

## Section II: Emergency Support Functions

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### ESF 10: Hazardous Materials

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## Section II: Emergency Support Functions

### 1.0 Introduction

#### Coordinating Agency:

- Fire Services

#### Primary Agencies:

- City of Helena Fire Department
- Local Rural Fire Departments
- Local Law Enforcement Agencies

#### Support Agencies:

- Fire Services
- Lewis & Clark Public Health (LCPH)
- Lewis & Clark County Disaster & Emergency Services (LCCO DES)
- Montana Department of Environmental Quality (DEQ)
- Montana Department of Public Health & Human Services (DPHHS)
- Montana Disaster & Emergency Services (DES)
- Montana Department of Transportation (MDT)
- Montana Rail Link HazMat Team
- Montana National Guard 83<sup>rd</sup> Civil Support Team (CST)
- Montana Highway Patrol (MHP)
- Montana Army National Guard (MANG)
- Montana Fish, Wildlife, & Parks (FWP)
- U.S. Environmental Protection Agency (EPA)
- U.S. Department of Health and Human Services (HHS)
- U.S. Coast Guard (USCG)
- Private HazMat Clean-up Companies

#### 1.1 Purpose

The purpose of this annex is to designate local jurisdiction responsibilities for managing emergent hazardous material incidents and other unanticipated releases and to identify local jurisdiction responsibilities for hazardous materials in order to minimize exposure and/or damage to human health and safety or to the environment caused by the actual or threatened release of hazardous materials and other releases.

#### 1.2 Scope

In the context of this plan, *hazardous materials* (HazMat) refer to any CBRNE (chemical, biological, radiological, nuclear, explosive) material, regardless of source, that poses a threat to life safety, the environment, and/or property.

This ESF provides for a coordinated response to actual or potential discharges and/or releases of hazardous materials within Lewis & Clark County.

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Planning for every hazardous material contingency is beyond the scope of this ESF. This plan will provide broad objectives that should provide the greatest protection of life and health, the environment, and property.

### 1.3 ESF Activation & Plan Maintenance

ESF-10 may be activated independently or in conjunction with other ESFs, depending on the needs of the situation. The ESF-10 Coordinating and Primary Agencies will be responsible for review and revision of this annex.

### 1.4 Policies

- ❖ Management of HazMat incidents should follow the concepts of the Incident Command System (ICS).
- ❖ The majority of actions taken at a HazMat incident should be defensive in nature and should be within the capabilities of the personnel on scene.

## 2.0 Situation & Assumptions

### 2.1 Situation

- ❖ Hazardous materials are transported through the County, creating a relatively high exposure to potential HazMat incidents. An incident could occur anywhere and at anytime throughout the county.
- ❖ The threat presented by hazardous material incidents is often to both public health and safety, and the environment. While most hazardous material incidents involve smaller volumes of material, they do require specific approaches to different types of chemical and waste releases. It is important to assess the characteristics of the hazard, acquire the necessary resources and develop a site-specific emergency response plan.
- ❖ The commencement of emergency response operations of hazardous material incidents may require multi-agency and multi-disciplinary responses. Disciplines involved may include fire responders, law enforcement, environmental containment and cleanup specialists, fish and wildlife experts, emergency medical services, environmental health and other agencies.
- ❖ While upon initial assessment, some incidents may not have obvious impacts on life, property, and the environment. They may have subtle long-term consequences for human health, and the environment that will require further remediation.
- ❖ The State Department of Environmental Quality (DEQ) has overall responsibility for 24-hour environmental pollution prevention, preparedness, and response within the state of Montana.
- ❖ The emergency field response to incidents of hazardous materials spills and releases is the responsibility of the fire services, or in the case of state highways, the Montana Department of Transportation and/or Montana Highway Patrol.
- ❖ The City of Helena Fire Department HazMat Team is one of the six Regional State HazMat Teams in Montana that can conduct technical level-response. Additionally, the

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MANG 83<sup>rd</sup> CST at Ft. Harrison can be called upon by the Regional HazMat Teams to provide technical level support.

- ❖ Most of the County Volunteer Fire Departments have had Awareness and Operations-level training and can provide support to a technical-level HazMat team as needed.

### 2.2 Assumptions

- ❖ A natural or technological disaster could result in a single or numerous situations in which hazardous materials are released into the environment.
- ❖ Fixed facilities (chemical plants, tank farms, laboratories, and industries operating hazardous waste sites which produce, generate, use, store, or dispose of hazardous materials) could be damaged so that existing spill control apparatus and containment measures are not effective.
- ❖ Hazardous materials that are transported may be involved in railroad accidents, highway collisions, or airline incidents.
- ❖ Damage to, or rupture of, pipelines, transporting materials that are hazardous if improperly released will present serious problems.
- ❖ Emergency exemptions may be needed for disposal of contaminated material.
- ❖ Laboratories responsible for analyzing hazardous material samples may be damaged or destroyed in a disaster.

## 3.0 Concept of Operations

### 3.1 General

- ❖ The affected political subdivision has the primary responsibility for protecting life, property and environment threatened by hazardous material incidents except in those areas specifically preempted by state or federal law. The local Fire District is initially responsible for initial assessment of the situation, identification of materials involved, incident coordination, securing the site, rescue and medical treatment of the injured if safe to do so, defensive measures or containment if properly trained to do so, and/or evacuation of people if endangered. Clean up is the primary responsibility of the spiller, if known.
- ❖ When local agencies (fire services or law enforcement, etc.) have Incident Command responsibilities, the state and federal function should be to support and coordinate with the local responders, when requested.
- ❖ When outside personnel and resources are working in support of local response agencies, private, state, or federal personnel may maintain the normal chain of command and supervision. They should respond to tasks and assignments through or in conjunction with the on-scene Incident Command System.
- ❖ Response to a HazMat incident should be primarily defensive in nature and responding departments should perform only to the level trained. Primary considerations should

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be given to protection of the public by either evacuation or in place protection. Protection of property and environment should be secondary.

- ❖ Command of a Hazmat incident may be initially from a field command post location. The EOC may be activated if, in the opinion of the IC, direction and control of the incident can be better facilitated from there.

### 3.2 Notifications

- ❖ 911 Dispatch is the primary point of notification for hazardous materials incidents.
- ❖ Any individual, department or agency becoming aware of a hazardous materials incident should immediately notify Dispatch for activation of appropriate emergency response personnel. The Incident Commander should ensure that the appropriate state agency is notified.
- ❖ Local industry should be educated to use 911 Dispatch immediately to make notification of a hazardous materials incident.
- ❖ The Emergency Operations Center (EOC) should be activated, as necessary, to support the Incident Commander.
- ❖ The DES Coordinator should notify the ESF 10 Primary Agencies of EOC activations and request that representatives report to the EOC to coordinate ESF 10 activities. This is typically accomplished by radio broadcast, digital pager or telephone contact.
- ❖ As additional EOC staffing needs become apparent, other support and partnering agency personnel may be asked to report to the EOC to assist with transportation activities. Depending on the nature and location of the emergency, state and federal highway officials may also become critical members of the ESF 10 team.

### 3.3 Preparedness

- ❖ Develop and refine procedures/guidelines to be used in hazardous materials assessments.
- ❖ Prepare and maintain standard operating procedures/guidelines (SOP/SOGs), resource inventories, personnel rosters and resource mobilization information necessary for implementation of the responsibilities of the lead agency.
- ❖ Maintain liaison relationships with support agencies.
- ❖ Ensure personnel are appropriately trained and equipped to deal with hazardous materials incidents.
- ❖ Conduct vulnerability analysis at critical facilities and make recommendations to improve the hazardous material storage.
- ❖ Preposition response resources when it is apparent that hazardous materials response resources will be necessary.
- ❖ Conduct/coordinate/participate in all exercises involving ESF-10.

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- ❖ Develop mutual aid procedures to assist with supporting issues related to a hazardous substance incident.
- ❖ Estimate logistical requirements (e.g. personnel, supplies and equipment, facilities, and communications) during the planning process and through exercise.
- ❖ Participate in exercises and training to validate this annex and supporting SOPs/SOGs.
- ❖ Ensure all ESF 10 personnel are trained in their responsibilities according to the departmental SOPs/SOGs.

### 3.4 Response

- ❖ Establish an isolation area and move all people out of that area.
- ❖ Establish perimeter control / area security.
- ❖ Establish and identify command post and staging locations. Establish ICS.
- ❖ Take measures to protect the public and the safety of responders.
- ❖ Deploy appropriately trained personnel to the incident.
- ❖ Call for necessary help from mutual aid jurisdictions, U.S. Environmental Protection Agency and/or the State Department of Environmental Quality.
- ❖ Ensure that public health departments are advised and incorporated into the command system.
- ❖ Deploy a representative to the EOC if requested.
- ❖ Establish adequate zones for decontamination.
- ❖ Ensure personnel are adequately protected and equipped to handle hazardous material incidents.
- ❖ Monitor and direct hazardous materials resources and response activities.
- ❖ Participate in EOC briefings, Incident Action Plans, Situation Reports and meetings.
- ❖ Coordinate with support agencies, as needed, to support emergency activities.
- ❖ Coordinate with other ESFs to obtain resources and to facilitate an effective emergency response among all participating agencies.
- ❖ Once all local resources have been utilized and expended, coordinate with the logistic section to assist in locating additional support resources.
- ❖ Work with appropriate agencies to determine site safety and when to declare the incident over and allow people back into the area.

### 3.5 Recovery

- ❖ Continue to provide support as required to support the recovery phase of the incident through the appropriate incident commander.
- ❖ Continue to monitor personnel and area for contamination.

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- ❖ Support community recovery activities.
- ❖ Participate in after-action briefings and develop after-action reports.
- ❖ Initiate financial reimbursement process for these activities when such support is available.
- ❖ Make necessary changes in this ESF Annex and supporting plans and procedures/guidelines to improve future operations.

### 3.6 Mitigation

- ❖ Maintain an accurate and current listing of all fixed facilities that produce or store hazardous materials.
- ❖ Prepare site-specific plans for each facility that produces or stores extremely hazardous substances and update these plans annually or as necessary through the year.
- ❖ Participate in the hazard identification process and identify and correct vulnerabilities
- ❖ Continue to train personnel for hazardous material incidents
- ❖ Develop radiological awareness programs for responders, public and industry
- ❖ Develop emergency preparedness programs for hazardous materials incidents
- ❖ Identify deficiencies or areas to be improved and seek funds to enhance protective measures to lessen the impact on vulnerable populations and/or minimize damage to critical facilities.

## 4.0 Organization & Responsibilities

### 4.1 Organization

#### Local Emergency Planning Committee.

The LEPC is a product of federal legislation that was passed in the wake of the Bhopal disaster in India, where more than 3,500 people died because of an accidental release of a hazardous chemical. To prevent similar occurrences in our own communities, Congress passed the [\*Emergency Planning and Community Right-to-Know Act \(EPCRA\)\*](#), also known as the *Superfund Amendments and Reauthorization Act (SARA Title III)*, in 1986.

EPCRA has four major provisions: *Emergency Planning* (Sections 301-303); *Emergency release notification* (Section 304); *Hazardous chemical storage reporting requirements* (Sections 311-312); and *Toxic chemical release inventory* (Section 313). The *Community Right-to-Know* (CRTK) provisions in EPCRA help increase public knowledge and access to information on chemicals at individual facilities, their uses, and release into the environment.

The role of LEPCs is to form a partnership between local government and industry as a resource for enhancing hazardous materials preparedness. Local governments are responsible for the integration of hazmat planning and response within their jurisdiction. This includes ensuring the local hazard analysis adequately addresses hazmat incidents;

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incorporating planning for hazmat incidents into the local emergency management plan and annexes; assessing capabilities and developing hazmat response capability using local resources, mutual aid and contractors; training responders; and exercising the plan.

It is necessary for industry to be a part of this planning process to ensure facility plans are compatible with local emergency plans. Every regulated facility is responsible for identifying a facility emergency coordinator; reporting hazmat inventories annually to the SERC, LEPC, and local fire department; providing material safety data sheets (MSDS) or a list of hazardous chemicals; allowing local fire departments to conduct on-site inspection of hazmat facilities; and providing annual report of toxic chemicals released, to the EPA and the State.

LEPCs are crucial to local hazardous materials planning and community right-to-know programs. The membership comes from the local area and should be familiar with factors that affect public safety, the environment, and the economy of the community. That expertise is essential as the LEPC advises the writers of the local emergency management plan, so the plan is tailored to the needs of its planning district. In addition to its formal duties, the LEPC serves as a focal point in the community for information and discussions about hazardous substance emergency planning, and health and environmental risks.

### **Emergency Operations Center EOC)**

The EOC is organized under the basic concepts of the National Incident Management System (NIMS), The Incident Command System (ICS) and consists of several functional areas: Policy Group, EOC Manager, Public Information, Liaison, Operations, Planning, Logistics, and Finance/Administration. Under the NIMS/ICS structure areas of command have room to expand and contract as needed. The EOC provides support to the on scene ICS organization as requested.

### **Incident Command System**

Control of the incident scene(s) should be established by local first responders from either fire or law enforcement through the use of the Incident Command System (ICS). The ICS that will initially be established will likely transition into a Unified Command (UC) as mutual-aid partners and State and Federal responders arrive to augment the local responders. The on-scene ICS organization establishes response objectives, strategies and tactics and supervises all tactical resources working on-scene.

## **4.2 Responsibilities**

### **ESF Coordinator**

- ❖ Provide leadership in directing, coordinating and integrating overall local efforts to provide hazardous materials assistance to affected areas and populations.
- ❖ Staff and operate a National Incident Management System compliant command and control structure (i.e., Incident Command System) to assure that services and staff are provided to areas of need.
- ❖ Coordinate and direct the activation and deployment of local agencies hazardous materials personnel, supplies, and equipment and provide certain direct resources.

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- ❖ Ensure that all first responders are trained in awareness and operations level of hazardous materials response.
- ❖ Coordinate the response of all agencies required to handle the hazardous materials incident and the necessary cleanup involved in recovery.
- ❖ Notify the U.S. EPA of all hazardous materials incidents and request assistance when needed.
- ❖ Maintain a list of mutual aid agencies and private contractors that are trained and qualified to respond to an incident.

### **Primary Agencies**

- ❖ Jointly evaluate the emergency situation, make strategic decisions, and identify resource needs and secure resources required for field operations.
- ❖ Monitor hazardous materials emergency response and recovery operations.
- ❖ Coordinate all federal or state hazardous materials resources into the affected areas from staging areas.
- ❖ Manage hazardous material incidents in accordance with each department's Standard Operating Procedures/Guidelines (SOP/SOGs).
- ❖ Continue to re-assess priorities and strategies, throughout the emergency, according to the most critical hazardous materials needs.
- ❖ Demobilize resources and deactivate the ESF-10 upon direction from the Incident Commander.
- ❖ Assist in identifying personnel and resources to support this Annex.
- ❖ Work with LCCO DES to keep this Annex up-to-date.

### **Support Agencies**

- ❖ Develop applicable SOPs, guidelines and/or checklists detailing the accomplishment of assigned functions.
- ❖ When requested, deploy a representative to the EOC to assist with ESF-10 activities.
- ❖ Provide ongoing status reports as requested.
- ❖ Maintain updated resource inventories of supplies, equipment, and personnel resources, including possible sources of augmentation or replacement.
- ❖ Document all costs and expenses associated with response and recovery activities taking care to clearly separate disaster related work from daily work in the event that federal or state reimbursement becomes available.
- ❖ Maintain up-to-date rosters for notifying personnel and 24-hour staffing capabilities.
- ❖ Perform other emergency responsibilities as assigned.
- ❖ Assist in identifying personnel and resources to support this Annex.
- ❖ Work with LCCO DES to keep this Annex up-to-date.

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### 5.0 Authorities and References

#### 5.1 Authorities

- ❖ See [Section 5.1](#) of Basic Plan.

#### 5.2 References

- ❖ See [Section 5.2](#) of Basic Plan.
- ❖ **Lewis & Clark County Montana. June 2004:** HazMat-Terrorism Incident Response Plan.
- ❖ **Lewis & Clark County EOP. May 2011.** ESF 10 – Hazardous Materials.
- ❖ **National Response Framework. January 2008:** ESF-10 – Oil & Hazardous Materials.
- ❖ **Core Capabilities List. October 2015.**

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### 6.0 Attachments

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### Attachment 1: Acronyms

Acronym	Meaning
CBRNE	Chemical, Biological, Radioactive, Nuclear, Explosive
CRTK	Community Right to Know
CST	Civil Support Team
DEQ	Dept. of Environmental Quality
DES	Disaster And Emergency Services
DPHHS	Department of Public Health & Human Services
EOC	Emergency Operations Center
EPA	Environmental Protection Agency
EPCRA	Emergency Planning and Community Right-to-Know Act
ESF	Emergency Support Function
FWP	Fish, Wildlife, & Parks
HAZMAT	Hazardous Materials
HHS	US Dept. of Health & Human Services
IC	Incident Commander
ICP	Incident Command Post
ICS	Incident Command System
LCCO	Lewis & Clark County
LEPC	Local Emergency Planning Committee
MANG	Montana Army National Guard
MDT	Montana Department of Transportation
MHP	Montana Highway Patrol
NIMS	National Incident Management System
NRF	National Response Framework
PIO	Public Information Officer
SARA	Superfund Amendments and Reauthorization Act
SOG	Standard Operating Guideline
SOP	Standard Operating Procedure
SSA	Sector Specific Agency
SSP	Sector Specific Plan
TCL	Target Capabilities List
TICs	Toxic Industrial Chemicals
TIMs	Toxic Industrial Materials
UC	Unified Command
USC	United States Code
USCG	US Coast Guard

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### Attachment 2: Definitions

**None Identified**