

Missoula County, Montana
Emergency Operations Plan
Basic Plan

June 13, 2011

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Appendix A – Acronym List and Glossary of Key Terms

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PROMULGATION PAGE

Attached is a copy of the new Emergency Operations Plan (EOP) for Missoula County, Montana. It provides a framework for performing emergency functions during a significant emergency or disaster in Missoula County. The EOP reflects the culmination of a cooperative planning effort between Missoula County and the City of Missoula, which lasted more than 1 year.

The EOP planning effort included updating procedures and responsibilities concerning the preparation for, response to, and recovery from emergencies and disasters. In addition, the EOP was converted to the Emergency Support Function (ESF) format developed by the Federal Emergency Management Agency (FEMA). The new EOP is intended for use in any emergency situation that is beyond the control of ordinary City and County response capabilities.

Missoula County strives to maintain a high level of readiness to respond to natural and man-made disasters. All departments, agencies, and private organizations work via an integrated emergency management program to plan for the mitigation of hazards, prepare for emergencies, and assist the County in returning to pre-disaster conditions.

This plan is prepared in accordance with federal and Montana statutes. It will be tested, revised, and updated as required or when deemed necessary.

The undersigned have hereby reviewed and approved the Missoula County EOP.

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Mayor, City of Missoula	Date
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Board of County Commissioners Member	Date
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Board of County Commissioners Member	Date

IMPLEMENTATION PAGE

The Missoula County EOP functions under a mutual agreement between Missoula County and the City of Missoula. Upon being signed by the jurisdictions represented on the Promulgation Page, the EOP is effective and supersedes all previous versions. It is recommended that each agency review and update this plan on a yearly basis.

DISTRIBUTION STATEMENT

In an effort to reduce the use of paper and to simplify the distribution of future updates, the Missoula County EOP will be made available primarily in an electronic format. The EOP can be viewed and downloaded at the Missoula County Office of Emergency Services Web site:

<http://www.co.missoula.mt.us/oes/>

The EOP will be distributed in printed form in limited quantities. Printed copies will be made available to individuals with key emergency management duties in Missoula County, to specific County staff members, and to the Montana Disaster and Emergency Services Division.

I. Planning Responsibility

The City of Missoula and Missoula County have established a Disaster Planning Committee (DPC) that is charged with the responsibility of developing, approving, and revising an EOP for Missoula County and the City of Missoula, jointly referred to in this document as “local government.” The DPC is made up of representatives from the following agencies:

- Missoula County Attorney’s Office.
- Missoula City Attorney’s Office.
- Missoula County Sheriff’s Department.
- Missoula City Police Department.
- Missoula Rural Fire District.
- Missoula City Fire Department.
- Missoula County Surveyor’s Office (Public Works).
- City of Missoula Public Works Department.
- Missoula City-County Health Department.

Beyond the organizations noted above, a large number of local, state, and federal agencies, both public and private, have an interest in emergency planning. Only local government agencies are directly covered by the EOP; however, private sector organizations and a number of state agencies have an obvious role in the process. Their internal plans need to be coordinated with those of local government, and some of these agencies have been included as participants in the development and maintenance of Functional Annexes or appendices to the plan. Additionally, the DPC has acted to include the Seeley Lake Rural Fire Department and the Frenchtown Rural First District in the development of the Basic Plan and appropriate annexes and appendices due to the key role that they play in populous outlying areas of the County.

Other public sector agencies with an interest in the Missoula EOP are:

- Montana Highway Patrol.
- University of Montana.
- Seeley Lake Rural Fire District.
- Arlee Rural Fire District.
- East Missoula Rural Fire District.
- Clinton Rural Fire District.

- Greenough/Potomac Rural Fire District.
- Florence Rural Fire District.
- Condon Rural Fire District.
- Missoula International Airport.

The additional private sector agencies with an interest in the Missoula EOP are:

- Hospitals, including St. Patrick Hospital and Health Sciences Center and the Community Medical Center.
- Western Montana Clinic.
- Missoula Emergency Services, Inc.
- Northwestern Energy.
- Missoula Rural Electric Cooperative.
- Mountain Water.
- Bresnan Communications.
- CenturyLink Communications.
- Blackfoot Communications.

Nongovernmental organizations also figure prominently in emergency planning. These include:

- American Red Cross.
- The Salvation Army.

The public and private sector entities will be engaged throughout the annexes. The public and private sector and nongovernmental agencies will provide information, review, and comment as the DPC develops this plan.

II. Introduction

Because of Missoula County's geographical location, geology, built environment, major industrial sites, and weather, it is vulnerable to a number of natural and human-caused hazards. Potentially, the most catastrophic would be hazardous material (hazmat) spills/leaks, earthquakes, wild fires, and large outbreaks of infectious disease or other health emergencies. Knowing that these and other disaster exposures persist, it is prudent for local government to take a proactive approach to improving its capability to minimize the consequences and impacts of these threats. In conformity with the U.S. Department of Homeland Security's (DHS's) National Incident Management System (NIMS) and the Incident Command System (ICS), local government must continually strive to maintain well-developed and well-rehearsed policies, procedures, and operational tactics. Together, these emergency operations components provide strategic and tactical guidance for EOP operations.

This EOP, which is considered active at all times, is intended to set forth agency relationships, the legal authority and responsibility to act under various conditions, policy guidance and performance expectations directed by Missoula County and The City of Missoula to their various departments and agencies, and general organizational details. This plan does not establish a detailed operational response to any given situation, event, or set of circumstances. There are simply too many possibilities and variables to do that far beforehand in a realistic or effective manner. That level of activity remains the responsibility of those Incident Commanders (ICs) and others assigned to resolve a given situation based on the conditions at the time. In short, the EOP seeks to establish an environment in which officials can make decisions, rather than dictate to them what those decisions must be.

In short, the overarching mission of the Missoula EOP is to protect the public and to curb the primary and secondary harmful effects and impacts that occur at the onset of a crisis or that may have a related but delayed causation. This is accomplished by stabilizing and controlling all such disruptions, protecting the population and responders, treating the sick and injured, conserving property, and restoring normalcy to the population and government, infrastructure, public and private property assets, social structure, economy, and environment in an expedient manner.

A. Emergency Operations Overview

From an operational perspective, a fundamental approach of the plan is to leverage and build upon practices, systems, and resources that are routinely used by government agencies and the community at-large and to organize these existing capabilities into the EOP. These resources can be readily mobilized, directed, controlled, coordinated, and expanded to cope with the immediate and intermediate dangers and interruptions that can occur in a catastrophe, disaster, or major incident.

This plan's management approach uses ICS, which is designed to link the actions and interactions of first responders with their department operating centers and with the Emergency Operations

Center (EOC). By doing so, it becomes easier for people to remain proficient in their respective emergency duties and roles and be able to assume these roles whenever the County is confronted with a threatening situation. It also provides local government employees and the public with the necessary guidance to be temporarily self-sustaining if conditions do not allow travel, if there are significant interruptions in normal services, or when local government's public resources must be prioritized to do the most good for those in the most need.

To further expand local government's capacity to deal with a large and resource-intensive situation, the plan enables local government to easily interface with and access mutually supporting prearrangements with neighboring jurisdictions, the state, and the federal government. Such an eventuality can become necessary in large-scale events that tax local government's capabilities and resources, because of the event's magnitude, duration, or both.

B. Planning Approach

The EOP planning process incorporates the five phases of emergency management, which are defined in the NIMS Manual as follows:

- *Mitigation* – “The activities designed to reduce or eliminate risks to person or property or to lessen the actual or potential effects or consequences of an incident. Mitigation measures may be implemented prior to, during, or after an incident. Mitigation measures are often informed by lessons learned from prior incidents. Mitigation involves ongoing actions to reduce exposure to, probability of, or potential loss from hazards. Measures may include zoning and building codes, floodplain buyouts, and analysis of hazard related data to determine where it is safe to build or locate temporary facilities. Mitigation can include efforts to educate governments, businesses, and the public on measures they can take to reduce loss and injury.”
- *Prevention* – “Actions to avoid an incident or to intervene to stop an incident from occurring. Prevention involves actions to protect lives and property. It involves applying intelligence and other information to a range of activities that may include such countermeasures as deterrence operations; heightened inspections; improved surveillance and security operations; investigations to determine the full nature and source of the threat; public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and, as appropriate, specific law enforcement operations aimed at deterring, preempting, interdicting, or disrupting illegal activity and apprehending potential perpetrators and bringing them to justice.”
- *Preparedness* – “The range of deliberate, critical tasks and activities necessary to build, sustain, and improve the operational capability to prevent, protect against, respond to, and recover from domestic incidents. Preparedness is a continuous process. Preparedness involves efforts at all levels of government and between government and private-sector and nongovernmental organizations to identify threats, determine vulnerabilities, and identify required resources. Within the NIMS, preparedness is operationally focused on establishing

guidelines, protocols, and standards for planning, training and exercises, personnel qualification and certification, equipment certification, and publication management.”

- *Response* – “Activities that address the short-term, direct effects of an incident. Response includes immediate actions to save lives, protect property, and meet basic human needs. Response also includes the execution of EOPs and of mitigation activities designed to limit the loss of life, personal injury, property damage, and other unfavorable outcomes. As indicated by the situation, response activities include applying intelligence and other information to lessen the effects or consequences of an incident; increased security operations; continuing investigations into nature and source of the threat; ongoing public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and specific law enforcement operations aimed at preempting, interdicting, or disrupting illegal activity, and apprehending actual perpetrators and bringing them to justice.”
- *Recovery* – “The development, coordination, and execution of service- and site-restoration plans; the reconstitution of government operations and services; individual, private sector, nongovernmental, and public-assistance programs to provide housing and to promote restoration; long-term care and treatment of affected persons; additional measures for social, political, environmental, and economic restoration; evaluation of the incident to identify lessons learned; post-incident reporting; and development of initiatives to mitigate the effects of future incidents.”

These five phases of emergency management provide the foundation for operational policies and procedures presented later in this plan.

C. Plan Revision Overview

Plan updates are scheduled to occur on a 2-year cycle. This latest update to the EOP contains updated language and additions that make the plan:

- Compliant with the NIMS.
- Compliant with the principles of the ICS.
- Consistent with the format of the National Response Framework (NRF).
- Current with the organizational alignment of local, state, and federal governments.
- Current with current public policy and law.
- Consistent with the ESF Annexes approach to planning, where each ESF relates to specific functional capabilities and provides guidance for directing, controlling, coordinating, and employing these capabilities.

The adoption process for the plan starts with the Disaster and Emergency Services (DES) Coordinator and DPC, which work cooperatively to develop mitigation, response, and recovery

plans. The EOP is sent to the Board of County Commissioners and the City of Missoula for review, acceptance, and adoption.

III. EOP Purpose

The purpose of the EOP is to specify how the City of Missoula and Missoula County will engage their collective capabilities and resources, both public and private, to administer a comprehensive emergency management program. It provides local government and other organizations or agencies associated with them through a Mutual Aid Agreement or other formal agreement with a standardized system of managing major emergencies and disasters. The planning document has the following characteristics:

- The EOP is the local government's principal planning source for providing strategic guidance to organizations and agencies involved in emergency or disaster response.
- It has been developed as a guide for emergency operations during extraordinary conditions, as opposed to day-to-day actions.

The EOP has these components:

- A comprehensive framework for effective use of local, state, and national-level government, private sector, and volunteer resources.
- A detailed outline of local agency responsibilities.
- Compliance with the Montana State DES Program Standards and be used in conjunction with the Montana Local Government Disaster Information Manual.
- Compliance with applicable Montana statutes.
- Coordination with state and federal emergency programs.
- Compliance with the ICS and the NIMS.
- Provision of a regular training and exercise program that will enable local government officials and others to maintain a level of proficiency and readiness necessary to perform assigned emergency management duties during a real disaster.

EOP policies and procedures are directed at coordination between agencies. Detailed procedures to carry out individual tasks are the responsibility of the agency assigned and, with few exceptions, are not included in this plan.

The EOP is primarily an electronic document, which will be maintained in both a primary and a backup location, and will be made available online. A minimal number of copies will be printed, because users will be able to download and print copies to meet their individual or agency needs.

IV. EOP Scope

The scope of this plan is primarily defined by Montana code, which describes a mandate for each political subdivision in the state of Montana to provide emergency and disaster prevention and preparedness and coordination of response and recovery. The mandate is contained in Section 10-3-201 of the Montana Code Annotated (MCA) as follows:

10-3-201. Local and interjurisdictional emergency and disaster agencies and services.

- (1) Each political subdivision within this state shall designate a local or interjurisdictional agency responsible for emergency and disaster prevention and preparedness and coordination of response and recovery.
- (2) The local or interjurisdictional DES agency shall receive assistance from the division in emergency and disaster prevention, preparedness, response, and recovery to the extent of the division's authority and responsibility.
- (3) Each political subdivision shall adhere to the provisions of parts 1 through 4 of this chapter and the state disaster and emergency plan and program regarding the structure and responsibilities of the local or interjurisdictional disaster and emergency service agencies and their relationship to the division.
- (4) The principal executive officer of each political subdivision shall notify the division of the manner by which the political subdivision is providing or securing emergency and disaster planning and services, identify the person who heads the agency from which planning and services are obtained, and furnish additional information as the division requires.

While the state law mandate is limited in scope, the plan is expanded by rules promulgated by federal emergency planning organizations.

The scope of the plan applies to the public agencies existing as elements of the City and County, as well as particular agencies associated with it by means of a Memorandum of Understanding, Mutual Aid Agreement, or inclusion as a signatory to the EOP. The plan applies to emergencies occurring in Missoula County, which includes the City of Missoula.

V. Limitations and Liability

The limitations of the EOP, along with liability issues surrounding the plan, are discussed below.

A. Limitations

The Missoula County EOP represents organizational capabilities functioning in a dynamic environment. Continuous adjustments occur in the law, policy, organizations, systems, processes, and outside entities. It is impossible to deliver a perfect emergency management plan, as hazards created by an emergency may lessen the availability and use of local government assets, along with other essential services provided by the private sector. There are many contingencies to address; however, the basic principles of the EOP will provide guidance.

The local government will evaluate every situation, the information available, and the resources at hand, in an attempt to make every reasonable effort within its capabilities to deal with the limitations. The EOP is adopted as an exercise of the power of the City of Missoula and Missoula County to protect and preserve the public peace, health, safety, and welfare. The EOP is intended to provide for and promote the health, safety, and welfare of the general public, rather than any particular class or group of persons.

No provision in the EOP is intended to impose any duty whatsoever upon the local government or any of its officers or employees, for whom the implementation or enforcement of this Plan shall be discretionary and not mandatory.

B. Liability

Montana's Tort Claims Act is found in Chapter 9, Title 2, MCA. Section 2-9-305 makes it clear that public officers and employees are not personally liable for any negligent torts committed in the course of their employment. Indeed, the law mandates that the appropriate governmental employer be joined as a party to any negligence lawsuits against employees and further requires that the employee's judgment and legal expenses be paid by the government entity.

Nothing contained in the EOP is intended to form the basis for any liability on the part of the City and County, or its employees or agents, for any injury or damage resulting from failure of any public official or employee to comply with the provisions of the EOP.

For more information on liability, see also Missoula County Attorney Opinion 80-27.

For volunteers, the Volunteer Protection Act of 1997 (Public Law 105-19) provides that: "No volunteer of a nonprofit organization or entity shall be liable for harm caused by an act or omission of the volunteer on behalf of the organization or the entity if – (1) the volunteer was acting within the scope of the volunteer's responsibilities in the nonprofit organization or governmental entity at the time of the act or omission; (2) if appropriate or required, the volunteer was properly licensed, certified, or authorized by the appropriate authorities for the activities or practice in the State in

which harm occurred, where the activities were or practice was undertaken within the scope of the volunteer's responsibilities in the nonprofit organization or governmental entity; (3) the harm was not caused by willful or criminal misconduct, gross negligence, reckless misconduct, or a conscious, flagrant indifference to the rights or safety of the individual harmed by the volunteer; and (4) the harm was not caused by the volunteer operating a motor vehicle, vessel, aircraft, or other vehicle for which the State requires the operator or the owner of the vehicle, craft, or vessel to – (A) possess an operator's license; or (B) maintain insurance.”

VI. Plan Design, Intent, and Content

The EOP consists of two volumes. Volume I is the Basic Plan, which provides the local government's policies and legal procedures for emergency management, and describes their integrated emergency management system. To make it readily available to the community at large, it is posted at [insert URL].

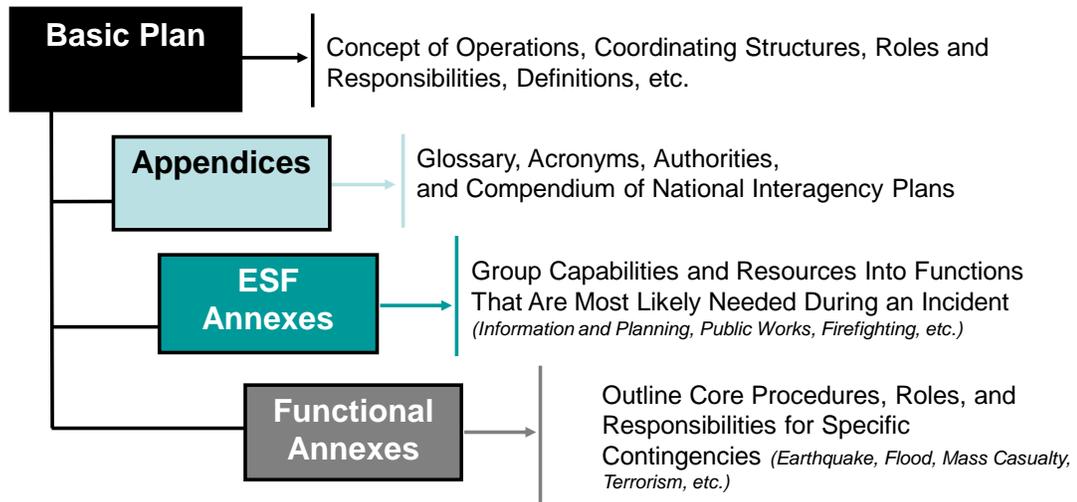
Volume I represents a macro and strategic look at how local government will cooperatively mitigate, prevent, prepare for, respond to, and recover from the hazards identified in the Missoula County Hazard Identification and Vulnerability Analysis.

Volume II goes into more depth by describing the management practices, operational methodologies, and resources that departments will use to implement EOP policies and those responsibilities assigned in Volume I. Volume II contains two classes of annexes. They are:

- *ESF Annexes* – Organizes and aligns departments functionally, such as public works and engineering, and explains how the department designated as ESF Coordinator in the Basic Plan will work collaboratively with support organizations to effectively manage and engage available local resources to resolve conditions and threats that are harmful to the safety and well-being of the public. These activities may include the remediation of damage to public and private properties, infrastructure, and/or the response to a hazmat release, or a mass casualty incident.
- *Functional Annexes* – Explains how the local government will deal with special types of hazard events that have the potential to spread to major areas of the County or beyond. These events may be of a large magnitude, such as an earthquake, terrorist attack, or pandemic. Because some information in Volume II is of a sensitive nature that could be misused by individuals, access will be restricted based on appropriate state laws and local government ordinances.

The EOP is designed to follow the structure of the NIMS. A high-level description of the NIMS topology is provided in EXHIBIT I.

EXHIBIT I – NIMS EOP TOPOLOGY



The City of Missoula and Missoula County have adopted this topology as the basis for the primary structure of the EOP. A detailed description of the City of Missoula and Missoula County annexes is provided in the next section of the plan.

VII. Annex and Appendix Organization

The tables below identify the ESF and Functional Annexes that are contained in the EOP. Inactive annexes are also shown. Each annex is assigned to a department or office that is responsible for acting as the coordinating organization.

ESF Annexes

ESF Annex	Responsible Organization(s)
ESF-1, Transportation	N/A – Annex Inactive (See ESF-3 Annex)
ESF-2, Communications	N/A – Annex Inactive (See ESF-5 Annex)
ESF-3, Public Works and Engineering	Missoula County Public Works City of Missoula Public Works
ESF-4, Firefighting	Missoula City Fire Department Missoula Rural Fire District Missoula County Fire Protection Association (MCFPA) Representative
ESF-5, Emergency Management	Missoula County Department of Emergency Services
ESF-6, Mass Care, Housing, and Human Services	N/A – Annex Inactive (See ESF-5 Annex)
ESF-7, Resource Support	N/A – Annex Inactive
ESF-8, Public Health and Medical Services	Missoula City-County Health Department
ESF-9, Search and Rescue	Missoula County Sheriff's Department
ESF-10, Oil and Hazardous Materials Response	Missoula City Fire Department Missoula Rural Fire District
ESF-11, Agriculture and Natural Resources	N/A – Annex Inactive
ESF-12, Energy	N/A – Annex Inactive (See ESF-3 Annex)
ESF-13, Public Safety and Security	Missoula County Sheriff's Department Missoula City Police Department
ESF-14, Long-Term Community Recovery and Mitigation	Missoula County Department of Emergency Services Mayor's Office, City of Missoula Board of County Commissioners
ESF-15, External Affairs	Board of County Commissioners Mayor's Office, City of Missoula Missoula County Department of Emergency Services

Functional Annexes

Functional Annex	Responsible Organization(s)
Evacuation Annex	Missoula County Sheriff's Department
Hazardous Materials	Missoula Rural Fire District Missoula City Fire Department
Mass Fatality and Casualty	Missoula Rural Fire District Missoula City Fire Department MCFPA Representative Missoula County Sheriff's Department
Continuity of Government and Continuity of Operations	Board of County Commissioners Mayor's Office Missoula County Department of Emergency Services
Terrorism	Missoula County Sheriff's Department Missoula City Police Department
Hazard Specific and Other Appendices	Responsible Organization
Charts and Figures	Missoula County Department of Emergency Services
Aircraft Incident on Airport	Missoula County Sheriff's Department Missoula Rural Fire District MCFPA Representative
Aircraft Crash off Airport	Missoula City Fire Department Missoula Rural Fire District Missoula County Sheriff's Department Missoula Police Department
Criminal Activity	Missoula City Police Department Missoula County Sheriff's Department
Earthquake	Missoula Rural Fire District Missoula City Fire Department MCFPA Representative Missoula County Sheriff's Department
Flood	Missoula City Police Department Missoula County Sheriff's Department
Severe Weather/Avalanche	Missoula County Sheriff's Department

	Missoula City Police Department
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The preceding tables list those agencies that have primary responsibility for the various annexes. A matrix identifying support agencies for each annex is included in subsection XV.A. Tables describing specific agency functions for each annex are provided in subsection XV.B.

VIII. EOP Governance

Missoula County is governed by a Board of County Commissioners, consisting of three elected members who serve 6-year staggered terms. All legislative, executive, and administrative powers and duties of the local government not specifically reserved by law or ordinance to other elected officials reside in the Commission (Title 7-3-401, MCA).

Under such limitations and restrictions as are prescribed by law, the Board of County Commissioners has the jurisdiction and power to represent the County and has care of the County property and the management of the business and concerns of the County and to perform all other acts and functions which may be necessary to the full discharge of the duties of the chief executive authority of the County government (Title 7-5-2101 MCA).

The City of Missoula is organized under the charter form of government as provided by Title 7-3-7 MCA. Its current charter was approved by the voters on June 4, 1996, and effective January 1, 1997. That charter was amended by the voters on November 7, 2006, effective January 1, 2007. As specified by Article II, Section 1, the City Council is the policy-making body. Under Title III, Section 1, the executive function is performed by the Mayor.

Title 10-3-401 MCA requires that each political subdivision eligible to receive funds under Chapter 3 shall prepare a local or interjurisdictional disaster plan and program covering the area for which the political subdivision is responsible. By means of a Mutual Aid Agreement signed on February 20, 1985, the City of Missoula and Missoula County have made that plan and program a collaborative effort for which both parties share responsibility.

In carrying out these legal responsibilities, the Board of County Commissioners makes appointments of individuals to develop and execute an emergency management plan in accordance with policies and direction established by the City of Missoula and Missoula County. Those appointments, and their responsibilities, are described below.

A. DES Coordinator

The DES Coordinator is Missoula County's Director of Emergency Services, as appointed by the Board of County Commissioners. The DES Coordinator is responsible to the County Chief Administrative Officer. Under the terms of the aforementioned Mutual Aid Agreement, the DES Coordinator serves both Missoula County and the City of Missoula in that capacity.

The DES Coordinator shall:

- Develop mitigation, response, and recovery plans in cooperation with the DPC, ICs, local government agencies, and community interests.

- Support ICs in obtaining approval of plans from the governing body and, thereafter, maintain and exercise approved plans.
- Perform coordinating duties as specified by law, policy, and plans during disaster response and recovers.
- Comply with Montana DES Program Standards.

B. Deputy DES Coordinators

The Board of County Commissioners shall appoint Deputy DES Coordinators as needed. When available, Deputy Coordinators assist the Coordinator in the EOC. The primary Deputy shall serve as the Coordinator if the Coordinator is not available.

C. DPC

As constituted by the February 20, 1985, Mutual Aid Agreement, the DPC shall oversee and participate in the development of disaster plans and endorse such plans before they are submitted to the governing bodies for approval. The committee shall be on call to advise the governing bodies on issues that involve disaster and major emergencies.

IX. Local Environment/Situation Overview

Missoula County is centrally located in Western Montana. The County has the largest population of all counties in the region and is a center of commerce, industry, and transportation. The City of Missoula (latitude 46° 52' 20" north and longitude 113° 59' 35" west) and its surrounding urban area are located in a large valley formed by the confluence of five major drainage systems. Ninety percent of the County's population lives in this central valley. The valley has three highway access points. All of these points are located on interstate routes for railroad and truck carriers. The valley's air shed routinely experiences inversions for 6 months each year. A sole-source aquifer provides drinking water to the entire valley.

A working list of potential disasters has been adopted. The draft list of potential disasters is prepared by the DES Coordinator. The DPC conducts a vulnerability analysis for the community and ranks the overall effect of disasters on the community based on probability of occurrence, management difficulty, and threat to public health, safety, and property. The committee scores each disaster on the list on a scale of 3 to 9. The approved working list of disasters becomes the guide for preparedness efforts. The working list is reviewed by the DPC every 2 years.

The current working list of potential disasters with scores for each is as follows:

<u>DISASTER</u>	<u>SCORE</u>
Hazmat	8.3
Earthquake	7.0
Major Structure Fire	6.9
Major Wildland Fire	6.9
Aircraft Incident	6.5
Mass Casualty	6.2
Infectious Disease or Other Health Emergency	5.8
Severe Weather	5.7
Terrorist or Other Criminal Activity	5.1
Flood	4.9
Blight/Drought/Infestation	3.5

The disaster risk assessment is an important tool in developing and managing the EOP. It may be used as a basis for identifying which hazard specific annexes will be developed.

X. Planning Assumptions

In the development of the EOP, several assumptions were made and used as a basis for developing strategic and tactical approaches to emergency planning. The assumptions are that:

- A major emergency or disaster could happen at any time.
- The time of year, day of the week, time of day, and weather conditions are key variables that can have an impact on the seriousness of an incident and on the local government's ability to respond.
- The local government's 24/7 operational departments are prepared and have ample resources, or immediate access to ample resources, to adequately handle a major emergency.
- A disaster would severely stress normal systems and would likely require outside assistance from the state and federal governments.
- In a disaster, it is likely that local government response may be delayed and that the general public should be prepared to take care of its own basic survival needs for at least the first 72 hours after an event.

These assumptions cause the EOP to take into consideration the potential time, location, and impact of a disaster and provide the necessary resources to mitigate the effects of the disaster.

These assumptions are not comprehensive. In the course of planning and executing an EOP, many assumptions are made about how disasters occur and proceed, how people react to them, the resources that may be available, and the factors that contribute to success or failure. The EOP planning process makes these assumptions, but develops contingencies for variations from the situation as it has been predicted.

XI. National Standards and Best Practices

The business and operational management of emergent situations in the City of Missoula and Missoula County is determined by local, state, and national standards. The Missoula EOP consists of policies and procedures established by two national standards: the NIMS and the ICS. Both are described below.

A. NIMS

Homeland Security Presidential Directive 5 (HSPD-5), Management of Domestic Incidents, called for the establishment of a single, comprehensive NIMS. The NIMS is a system that improves response operations through the use of the ICS and other standard procedures and preparedness measures. It also promotes development of multijurisdictional, statewide, and interstate regional mechanisms for coordinating incident management and obtaining assistance during large-scale or complex incidents. HSPD-5 dictated that federal departments and agencies shall make adoption of the NIMS a requirement for the provision of federal preparedness assistance funds.

HSPD-5, as amended in May 2007, further established the Incident Management Systems Division (IMSD) of the National Integration Center (NIC) as the lead federal unit within FEMA to coordinate NIMS compliance. One of the primary functions of the IMSD is to ensure the NIMS remains an accurate and effective management tool through refining and adapting compliance requirements to address ongoing preparedness needs. To accomplish this, the NIC relies on input from the federal, state, local, tribal, multidisciplinary, and private authorities to assure continuity and accuracy of ongoing efforts.

As recent events have illustrated, all levels of government, as well as community-based organizations and the private sector, must work together to mitigate, prevent, prepare for, respond to, and recover from any emergency or disaster. NIMS compliance must be an ongoing effort, as new personnel must be trained and plans must be revised to reflect lessons learned.

Tribal and local authorities have the primary responsibility in emergencies and disaster situations, as the overwhelming majority of emergency incidents are handled on a daily basis by a single jurisdiction. It is critically important that all jurisdictions comply with the NIMS because the challenges we face as a nation are far greater than the capabilities of any one jurisdiction. As such, NIMS compliance should be considered and undertaken as a community-wide and nationwide effort. The benefit of the NIMS is most evident at the local level, when a community as a whole prepares for and provides an integrated response to an incident. Incident response organizations (to include local public health, public works, emergency management, fire, emergency medical services, law enforcement, hazmat, private sector entities, nongovernmental organizations, medical organizations, utilities, and others) must work together to comply with NIMS components, policies, and procedures.

Implementation of the NIMS in every tribal and local jurisdiction establishes a foundation upon which more advanced homeland security capabilities can be built.

As the NIMS becomes more incorporated into incident management, state, territorial, tribal, and local jurisdictions will be able to:

- Ensure common and proven incident management doctrines, practices, and principles are used to plan for, protect against, respond to, and recover from emergency incidents and pre-planned events.
- Maintain a response operation capable of expanding to meet an escalating situation and the ability to integrate resources and equipment from intrastate and interstate Mutual Aid Agreements, state-provided assistance, and federal government response.

The Missoula Board of County Commissioners has formally adopted the NIMS and directed that it be incorporated in this document.¹

The NIMS incorporates the principles of the ICS, which are described below.

B. ICS

The ICS is an operational component of the NIMS. It is a standardized on-scene emergency management construct specifically designed to provide for the adoption of an integrated organizational structure that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure, designed to aid in the management of resources during incidents. It is used for all kinds of emergencies and is applicable to small as well as large and complex incidents. ICS is used by various jurisdictions and functional agencies, both public and private, to organize field-level incident management operations.

C. NIMS Compliance

The Missoula County EOP and operational components have adopted the NIMS as a required operational and administrative standard. One essential component for complying with the NIMS standard, and for continuing the local government's eligibility to receive grant funding from DHS, is the completion of NIMS and ICS courses by appropriate personnel.

To comply with NIMS, a single NIMS representative had been appointed for Missoula County. That representative is the Missoula County Director of Emergency Services.² To remain NIMS-compliant

¹ Missoula Board of County Commissioners Resolution No. 2004-130, December 22, 2004.

² Missoula Board of County Commissioners Resolution No. 2007-134, August 28, 2007.

and eligible for DHS funding, that official is required to keep records regarding NIMS and ICS training. As a basic element of being considered NIMS-compliant, each agency participating in the EOP is required to provide an annual report to the Director of Emergency Services, documenting annual staff training. That report is due by January 31, covering the preceding calendar year.

The training requirements of participants in the EOP are governed by their position and responsibilities within the plan. A description of required and/or available NIMS and ICS courses, along with the requirements and necessary forms for compliance and reporting, is described in ESF-5, Appendix E: NIMS.

XII. Legal Basis for Emergency Operations

The legal basis for emergency operations under this plan includes both emergency proclamations and disaster declarations. Each is discussed below.

A. Emergency Proclamations

An “emergency” is defined in Title 10-3-103, MCA. An emergency proclamation is used when either of the following conditions exists:

- No losses have occurred; however, **a clear threat to health, life, or property exists**, and the proclamation is needed to enact protective measures.
- Limited losses have occurred, and the proclamation is needed to enact response and protective measures to prevent further losses.

An emergency proclamation is a prerequisite to all of the following actions:

- Request to the Governor to enact specific emergency powers.
- Use of the two-mill emergency levy.
- Request for the use of money from the State Emergency and Disaster Fund.
- Request for state or federal assistance, including the US Army Corps of Engineers.

The IC directs the preparation of Situation Reports and Damage Reports. Then, the IC and DES Coordinator meet with the Chairman of the Board of County Commissioners or the Mayor, and the City or County Attorney, to review Situation Reports and Damage Reports. Protective measures and related costs are selected and assessed against existing resources, and specific purposes for an emergency proclamation are established. An emergency proclamation is issued in the form of a resolution, an example of which is located in APPENDIX B. The resolution is filed with the Clerk and Recorder and disseminated to the public as soon as possible.

Refer to 10-3-402, MCA, for more information, including extending or terminating an emergency proclamation.

B. Disaster Declarations

An emergency requires use of local resources only, whereas a disaster requires use of additional outside resources. A disaster is defined in Title 10-3-103, MCA, and a disaster declaration is used when severe losses have occurred to public health, life, and property, and a declaration is needed to enact response and recovery measures.

A disaster declaration is a prerequisite to all of the following actions:

- Request to the Governor to enact specific emergency powers.
- Use of the two-mill emergency levy.
- Request for the use of money from the State Emergency and Disaster Fund.
- Request for state or federal assistance, including the US Army Corps of Engineers.

The IC directs the preparation of Situation Reports and Damage Reports. Then, the IC and DES Coordinator meet with the Chairman of the Board of County Commissioners or the Mayor, and the City or County Attorney, to review Situation Reports and Damage Reports. Protective measures and related costs are selected and assessed against existing resources, and specific purposes for a disaster declaration are established (see Annex C of the Montana Local Government Disaster Information Manual). A disaster declaration is issued in the form of a resolution, an example of which is provided in APPENDIX C. The resolution is filed with the Clerk and Recorder and disseminated to the public as soon as possible.

Refer to Title 10-3-403, MCA, for more information, including extending or terminating a disaster declaration.

XIII. Concept of Operation

The EOP concept of operation involves policies and procedures that are carried out to activate and operate the EOC, while adhering to operational principles established by this plan. The specific components of the concept of operation are detailed in ESF-5 and address the following issues:

- *Local Emergency Management Policies and Practices* – Describe local government’s general approach to managing emergencies and provide the basic foundation for responding to different types of emergent situations that are described in the EOP.
- *Missoula County EOC* – Describes the operation and role of the EOC.
- *Levels of EOC Operation* – Describes the four levels at which the EOC operates.

ESF-5 and other ESF sections contain general policies and procedures. Hazard-specific annexes describe operational procedures at the tactical level.

XIV. Organization and Assignment of Responsibilities

The EOP organization and assignment of responsibilities has three major components. They are:

- Lead and support agency designation.
- Detailed agency responsibilities.
- Command structure responsibilities.

The remainder of this section describes the agency and individual responsibilities that are critical to this plan.

A. Lead and Support Agencies

Every emergency situation requires a lead agency to take responsibility for the command and control of the emergency situation. Laws, ordinances, and local customs determine which agency is identified as “lead agency,” based on the type of situation. To some extent, lead agencies can be designated by the DPC and memorialized in the EOP. Given these considerations and the tendency of people to react intuitively in the midst of a crisis situation, local government’s approach to emergency management is to emphasize the use of familiar systems and practices by designating an agency as “lead” in a situation that it would normally command. This distinction can either be based on expertise or jurisdiction.

Secondary or support agencies are also designated in this plan. This approach leverages the array of interdisciplinary skills and collective resources that are part of normal government services and operations and fuses the totality of these capabilities into an integrated, ad hoc organization. This organization then serves as a common and mutually supportive backbone for any emergency response. Such forms of secondary support are initially sought from other County and municipal departments, mutual aid, designated support organizations, and the private sector.³ If unmet needs are serious enough, this may be followed by requests for specific forms of aid from regional providers or state and federal governments.

A number of local agencies have planning and response responsibilities that fall within the scope of the EOP. The lead and support agencies vary based on the specific EOP annex, and they are identified in the following table:

³ The desired outcome of the relationship with private sector entities is cooperation in an EOC through situational Mutual Aid Agreements. These relationships will be detailed in ESF-5.

ESF Annex Lead and Support Agencies

Agency	ESF-3, Public Works and Engineering	ESF-4, Firefighting	ESF-5, Emergency Management	ESF-8, Public Health and Medical Services	ESF-9, Search and Rescue	ESF-10, Oil and Hazardous Materials Response	ESF-13, Public Safety and Security	ESF-14, Long-Term Community Recovery and Mitigation	ESF-15, External Affairs
Board of County Commissioners								◆	◆
Mayor, City of Missoula								◆	◆
Missoula County Department of Emergency Services			◆	◇	◇	◇		◆	◆
Missoula County Sheriff's Department				◇	◆	◇	◆	◇	
Missoula City Police Department				◇	◇	◇	◆	◇	
Missoula City Fire Department		◆		◇	◇	◆		◇	
Missoula Rural Fire District		◆		◇	◇	◆		◇	
Missoula County Public Works	◆			◇			◇	◇	
City of Missoula Public Works	◆			◇			◇	◇	
Missoula City-County Health Department				◆	◇	◇	◇		
Missoula County Department of Information Services							◇		
City of Missoula Department of Information Services									

Legend: ◆ = Lead Agency; ◇ = Support Agency

Other organizations are beyond the scope of the EOP, but are significant response partners. These organizations include:

- Missoula Emergency Services.
- St. Patrick Hospital and Health Sciences Center.
- Community Medical Center.
- Western Montana Clinic.
- Curry Health Center (The University of Montana).
- Montana Highway Patrol.
- American Red Cross – Missoula.
- NorthWestern Energy.
- Missoula Electric Cooperative.
- CenturyLink.
- Verizon, Alltel, and other cellular telephone service providers.

- Bresnan Communications.
- Missoula School Districts.
- Mountain Line Public Transit.
- Missoula International Airport.
- National Weather Service – Missoula.
- The University of Montana, all departments.
- Montana Department of Transportation.
- Montana Department of Military Affairs/DES Division.
- Montana Department of Public Health and Human Services.
- Montana Department of Natural Resources and Conservation.
- Montana Department of Environmental Quality.
- United States Forest Service.
- Missoula Interagency Dispatch Center (wildland fire).
- United States Environmental Protection Agency.
- DHS.
- FEMA.
- Federal Bureau of Investigation.
- Drug Enforcement Administration.
- Transportation Safety Administration.
- Bureau of Alcohol, Tobacco, and Firearms.
- Bureau of Land Management.

This allocation of agency resources provides the local government with a mechanism for accessing a more comprehensive network of external resources. Thus, whenever an event taxes the capabilities and/or authority of departments in a manner that seriously challenges their ability to keep pace with emergent demands and/or dangers, there is an established means to readily obtain supplemental aid and assistance.

B. Detailed Agency Responsibility

The constituent members of each annex have both planning and operational responsibilities. From a planning perspective, the responsibility is to collectively devise and maintain the currency of their assigned annex(es), including ESF and Functional Annexes. *(This section will be finalized after DPC approval of annexes and lead and support agencies.)*

For content, each annex shall:

- Determine how best the agencies contribute to and jointly accomplish the mission.
- Contain sectional components that clarify the strategies, concept of operation, methods, priorities, critical decision points, or thresholds, and resources that will be used to carry out all primary and support responsibilities that are designated in the Basic Plan.

Beyond the planning responsibilities, each agency has operational roles in incidents based on the previously described ESF categories. The tables below describe lead and support responsibilities, based on ESF Annexes that follow.

ESF-3 – Public Works and Engineering

Organization	Functions
<p>Missoula County Public Works Department</p> <p>City of Missoula Public Works Department</p>	<ul style="list-style-type: none"> ● Lead the ESF and be responsible for maintaining the ESF-3 Annex. ● Act as the lead agency of discipline for slides, subsidence, dam breaks, debris removal, severe weather involving snow, ice, hail and wind, and major disruptions in transportation, energy or other utility. ● Performs a variety of functions with regard to roads, streets and bridges owned by the City and County, to include: <ul style="list-style-type: none"> » Conduct or oversee damage assessment, repairs, and technical inspections. » Designate those sections of roadways and bridges that are unsafe for vehicular traffic and require closure. » Arrange to restrict access. » Designate emergency traffic routes. » Determine and post detours around closed roadways and bridges or routes used for emergency traffic only. ● Cooperate with the appropriate agency or organization on all issues regarding roads, streets and bridges not owned by the City or County. ● Conduct damage assessment and repair or publicly owned wastewater treatment facilities, sewers and storm drains. ● As necessary, distribute or arrange for the distribution of potable water. ● Work as necessary with energy providers in the private sector to establish power restoration priorities. ● As necessary, provide sandbags for publicly owned infrastructure. ● Provide for emergency building permits and inspections; as necessary, post warning placards, set up barricades, and cooperate with insurers. ● Perform or oversee the stabilization, repair or demolition, and technical inspection of damaged structures owned by the City or County, and cooperates with private property owners in these activities. ● Provide assistance as necessary in snow removal, debris clearance, and waste disposal, including household and commercial hazardous waste. ● Provide assistance with emergency fencing. ● Provide representation for ESF-3 functions in the EOC. ● Ensure the IC and EOC are made aware of the status of critical needs, assets and events regarding ESF-3 issues and activities. This includes, when necessary, requesting support from outside Missoula County.

Organization	Functions
	<ul style="list-style-type: none"> Comply with guidance given and perform duties as assigned in this plan's annexes.
<p>Montana Department of Transportation</p> <p>National Weather Service</p> <p>US Army Corps of Engineers</p> <p>Montana Department of Natural Resources</p> <p>Northwestern Energy</p> <p>Missoula Electric Cooperative</p> <p>Bonneville Power Administration</p> <p>Mountain Water</p> <p>Montana Rail Link</p> <p>Missoula International Airport</p> <p>University of Montana</p> <p>Allied Waste Services</p> <p>Other privately Owned Utility Services in Missoula County and the City of Missoula</p>	<p>All organizations listed in the left-hand column are considered Cooperating Organizations for this ESF. Cooperating Organizations shall be determined by the needs of the incident, and this list is not considered to be either complete or restrictive. The lead ESF agencies will coordinate their activities with Cooperating Organizations within the following parameters:</p> <ul style="list-style-type: none"> The needs identified by lead agency in coordination with the Cooperating Organization. Available capabilities of the relevant agencies at the time of the event. Laws and agreements governing such cooperative activities. Incident policy established within the EOC.

ESF-4 – Firefighting

Organization	Functions
<p>Missoula City Fire Department (MCFD)</p> <p>Missoula Rural Fire District (MRFD)</p> <p>Representative of Missoula County Fire Protection Association Other Than MCFD or MRFD</p>	<ul style="list-style-type: none"> ● Lead the ESF and be responsible for maintaining the ESF-4 Annex. ● Act as the lead agency or discipline for major structural fires, wildland fires not on state or federal protection, and mass casualty incidents. ● Act as lead agency or discipline on technical, rescues and evacuations. ● As necessary, initiate, conduct, or support arson investigations. ● Provide representation for ESF-4 functions in the EOC. ● Ensure the IC and the EOC are made aware of the status of critical needs, assets and events regarding ESF-4 issues and activities. This includes, when necessary, requesting support from outside Missoula County. ● Comply with guidance given and perform duties as assigned in this plan's annexes.
<p>Seeley Lake Rural Fire Department</p> <p>Frenchtown Rural Fire District</p> <p>Swan Valley Rural Fire District</p> <p>Greenough/Potomac Rural Fire District</p> <p>Clinton Rural Fire District</p> <p>East Missoula Rural Fire District</p> <p>Florence Rural Fire District</p> <p>Arlee Rural Fire District</p> <p>Montana Mutual Aid</p> <p>US Forest Service</p> <p>Montana Department of Natural Resources and Conservation</p> <p>Missoula Interagency Dispatch Center (Wildland Fire)</p> <p>Bureau of Land</p>	<p>All organizations listed in the left-hand column are considered Cooperating Organizations for this ESF. Cooperating Organizations shall be determined by the needs of the incident, and this list is not considered to be either complete or restrictive. The lead ESF agencies will coordinate their activities with Cooperating Organizations within the following parameters:</p> <ul style="list-style-type: none"> ● The needs identified by lead agency in coordination with the Cooperating Organization. ● Available capabilities of the relevant agencies at the time of the event. ● Laws and agreements governing such cooperative activities. ● Incident policy established within the EOC.

Organization	Functions
Management	
Confederated Salish and Kootenai Tribe	
National Weather Service	
Missoula City/County Health Department	
Missoula County Sheriff	
Missoula Police Department	
Missoula International Airport	
University of Montana	
Missoula Emergency Services, Inc.	
Northwestern Energy	
Missoula Electric Cooperative	
Mountain Water	
Missoula County Department of Emergency Services	

ESF-5 – Emergency Management

ESF-5 Lead Organization

The Missoula County Department of Emergency Services is the lead organization for ESF-5.

The functions of the Missoula County Department of Emergency Services, as they pertain to ESF-5 are listed below.

- Lead the ESF and be responsible for maintaining the ESF-5 Annex.
- Work with neighboring jurisdictions and the state to ensure that emergency management planning efforts are consistent, complementary, mutually supportive, and compatible with one another.
- Coordinate the development, adoption, and maintenance of the EOP.
- Manage Emergency Proclamations and Disaster Declarations.
- Provide 9-1-1 services for the city and county.
- Regularly brief the Mayor and the Board of County Commissioners on the status of the county's emergency management program, and, as necessary, on particular emergency conditions or incidents.
- Maintain the County's EOC facility and all equipment and operational procedures so that the EOC can be readily activated at any time.
- Provide representation for ESF-5 functions in the EOC.
- Ensure the IC and EOC are made aware of the status of critical needs, assets, and events regarding ESF-5 issues and activities. This includes, when necessary, requesting support from outside Missoula County.
- Comply with guidance given and perform duties as assigned in this plan's annexes.
- Develop and maintain a series of Appendices, including: Appendix A, Communications Infrastructure; Appendix B, Mass Sheltering; Appendix C, Special Needs Populations; Appendix D, EOC Organization and Procedures; Appendix E, NIMS Compliance; and Appendix F, Managing Volunteers.

ESF-5 Cooperating Organizations

All organizations listed below are cooperating organizations for ESF-5. Cooperating organizations are determined by the scope of this EOP, a sound and comprehensive approach to planning, and the requirements of an emergent event. This list is not considered to be either complete or restrictive.

Local Government

- Board of County Commissioners.
- Office of the Mayor.
- Missoula County Sheriff.
- Missoula Police Department.
- Missoula City Fire Department.
- All Rural Fire Districts and Departments in the County.
- Missoula County Public Works.
- City of Missoula Public Works.
- City-County Health Department.
- City of Missoula Parks and Recreation.
- Rural Initiatives.
- Office of Planning and Grants.
- Missoula County Attorney.
- Missoula City Attorney.
- Missoula County Human Resources.
- City of Missoula Human Resources.

Other Local Organizations

- St. Patrick Hospital.
- Community Medical Center.
- Western Montana Clinic.
- Missoula Emergency Services.
- Missoula International Airport.
- Northwestern Energy.
- Missoula Electric Cooperative.
- Mountain Water.
- CenturyLink.
- American Red Cross.
- Blackfoot Communications.
- Bresnan Communications.
- Verizon & Other Wireless Carriers Montana Rail Link.
- Salvation Army.

Federal and State Organizations

- US Forest Service.
- US Department of Justice.
- Bureau of Land Management.
- Bureau of Alcohol, Tobacco, and Firearms.
- Secret Service.
- DHS.
- Environmental Protection Agency.
- US Coast Guard.
- Federal Bureau of Investigation.
- Drug Enforcement Administration.
- Office of the Governor.
- University of Montana.
- Department of Natural Resources and Conservation.
- Department of Fish, Wildlife and Parks.
- Department of Public Health and Human Services.
- Department of Military Affairs.
- Department of Justice.
- Department of Administration.
- Department of Environmental Quality.

ESF-5 Cooperating Organizations

The lead ESF agency will coordinate the functions of the cooperating organizations within the following parameters:

- The needs identified by lead agency in coordination with the cooperating organization.
- Available capabilities of the relevant agencies at the time of the event.
- Laws and agreements governing such cooperative activities.
- Incident policy established within the EOC.
- This EOP.

ESF-8 – Public Health and Medical Services

Organization	Functions
Missoula City-County Health Department	<ul style="list-style-type: none"> ● Lead ESF and be responsible for maintaining the ESF-8 Annex. ● The role of lead agency has dual aspects, which shall be distinguished in the ESF-8 Annex. <ul style="list-style-type: none"> » <i>Fire</i> – Emergency Medical Service. » <i>City-County Health Department</i> – Public health issues including but not limited to infectious disease or other public health emergency, and environmental quality. ● Coordinate or command as appropriate the public agency response regarding the emergency utilization of hospitals, clinics, healthcare centers, emergency medical service (EMS), and critical care facilities during incidents involving hospital evacuation or medical surge. ● As necessary, provide for disease prevention and control in humans, in addition to animal, plant disease, and pest control. ● As necessary, conduct environmental and health inspections, to include threats to the food supply or from other hazardous materials or substances, such as carbon monoxide, radiation or chemicals, affecting the community’s health. ● As necessary, conduct, initiate or coordinate laboratory analysis of epidemiological specimens, hazardous substances, and specimens from those who may have been exposed to hazardous substances. ● In incidents of infectious disease, potential or confirmed food poisoning, hazmat release or exposure, or other threat to public health, conduct surveillance and statistical analysis needed to identify, assess and respond to the threat. ● Manage issues of quarantine, isolation and closure in response to existent conditions and in accordance with applicable local, state and federal laws. ● As necessary, organize and arrange support from mental health professionals, pharmaceutical suppliers, blood centers, and the Montana Poison Control Center. ● Manage training and delivery issues surrounding ChemPack, PharmPack, and Strategic National Stockpile (SNS) caches. ● Provide health care to patients within the current capabilities and established parameters. <ul style="list-style-type: none"> » Clinic and other nursing services by City-County Health Department. » Emergency medical services and clinic assistance by fire agencies. ● Provide representation for ESF-8 functions in the EOC. ● Ensure the IC and/or EOC are made aware of the status of critical

Organization	Functions
	<p>needs, assets and events regarding ESF-8 issues and activities. This includes, when necessary, requesting support from outside Missoula County</p> <ul style="list-style-type: none"> Comply with guidance given and perform duties as assigned in this plan's annexes.
<p>Missoula City Fire Department (MCFD) Missoula Rural Fire District (MRFD) Representative of Missoula County Fire Protection Association other than MCFD or MRFD St. Patrick Hospital Community Medical Center Western Montana Clinic Missoula Emergency Services, Inc. Other Private Medical Services Providers American Red Cross Montana Department of Health and Human Services Missoula County Public Works City of Missoula Public Works Missoula County Office of Emergency Services Missoula County Sheriff's Department Missoula Police Department Montana Poison Control Center Confederated Salish</p>	<p>All organizations listed in the left-hand column are considered Cooperating Organizations for this ESF. Cooperating Organizations shall be determined by the needs of the incident, and this list is not considered to be either complete or restrictive. The lead ESF agencies will coordinate their activities with Cooperating Organizations within the following parameters:</p> <ul style="list-style-type: none"> The needs identified by lead agency in coordination with the Cooperating Organization. Available capabilities of the relevant agencies at the time of the event. Laws and agreements governing such cooperative activities. Incident policy established within the EOC.

Organization	Functions
and Kootenai Tribe National Weather Service	

ESF-9 – Search and Rescue

Organization	Functions
<p>Missoula County Sheriff's Department</p>	<ul style="list-style-type: none"> ● Lead ESF and be responsible for maintaining the ESF-9 Annex. ● Act as the lead agency for incidents involving persons, aircraft, watercraft or other vehicle reported missing, lost or requiring emergency assistance in rural locations either not precisely known, not accessible by personnel on regular duty, or both. ● Support all urban or structural technical, confined-space, and high-angle rescue operations, regardless of causation. ● Provide representation for ESF-9 functions in the EOC. ● Ensure that the IC and EOC are made aware of the status of critical needs, assets and/or events regarding ESF-9 issues and activities. This includes, when necessary, requesting support from outside Missoula County. ● Comply with guidance given and perform duties as assigned in this plan's annexes.
<p>Missoula Police Department</p> <p>Missoula City Fire Department and all Rural Fire Districts or Departments in Missoula County</p> <p>National Weather Service</p> <p>Montana Department of Fish, Wildlife and Parks</p> <p>Montana Department of Natural Resources</p> <p>US Forest Service</p> <p>Bureau of Land Management</p> <p>Missoula International Airport</p> <p>National Transportation Safety Board</p> <p>Federal Aviation Administration</p> <p>Montana Department of Military Affairs</p>	<p>All organizations listed in the left-hand column are considered Cooperating Organizations for this ESF. Cooperating Organizations shall be determined by the needs of the incident, and this list is not considered to be either complete or restrictive. The lead ESF agencies will coordinate their activities with Cooperating Organizations within the following parameters:</p> <ul style="list-style-type: none"> ● The needs identified by lead agency in coordination with the Cooperating Organization. ● Available capabilities of the relevant agencies at the time of the event. ● Laws and agreements governing such cooperative activities. ● Incident policy established within the EOC.

Organization	Functions
DHS St. Patrick Hospital Community Medical Center Missoula Emergency Services, Inc. Confederated Salish & Kootenai Tribe Missoula County Department of Emergency Services	

ESF-10 – Oil and Hazardous Materials Response

Organization	Functions
<p>Missoula City Fire Department Missoula Rural Fire District</p>	<ul style="list-style-type: none"> ● Lead ESF and be responsible for maintaining the ESF-10 Annex. ● Act as the lead agency or discipline for all hazmat releases. The role of lead agency has dual aspects, which shall be distinguished in the ESF-10 Annex. <ul style="list-style-type: none"> » <i>Fire</i> – Initial response, containment and evacuation of critical areas. » <i>City-County Health Department</i> – Public health, environmental quality and cleanup. ● Oversee the direction, management, and support of all hazmat response operations. ● Determine, and as necessary coordinate, arrangements to receive, stage, deploy, sustain, demobilize, and return hazmat teams from other jurisdictions. ● Keep the IC and EOC posted on the exclusionary zone(s) and area(s) that need to be evacuated. ● Provide representation for all ESF-10 functions in the EOC. ● Advise the IC and/or EOC when a request needs to be made to ask for outside assistance. This includes, when necessary, requesting support from outside Missoula County. ● Ensure the IC and/or EOC are made aware of the status of critical needs, assets and events regarding ESF-10 activities. ● Comply with guidance given and perform duties as assigned in this plan's annexes.
<p>Missoula County Sheriff Missoula Police Department Missoula City-County Health Department National Weather Service Montana Rail Link Yellowstone Pipeline CHS Petroleum Terminal ConocoPhillips Hexion Specialty Chemicals</p>	<p>All organizations listed in the left-hand column are considered Cooperating Organizations for this ESF. Cooperating Organizations shall be determined by the needs of the incident, and this list is not considered to be either complete or restrictive. The lead ESF agencies will coordinate their activities with Cooperating Organizations within the following parameters:</p> <ul style="list-style-type: none"> ● The needs identified by lead agency in coordination with the Cooperating Organization. ● Available capabilities of the relevant agencies at the time of the event. ● Laws and agreements governing such cooperative activities. ● Incident policy established within the EOC.

Organization	Functions
Louisiana Pacific	
Missoula International Airport	
University of Montana	
Montana Department of Military Affairs	
Montana Department of Environmental Quality	
US Environmental Protection Agency	
US Coast Guard	
Northwestern Energy	
Missoula Electric Cooperative	
Mountain Water	
St. Patrick Hospital	
Community Medical Center	
Missoula Emergency Services, Inc.	
Missoula County Department of Emergency Services	

ESF-13 – Public Safety and Security

Organization	Functions
<p>Missoula County Sheriff's Department Missoula Police Department</p>	<ul style="list-style-type: none"> ● Lead the ESF and be responsible for maintaining the ESF-13 Annex. ● Act as the lead agency or discipline for civil disorders, bomb threats, terrorism and other criminal acts, and barricaded subjects regardless of the precipitating motive. <ul style="list-style-type: none"> » The Missoula County Sheriff is the coroner, and as such is the lead agency on mass fatalities, in addition to other coroner duties specified by Montana Codes Annotated. ● Lead agency or discipline in conducting criminal intelligence and investigations to deter, preempt, or interdict criminal activity and to apprehend lawbreakers. ● Lead agency or discipline in educating the populace in public safety and security matters. ● Lead agency or discipline on population protection, including conduct and/or support for evacuations regardless of causation. ● Direct law enforcement response to looting. ● Assist in securing and preventing unauthorized access to damaged or impassable roadways, structures, or other areas. ● Provide perimeter security and crowd and traffic control for major incidents, regardless of causation. ● For incidents involving a criminal act, conduct criminal investigations. ● Establish exclusionary and evacuation areas for shooter, hostage, bomb or other criminal or traffic crash related incidents. ● In all major incidents and as soon as time and circumstances permit, report street closures to all applicable agencies. ● Provide representation for ESF-13 Functions in the EOC. ● Ensure that the IC and/or EOC are made aware of the status of critical needs, assets and events regarding ESF-13 issues and activities. This includes, when necessary, requesting support from outside Missoula County. ● Comply with guidance given and perform duties as assigned in this plan's annexes.
<p>Federal Bureau of Investigation Drug Enforcement Administration DHS US Attorney US Forest Service</p>	<p>All organizations listed in the left-hand column are considered Cooperating Organizations for this ESF. Cooperating Organizations shall be determined by the needs of the incident, and this list is not considered to be either complete or restrictive. The lead ESF agencies will coordinate their activities with Cooperating Organizations within the following parameters:</p>

Organization	Functions
<p>Montana Department of Natural Resources and Conservation</p> <p>Montana Department of Fish, Wildlife and Parks</p> <p>Montana Department of Justice</p> <p>Montana Department of Revenue</p> <p>Montana Department of Military Affairs</p> <p>University of Montana</p> <p>Missoula International Airport</p> <p>Missoula County Attorney</p> <p>Missoula City Attorney</p> <p>Missoula City-County Health Department</p> <p>Missoula County Public Works</p> <p>City of Missoula Public Works</p> <p>Missoula City Fire Department; Rural Fire Districts and Departments in Missoula County</p> <p>Missoula Emergency Services, Inc.</p> <p>Missoula County Department of Emergency Services</p> <p>National Weather Service</p>	<ul style="list-style-type: none"> ● The needs identified by lead agency in coordination with the Cooperating Organization. ● Available capabilities of the relevant agencies at the time of the event. ● Laws and agreements governing such cooperative activities. ● Incident policy established within the EOC.

ESF-14 – Long-Term Community Recovery and Mitigation

Organization	Functions
<p>Department of Emergency Services</p> <p>Board of County Commissioners</p> <p>Mayor, City of Missoula</p>	<ul style="list-style-type: none"> ● Lead ESF and be responsible for maintaining the ESF-14 Annex. ● Establish and maintain a trained County organization capable of mobilizing all necessary resources to conduct and compile initial damage assessments and that can effectively interface with state and federal government officials in completing a timely damage assessment. ● In each Presidentially Declared Disaster, Incident of National Significance, or Emergency, develop and administer a recovery plan to match the range of needs for restoring the community (and any societal disruptions), government, economy, and environment to a pre-disaster state of normalcy. ● Use the opportunities that present themselves in the recovery phase to mitigate chronic hazards and to seek grants for this purpose. ● Through a report, make recommendations to the Mayor and Board of County Commissioners for changes in policy and/or law that would in the future better protect the County’s population, government, infrastructure, economy, environment and natural resources. The intent of such changes is to either eliminate a danger from recurring or to lessen the most serious effects. ● With input of other County departments, maintain accountability for all equipment, services, supplies, and associated costs that are expended to respond to the declared emergency. ● Provide claims adjusters as necessary. ● Comply with guidance given and perform duties as assigned in this plan’s annexes.
<p>Missoula County Public Works</p> <p>City of Missoula Public Works</p> <p>Missoula County Law Enforcement Agencies</p> <p>Missoula County Fire Departments</p> <p>FEMA</p>	<p>All organizations listed in the left-hand column are considered Support Organizations. Each will assist the (TBD) within the following parameters:</p> <ul style="list-style-type: none"> ● Based on needs identified by the (TBD) as the ESF Coordinator. ● Based on available capabilities at the time of the emergency or event. ● Based on the laws and agreements governing their support and use of assets.

ESF-15 – External Affairs

Organization	Functions
<p>Board of County Commissioners Mayor’s Office Missoula County Department of Emergency Services</p>	<ul style="list-style-type: none"> ● Lead ESF and be responsible for maintaining the ESF-15 Annex. ● Establish and administer policy for coordinated public information and Joint Information Center (JIC) activities. ● Provide representation for ESF-15 functions in the EOC. ● Ensure the IC and EOC are made aware of the status of critical needs, assets and events regarding ESF-15 issues and activities. This includes, when necessary, requesting support from outside Missoula County. ● Comply with guidance given and perform duties as assigned in this plan’s annexes.
<p>All responding departments, government agencies, and private sector organizations are considered cooperating organizations</p>	<p>All organizations listed in the left-hand column are considered Cooperating Organizations for this ESF. Cooperating Organizations shall be determined by the needs of the incident, and this list is not considered to be either complete or restrictive. The lead ESF agencies will coordinate their activities with Cooperating Organizations within the following parameters:</p> <ul style="list-style-type: none"> ● The needs identified by lead agency in coordination with the Cooperating Organization. ● Available capabilities of the relevant agencies at the time of the event. ● Laws and agreements governing such cooperative activities. ● Incident policy established within the EOC.

XV. Direction, Control, and Coordination

The EOP has identified certain positions that fill designated roles during an emergency. The specific roles are described below.

A. IC

The IC maintains command and control of all response and recovery activities for the incident to which he/she is assigned. The authority of the IC is limited to those powers specifically granted by statute or other legal authority and which may be elaborated on in this EOP.

In the event of complex incidents requiring the response of more than one agency or response discipline, the Mayor of the City of Missoula or the Missoula Board of County Commissioners may assign incident command responsibility for a specific type of disaster to the official judged to be best suited to respond. Assignments shall follow statutory responsibilities when applicable. Assignments shall be based on consideration of the following factors:

- Specific and implied statutory responsibility.
- Expertise of the official and agency personnel.
- Resources of the agency, including equipment, materials and personnel.
- Willingness of the selected official to assume responsibility.
- Recommendations from the DPC.

For incidents in which it is not deemed appropriate or necessary for the Mayor or the Board of County Commissioners to appoint a cross-jurisdictional IC, departments identified as lead agencies with jurisdiction over the incident shall appoint ICs in accordance with their own internal procedures. ICs appointed by their departments shall carry out their assignments in accordance with the EOP.

B. Other Positions

Additional staff positions may be designated to assist the IC during an emergency. In addition, the EOP through the Basic Plan, annexes, and appendices may create additional positions in the hazard-specific annexes or name specific persons to provide direction, control, and coordination.

C. Unified Command

For those large, complex incidents in which it is not deemed appropriate to appoint a single IC, the various ICs appointed by the responding agencies may activate a unified command structure. Under a unified command, the various ICs agree to be physically located together and confer on prioritizing response actions and the use of resources.

D. Volunteers

Missoula County and the City of Missoula recognize the fact that disasters and emergencies often motivate individuals to step forward and volunteer their services. While remaining deeply appreciative of these offers to aid their community in its time of need, the city and county also have a responsibility to use volunteers in a manner that:

- Is commensurate with each individual's skills and abilities.
- Proceeds in an organized fashion.
- Provides a necessary public service.
- Protects the interests of all concerned, including local government, the public, and the volunteer, from all potential consequences arising out of the volunteer's actions on behalf of local government.

More extensive guidance on dealing with volunteers is set forth in the ESF-5 (Emergency Management) Annex, Appendix F, Managing Volunteers.

XVI. Information Collection and Dissemination

The documentation of events during an emergency plays an important part in carrying out the EOP plan and an equally important part in providing detailed information in the aftermath of an emergency. The issues surrounding documentation are discussed below.

A. Documentation

The need for the documentation of information related to an emergency falls into several categories. They include:

- *Cost Recovery* – Documentation of cost for reimbursement by the state and federal governments.
- *Requests for Aid* – Rapid collection and documentation of losses to meet criteria for state and federal assistance programs.
- *Budget Control* – To ensure proper charging of accounts, compliance with statutory budget restrictions and receipt of emergency revenues.
- *Legal Protection* – Documentation that expenditures and use of emergency powers are in compliance with the statutes.
- *Operations Efficiency* – Use of a standardized emergency message to ensure rapid communications, assimilation of facts, and implementation of solutions.
- *Critique* – Post-emergency evaluation of performance and revision of emergency plans.
- *Training* – Record of emergency to use in training programs.

All key personnel should record accurate documentation during an incident.

This plan recognizes the validity of individual agency record-keeping processes; however, ICS forms are established as a standard. Some existing agency forms meet the ICS standards and will be given an ICS number.

The departments and agencies working under this EOP do not share a common record keeping system that they use during day-to-day operations. However, all do have such systems with which they are familiar and which meet their needs. It is unrealistic to expect them to shift to an unfamiliar, stand-alone system during times of crisis. Consequently, departments and agencies are encouraged to be as complete and detailed as possible in their record keeping and to use standard ICS forms during a disaster or emergency response, particularly for the compilation of daily Incident Action Plans.

B. Public Information and Alerts

When an emergency occurs, there are clear objectives for dissemination of public information and alerts. The objectives include providing information to the public about the nature of the emergency, emphasizing the immediate action being taken to protect lives, health, and property. Officials issue instruction for protective measures to the public, including urging the public to stay away from the area(s) affected by the emergency. They also inform motorists of closed roadways and recommended alternative routes and announce and explain evacuation and the locations of evacuation shelters. They advise the public that further information will be furnished. In addition, public information is used to dispel rumors immediately.

The EOP establishes a JIC to be used for the purposes of providing public information in the case of an emergency or other event involving multiple public agencies and/or multi-jurisdictional impact. The JIC will use the most appropriate and effective means of providing public information. Those techniques may include both traditional and technology-based solutions.

The operation policies, procedures, and tactical approaches to be used by the JIC are contained in ESF-15.

XVII. Ongoing Plan Management and Maintenance

Keeping the EOP up to date is essential to the success of managing any significant emergency or disaster in the City of Missoula and Missoula County. To ensure that the EOP is kept current, the following steps will be taken:

- The complete EOP, including the Basic Plan and all annexes and appendices, is ratified by the respective governing bodies.
- The complete EOP will be presented to the governing bodies for reaffirmation every 4 years.
- The Basic Plan establishes the DPC as the review and approval body for annexes and appendices in the interim period between reaffirmation dates by the governing bodies.
- The Missoula County Department of Emergency Services will develop a planning, review, and revision process in cooperation with the DPC.
- The DPC will review the complete plan every 2 years.
- The State DES Office will review the plan every 2 years.

Disaster plans, as they now exist, continue to be in effect. New elements of this plan shall be in effect on an interim basis between the time they are endorsed by the DPC and adopted by the governing body. In the absence of plans to deal with specific disasters and emergencies, the Montana Local Government Disaster Information Manual and the Montana Disaster and Emergency Plan shall serve as guidance and are hereby adopted by reference.

XVIII. Authorities and References

Legal authority and reference for the EOP and emergency management come from both federal and state laws and regulation. The controlling references are listed below.

A. Applicable Federal Laws, Regulations, and Executive Branch Orders

The following list identifies federal laws, regulations, acts, directives, and orders that apply to the development and execution of the EOP:

- Code of Federal Regulations.
- Public Law 93-288.
- Public Law 96-342.
- Public Law 920.
- Public Law 99-499.
- Public Law 101-336.
- Public Law 106-390.
- 5 USC.
- 49 USC.
- 42 USC.
- 33 USC.
- 42 USC.
- Public Law 104-201.
- Public Law 105-19, Volunteer Protection Act of 1997.
- Public Law 105-381, Pacific Northwest Emergency Management Arrangement.
- Presidential Decision Directive (PDD) - 39, United States Policy on Counterterrorism (June 21, 1995).
- PDD-62, Protection Against Unconventional Threats to Homeland and Americans Overseas (May 22, 1998).
- PDD-63, Protecting America's Critical Infrastructure (May 22, 1998).
- Homeland Security Act of 2002.
- Post-Katrina Emergency Reform Act of 2006.
- Public Law 109-295, Section 689: Individuals with Disabilities.
- FEMA Reference Guide: Accommodating Individuals with Disabilities in the Provision of Disaster Care, Housing, and Human Services.
- HSPD-5, Management of Domestic Incidents.
- HSPD-8, National Preparedness.
- Continuity of Operations Federal Preparedness Circular 65.

B. Montana State Law

The EOP complies with the following state regulations regarding county-wide disaster plans:

EOP Regulations – State

<ul style="list-style-type: none">● Title 7, MCA – Local Government (in its entirety).
<ul style="list-style-type: none">● Title 10, MCA – Military Affairs and Disaster and Emergency Services (in its entirety, with emphasis on Chapter 3 – Disaster and Emergency Services).<ul style="list-style-type: none">» 10-3-110: Medical services during declared emergency or disaster – limitation of liability – administrative disciplinary sanctions.» 10-3-111: Personnel immune from liability.» Title 10, Chapter 3, Part 4, MCA – Local and Interjurisdictional Planning and Execution.
<ul style="list-style-type: none">● Title 44, MCA – Law Enforcement.<ul style="list-style-type: none">» Chapter 5 – Criminal Justice Information.» Chapter 11 – Mutual Assistance Rights of Assisting Officers.
<ul style="list-style-type: none">● Title 50, MCA – Health and Safety.<ul style="list-style-type: none">» Chapter 2 – Local Boards of Health.» Chapter 6 – Emergency Medical Services.
<ul style="list-style-type: none">● Title 75, MCA – Environmental Protection.<ul style="list-style-type: none">» Chapter 2 – Air Quality.» Chapter 10 – Waste and Litter Control.

The MCA can be found at: http://data.opi.mt.gov/bills/MCA_toc/index.htm.

Appendix A – Acronym List and Glossary of Key Terms

Acronym List

Acronym	Definition
DES	Disaster and Emergency Services
DHS	U.S. Department of Homeland Security
DPC	Disaster Planning Committee
EMS	emergency medical services
EOC	Emergency Operations Center
EOD	Explosive Ordinance Disposal
EOP	Emergency Operations Plan
ESF	Emergency Support Function
FEMA	Federal Emergency Management Agency
HSPD-5	Homeland Security Presidential Directive 5
IC	Incident Commander
ICS	Incident Command System
IMSD	Incident Management Systems Division
JIC	Joint Information Center
MCA	Montana Code Annotated
MCFD	Missoula City Fire Department
MRFD	Missoula Rural Fire Department
NIC	National Integration Center
NIMS	National Incident Management System
NRF	National Response Framework
PDD	Presidential Decision Directive

Glossary of Key Terms

Disaster – The occurrence or imminent threat of widespread or severe damage, injury, or loss of life or property resulting from any natural or man-made cause.

Disaster Condition – A decision by the IC that a disaster exists locally. Multiple-agency response is in progress. State and federal assistance is, or may be, needed. This decision is not a declaration.

Disaster Declaration – A formal decision by the chairman of the Board of County Commissioners, the mayor, or the governor that a disaster exists within his/her respective jurisdiction.

Emergency – The imminent threat of a disaster causing peril to life or property that timely action can avert or minimize.

Emergency Condition – A decision by the IC that an emergency exists locally. Multiple-agency response is imminent or is already in progress. This decision is not a proclamation.

Emergency Proclamation – A formal decision by the chairman of the Board of County Commissioners, the mayor, or the governor that an emergency exists within his/her respective jurisdiction.

Incident – An occurrence that requires a response by law enforcement, medical, fire, health, or public works agencies to protect public safety, health, or property.

Appendix B – Emergency Proclamation

EMERGENCY PROCLAMATION – A RESOLUTION

WHEREAS, _____ (may cause) (has caused) severe losses to _____; and

WHEREAS, this (incident occurred) (threat was established) on _____ and is more specifically described as follows: _____; and

WHEREAS, I, being the (Chairman of the Board of Missoula County Commissioners) (Mayor of the City of Missoula) have decided the following response and protective measures are necessary to protect public health, life, and property:

1. _____
2. _____
3. _____; and

WHEREAS, 10-3-402 M.C.A., requires an emergency proclamation by the principle executive officer before such measure may be enacted;

NOW, THEREFORE, BE IT RESOLVED, that I, _____, being the (Chairman of the Board of Missoula County Commissioners) (Mayor of the City of Missoula) do hereby proclaim that an emergency exists as of _____.

Signature

Appendix C – Disaster Declaration

DISASTER DECLARATION – A RESOLUTION

WHEREAS, _____ has caused severe losses to _____; and

WHEREAS, this incident occurred on _____ and is more specifically described as follows: _____; and

WHEREAS, I, being the (Chairman of the Board of Missoula County Commissioners) (Mayor of the City of Missoula) have decided the following response and protective measures are necessary to protect public health, life, and property:

1. _____
2. _____
3. _____; and

WHEREAS, 10-3-403 M.C.A., requires a disaster declaration by the principle executive officer before such measure may be enacted;

NOW, THEREFORE, BE IT RESOLVED, that I, _____, being the (Chairman of the Board of Missoula County Commissioners) (Mayor of the City of Missoula) do hereby declare that a disaster exists as of _____.

Signature