail and trucking traffic travels to and through the county at a steady rate.
- **Utility Interruption:** A long-term power outage could create havoc for the public. Home, as well as congregate care is immediately impacted, as is industry and business, particularly in the winter months. Communications and emergency response could also be hampered. Disruption of either water supply or wastewater treatment could lead to severe health and sanitation issues.
- **Civil Unrest:** Although in the strictest sense, civil disobedience is uncommon in the area, Helena has experienced numerous rallies and protests in the past and is also host to various "special interest" events any of which could erupt into a significant incident. Additionally, other activities such as major sporting events, parades, celebrations, and even major sales can lead to the same types of problems as protests and riots and must not be overlooked as potential emergency management situations.
- **Terrorism:** Terrorist events can occur in the county. As the state capitol, Helena and Lewis & Clark County have numerous critical infrastructure sites that could be targeted by either foreign or domestic groups.
- **Mass Casualty Incident (MCI):** A mass casualty event, such as a major explosion or fire in an industrial plant or a school bus accident, can create special problems and should be considered a possibility in the planning process.

Capability Assessment

According to MCA 10-3-201, the principle executive officer of a political subdivision is legally responsible for appointing a person and agency to be responsible for emergency management within that jurisdiction. The Lewis & Clark County DES Coordinator fulfills that roll for all three political subdivisions in the county. The purpose of the coordinator is to assist agencies and the public with disaster preparedness and to be a resource for their emergency needs. The DES Coordinator also serves as the Emergency Operations Center (EOC) Manager. The EOC provides a facility where response and recovery activities can be coordinated. This facility can provide working space for as many as fifty-five (55) personnel who could be required for full activation and shift operations in a major disaster or emergency.

Law Enforcement services are provided to the unincorporated towns and the county by the Lewis & Clark County Sheriff's Office. This department is comprised of approximately 70 employees including the sheriff, undersheriff, sworn deputies, detention officers and

professional support staff. The Sheriff's Office provides general law enforcement, detention functions, rural fire support, and search and rescue operations for a service area of over two million acres.

The cities of Helena and East Helena each maintain their own police departments. The Helena Police Department is comprised of approximately 72 personnel including the Chief, Assistant Chief, 2 Captains, 2 Lieutenants, 30 patrol officers, 14 special assignment officers, 8 support staff and 14 full time dispatchers. The department provides law enforcement services within the city limits as well as support to the Missouri River Drug Task Force and the joint city-county SWAT Team and several local, state and federally-partnered investigative teams. The East Helena Police Department is headed by a police chief and has four sworn officers and four reserve officers.

There is a 24-hour Public Safety Answering Point (PSAP), also called the "911 dispatch center", housed at the Rocky Mountain Emergency Services Training Center (RMESTC) located at the Helena Regional Airport. All city and county emergency calls and emergency services dispatching is routed through this center. Emergency calls for the Montana Highway Patrol are usually received through the 911 dispatch center and routed to the Montana Highway Patrol statewide dispatch center located at Ft. Harrison. The Montana Highway Patrol dispatch center is the designated back up communications center for the county. The Montana Department of Natural Resources (DNRC) and the US Forest Service (USFS) are dispatched from the Helena Interagency Dispatch Center (HIDC) which is located at the DNRC Central Land Office north of Helena.

The Lewis & Clark County Amateur Radio Emergency Services (ARES) provides communications assistance in emergencies and disasters under the direction of the DES Coordinator and in accordance with federal regulations.

Fire services in the county are provided by 14 independent fire districts or fee service areas, 2 municipal fire departments in Helena and East Helena, and overlapping wildland responsibilities with DNRC and the USFS. The Helena Regional Airport also has a fire department that can respond to aircraft accidents within 5 miles of the airport to assist the local jurisdiction(s).

The Helena Fire Department is comprised of approximately 36 personnel divided into three shifts, administrative staff, and the Fire Prevention Bureau. In addition to providing services to the city of Helena, the department has mutual aid agreements with the Helena Airport Fire Department, and the volunteer Baxendale, Birdseye, Canyon Creek, East Helena, East Valley, Eastgate, Lewis & Clark County, Marysville, West Helena Valley, Wolf Creek/Craig, and Tri-Lakes Fire Departments. HFD also staffs one of the six State HazMat Incident Regional Response Teams and also has a Confined Space Rescue Team.

Ambulance service is provided 24 hours a day throughout the county by St. Peter's Hospital Ambulance Service which is made up both full and part time certified paramedics. The ambulance operates in a tiered response system with area fire departments. When an individual has a medical emergency, both agencies get dispatched through the 911 system at the same time. The towns of Lincoln and Augusta also operate ambulances as part of their volunteer services. Medical service is provided by the 99-bed St. Peter's Hospital, the

50-bed Veteran's Administration (VA) Hospital at Fort Harrison, three miles west of Helena, and numerous clinics in the area.

Public Health services such as disease control and prevention, environmental services, and community and family health promotion are provided under the direction of the Health Officer through the Lewis & Clark Public Health and PureView Health Center.

Public Works services such as engineering, streets, solid waste, shop and fleet services, water/wastewater treatment, and utility maintenance are provided to the cities of Helena and East Helena by their respective city Public Works/Maintenance departments and to the rest of the county by County Public Works.

Other key agencies in the county's emergency management structure include, Search & Rescue, the Coroner, the County Attorney's Office, the City Attorney's Office, the American Red Cross, Geographic Information Services, and numerous private businesses and volunteer organizations.

Mitigation Overview

This information can found in detail in the Lewis & Clark County Pre-Disaster Mitigation Plan (PDM).

2.2 Assumptions

- Lewis & Clark County will continue to experience natural, technological, or man-caused incidents, emergencies, or disasters requiring a county government response.
- The county's resources may be requested to assist other local governments, counties, or the State of Montana.
- Incidents, emergencies, or disasters will require varying levels of response. The development of plans identifying the county's response will be based on the worst-case scenario. It is anticipated that the county's response will be conducted at the lowest possible activation level to effectively and efficiently handle the situation using the **"Incident Command System"**.
- At times, the government elected officials, department directors or administrators may not be available to perform their duties. The lines of succession for elected officials should be according to the guidelines outlined in the Montana Constitution and the Montana Code Annotated (MCA). County department heads and administrators should identify the lines of succession for key positions in their respective agency.
- The county's response during incidents, emergencies, or disasters is based on the availability of county resources. If the response requirements go beyond county capabilities, state assistance may be requested.
- All efforts will be made to coordinate with local, state, federal, private, volunteer, neighboring county or state entities to effectively manage the consequences of any incident, emergency or disaster.
- When the Lewis & Clark County Emergency Operations Plan is activated, all or parts of the plan may be implemented.
- The EOC will be partially or fully activated to support operations in the field during a disaster or emergency.
- Each department has sufficient training in this plan and in their normal duties and second and third tier supervisors can function if the primary supervisory levels are not available.

3.0 Concept of Operations

3.1 General

Coordination between agencies during the mitigation and preparedness phases is accomplished through the Local Emergency Planning Committee (LEPC). Response and recovery coordination is accomplished through the use of the Incident Command System (ICS) and the Emergency Operations Center (EOC) team. The ICS, in accordance with the National Incident Management System (NIMS), is used to manage all incidents in the county, minor and major. The Incident Commander (IC) is the first responder on a given scene until relieved by a higher authority or by mutual agreement. The IC is responsible for the immediate tactical actions to control the incident. The EOC is made up of personnel with varied skills and functions from county, city, and private organizations and groups, managed by the DES Coordinator, who is appointed by the County Commission. The capabilities of the responders, number of casualties or amount of property damage, and the magnitude and duration of the event dictate the scope of any emergency response

While the Incident Command System is employed at almost every response event in this county, activation of the EOC and the emergency management team associated with it is only contemplated for an event that exceeds the normal capabilities of local response agencies or when executive guidance and authorities is required. Flooding, wildfires, or even a severe winter storm could be examples of the need for EOC support to an incident or multiple incident scenes.

More specific details are provided in the ESF, Support, and Hazard Annexes that accompany this plan. Areas of particular concern for this plan review were:

- **Functional & Special Needs Populations –** Planning for functional and special needs population support is addressed through the LEPC Functional Needs subcommittee. Response and recovery is addressed in the Functional Needs Support Annex.
- **Domestic animals and household pets** - addressed in ESF Annexes 6 and 11.
- **Evacuation** – addressed in Support Annex 3
- **Mass Casualty/ Mass Fatality Incidents** – addressed in Hazard Annex 4.
- **Continuity of Operations/Government (COOP/COG) –** addressed in Support Annex 2.

3.2 Plan Activation

The Lewis & Clark County Emergency Operation Plan (EOP) may be activated by:

- Principle Elected Officials of the Jurisdiction;
- The County DES Coordinator;
- Designated Incident Commanders;
- Coordinating or Primary Agency Administrators

3.3 Preparedness

Preparedness activities are any actions taken prior to the emergency that facilitate the implementation of a coordinated response. Examples of preparedness efforts include, but are not limited to:

- Continuity of government decisions
- Testing and maintaining equipment
- Establishing, equipping and maintaining the EOC
- Developing emergency response and continuity plans and procedures/guidelines
- Participation in training, drills and exercises
- Coordination of Emergency Alert System (EAS) and target notification utilization
- Hazard identification

3.4 Response

Response activities are any actions taken immediately before, during or directly after an emergency to save lives, minimize damage to property and increase the effectiveness of recovery efforts. Examples of response include, but are not limited to:

- Emergency medical services (EMS)
- Law Enforcement services
- Fire, Hazmat, and rescue services
- Public Works activities
- Public Health Response actions
- Protective Actions such as evacuation and/or in place sheltering
- Activation of response and continuity plans, policies, procedure

3.5 Recovery

Recovery is the phase that involves restoring systems to normal. Short-term recovery actions are taken to assess damage and reestablish vital life-support systems. Long-term recovery actions may continue for years. Examples of recovery actions include, but are not limited to:

- Damage assessment
- Debris clearance
- Decontamination of facilities and equipment
- Counseling
- Individual and Public Disaster assistance
- Temporary housing
- Accounting for all resource use and expenditures.
- Prioritizing the repair and restoration of infrastructure so that essential services will be given first priority.

- Ensuring all agencies involved in the recovery effort will ensure that detailed cost accounting is done in the event of a declared disaster and there is a potential for federal and state assistance.
- Coordinating and conducting a post-disaster situation analysis to review and determine the effectiveness of the pre-established tasks, responsibilities, reporting procedures/guidelines and formats to document any crucial lessons-learned and to make revisions to plans as needed for future events.

3.6 Mitigation

Mitigation activities are any actions taken to prevent or reduce the occurrence of any emergency or risk to human life and property. Examples of mitigation efforts include, but are not limited to:

- Building codes
- Disaster insurance
- Public education
- Procurement and integration of equipment
- Identifying resources
- Proactive, targeted projects to reduce a known risk
- Developing internal Continuity of Operations Plans (COOP).

3.7 Direction & Control

General

- The principle elected official(s) in a jurisdiction is responsible for establishing objectives and policies for emergency management and providing general guidance for disaster response and recovery operations, all in compliance with the NIMS. During disasters, [he/she] may carry out those responsibilities from the EOC.
- The Commission Chairperson may provide overall (strategic) direction of the response activities of all our departments. During major emergencies and disaster, he/she should normally carry out those responsibilities from the EOC.
- On behalf of the County Commission, the DES Coordinator has the responsibility for coordinating the entire emergency management program. The Coordinator makes all routine decisions and advises the officials on courses of action available for major decisions. During emergency operations the Coordinator is responsible for the proper functioning of the EOC. The Coordinator also acts as a liaison with State and Federal emergency agencies, and neighboring counties.
- Emergency response at an incident site will be managed by the on-scene Incident Commander, assisted by a staff sufficient for the tasks to be performed, that have jurisdiction.
- During emergency operations, department heads retain administrative and policy control over their employees and equipment. However, personnel and equipment should carry out mission assignments directed by the incident commander.

- Each department and agency is responsible for having its own operating procedures/guidelines to be followed during response operations, but interagency procedures/guidelines, such a common communications protocol, may be adopted to facilitate coordinated effort.
- The principle elected official may declare a state of emergency or disaster to expedite access to resources needed to cope with the incident.
- If the situation is beyond local capability, a request for State and/or Federal assistance may be in the original proclamation, or included in a second proclamation presented to the Governor through the Montana DES. If State and/or Federal resources are made available, they may be under the operational control of the DES Coordinator/EOC.
- During emergency situations, certain agencies may relocate their center of control to the EOC. During large scale emergencies, the EOC may become the seat of government during the duration of the crisis. However, in some situations it may be appropriate for some agencies to operate from an alternate site other than the EOC or their primary location.
- Department/agency heads and other officials legally administering from their office may perform their emergency functions(s) on their own initiative if, in their judgment, the safety or welfare of citizens of the county are threatened. The DES Coordinator should be notified as rapidly as possible.
- During an EOC activation, the appropriate emergency services should be represented in the EOC and should coordinate their activities under the supervision of the DES Coordinator. EOC procedures/guidelines are described in **ESF 5**.

On-Scene Management/ICS

We intend to employ ICS, an integral part of the NIMS, in managing emergencies. ICS is both a strategy and a set of organizational arrangements for directing and controlling field operations. It is designed to effectively integrate resources from different agencies into a temporary emergency organization at an incident site that can expand and contract with the magnitude of the incident and resources on hand.

In a single site emergency, the governing body having jurisdiction should respond to the scene. The on-scene management will fall under the jurisdiction of the local department best qualified to conduct the rescue, recovery, and control operations. The department's senior representative at the scene should become the on-scene incident commander and will be responsible for overall response operations. The field Incident Commanders are local officials, usually fire or law enforcement officers. The local coordination and commitment authority for local resources is retained by the local elected officials, and delegated as appropriate.

The incident commander is responsible for carrying out the ICS function of command -- managing the incident. Upon arriving at an incident scene, the Incident Commander should:

- Assess the situation and identify hazards.
- Develop objectives (tasks to be done).

- Ensure appropriate safety and personnel protective measures.
- Develop an action plan and priorities.
- In coordination with the EOC, contact appropriate agencies or personnel with expertise and capability to carry out the incident action plan.
- Coordinate, as appropriate, with other first responders.

The four other major management activities that form the basis of ICS are **operations**, **planning**, **logistics**, and **finance/administration**. For small-scale incidents, the incident commander and one or two individuals may perform all of these functions. For larger incidents, a number of individuals from different departments or agencies may be assigned to separate staff sections charged with those functions.

An incident commander using response resources from one or two departments or agencies can handle the majority of emergency situations. Departments or agencies participating in this type of incident response will normally obtain support through their own department or agency.

In emergency situations where other jurisdictions or the state or federal government are providing significant response resources or technical assistance, it is generally desirable to transition from the normal ICS structure to a **Unified** or **Area Command** structure. This arrangement helps to ensure that all participating agencies are involved in developing objectives and strategies to deal with the emergency.

Team problem solving should facilitate effective response. Other agency personnel working in support of the Incident Command Agency may maintain their normal chain of command, but should be under control of the on-scene Incident Commander.

The on-scene Incident Commander may designate a Public Information Officer to work with the news media at an incident. This may include coordinating agency media releases and arranging contacts between the media and response agencies. If additional support is needed, the **EOC** may be activated to manage public information hotlines.

EOC Activation and Staffing

The Emergency Operations Center (EOC) located at: **221 Breckenridge** is a key component of successful response and recovery operations. With decision and policy makers located together, personnel and resources can be used efficiently. Coordination of activities should ensure that all tasks are accomplished, minimizing duplication of efforts.

Depending upon the severity and magnitude of the disaster, activation of the EOC may not be necessary, may only be partially required, or may require full activation. Partial activation would be dictated by the characteristics of the disaster and would involve only those persons needing to interact in providing the coordinated response.

The EOC may be fully activated by decision of the principle elected official, Incident Commander, Unified/Area Command or the DES Coordinator. When the decision is made to activate the EOC, the DES Coordinator should notify the appropriate EOC organization staff members to report to the EOC. The EOC Management staff should take further action to notify and mobilize the appropriate organizations and dispatch centers which they are responsible for coordinating.

EOC Operations and Staffing. Complete details, job descriptions, and checklist of tasks are contained in the **ESF 5 Annex**, published separately.

Alternate EOC: Our Alternate EOC is located at: **Rocky Mountain Emergency Services Training Center, 3425 Skyway Dr. Helena, MT. (call RMESTC at 449-3473 for use)**. This facility may be used if our primary EOC becomes unusable.

Mobile Command Post: Local jurisdictions can request the use of mobile command vehicles by calling the DES duty officer at: **(406) 324-4777**.

ICS - EOC Interface

When the EOC is activated, it is essential to establish a division of responsibilities between the incident command post and the EOC. A general division of responsibilities is outlined below. It is essential that a precise division of responsibilities be determined for specific emergency operations.

The **Incident Commander** is generally responsible for field operations, including:

- Isolating the scene.
- Directing and controlling the on-scene response to the emergency situation and managing the emergency resources committed there.
- Warning the population in the area of the incident and providing emergency instructions to them.
- Determining and implementing protective measures (evacuation or in-place sheltering) for the population in the immediate area of the incident and for emergency responders at the scene.
- Implementing traffic control arrangements in and around the incident scene.
- Requesting additional resources from the EOC.

The **EOC** is generally responsible for:

- Assembling accurate information on the emergency situation and current resource data to allow local officials to make informed decisions on courses of action.
- Working with representatives of emergency services to determine and prioritize required response actions and coordinate implementation and support efforts.
- Providing emergency information to the public.
- Supporting evacuations.
- Organizing and supporting shelter and mass care arrangements for evacuees.
- Requesting assistance from the State and other external sources.
- Providing resource support for emergency operations.

In some large-scale emergencies or disasters, emergency operations with different objectives may be conducted at geographically separated scenes. In such situations, more than one incident command operation may be established. If this situation occurs, a

transition to an Area Command or a Unified Area Command may be desirable, and the allocation of resources to specific field operations may be coordinated with the EOC.

Continuity of Government

A community's ability to respond to an emergency must not be restrained by the absence of an elected official or key department head

COUNTY

- **Chairman of the Board of County Commissioners**. In the event the Chairman is not available, the two remaining Commissioners should, by order, designate one or the other as Chairman. (See MCA 7-4-2109).
- **Sheriff**. In the event the Sheriff is not available, the Undersheriff should serve as Acting Sheriff. (See MCA 7-32-2122).
- **Attorney**. In the event the Attorney is not available, the Chief Deputy Attorney should serve as the County Attorney or one should be appointed by the board of county commissioners. (See MCA 7-4-2702).

CITY/TOWN

- **Mayor/City Council President**. In the event the Mayor is not available, the Mayor Pro Tem of the City Commission should serve as acting Mayor. In the absence of the pro tem, the council may appoint one of its number to act in the mayor's place. (See MCA 7-4-4403).

ESSENTIAL RECORDS

- In order to continue normal government operations following an emergency or disaster, vital records must be protected. In general, vital public records include those considered absolutely essential to the continued operation of local government; considered absolutely essential to the local government's ability to fulfill its responsibilities to the public; required to protect the rights of individuals and the local government; and essential to restoration of life support services. These include legal documents as well as property and tax records.
- All departments/agencies should develop SOP/SOGs to guarantee the preservation of vital public records, to include their reconstitution if necessary, during and after emergencies.
- The principal causes of damage to records are fire and water; therefore, essential records should be protected accordingly.
- If records are damaged during an emergency situation, we may seek professional assistance to preserve and restore them.

3.8 Information Collection & Dissemination

General

The collection, analysis and sharing of information and "intelligence" are important elements of incident management. Information comes in many forms from a variety of sources. Field personnel, the public, and the media all collect and share information during an emergency. Validating this information for accuracy and timeliness as it comes into the ICP or the EOC is critical for helping the Incident Management Team and policy makers make informed decisions. It is also critical for providing information to the public in the form of alerts, warnings, and protective actions.

Additional information can be found in the **ESF 15: Public Information Annex**.

Policies

- DES is the primary agency for the coordination and collection of incident information for planning and analysis. The assigned Public Information Officer should act as information coordinator.
- DES should maintain a facility, (the EOC), and an alternate to serve as a point of contact for information coordination and collection.
- All involved response agencies should provide situation reports (SITREP) to the EOC or designated location at least once every 12 hours, or upon request from the EOC. SITREPS should include:
- Time and date of report.
- Person making the report and a call back number, etc.
- Description of what is happening (damages, injuries, etc.).
- Area where it is taking place.
- Gathered information should be used for planning purposes and to keep all involved agencies current on actions that are occurring.
- Information should be distributed only to those agencies that are involved in the response operations. Information should not be given out to non-involved agencies without the permission of the Incident Commander and/or designated Public Information Officer (PIO).
- The EOC should review received information, verify for accuracy and use it to avoid potential rumor situations.
- The EOC, or designated point, should provide situation reports to the SECC, as appropriate. This includes transmission of local proclamation of emergencies. This should be done by the best means available, to include, but not limited to fax, email, or written reports.
- Information that is obtained, that is critical in nature for planning purposes, should be communicated immediately from field units to the appropriate communications center or directly to the EOC via radio link.

- The Planning Section Chief and/or the Public Information Officer are responsible for information management. Responsibilities include:
  - Assigning personnel to assist with the coordination of information.
  - Ensuring the confidentiality of information received.
  - Ensuring that the EOC or designated facility is equipped to handle the task of coordinating information.

Priority Information Requirements

- Immediate hazards to Life Safety such as the presence of hazardous materials, building, bridge or road damage, fires, dangerous individuals, live electricity, etc.
- Victim/Casualty information such as
  - Numbers of injured/killed
  - Types of injuries
  - Location
- Immediate hazards to property and/'or the environment
- Weather information

Fusion Center Coordination

- The Montana All Threat Intelligence Center (MATIC) is a "fusion" center whose mission is to collect, store, analyze and disseminate information on crimes that have occurred or are suspected to law enforcement, community and government officials.
- Identify intelligence position (e.g., fusion center liaison) requirements for the Emergency Operations Center's (EOC) Planning Section.
- Liaison with the MATIC should be coordinated by the Lewis & Clark County Sheriff's Office.

3.9 Communications

Situation

- Fire/Rescue, Sheriff's Office, Police, and EMS communications are integrated with the 911 Emergency Dispatch Center located at the RMESTC at Helena Regional Airport. Generators can provide backup power to the building if needed for essential operations. The Montana Highway Patrol Dispatch Center at Ft. Harrison has been designated as an alternate 911 Center.
- All emergency services interface through radio channels or cell or landline phones in the 911 Center, EOC, or Incident Command Post, depending on the situation.
- The 911 Center is the primary Public Safety Answering Point (PSAP) for the county and the cities of Helena and East Helena. Emergency calls for service are received by the 911 Center and dispatched to the appropriate public safety agencies.

- The EOC has the capability of radio communication with other agencies with amateur radio systems that may help support the emergency communications needs of the EOC and local government in times of disaster.
- The Lewis & Clark County Amateur Radio Emergency Services (ARES), comprised of radio operators licensed by the Federal Communications Commission for noncommercial (amateur) communications, have voluntarily registered their services and formed an organized pool of trained communications specialists to assist County Emergency Management in providing emergency and disaster communications as needed and able.
- Equipment and supplies are provided from current stocks, or, if necessary, from commercial sources using local availability. ESF 2 does not stockpile supplies.
- During response operations, acquisition of these resources should be supported by preexisting memorandums of understanding (MOUs), memorandums of agreement (MOAs), interagency agreements (IAAs), or through the execution of mission assignments between MTDES and other support agencies.
- Notification of a threatening situation may also come from the National Weather Service, via NOAA Weather Radio or the media, the amateur communications community, or the public.

Procedures/Guidelines

- Our existing communications network consisting of telephones, computers, and radios should serve to perform the initial and basic communications effort for emergency operations. Landline circuits, when available, should serve as the primary means of communication with other communication systems as back up.
- During emergency operations, all departments should maintain their existing equipment and procedures/guidelines for communicating with their field operations units. They should keep the EOC informed of their operations and status at all times.
- To meet the increased communications needs created by an emergency, various state and regional agencies, amateur radio operators, and business/industry/volunteer group radio systems may be asked to supplement communications capabilities. These resource capabilities should be requested through local and regional mutual-aid agreements and/or the SECC, as required.
- Incident communications should follow ICS standards and should be managed by the IC using a common communications plan and an incident-based communications center.
- All incident management entities should make use of common language during emergency communications. This should reduce confusion when multiple agencies or entities are involved in an incident.

Additional information may be found in the ESF 2: Communications Annex.

4.0 Organization & Responsibilities

4.1 Organization

General

Most departments and agencies of local government have emergency functions in addition to their normal day-to-day duties. During emergency situations, our normal organizational arrangements are modified to facilitate emergency operations. Our governmental organization for emergencies includes a *policy group*, *emergency services*, and *support services*.

Policy Group

The Policy Group provides guidance and direction for emergency management programs and for emergency response and recovery operations. The Policy Group includes the County Commissioners, County Administrator, the County Attorney, Mayor(s), City Manager and Emergency Management Coordinator(s).

Emergency Services

Emergency Services include those departments, agencies, and groups with primary emergency response roles. The incident commander is the person in charge at an incident site.

Emergency Support Services

This group usually works out of the County Emergency Operations Center (EOC) and includes departments and agencies that support and sustain emergency responders and also coordinate emergency assistance provided by organized volunteer organizations, business and industry, and other sources.

Volunteer and Other Services

This group includes organized volunteer groups and businesses that have agreed to provide certain support for emergency operations.

4.2 Responsibilities

Local governments and officials are ultimately responsible for disaster or emergency operations. Disaster or emergency operations should, to the greatest degree possible, reflect the daily operational responsibilities of an agency or department.

Tasks and responsibilities should be assigned and conducted at the lowest level of each organization. Administrative control of personnel should remain with their parent agency.

This EOP uses several terms consistent with the National and Montana Emergency Response Frameworks. These terms are used to create an organizational structure for purposes of assigning responsibilities in the preparedness, response, recovery and mitigation phases. The terms and their associated definitions and responsibilities are:

ESF Coordinator *(ESF Annexes)*

The ESF coordinator is the entity with management oversight for that particular ESF. The coordinator has ongoing responsibilities throughout the preparedness, response, and recovery phases of incident management. The role of the ESF coordinator is carried out through a "unified command" approach as agreed upon collectively by the designated primary agencies and, as appropriate, support agencies.

Responsibilities of the ESF coordinator include:

- Coordination before, during, and after an incident, including pre-incident planning and coordination.
- Maintaining ongoing contact with ESF primary and support agencies.
- Conducting periodic ESF meetings and conference calls.
- Coordinating efforts with corresponding private-sector organizations.
- Coordinating ESF activities relating to incident planning and critical infrastructure preparedness, as appropriate.

ESF Primary Agency *(ESF Annexes)*

An ESF primary agency is an agency with significant authorities, roles, resources, or capabilities for a particular function within an ESF. ESFs may have multiple primary agencies, and the specific responsibilities of those agencies are articulated within the relevant ESF Annex.

When an ESF is activated in response to an incident, the primary agency is responsible for:

- Supporting the ESF coordinator and coordinating closely with the other primary and support agencies.
- Orchestrating support within their functional area for an affected area.
- Providing staff for the operations functions at fixed and field facilities.
- Notifying and requesting assistance from support agencies.
- Managing mission assignments and coordinating with support agencies, as well as appropriate officials, operations centers, and agencies.
- Working with appropriate private-sector organizations to maximize use of all available resources.
- Supporting and keeping other ESFs and organizational elements informed of ESF operational priorities and activities.
- Conducting situational and periodic readiness assessments.
- Executing contracts and procuring goods and services as needed.
- Ensuring financial and property accountability for ESF activities.
- Planning for short- and long-term incident management and recovery operations.

- Establish and maintain procedures/guidelines for agency personnel to be available on a 24-hour basis for EOC staffing and emergency assignment and provide this information to the County DES Coordinator
- Maintain a current inventory of key agency personnel, facilities and equipment, and establish procedures/guidelines to ensure this information can be accessed from the EOC
- Establish procedures/guidelines for assessing damage to department facilities and injury to personnel
- Maintaining trained personnel to support interagency emergency response and support teams.
- Identifying new equipment or capabilities required to prevent or respond to new or emerging threats and hazards, or to improve the ability to address existing threats.

ESF Support Agencies (*ESF Annexes*)

Support agencies are those entities with specific capabilities or resources that support the primary agency in executing the mission of the ESF.

When an ESF is activated, support agencies are responsible for:

- Conducting operations, when requested by the designated ESF coordinating or primary agency, consistent with their own authority and resources, except as directed otherwise pursuant to sections 402, 403, and 502 of the Stafford Act.
- Participating in planning for short- and long-term incident management and recovery operations and the development of supporting operational plans, SOP/SOGs, checklists, or other job aids, in concert with existing first-responder standards.
- Assisting in the conduct of situational assessments.
- Furnishing available personnel, equipment, or other resource support as requested by the ESF coordinating or primary agency.
- Providing input to periodic readiness assessments.
- Maintaining trained personnel to support interagency emergency response and support teams.
- Identifying new equipment or capabilities required to prevent or respond to new or emerging threats and hazards, or to improve the ability to address existing threats.

Coordinating Agency (Support & Hazard Annexes)

Agencies designated as coordinating agencies are responsible for implementation of processes detailed in the annexes. Coordinating agencies support the County's incident management mission by providing the leadership, expertise, and authorities to implement critical and specific aspects of the response.

When the functions of a particular Support Annex are required, the agency serving as the coordinator is responsible for:

- Orchestrating a coordinated delivery of those functions and procedures/guidelines identified in the annex.
- Providing staff for operations functions at fixed and field facilities.
- Notifying and sub-tasking cooperating agencies.
- Managing tasks with cooperating agencies, as well as appropriate federal, state, or local agencies.
- Working with appropriate private-sector organizations to maximize use of available resources.
- Supporting and keeping ESFs and other organizational elements informed of annex activities.
- Planning for short- and long-term support to incident management and recovery operations.
- Conducting preparedness activities such as training and exercises to maintain personnel who can provide appropriate support.

Cooperating Agency (Support & Hazard Annexes)

Cooperating agencies are those entities that have specific expertise and capabilities to assist the coordinating agency in executing incident-related tasks or processes. When the procedures/guidelines within a Support Annex are needed to support elements of an incident, the coordinating agency should notify cooperating agencies of the circumstances.

Cooperating agencies are responsible for:

- Conducting operations, when requested by the coordinating agency, consistent with their own authority and resources, except as directed otherwise pursuant to sections 402, 403, and 502 of the Stafford Act.
- Participating in planning for short- and long-term incident management and recovery operations and the development of supporting operational plans, standard operating procedures/guidelines, checklists, or other job aids, in concert with existing first-responder standards.
- Furnishing available personnel, equipment, or other resource support as requested by the Annex coordinator.
- Participating in training and exercises aimed at continuous improvement of response and recovery capabilities.

General Preparedness Responsibilities

(All departments/agencies within the County). The following common responsibilities are assigned to each department/agency listed in this plan. Further, each department/agency should create an internal emergency management organization and develop Standard

Operating Procedures/Guidelines (SOP/SOGs) in accordance with the provisions of this plan. Preparation activities include:

- Establishing departmental and individual responsibilities (as indicated in this plan); identify emergency tasks.
- Working with other departments/agencies to enhance cooperation and coordination, and eliminate redundancy. Departments having shared responsibilities should complement each other.
- Establishing education and training programs so that each division, section, and employee will know exactly where, when, and how to respond.
- Developing site specific plans for department facilities as necessary.
- Ensuring that employee job descriptions reflect their emergency duties.
- Training staff and volunteer augmentees to perform emergency duties, tasks.
- Identifying, categorizing and inventorying all available departmental resources.
- Developing procedures/guidelines for mobilizing and employing additional resources.
- Ensuring communication capabilities with the EOC.
- Filling positions in the emergency organization as requested by the DES Coordinator acting in accordance with this plan.
- Preparing to provide internal logistics support to department operations during the initial emergency response phase.

General Response Responsibilities

(All departments/agencies within the County). The following common responsibilities are assigned to each department listed in this plan.

- Upon receipt of an alert or warning, initiate notification actions to alert employees and volunteer augmentees assigned response duties.
- As appropriate:
  - Suspend or curtail normal business activities.
  - Recall essential off-duty employees.
  - Send nonessential employees home.
  - Evacuate departmental facilities.
- As requested, augment the EOC's effort to warn the public through use of vehicles equipped with public address systems, sirens, employees going from door to door, etc.
- Keep the EOC informed of field activities, and maintain a communications link to the EOC.
- Activate a control center to support and facilitate department response activities, maintain events log, and report information to the EOC.

- Report damages and status of critical facilities to the EOC.
- If appropriate or requested, send a representative to the EOC.
  - Ensure staff members tasked to work in the EOC have the authority to commit resources and set policies.
- Coordinate with the EOC to establish protocols for interfacing with State, Federal responders.
- Coordinate with the EOC Information Officer before releasing information to the media.
- Submit reports to the EOC detailing departmental emergency expenditures and obligations.

Local Organizations & Agencies

911 Emergency Dispatch Center

- Serves as the 24-hour contact point for emergency notification.
- Notifies City & County departments/agencies.
- Monitors all law enforcement, fire department, and emergency services radio traffic.

Amateur Radio Emergency Services (ARES)

- Activates, manages, and maintains ARES radio operations.
- Ensures adequate staffing for ARES operations and additional positions as able and required.
- Coordinates the use of ARES communications as requested.

Principle Elected Officials

- Assume overall responsibility for ensuring public health and safety needs are met.
- Establish and evaluate policy decisions throughout the incident. Principle Elected Officials do not usually assume Incident Command tactical positions but rather serve in the Policy Group at the EOC.
- Review legal responsibilities and authorities and make local declarations.

City/County Attorney(s)

- As requested, review or draft executive orders, emergency proclamations, and prepare emergency legislation.
- Coordinate with appropriate bar associations to provide legal counseling to disaster victims under Public Law 93-288 as amended.
- Assist disaster victims in avoiding unlawful and unfair practices during response and recovery phases.

County Coroner

- Within the county, the Coroner has authority over all human remains, claimed and unclaimed, as well as their personal effects.

- Responsible for body identification and removal of dead from the scene.
- Determines locations of temporary morgues.
- Coordinates internment with all area funeral homes.

Emergency Management Staff (DESC/EOC)

- Activates and manages the EOC.
- Coordinates EOC response and recovery operations.
- Coordinates information with adjacent Counties and the State EOC.
- Obtains additional resources needed for response.
- Coordinates activation of public alerting, target notification and EAS.
- Coordinates support to evacuation operations (transportation, sheltering etc.).
- Coordinates relocation to alternate EOC, if necessary.
- Develops and maintains the EOP and EOC Standard Operating Procedures/Guidelines.
- Assists in coordinating all County emergency management training and exercises.
- Coordinates the assistance provided by private organizations, groups or volunteers, in conjunction with the ARC and other government agencies.

Emergency Medical Services (EMS)

- Assists with the provision of emergency medical services/first aid to evacuees at reception centers, and at mass care centers.
- Provides transport of injured, exposed, or contaminated individuals (*after decontamination*)
- Assist in evacuations by transporting evacuees with medical issues (as available and appropriate).

Fire/Rescue Services

- Conducts fire fighting, rescue, and HazMat operations.
- Assists with the provision of emergency medical services/first aid.
- Assists in route alerting and door-to-door notification.

Hospitals

- Provides for the handling and treatment of injured, contaminated, or exposed members of the public and emergency response personnel.
- Provides medical guidance to EMS units and field triage teams.
- Provides qualified medical personnel, supplies and equipment.

Law Enforcement

- Maintains law and order.
- Investigates criminal activities and incidents involving personal injury or fatalities.
- Collects, tracks, and processes evidence.
- Conducts route alerting/door to door notification.

- Establishes primary and alternate evacuation routes.
- Coordinates traffic control.
- Provides instructions for those persons without transportation for evacuation from public areas (*in conjunction with PIO/EOC).*
- Coordinates security operations.
- Controls access to affected areas.
- Supervises orderly movement control of evacuee's back into the area, when it is safe.

Public Health

- Assists in making protective action recommendations.
- Provides health advisories to Public Information Officer.
- Establishes and verifies minimum sanitation standards.
- Coordinates with appropriate agencies on the handling, storage and disposal of contaminated personal items and waste.
- Monitors water supplies and identifies sources of safe drinking water during disaster situations.
- Assists in the sampling and control of food and water supplies.
- Conducts damage assessment in licensed food facilities for contamination and refrigeration failures.
- Inspects shelters for sanitary conditions, including food and water supplies, wastewater and garbage disposal. Public health nurses may assist the ARC at shelters if available.
- Provides information on probable sewage contamination, identifying sources for portable toilets when needed, and providing information on appropriate clean-up

Public Information Officer(s)

- Serves as spokesperson to the Media.
- Provides news statements on emergency response.
- Exchanges information with spokespersons from other organizations/jurisdictions.
- Develops EAS announcements.
- Collects data from other EOC staff.
- Coordinates information releases among the EOC, the Joint Information Center, the State PIO, and any facility or agency PIOs.
- Ensures that all media releases are approved before release and recorded/logged after release.

Public Works Departments

- Assists with route alerting.
- Assists with traffic and access control equipment.
- Assists with keeping evacuation routes in passable condition.
- Assists with establishing alternate evacuation routes.

- Assists with impediment removal.
- Assists with transportation support to the Transportation Officer for emergency workers and supplies.
- Supervises and coordinates emergency resources, to include assistance from public, private, and volunteer resources.
- Assists with damage assessment of public property and certain non-profit organizations.
- Liaisons with major industries.

School Districts

- Notifies all public, private, and parochial schools of an emergency and coordinates transportation needs and capabilities with the EOC .
- Implements protective actions (e.g. evacuation or shelter-in-place) for public and private school populations.
- Appoints building managers for each facility used during emergency operations.
- Provides personnel for the preparation of food, if able and requested.
- Provides clerical and administrative assistance for the operation of mass care centers.

Private Industry & Volunteer Groups

- Sends an Agency Representative to the EOC to help coordinate agency support and services.
- Provides support to government agencies in incident response and recovery activities.

State Organizations & Agencies

The State government is responsible for providing and coordinating resources to support community response, and for some emergencies, performing technical response functions on behalf of the communities.

Montana Disaster & Emergency Services (MTDES)

MTDES is the lead State agency for coordinating State resources and support to local, state, and NGO entities needing assistance.

When requested by State, tribal, or local officials, in coordination with their partner organizations, MTDES may assist with:

- Coordinating relevant training & exercises for State and local agencies
- Activating and managing the State Emergency Coordination Center (SECC)
- Coordinating State resources in response & recovery operations
- Contacting and requesting Federal resources

Montana Army National Guard

At the request of the Governor, the Guard can:

- Assist with access control and security for evacuated areas.

- Transport emergency supplies.
- Deploy Civil Support Teams to assist with Hazmat or WMD incidents
- Provide other resources and support as requested within its capabilities and as authorized by law.

Montana Chapter of the American Red Cross

The American Red Cross is a congressionally chartered, private sector organization that provides disaster relief to individuals and families. The Red Cross is responsible for providing emergency congregate and individual care in coordination with local government and private agencies. The Red Cross receives its authority from a congressional charter and, as mandated by Federal Law 36-United States Code-3001 and reaffirmed in Public Law 93-288 (Stafford Act).

- Initiates mass care services immediately within the affected area upon notification of the emergency or disaster.
- Assists government agencies in the management and coordination of sheltering, feeding, emergency first aid services, bulk distribution and other mass care services to the affected population.
- Coordinates mass care and other relief efforts with MTVOAD, OCS, and other Community Based Organizations (CBOs) as appropriate.
- Provides a representative to the EOC to facilitate coordination of mass care services.
- Supports mass care services with available facilities, vehicles, supplies, personnel and other provisions as able.
- Supports and participates in planning, training, and exercise activities as able.
- Provides other resources and support as requested within its capabilities and as authorized by law.

Montana Department of Transportation (MDT)

- Ensures State roads are clear of snow and debris.
- Provides traffic and access control equipment.
- Assists in impediment removal.
- May coordinate the provision of transportation assets and/or heavy equipment.
- Provides State assistance for downed aircraft searches.
- Provides other resources and support as requested within its capabilities and as authorized by law.

Montana Department of Natural Resources & Conservation (DNRC)

- Coordinates fire suppression efforts and provides resources to control wildland fires in the state on DNRC protected lands.
- May provide assistance and resources for non-DNRC protected lands or incidents to local jurisdictions as available.

Montana Department of Environmental Quality (MTDEQ)

- Provides personnel, equipment, and materials to participate directly in the mitigation of hazardous materials incidents.
- Depending upon emergency, recommends or directs protective actions.
- Performs environmental monitoring and sampling.
- Provides technical assessment advice.
- Provides other resources and support as requested within its capabilities and as authorized by law.

Montana Department of Public Health & Human Services (MTDPHHS)

MTDPHHS helps coordinate the State's health, medical and human services assets as appropriate in support of incident needs through its representatives to the Mass Care Group in the SECC.

When requested by State, tribal, or local officials, in coordination with its partner organizations, MTDPHHS may assist with the functions of mass care, emergency assistance, housing and human services as well as:

- Coordinate health & medical support to shelters.
- Conduct health inspections to ensure shelters meet sanitation standards and provides epidemiological services.
- Provide other resources and support as requested within its capabilities and as authorized by law.

Montana Governor's Office of Community Services (OCS

- Serves as the lead supporting agency for coordinating volunteer programs that are state or federally funded.
- Provides training and technical assistance to help Montana's citizens be prepared in disaster and emergency situations through programs such as:
  - Map Your Neighborhood
  - Community Emergency Response Teams (CERT)
  - Traffic Control courses
- Coordinates the Community Emergency Response Teams (CERTS), and the Montana Citizen Corps Program during all phases of emergency management.
- Mobilizes National Service Entities across Montana in response to emergencies/disasters including:
  - AmeriCorps
  - AmeriCorps Vista
  - Senior Corps

Montana Highway Patrol (MHP)

- Assists in route alerting along state highways.
- May be able to provide aircraft, as needed.

- Assists in selecting primary and alternative evacuation routes.
- Assists in staffing and providing equipment for access control points on state highways.
- May assist in providing security.
- Assists in staffing traffic control points during evacuations and for reentry of the public.
- Provide other resources and support as requested within its capabilities and as authorized by law.

Montana Voluntary Organizations Active in Disaster (MTVOAD)

- Notifies MTVOAD member agencies when activated under this annex.
- Assists in identifying voluntary agencies that may assist in mass care, feeding, housing, and unmet needs support activities for individuals and families
- Provides overall coordination necessary to expeditiously access the resources of MTVOAD member agencies.
- Provides a representative to the SECC upon request
- Supports and participates in planning, training, and exercise activities as able

---

Federal Organizations & Agencies

The Federal government is responsible for providing both technical and operational support to the communities throughout the state. Some of the key agencies of the Federal response and their respective response functions are:

Department of Homeland Security (DHS)/Federal Emergency Management Agency (FEMA)

- Coordinates overall Federal response.
- Provides Federal resources and assistance to State and County governments.
- Ensures Federal support exists for recovery operations.

U.S. Department of Agriculture

- Provides advisories concerning agriculture, food, water, milk, and livestock feed control.
- Provides guidelines to allow farmers access to restricted areas.
- Provides a representative to the EOC, if requested.

U. S. Forest Service (USDA-USFS)

- Provides protection in National Forests and assists in control of fires that threaten to spread from nearby lands into National Forests.
- Provides other resources and support as requested within its capabilities and as authorized by law.

4.3 Administration, Finance, & Logistics

Administration

During and after emergency/disaster events normal fiscal and administrative functions and regulations may need to be temporarily modified or suspended in order to support emergency operations in a timely manner. Additionally, if emergency costs can be documented, reimbursements from State and Federal sources may be possible.

Policies

It is the policy of the Lewis & Clark County that:

- Normal procedures/guidelines which do not interfere with timely accomplishment of emergency tasks, should continue to be used. Those emergency administrative procedures which depart from "business-as-usual" should be described in detail in department/agency SOP/SOGs
- All departments/agencies should assure the safety of cash, checks, accounts receivable, and assist in the protection of other valuable documents/records.
- All departments/agencies should designate personnel to be responsible for documentation of disaster operations and expenditures. Emergency expenditures will be incurred in accordance with existing jurisdictional emergency purchasing procedures/guidelines.
- During the emergency operations, nonessential administrative activities may be suspended, and personnel not assigned to essential duties may be assigned to other departments to provide emergency support.
- Departments/agencies are responsible for keeping records of the name, arrival time, duration of utilization, departure time, and other information relative to the service of emergency workers, as well as documentation of the injuries, lost or damaged equipment, and any extraordinary costs.
- Each department/agency should keep an updated inventory of its personnel, facilities, and equipment resources as part of their SOP/SOGs.

Record Keeping for Emergency Operations

Activity Logs. The Incident Command Post and the EOC should maintain accurate logs recording key response activities, including:

- Activation or deactivation of emergency facilities.
- Emergency notifications to other local governments and to state and federal agencies.
- Significant changes in the emergency situation.
- Major commitments of resources or requests for additional resources from external sources.
- Issuance of protective action recommendations to the public.
- Evacuations.
- Casualties.

- Containment or termination of the incident.

Reports. Reports are required from involved agencies/departments and local governments to provide elected officials, the DES Coordinator, and other government officials with information concerning the nature, magnitude, and impact of a disaster, and for use in evaluating and providing the most efficient and appropriate response. Reports required include, but are not limited to:

- Situation Reports
- Proclamation of Emergency
- Requests for assistance.
- Damage Assessment Reports.

Financial Management

Our county is responsible for establishing the administrative controls necessary to manage the expenditure of funds and to provide reasonable accountability and justification for expenditures made to support emergency operations. This should be done in accordance with the established local fiscal policies and standard cost accounting procedures/guidelines.

Emergency expenditures are not normally integrated into the budgeting process of the County. Nevertheless, disasters occur on a periodic basis requiring substantial and necessary unanticipated obligations and expenditures.

The County will incur disaster-related obligations and expenditures in accordance with the provisions of applicable County and State policies and statutes.

Records should be kept by all participating organizations/agencies; in order to separately identify disaster related expenditures and obligations from general programs and activities.

- **Routine Costs**. All department and agencies should maintain records summarizing the use of personnel, equipment, and supplies during the response to day-to-day incidents to obtain a estimate of annual emergency response costs that can be used as in preparing future department or agency budgets.
- **Emergency or Disaster Costs**. For major emergencies or disasters, all departments and agencies participating in the emergency response should maintain detailed of costs for emergency operations to include:
  - Personnel costs, especially overtime costs
  - Equipment operations costs
  - Costs for leased or rented equipment
  - Costs for contract services to support emergency operations
  - Costs of specialized supplies expended for emergency operations

These records may be used to recover costs from the responsible party or insurers or as a basis for requesting financial assistance for certain allowable response and recovery costs from the state and/or federal government.

Emergency Procurement

- Local government purchasing personnel should facilitate the acquisition of all supplies, equipment, and services necessary to support the emergency response actions of departments/agencies.
- A complete and accurate record of all purchases, a complete record of all properties commandeered to save lives and property, and an inventory of all supplies and equipment purchased in support of the emergency response should be maintained.
- Though certain formal procedures/guidelines may be waived, this in no way lessens the requirement for sound financial management and accountability. Departments/agencies should identify personnel to be responsible for documentation of disaster costs and utilize existing administrative methods to keep accurate records separating disaster operational expenditures from day-to-day expenditures. Documentation should include: logs, formal records, and file copies of all expenditures, receipts, personnel time sheets.
- A separate Emergency Operations Center (EOC) "Finance Section" may be formed to handle the monetary and financial functions during large emergencies or disasters.

Legal Liability and Protection

Liability

Government employees may be subject to legal action because of injuries or damages resulting from their acts or omissions. Employees may be personally liable for any of their acts or omissions that involve gross negligence, malice or unlawful conduct. An emergency does not justify improper or unlawful conduct.

Protection

An employee may request legal representation from the City/County Attorney's Office.

Logistics

Logistics will be needed to support the field operations, the EOC operations, and disaster victims. When this plan is implemented, the EOC Logistics Section becomes the focal point of procurement, distribution and replacement of personnel, equipment, and supplies.

This plan does not contain a listing of resources. The DES Coordinator should ensure that a resource inventory including source and quantity is kept current. The resource list should be maintained in the EOC. Emergency resource information should include procedures/guidelines and points of contact to facilitate rapid acquisition of needed resources

The DES Coordinator should also be familiar with resources available from local private sector and volunteer organizations as well as from State government. Unique resources which may not be available locally (i.e., radiological and chemical analysis, environmental assessment, biological sampling, contamination survey, etc.) should be requested through MTDES.

Departments/agencies responding to emergencies and disasters should first use their available resources. All departments/agencies are expected to maintain an inventory of all

non-consumable items, to include their disposition after the conclusion of the emergency proclamation. Items that are not accounted for, or that are placed in local government inventory as an asset may not be eligible for reimbursement.

5.0 Authorities and References

5.1 Authorities

Federal

- Americans with Disabilities Act of 1990 (ADA) as amended by the Americans with Disabilities Act Amendments Act of 2008, Public Law 110-325
- 42 USC §§ 12131-12134 28 CFR Part 35; Title II - State and Local Government - Part A (state and local government programs, services, and activities)
- Architectural Barriers Act of 1968, 41 U.S.C. 4151 et seq
- Civil Rights Act of 1964, Title VI, Public Law 88-352
- Code of Federal Regulations, Title 44, Chapter 1, Federal Emergency Management Agency, October 1, 2009
- Consolidated Appropriations Act, 2008, Public Law 110-161
- Disaster Mitigation Act of 2000, Public Law 106-390
- Emergency Management and Assistance, 44 CFR
- Executive Order 13166, Improving Access to Services for Persons with Limited English Proficiency, August 11, 2000
- Executive Order 13347, Individuals with Disabilities in Emergency Preparedness, July 26, 2004
- Fair Housing Act as amended in 1988, 42 U.S.C 3601
- Hazardous Waste Operations & Emergency Response, 29 CFR 1910.120
- Homeland Security Act of 2002, 6 U.S.C. 101, et seq., as amended
- Homeland Security Presidential Directive 5, Management of Domestic Incidents, February 28, 2003
- Homeland Security Presidential Directive 7, Critical Infrastructure Identification, Prioritization, and Protection, December 17, 2003
- Homeland Security Presidential Directive 8, National Preparedness, December 17, 2003
- Homeland Security Presidential Directive 8, Annex I, National Planning, February 2008
- National Incident Management System, Department Of Homeland Security, 2008
- National Security Presidential Directive 51/ Homeland Security Presidential Directive 20, National Continuity Policy, May 4, 2007
- Pets Evacuation and Transportation Standards Act of 2006 (Public Law 109-308)
- Post-Katrina Emergency Management Reform Act of 2006, Public Law 109-295
- Public Health Service Act, as amended
- Rehabilitation Act of 1973, as amended, Section 504 Public Law 93-112

- Robert T. Stafford Disaster Relief & Emergency Assistance Act, (as amended), PL 93-288; 42 U.S.C. 5121. 1988
- Social Security Act of 1935, as amended
- Superfund Amendments And Reauthorization Act (SARA) Title III: *Emergency Planning And Community Right To Know Act (EPCRA)*, 42 USC, Ch 116, 1986

State

- Montana Code Annotated (MCA) Title 10, Chapter 3 - *Disaster And Emergency Services*
- Montana Code Annotated (MCA) Title 50 – *Health & Safety*
- Montana Executive Order #17-04, Office of the Governor, 2004
- Montana Emergency Response Framework; MTDES, 2010
- Montana Homeland Security Strategic Plan; MTDES, 2009

Local

- City of Helena Resolution # 2378
- City of East Helena Resolution # 195

5.2 References

Federal

- An ADA Guide for Local Governments: Making Community Emergency Preparedness and Response Programs Accessible to People with Disabilities, U.S. Dept. of Justice, 2006
- ADA Checklist for Emergency Shelters, U.S. DOJ, 2007
- National Response Framework. January 2008. Core Document
- Comprehensive Preparedness Guide 101: A Guide for All-Hazard Emergency Preparedness Planning, Versions 1.0 (March 2009) & 2.0 (Dec 1010)
- Guidance on Planning for Integration of Functional Needs Support Services in General Population Shelters, FEMA, Nov 2010.
- Interim Emergency Management Planning Guide for Special Needs Populations, CPG 301, FEMA, 2008
- Centers for Disease Control: *Public Health Emergency Response Guide for State, Local, and Tribal Public Health Directors Version 1.0,* US Dept. of Health & Human Services ,October 2004
- NFPA 1600, Standard on Disaster/Emergency Management & Business Continuity Programs, 2013 Edition

State

- State Of Montana Emergency Response Framework, Montana Disaster And Emergency Services, 2010

Local

- Lewis & Clark County, HazMat Terrorism Incident Response Plan. June 2004
- Lewis & Clark County, Emergency Operations Plan. May 2011
- Lewis & Clark County Pre-Disaster Mitigation Plan, 2005

6.0 Attachments

Attachment 1: Acronyms **43**
Attachment 2: Definitions: **47**
Link to CD for Comprehensive Glossary 47
Attachment 3: Emergency Management Organization **49**
Attachment 4: Functional Responsibilities **51**
Attachment 5: Annex Assignments **53**
Emergency Support Function (ESF) Annexes 53
Support Annexes 53
Hazard Annexes 53
Attachment 6: Summary of Agreements & Contracts **55**
Attachment 7: NIMS Summary **57**

THIS PAGE IS INTENTIONALLY LEFT BLANK

Attachment 1: Acronyms

Acronym	Meaning
AAR	After Action Report
ADA	American Disabilities Act
ARC	American Red Cross
ARES	Amateur Radio Emergency Service
ATF	(*Bureau*) Of Alcohol, Tobacco & Firearms
BLM	Bureau of Land Management
BOR	Bureau of Reclamation
CAP	Civil Air Patrol
CAT	Crisis Action Team
CBO	Community Based Organization
CBRNE	**C**hemical, **B**iological, **R**adiological, **N**uclear, **E**xplosive
CDC	Centers for Disease Control and Prevention
CERT	Community Emergency Response Team
CFR	Code Of Federal Regulations
CHEMTREC	Chemical Transportation Emergency Center
CIKR	Critical Infrastructure & Key Resources
CISD	Critical Incident Stress Debriefing
CISM	Critical Incident Stress Management
COG	Continuity of Government
CONOPS	Concept of Operations
CONPLAN	Concept of Operations Plan
COOP	Continuity of Operations
CST	Civil Support Team
DAT	Damage Assessment Team
DECON	Decontamination
DEQ	Dept. of Environmental Quality (Montana)
DES	Disaster And Emergency Services
DESC	Disaster and Emergency Services Coordinator
DNRC	Dept. of Natural Resources & Conservation (Montana)
DHS	Department Of Homeland Security
DMAT	Disaster Medical Assistance Team
DMORT	Disaster Mortuary Operational Response Team
DNRC	Dept. of Natural Resources (Montana)
DOJ	Dept. of Justice
DPHHS	Department of Public Health and Human Services (Montana)
EAS	Emergency Alert System
EEG	Exercise Evaluation Guide
EMAC	Emergency Management Assistance Compact
EMS	Emergency Medical Services
EMT	Emergency Medical Technician

Acronym	Meaning
EOC	Emergency Operations Center
EOD	Explosive Ordinance Disposal
EOP	Emergency Operations Plan
EPA	Environmental Protection Agency
EPCRA	Emergency Planning and Community Right-to-Know Act
ESF	Emergency Support Function
FAA	Federal Aviation Administration
FBI	Federal Bureau Of Investigation
FBO	Faith Based Organization
FCO	Federal Coordinating Officer
FE	Functional Exercise
FEMA	Federal Emergency Management Agency
FOUO	For Official Use Only
FSC	Finance Section Chief
FSE	Full-Scale Exercise
GIS	Geographic Information System
HAZMAT	**Haz**ardous **Mat**erial
HHS	Department of Health and Human Services
HIDC	Helena Interagency Dispatch Center
HRSA	Health Resources and Services Administration
HSEEP	Homeland Security Exercise & Evaluation Program
HSPD	Homeland Security Presidential Directive
HVA	Hazard Vulnerability Assessment
IAA	Interagency Agreement
IC	Incident Commander
ICP	Incident Command Post
ICS	Incident Command System
IDLH	Immediately Dangerous to Life and Health
IED	Improvised Explosive Device
IMT	Incident Management Team
IO	Information Officer
IP	Improvement Plan
JFO	Joint Field Office
JIC	Joint Information Center
JIS	Joint Information System
JOC	Joint Operations Center
JTTF	Joint Terrorism Task Force (FBI)
LCCO	Lewis & Clark County
LE	Law Enforcement
LEPC	Local Emergency Planning Committee
LNO	Liaison Officer
LSC	Logistics Section Chief

Acronym	Meaning
MACO	Montana Association of Counties
MARS	Military Amateur Radio System
MATIC	Montana All-Threat Intelligence Center
MCA	Montana Code Annotated
MCI	Mass Casualty Incident
MDT	MT Dept. of Transportation
MERF	Montana Emergency Response Framework
MFI	Mass Fatality Incident
MHP	Montana Highway Patrol
MOA	Memorandum of Agreement
MOU	Memorandum of Understanding
MRL	Montana Rail Link
MSDS	Material Safety Data Sheets
MTDEQ	MT Dept. of Environmental Quality
MTDES	MT Disaster and Emergency Services
MTDNRC	MT Dept. of Natural Resources & Conservation
MTFWP	MT Fish, Wildlife, & Parks
NAWAS	National Warning System
NDMS	National Disaster Medical System
NFPA	National Fire Protection Association
NGO	Non-Governmental Organization
NIMS	National Incident Management System
NIPP	National Infrastructure Protection Program
NOAA	National Oceanic & Atmospheric Administration
NRF	National Response Framework
NTSB	National Transportation Safety Board
NWS	National Weather Service
OCS	Office of Community Services
OEM	Office Of Emergency Management
OSHA	Occupational Safety & Health Administration
PAO	Public Affairs Officer (*military PIO*)
PDD	Presidential Decision Directive
PDM	Pre-Disaster Mitigation
P.L.	Public Law
PIO	Public Information Officer
POC	Point Of Contact
PPE	Personal Protective Equipment
PSA	Public Safety (Service) Announcement
PSAP	Public Safety Answering Point
PSC	Planning Section Chief
RFD	Rural Fire Department
SAA	State Administrative Agency

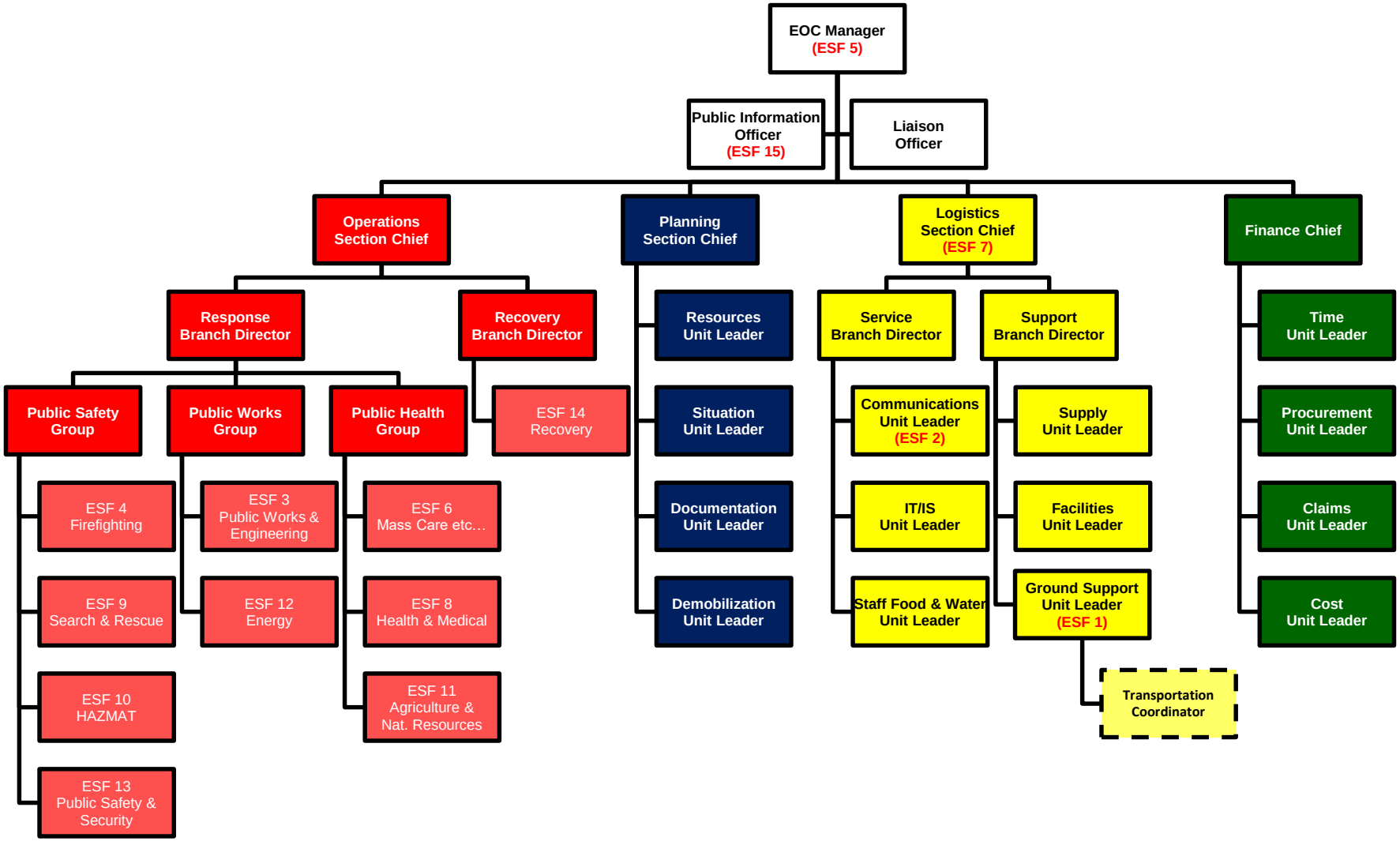
Acronym	Meaning
SARA	Superfund Amendments and Reauthorization Act of 1986
SCBA	Self-Contained Breathing Apparatus
SECC	State Emergency Coordination Center
SERC	State Emergency Response Commission
SHMIRT	State Hazmat Incident Response Team
SITREP	**Sit**uation **Rep**ort
SLUDGEM	**S**alivation, **L**acrimation, **U**rination, **D**efecation, **G**astrointestinal Upset, **E**mesis, and **M**uscle Twitching
SMART	**S**imple, **M**easurable, **A**chievable, **R**ealistic, **T**ask-Oriented (Objectives)
SNP	Special Needs Population
SOG	Standard Operating Guide
SOP	Standard Operating Procedure
SSD	Support Services Division
SWAT	Special Weapons And Tactics
TBD	To Be Determined
TCL	Target Capabilities List
TSA	Transportation Security Administration
TTX	Tabletop Exercise
TVA	Threat and Vulnerability Assessment
UC	Unified Command
UHF	Ultra High Frequency
USAR	Urban Search and Rescue (also US&R)
USC	US Code
USDA	US Department of Agriculture
USFA	US Fire Administration
USFS	US Forest Service
USGS	United States Geological Survey
VA	Veterans Administration
VHF	Very High Frequency
VOAD	Voluntary Organizations Active in Disasters
WMD	Weapon of Mass Destruction

Attachment 2: Definitions

Link to CD for Comprehensive Glossary

THIS PAGE IS INTENTIONALLY LEFT BLANK

Attachment 3: Emergency Management Organization



THIS PAGE IS INTENTIONALLY LEFT BLANK

Attachment 4: Functional Responsibilities

Agencies **P = Primary Agency:** agency that has the primary responsibility for this function. **S = Support Agency:** agency likely to be supporting the efforts of the Primary agencie(s).	Direction & Control 1	Communications 2	Alert, Warning, Notification 3	Emergency Public Information 4	Evacuation 5	Mass Care & Shelter 6	Health & Medical Services 7	Recovery 8	Damage Assessment 9	Debris Management 10	Law Enforcement Services 11	Fire Services & HAZMAT 12	Search & Rescue 13	Utilities 14	Public Health 15	Fatality Management 16	Volunteer Coordination 17	Transportation 18	Special & Unmet needs 19	Donated Goods & Services 20	COOP/COG 21
911 Communications	S	P	P	P	S	S	S	S	S		S	S	S	S	S	S					S
Business & Industry		S	S	S	S	S	S	P	S	S		S	S	S	S		S	S	S	S	S
Campuses			S	S	S	S		S	S								S			S	
Principle Elected Officials	S	S	S	S	S	S	S	P	S	S	S	S	S	S	S	S	S	S	S	S	P
Civil Air Patrol			S	S	S	S	S	S	P		S		P				S	S			
Coroner											S				S	P					
DES	S	S	P	P	S	P	S	P	S	S	S	S	S	S	S	S	P	S	P	P	S
EMS	S	S	S	S	S	S	P	S	S		S	S	S		S						
Finance								P		S				S				S	S	S	S
Fire Services	P	S	P	S	S	S	S	S	S		S	P	S	S	S			S	S		S
Health & Medical Services	S		S	S	S	S	P	S	S			S	S		P	S			P		
Humane Society			S	S	S	S		S	S						S				S	S	
Law Enforcement	P	S	P	S	P	S	S	S	S	S	P	S	P	S	S	S	S	S	S		S
Media		S	S	S	S			S	S				S	S	S	S		S	S	S	
National Guard	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	
PIO	S	S	P	P	S	S		P	S	S	S	S	S	S	S	S	S	S	P	S	
Public Health	P		S	S	S	P	P	P	S	S		S	S	S	P	P			P		S
Public Works/Roads	S	S	S	S	S	S		P	P	P	S	S	S	P	S			P		S	S
Search & Rescue	S	S	S	S	S	S	S	S	S	S	S	S	P				S	S			
Community Service Organizations		S	S	S	S	S		P	S	S			S		S		S	S	S	S	S
ARES		S	S	S	S	S		S	S				S		S		P		S		
Red Cross			S	S	S	P	S	S	S						S	S	P		P	S	S
Salvation Army			S	S	S	S		S	S						S	S	P		S	S	
Schools (Districts)			S	S	S	S		S	S						S	S	S	S	S	S	
Utilities		S	S	S	S	S		P	P	S		S		P		S			S		S
Volunteer Organizations		S	S	S	S	S	S	P	S	S			S		S	S	P	S	S	S	S

THIS PAGE IS INTENTIONALLY LEFT BLANK

Attachment 5: Annex Assignments

Emergency Support Function (ESF) Annexes

Annex	Assigned To:
ESF 1: Transportation	
ESF 2: Communications	
ESF 3: Public Works	City & County Public Works
ESF 4: Fire Services	Helena Fire Dept. & Rural Fire Council
ESF 5: Emergency Management	DES Coordinator
ESF 6: Mass Care	
ESF 7: Resource Support	
ESF 8: Health & Medical	
ESF 9: Search & Rescue	LCSO
ESF 10: Hazardous Materials	HFD
ESF 11: Agriculture & Natural Resources	
ESF 12: Energy	
ESF 13: Public Safety & Security	
ESF 14: Long Term Community Recovery	
ESF 15: Pubic Information	EOC PIO

Support Annexes

Annex	Assigned To:
Annex 1: Functional Needs Populations	
Annex 2: COOP/COG	
Annex 3: Evacuation	
Annex 4: Volunteer & Donation Management	
Annex 5: Damage Assessment	
Annex 6: Debris Management	

Hazard Annexes

Annex	Assigned To:
Annex 1: Earthquake	
Annex 2: Flood	
Annex 3: Severe Weather	
Annex 4: Mass Casualty/Mass Fatality	
Annex 5: Terrorism Incident	
Annex 6: Volcanic Ash	

THIS PAGE IS INTENTIONALLY LEFT BLANK

Attachment 6: Summary of Agreements & Contracts

(Sample Template)

Agreements

DESCRIPTION:
SUMMARY OF PROVISIONS:
OFFICIALS AUTHORIZED TO IMPLEMENT:
COSTS:
COPIES HELD BY:

DESCRIPTION:
SUMMARY OF PROVISIONS:
OFFICIALS AUTHORIZED TO IMPLEMENT:
COSTS:
COPIES HELD BY:

DESCRIPTION:
SUMMARY OF PROVISIONS:
OFFICIALS AUTHORIZED TO IMPLEMENT:
COSTS:
COPIES HELD BY:

Contracts

DESCRIPTION:
SUMMARY OF PROVISIONS:
OFFICIALS AUTHORIZED TO IMPLEMENT:
COSTS:
COPIES HELD BY:

DESCRIPTION:
SUMMARY OF PROVISIONS:
OFFICIALS AUTHORIZED TO IMPLEMENT:
COSTS:
COPIES HELD BY:

THIS PAGE IS INTENTIONALLY LEFT BLANK

Attachment 7: NIMS Summary

BACKGROUND

NIMS is a comprehensive, national approach to incident management that is applicable to all jurisdictional levels and across functional disciplines. This system is suitable across a wide range of incidents and hazard scenarios, regardless of size or complexity. It provides a flexible framework for all phases of incident management, as well as requirements for processes, procedures/guidelines, and systems designed to improve interoperability.

NIMS is a multifaceted system that provides a national framework for preparing for, preventing, responding to, and recovering from domestic incidents.

COMPONENTS

1. **COMMAND AND MANAGEMENT**. The incident management structures employed by NIMS can be used to manage emergency incidents or non-emergency events such as celebrations. The system works equally well for small incidents and large-scale emergency situations. The system has built-in flexibility to grow or shrink depending on current needs. It is a standardized system, so personnel from a variety of agencies and geographic locations can be rapidly incorporated into a common management structure.

   A. **Incident Management System**. A system that can be used to manage emergency incidents or non-emergency events such as celebrations.

      FEATURES OF ICS

      ICS has a number of features that work together to make it a real management system. Among the primary attributes of ICS are:

      1) **Common Terminology**. ICS requires the use of common terminology, such as the use of standard titles for facilities and positions within an organization, to ensure efficient and clear communications.

      2) **Modular Organization**: The Incident Command organizational structure develops in a top-down, modular fashion that is based on the size and complexity of the incident, as well as the specifics of the hazard environment created by the incident.

      3) **Management by Objectives**: Includes establishing overarching objectives; developing and issuing assignments, plans, procedures/guidelines, and protocols; establishing specific, measurable objectives for various incident management functional activities; and directing efforts to attain the established objectives.

      4) **Reliance on an Incident Action Plan**: Incident Action Plans (IAPs) provide a coherent means of communicating the overall incident objectives in the contexts of both operational and support activities.

      5) **Chain of Command and Unity of Command**: Chain of command refers to the orderly line of authority within the ranks of the incident management organization. Unity of command means that every individual has a

designated supervisor to whom he or she reports at the scene of the incident. These principles clarify reporting relationships and eliminate the confusion caused by multiple, conflicting directives. Incident managers at all levels must be able to control the actions of all personnel under their supervision.

6) **Unified Command**: In incidents involving multiple jurisdictions, a single jurisdiction with multiagency involvement, or multiple jurisdictions with multiagency involvement, Unified Command allows agencies with different legal, geographic, and functional authorities and responsibilities to work together effectively without affecting individual agency authority, responsibility, or accountability. The major change from a normal ICS structure is at the top. In a Unified command, senior representatives of each agency or jurisdiction responding to the incident collectively agree on objectives, priorities, and an overall strategy or strategies to accomplish objectives; approve a coordinated Incident Action Plan; and designate an Operations Section Chief. The Operations Section Chief is responsible for managing available resources to achieve objectives. Agency and jurisdictional resources remain under the administrative control of their agencies or jurisdictions, but respond to mission assignments and direction provided by the Operations Section Chief based on the requirements of the Incident Action Plan

7) **Manageable Span of Control**: Span of control is key to effective and efficient incident management. Within ICS, the span of control of any individual with incident management supervisory responsibility should range from three to seven subordinates.

8) **Pre-designated Incident Locations and Facilities**: Various types of operational locations and support facilities are established in the vicinity of an incident to accomplish a variety of purposes. Typical pre-designated facilities include Incident Command Posts, Bases, Camps, Staging Areas, Mass Casualty Triage Areas, and others as required.

9) **Resource Management**: Resource management includes processes for categorizing, ordering, dispatching, tracking, and recovering resources. It also includes processes for reimbursement for resources, as appropriate. Resources are defined as personnel, teams, equipment, supplies, and facilities available or potentially available for assignment or allocation in support of incident management and emergency response activities.

10) **Information and Intelligence Management**: The incident management organization must establish a process for gathering, sharing, and managing incident-related information and intelligence.

11) **Integrated Communications**: Incident communications are facilitated through the development and use of a common communications plan and interoperable communications processes and architectures.

12) **Transfer of Command**: The command function must be clearly established from the beginning of an incident. When command is transferred, the

process must include a briefing that captures all essential information for continuing safe and effective operations.

13) **Accountability**: Effective accountability at all jurisdictional levels and within individual functional areas during incident operations is essential. To that end, the following principles must be adhered to:

- **Check-In**: All responders, regardless of agency affiliation, must report in to receive an assignment in accordance with the procedures/guidelines established by the Incident Commander.
- **Incident Action Plan**: Response operations must be directed and coordinated as outlined in the IAP.
- **Unity of Command**: Each individual involved in incident operations will be assigned to only one supervisor.
- **Span of Control**: Supervisors must be able to adequately supervise and control their subordinates, as well as communicate with and manage all resources under their supervision.
- **Resource Tracking**: Supervisors must record and report resource status changes as they occur.

14) **Deployment**: Personnel and equipment should respond only when requested or when dispatched by an appropriate authority.

AREA COMMAND

An Area Command is intended for situations where there are multiple incidents that are each being managed by an ICS organization or to oversee the management of large or multiple incidents to which several Incident Management Teams have been assigned. Area Command becomes Unified Area Command when incidents are multijurisdictional.

The organization of an Area Command is different from a Unified Command in that there is no operations section, since all operations are conducted on-scene, at the separate ICPs.

B. **Multiagency Coordination Systems**. Multiagency coordination systems may be required for incidents that require higher level resource management or information management. The components of multiagency coordination systems include facilities, equipment, EOCs, specific multiagency coordination entities, personnel, procedures/guidelines, and communications; all of which are integrated into a common framework for coordinating and supporting incident management.

C. **Public Information**. The NIMS system fully integrates the ICS Joint Information System (JIS) and the Joint Information Center (JIC). The JIC is a physical location where public information staff involved in incident management activities can collocate to perform critical emergency information, crisis communications, and public affairs functions. More information on JICs can be obtained in the DHS National Incident Management System Document, dated Dec 2008.

2. **PREPAREDNESS**. Preparedness activities include planning, training, and exercises as well as certification of response personnel, and equipment acquisition and certification. Activities would also include the creation of mutual aid agreements and Emergency Management Assistance Compacts. Any public information activities such as publication management would also be preparedness activities.
3. **RESOURCE MANAGEMENT**. All resources, such as equipment and personnel, must be identified and typed. Systems for describing, inventorying, requesting, and tracking resources must also be established.
4. **COMMUNICATIONS AND INFORMATION MANAGEMENT**. Adherence to NIMS specified standards by all agencies ensures interoperability and compatibility in communications and information management.
5. **ONGOING MANAGEMENT AND MAINTENANCE**. The National Integration Center provides strategic direction and oversight in support of routine review and continual refinement of both the system and its components over the long term.